



# CITY OF BURLINGAME

## 2015-2023 Housing Element

Adopted by the  
Burlingame City Council  
January 5, 2015  
Resolution 5-2015



# Burlingame Housing Element

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## **I. Executive Summary**

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### **INTRODUCTION**

By state mandate each city and county in California is required to plan for the housing needs for its share of the expected new households in the Bay Region over the next five to eight years as well as for the housing needs of all economic segments of the city's population. This planning will be done in Burlingame by updating the City's 2009-2014 Housing Element of the General Plan. Broad based community participation is essential to preparing an implementable and locally meaningful housing policy and action program. The programs included in this document evolved from the participation and experience of local residents and representatives of agencies which provide housing and other social service assistance to city, county and regional residents.

### **PROFILE OF THE COMMUNITY**

Research on Burlingame community demographics identifies some themes of change through the years. While the city's total population has remained fairly stable over the past 40 years there has been an increase in ethnic diversity and number of children living at home as well as growth in the population approaching retirement. The median income in 2011 was \$88,915 (in 2013 inflation adjusted numbers). The median prices of single-family homes (\$1,400,000) and multiple-family homes (\$650,000) in 2012 reflected the rising home prices in a recovering housing market. More than three-quarters of the city's housing stock is over 50 years old, but most remain well maintained as exemplified by the number of building permits issued for improvements during the previous planning period.

### **HOUSING CONSTRAINTS**

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

### **COMMUNITY RESOURCES**

The city began as a small settlement centered on the Burlingame Train Station (designated a State Historic Landmark). In a sense, this was an early example of what urban planners now refer to as "transit villages," though at the time it was simply a reflection of the transportation and development patterns of the time. Later the City of Burlingame annexed the Broadway train station and the settlement adjacent to it. A century later, the Millbrae train station just to the north of Burlingame was expanded to provide both Caltrain and BART (Bay Area Rapid Transit) service, as well as SamTrans bus service, creating a robust regionally-oriented transit hub within proximity to Burlingame's northern neighborhoods. Over these same decades, El Camino Real developed with the city's highest-density

residential uses – a pattern distinctly different from other cities on the Peninsula, where it developed as a commercial corridor.

Because the land area of Burlingame is primarily built-out, the majority of new housing opportunities will have to replace existing development. In the proposed planning program the key sites for residential reuse follow the compact, transit-oriented pattern of our past, building on the transit access opportunities offered at the northern end of the city, in Downtown and along El Camino Real. Beyond these areas, additional sites in “buffer areas” offer opportunities to improve compatibility between low-scale residential and other land uses. The site selection program evaluated residential densities and affordability, and these opportunities were influenced by community goals such as situating housing within proximity to transit and providing sensitive transitions between existing lower-scale residential neighborhoods and other uses. An infrastructure study and program confirmed that services are available through collection and processing facilities that are in place to support these programs.

Implementation of the 2009-2014 Housing Element demonstrated the effectiveness of using local legislation to achieve housing policy. Zoning changes were implemented to incorporate high density residential and mixed use zoning in the Downtown area, with incentives such as reduced parking and increased height. Continuing the single family residential design review process effectively conserved neighborhood character while supporting maintenance of an older housing stock. A new second unit ordinance was implemented to allow second units on some R-1 zoned lots when certain development standards are met. The Second Unit Amnesty program was continued to legalize and preserve older second units in the single family zoned areas.

## **COMMUNITY OPPORTUNITIES**

The 2009-2014 Housing Element set the foundation for policies and programs that provide the best opportunities to meet the City’s fair share of housing needs. Starting with the areas already identified for housing opportunities in the Downtown and North Burlingame areas, additional opportunities were added within these areas and along the El Camino Real Priority Development Area. The most effective programs from the 2009-2014 Housing Element have been carried forward, as well as new programs which will expand opportunities for zoning incentives to the transportation corridors as well as the transit hubs.

## **EVALUATION OF THE 2009-2014 HOUSING ELEMENT**

There were several key programs which were most successful in implementing the goals and policies of the 2009-2014 Housing Element. These include the following:

- 1) Zoning Implementation for the Downtown Specific Plan, which created new multi-family and mixed use zoning districts within the Downtown area, and provided for reduced parking requirements for properties within this transit oriented area;
- 2) Adding a residential overlay zone in an older commercial area between two existing residential communities to allow for high density residential use;
- 3) Providing opportunities for emergency shelters for the homeless and for supportive and transitional housing as outlined in State law;
- 4) Adopting a Reasonable Accommodations for Accessibility Ordinance to establish a process by which an individual with a disability may request modification to development standards to install improvements such as ramps, handrails or lifts, necessary to accommodate the disability; and



- 5) Allowing for new secondary dwelling units subject to performance standards on some single family residential lots.

Other programs that continued successfully throughout the planning period, which include:

- 1) Continuation of the second unit amnesty program which allows nonconforming second units which meet certain criteria to become a permanent part of the city's housing stock; and
- 2) Residential design review to provide for compatibility of additions and new construction with existing neighborhoods.

All of these programs are being used as a basis for development of the 2015-2023 work program where the following is also proposed:

- 1) Additional incentives be offered in a wider area (along the El Camino Real and California Drive transit corridors);
- 2) Consider adoption of a commercial impact in-lieu fee based on a nexus impact fee study and a residential in-lieu fee as an alternative to providing affordable units on site; and
- 3) Implement an outreach program for persons with disabilities.

### **HOUSING GOALS, POLICIES AND ACTION PROGRAM**

The Housing Element's goals and policies describe the City's land use and development parameters for residential land uses. The action program for each policy describes the specific means and targets for each program to implement the City's housing policies between 2015 and 2023. The Housing Element is unique because a quantified eight-year program is required. Each action program also has a specific time frame. These requirements form the basis of the annual progress report provided to the City Council.

## **II. Introduction**

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### **ROLE AND ORGANIZATION OF HOUSING ELEMENT**

Each city and county in California is required to plan for the housing needs of all economic segments of its population. California Government Code Section 65400 sets forth requirements for a Housing Element, one of the seven mandatory elements of a local general plan. Communities in the nine Bay Area counties are required to update their Housing Elements by January 31, 2015.

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

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

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

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

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

The Burlingame Housing Element is a statement of community housing goals and policies. It outlines the strategies that will be pursued to implement the community’s housing objectives during the planning period (2015-2023). The action program identifies the strategies to be pursued in conserving and improving the existing housing stock, in providing adequate sites for future housing; in assisting in developing affordable housing, in removing government constraints which might affect housing production and cost; and in promoting housing opportunities within the community. The goals, policies and action program for the 2015-2023 Burlingame Housing Element is included in this report as its own section.

## **SOURCES OF INFORMATION**

Burlingame's current Housing Element was prepared in 2009 and was certified by the California Department of Housing and Community Development (HCD) the same year. The present document is an update of the 2009-2014 Housing Element. In preparing the Housing Element, various sources of information are consulted. Demographic, economic, and housing data, prepared by 21 Elements, became the basis for analysis. It was supplemented by additional data from the U.S. Census and American Community Survey.

This updated element uses population data and housing and employment data from the 2000 and 2010 Census; the 2009-2011 American Community Survey; income limits from the Department of Finance; projections from the Association of Bay Area Governments Projections 2013 forecasts for the San Francisco Bay Area; ABAG's Certified Final 2013 Regional Housing Needs Allocation (RHNA); and current local perspectives and opportunities related to housing collected from local sources as referenced in the text. A list of all the data sources used in preparation of Burlingame's 2015-2023 Housing Element is included at the end of the document.

## **CIVIC ENGAGEMENT**

To create an inclusive process in the development of housing policy, the City of Burlingame hosted two community workshops, along with Planning Commission and City Council meetings open to the public. The workshops were publically advertised, and attendees comprised Burlingame residents, local organizations and affordable housing providers. Planning Commission and City Council meetings that discussed the Public Review Draft prior to initial submittal to the Department of Housing and Community Development (HCD) provided opportunities for additional public input, as did adoption hearings to approve the Final Housing Element.

City staff created an open process that allowed residents to learn more about the Housing Element process and comment on housing issues (see the Appendix A). In the two community workshops, informational materials were available in hardcopies at the meetings and posted on the City's website [www.burlingame.org](http://www.burlingame.org), under the Community Development Department webpage. Attendees were given opportunities to ask questions and make comments during the meeting. City staff was also available to speak with residents after the meeting. The public was invited to attend Planning Commission and City Council meetings prior to submittal of documents to HCD. Through these avenues, the City established open channels to provide information and gather input.

The key discussion points in the community workshops reflected the nature of development opportunities available in a built-out community such as Burlingame, located in a region with ever-increasing housing prices. In the first community workshop, audience members were given the opportunity to comment on housing issues after hearing an overview of demographic and housing characteristics of the city. They voiced support for mixed use development, expressed concern about rising housing prices in the city and around the region and discussed whether developers would be attracted to constructing smaller units. In the second community workshop, City staff opened discussion about opportunity sites for development. Those who attended the meeting expressed general agreement with the sites proposed by City staff, which were selected largely from sites identified in the existing Housing Element and expanded to include new parcels largely near those sites. Other discussions covered issues about areas that were no longer available for housing, the

challenges of developing sites where the parcels are owned by different parties, the requirements for second unit development and the existing constraints on sites that were not included in the proposed opportunity sites.

## **CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS**

The Burlingame General Plan provides the long-range policy direction for future land use and development within the city. The General Plan is made up of nine elements, one of which is the Housing Element. It is essential that the goals and policies of all of the General Plan elements should be internally and mutually consistent. If the Housing Element as adopted makes other elements of the general plan inconsistent, those elements should be adjusted.

While the Housing Element is the primary document regarding housing, the other elements establish goals, policies, objectives and actions that have a relation or directly affect housing. The Land Use Element establishes categories of net residential density which are confirmed on the plan diagram: low density up to 8 dwelling units per acre; medium density 9 to 20; medium high density 21- 50; and high density over 50 dwelling units per acre. In addition, Specific Plans for the North Burlingame/Rollins Road area, the Bayfront Area, and the Downtown area near the Burlingame Train Station have been adopted. These Specific Plans are refinements of the General Plan and also specify residential densities.

Areas of the city identified as having potential for residential development include the North Burlingame area between El Camino Real and the railroad tracks, and along Trousdale Drive between Magnolia Avenue and Ogden Drive; in the Downtown area along Howard Avenue and California Drive; and on Carolan Avenue, south of the Northpark Apartments. These areas were identified for future housing development in the 2009-2014 timeframe and continue to be areas of housing opportunity for the 2015-2023 Housing Element.

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

## **PREPARATION OF THE HOUSING ELEMENT**

The Housing Element was prepared in house by the Burlingame Community Development Department staff with technical assistance provided by Metropolitan Planning Group.

The Housing Element programs were developed building on the lessons learned through the implementation of the 2009-2014 Housing Element and by widening the scope of the successful Housing Element programs.

### **III. Profile of the Community**

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#### **BURLINGAME TODAY**

Burlingame's residential population has experienced only a modest growth over the past twenty years. The city's population in 2010 was 28,806, which is only a 2.3 percent increase from the 2000 population of 28,158 and a 7.48 percent increase from the city's 1990 population of 26,801.

Despite these measures of growth, the region as a whole is projecting population growth in the coming decades and a share of this growth will look to be accommodated in Burlingame. The Association of Bay Area Governments' population projections predict an increase from 28,806 residents in 2010 to 31,700 in 2020, a further increase to 34,800 in 2030, and finally an increase to 38,400 in 2040. This amounts to about a 10 percent population increase each decade between 2010 and 2040.

The demographic of the city's population has been steadily changing since 2000:

- The White population, which had accounted for 76.9 percent of the population in 2000, had decreased to 67.7 percent in 2010, with gains from all other groups;
- Age groups that experienced growth included school age residents (under 20) and older adults (45 to 74);
- The population of adults between 20 and 44 years decreased as a whole; and
- The median age of the population increased from 38.4 in 2000 to 40.5 in 2010.

Burlingame's housing stock consists of 13,027 dwelling units, of which 48 percent are multiple family structures, 4 percent are single family attached structures (such as townhomes), and 48 percent are single family detached structures. Fifty-one percent of the housing stock in 2011 was occupied by renters. This proportional distribution is contrasted with the rest of San Mateo County in which 59 percent of housing units in 2011 were owner-occupied and 41 percent were occupied by renters.

The following are characteristics of the city's households:

- In 2011, there were 12,137 households in Burlingame. The average household size was 2.3 persons. Owner-occupied units had an average household size of 2.6 persons, larger than the average household size of 2.1 persons in renter-occupied units. These figures were slightly lower than the San Mateo County average household size of 2.7 persons (2.8 persons in owner-occupied units and 2.7 in renter-occupied units);
- Families constituted more than half of the households (56 percent) in Burlingame. Those families with children made up about 29 percent of all households. Four percent of households had a female head of household caring for children alone; and
- In owner-occupied units, the vacancy rate was 1.3 percent, while the rate was 4.5 percent for renter-occupied units.

The workforce and jobs in the city are projected to grow by 2040 together with (and in likelihood influencing) the population growth, based on the following trends:

- The unemployment rate was 3.6 percent in 2013, compared 5.0 percent in San Mateo County;
- In Burlingame, about 54 percent of households earned more than \$75,000 and 19 percent earned less than \$35,000;

- Professional, Scientific, Management, and Administrative and Waste Management Services was the industry group that employed the most residents (19.4 percent). Educational Services, Health Care and Social Assistance employed the second largest percent of residents (19.0 percent); and
- ABAG projects a growth of jobs to 37,780 by 2040, a 27.9 percent increase from 29,540 jobs in 2010.

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

- In 2010 there were 13,027 housing units in Burlingame;
- Nearly three-quarters of the city's housing units were more than 50 years old (built before 1960), and almost two-thirds were more than 60 years old;
- The median cost of a single family dwelling was \$1,384,000. The median cost of a multiple family dwelling was \$654,000; and
- Average monthly rent for a 2 bedroom, 1 bathroom unit in 2013 was \$2,346.

## **HOUSING NEEDS ASSESSMENT**

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

### **1. Demographic Profile**

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

#### ***Population Growth and Trends***

Over the past 40 years, Burlingame's population has remained fairly stable in terms of total population. In 1970, the population was 27,320. It declined in 1980 to 26,171 and increased again in 1990 to 26,666, to 28,158 in 2000, and 28,806 in 2010. This represents an increase of 5.4 percent since 1970, including a 2.3% increase in the decade from 2000 to 2010.

The Association of Bay Area Governments (ABAG) predicts a growing population over the next 30 years in the Bay Area, including Burlingame. Between 2010 and 2040, ABAG projects Burlingame to see an addition of nearly 10,000 new residents. The forecast anticipates a consistent percentage change of about 10 percent each decade.

The growth anticipated in the ABAG projections would represent a significant departure from historic trends in Burlingame, however, with an assumption that the population will increase much faster than it had in previous years. During the past thirty years from 1980 to 2010 the Burlingame population increased by 2,635 (approximately 10 percent over thirty years), whereas ABAG anticipates an increase of 9,594 over the next thirty years from 2010 to 2040 (approximately 33 percent over thirty years).

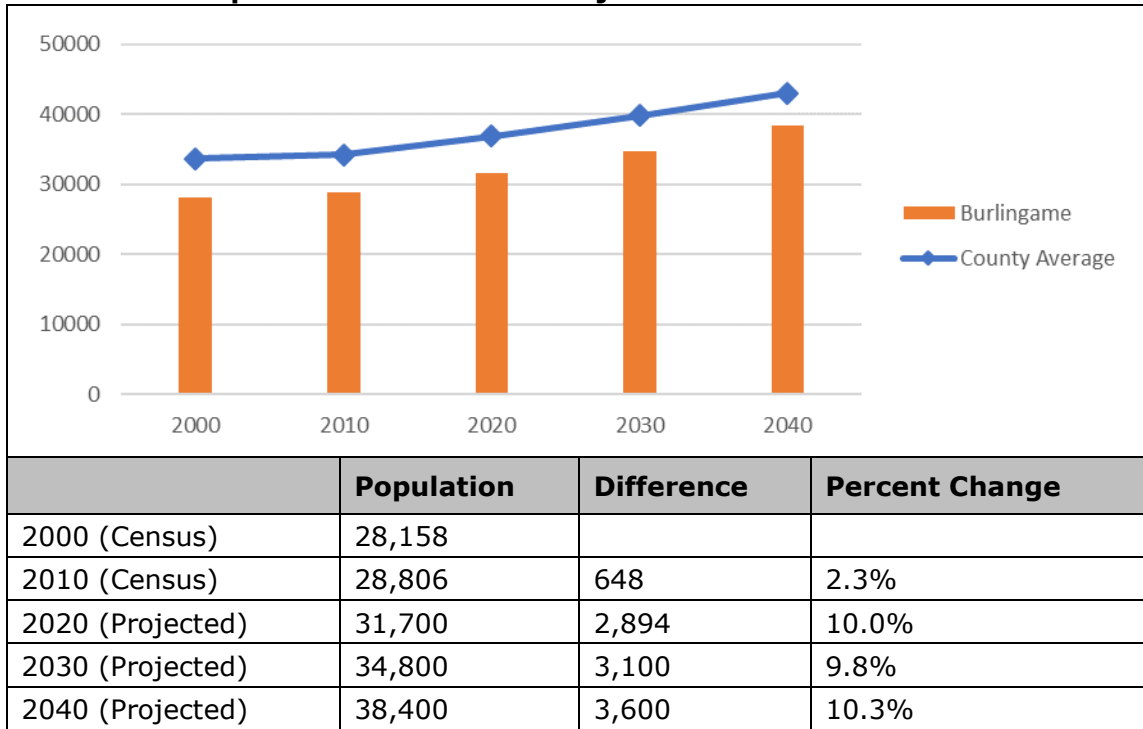


For comparison, the State Department of Finance (DOF) issues population estimates each year for all California cities. These estimates are based on annual housing unit change data that are supplied by local jurisdictions and the U.S. Census Bureau. Household population estimates are derived by multiplying the number of occupied housing units by the current persons per household. The persons per household estimates are based on 2010 census benchmark data and are adjusted by raking the current county population series into these estimates. From 2010 to 2014, the DOF estimates the population of Burlingame to have grown by 901 (3 per cent), for an average annual growth rate of 7.5%. DOF does not provide population growth projections on a city level, but anticipates the population of San Mateo County to grow approximately 18 percent between 2010 and 2040.

Some explanation for the variation between the ABAG projections compared to historic trends and DOF data and projections would be assumptions about the location and nature of future development. ABAG anticipates a significant amount of development in the region over the next thirty years to be in infill locations within close proximity to transit and services. In many cities, this would represent a change in approach to development over the past thirty years. Burlingame is served by an existing rail station (Burlingame Caltrain), a regional multi-modal station (Millbrae BART/Multimodal), and frequent express bus service on El Camino Real. Furthermore the Broadway Caltrain station is anticipated to return to full service by the end of the decade. Given that a significant portion of Burlingame is situated within proximity to transit and services, the ABAG assumption that future development in the region will focus on such areas would imply an increase in the city's rate of growth compared to historical trends. Furthermore, historical trends and DOF forecasts are based on existing housing stock, whereas ABAG forecasts account for projected employment growth in the region that will put pressure on the housing supply.

This assumption presents challenges for Burlingame, however. Through its history, Burlingame's densest neighborhoods have developed in areas served by transit and services, so those areas assumed for future infill development are already developed with multiple family residential housing at relatively high densities. Typically infill projects in Burlingame involve replacing an existing use with a new, slightly more intensive new use. While new projects typically result in an increase in the number of units compared to the buildings being replaced, the net increase is less than if the sites were vacant or less intensively developed.

**Table III-1: Population Growth and Projections**



Source: ABAG Projections 2013

The Housing Element is the General Plan document that articulates the City’s plan to accommodate a growing population. While each population projection uses its own methodology and takes different growth factors into account, a certain amount of population growth is likely with a corresponding necessity to plan for future housing needs.

## Age Characteristics

### Median Age

The median age is the midpoint of the city's population distribution. Burlingame's median age in 2010 (40.5) increased from the median in 2000 (38.4). The growing number of residents who aged into the 45 to 74 year range, coupled with the decrease of residents in the 20 to 44 year range, contributed to the rising median age. Table III-2 shows the population changes between 2000 and 2010.

**Table III-2: Age Trends**

	2000		2010		Difference 2000-2010	Percent Change 2000-2010
	Number	Percent	Number	Percent		
Under 5 years	1,574	5.6%	1,877	6.5%	303	19.3%
5 to 9 years	1,516	5.4%	1,875	6.5%	359	23.7%
10 to 14 years	1,494	5.3%	1,591	5.5%	97	6.5%
15 to 19 years	1,230	4.4%	1,309	4.5%	79	6.4%
20 to 24 years	1,150	4.1%	1,100	3.8%	-50	-4.3%
25 to 34 years	5,105	18.1%	3,933	13.7%	-1,172	-23.0%
35 to 44 years	5,277	18.7%	4,939	17.1%	-338	-6.4%
45 to 54 years	4,062	14.4%	4,691	16.3%	629	15.5%
55 to 59 years	1,356	4.8%	1,905	6.6%	549	40.5%
60 to 64 years	1,107	3.9%	1,540	5.3%	433	39.1%
65 to 74 years	1,818	6.5%	1,940	6.7%	122	6.7%
75 to 84 years	1,698	6.0%	1,308	4.5%	-390	-23.0%
85 years and over	771	2.7%	798	2.8%	27	3.5%
Total	28,158	100%	28,806	100%	648	2.3%
Median Age	38.4		40.5			

Source: Census 2000 and 2010

### Children

Between 2000 and 2010, the school age population increased. Table III-2 shows that the number of residents under 20 accounted for 23.0 percent of the population in 2010, an increase from 20.7 percent in 2000. Over a decade, the group of children under the age of 5 increased by 19.3 percent and the group in the 5 to 9 year range increased by 23.7 percent. These trends show an expanding school age population that may place extra demand on school facilities. As children age the pressure to accommodate them throughout their education will be a continuing challenge.

### *Elderly*

Although persons of retirement age (65 and older) had decreased between 2000 and 2010, a growing segment of the population had been entering age groups on the verge of retirement, as shown in Table III-2. An overall decrease in the retirement age population was attributed to a significant decline of residents between ages 75 and 84, which decreased by 23 percent over a decade. Populations approaching retirement age had grown, however. Residents nearing retirement (age 60 to 64) comprised 3.9 percent of the population in 2000, growing 39 percent over a decade to 5.3 percent of the population in 2010. The population of older adults approaching retirement age – residents ages 55 to 59 – grew more than 40 percent over the same period of time. This trend of aging citizens coupled with a decrease in the working-age population between 20 and 44 years could impact the dynamics of the community in the coming years.

### **Gender**

In 2010, 52 percent of residents were male and 48 percent female. Demographic characteristics related to female heads of household are described later in the document under Special Needs Populations.

### **Ethnic Diversity**

Burlingame is becoming a more diverse city. Between 2000 and 2010, the number and proportional distribution of the White population had decreased while the population of all other groups had increased. The Asian/ Pacific Islander population saw the largest increase, ahead of all other groups with an addition of nearly 2,000 residents over a decade and enough to expand their proportional distribution from 14.3 percent of the population to 20.8 percent. Between 2000 and 2010, the Hispanic population had also grown, with nearly 1,000 new Hispanic residents added to Burlingame’s population, representing a 32.4 percent increase. This contributed to a changing demographic where the Hispanic population now represents 13.8 percent of the Burlingame community.

**Table III-3: Race and Ethnicity**

	2000		2010		Difference 2000-2010	Percent Change
	Persons	Percent	Persons	Percent		
White	21,648	76.9%	19,510	67.7%	-2,138	-9.9%
Black	296	1.1%	360	1.2%	64	21.6%
Asian/ Pacific Islander	4,016	14.3%	5,980	20.8%	1,964	48.9%
Other	1,084	3.8%	1,525	5.3%	441	40.7%
More than One Race	1,114	4.0%	1,431	5.0%	317	28.5%
Hispanic	2,995	10.6%	3,966	13.8%	971	32.4%
Not Hispanic	25,163	89.4%	24,840	86.2%	-323	-1.3%
Total population	28,158	100%	28,806	100%		

Source: Census 2000 and 2010

## 2. Employment and Travel Patterns

The 2007-2011 American Community Surveys estimates that there were more than 14,700 employed residents in the city. According to U.S. Census OnTheMap 2011, there were approximately 35,600 jobs in Burlingame. Despite the large number of jobs relative to the number of residents employed, most residents actually worked outside of the city.

- 12 percent of employees worked and lived in the city;
- 22 percent worked in other cities around San Mateo County;
- 18 percent of Burlingame residents worked in San Francisco;
- 10 percent worked in Santa Clara County; and
- 7 percent worked in the East Bay.

The small percentage of residents who worked and lived in Burlingame suggests that, for a number of Burlingame's employees, finding housing affordable and suitable for their households in the city is a significant challenge.

The commute patterns of Burlingame residents show that car travel was the predominant mode of transportation but other modes, including public transportation, were viable options. The average commute time was 25.4 minutes in 2011. More than 72 percent of residents drove to work alone. About 22 percent found alternative transportation options, including 11 percent who used public transportation, as shown in Table III-4. Between 2000 and 2011, Burlingame had an increasing percentage of residents using public transportation and a decreasing percentage driving to work. Despite these changes, driving alone remains the predominant means for the commute. Since most residents worked outside of Burlingame, driving and spending an hour on the road continue to be expected parts of the daily commute.

**Table III-4: Commute Characteristics of Burlingame Residents**

	2000	2011
Drive Alone	77%	72%
Carpool	7%	6%
Public Transportation	8%	11%
Walked	2%	3%
Other Means	1%	2%
Worked at Home	5%	6%

Source: Census 2000 and ACS 2007-2011

Burlingame’s 2012 Comprehensive Annual Financial Reports identifies the top 10 employers in the city. Virgin America was the largest employer in 2012, followed by Wright Medical Technology Inc. The remaining eight were comparable in their workforce sizes - from 460 to 555 employees.

**Table III-5: Burlingame's Major Employers**

	<b>NUMBER OF EMPLOYEES</b>
Virgin America, Inc	2,056
Wright Medical Technology Inc	1,200
United Natural Foods	555
Critchfield Mechanical, Inc	517
California Teachers Association	500
Getinge USA	500
Wine Warehouse	483
Hyatt Regency San Francisco Airport	467
Berkeley Farms	463
ECC Remediation Services Corp	460

Source: City of Burlingame, 2012



The largest industry in Burlingame was Transportation and Warehousing and Utilities, which categorized nearly one-third of the jobs in the city. The Professional, Scientific, Management, Administrative, and Waste Management Services sector employment made up more than 16 percent of jobs in the city. Educational, Health, and Social Services sector employment made up nearly 15 percent of jobs in the city. More than 11 percent of jobs were in Arts, Entertainment, Recreation, Accommodation, and Food Services. Table III-6 shows the breakdown of employment industries.

**Table III-6: Jobs in Burlingame by Industry**

	2011	
	Number	Percent
Transportation and Warehousing, and Utilities	11,243	31.5%
Professional, Scientific, Management, Administrative, and Waste Management Services	5,859	16.4%
Educational, Health, and Social Services	5,238	14.7%
Arts, Entertainment, Recreation, Accommodation, and Food Services	4,145	11.7%
Retail Trade	2,094	5.9%
Finance, Insurance, Real Estate, and Rental and Leasing	1,477	4.2%
Manufacturing	1,269	3.6%
Wholesale Trade	1,245	3.5%
Other Services (except Public Administration)	1,116	3.1%
Construction	1,075	3.0%
Information	485	1.4%
Public Administration	363	1.0%
Agriculture, Forestry, Fishing and Hunting, and Mining	0	0.0%
<b>Total Jobs</b>	<b>35,609</b>	<b>100.0%</b>

Source: 2011 U.S. Census OnThe Map

The ABAG projects continued employment growth between 2010 and 2040 in Burlingame and San Mateo County. In their 2013 projections, ABAG used a base employment number of 29,540 jobs to forecast an employment figure of 37,780 in 2040. This 28 percent increase is comparable to the 29 percent increase projected in San Mateo County. Although employment figures and forecasts are expected to change over time, and ABAG will continue to adjust their predictions, Burlingame is expected to experience continued growth in employment.

The Professional, scientific, management, administrative and waste management services occupations were held by 2,858 residents in 2011. The second largest sector, with jobs held by 2809 residents, was Educational, health, and social services. The former experienced a decrease of 1.5 percent since 2000, whereas the latter experienced an increase of 21.2 percent. Educational, health, and social services had the largest growth in the number of jobs since 2000. The Information sector underwent the largest decline with 431 fewer residents holding jobs in the sector, or more than half of the number reported in 2000. Manufacturing had the second largest decrease with 342 jobs.

**Table III-7: Jobs Held by Residents by Industry**

	2000		2011		Difference 2000-2011	Percent Change
	Number	Percent	Number	Percent		
Professional, Scientific, Management, Administrative, and Waste Management Services	2,902	18.9%	2858	19.4%	-44	-1.5%
Educational, Health, and Social Services	2,317	15.1%	2809	19.0%	492	21.2%
Retail Trade	1,712	11.1%	1431	9.7%	-281	-16.4%
Arts, Entertainment, Recreation, Accommodation, and Food Services	1,236	8.0%	1372	9.3%	136	11.0%
Finance, Insurance, Real Estate, and Rental and Leasing	1,564	10.2%	1358	9.2%	-206	-13.2%
Construction	863	5.6%	1031	7.0%	168	19.5%
Manufacturing	1,223	7.9%	881	6.0%	-342	-28.0%
Other Services (except Public Administration)	653	4.2%	875	5.9%	222	34.0%
Transportation and Warehousing, and utilities	1,053	6.8%	722	4.9%	-331	-31.4%
Wholesale Trade	626	4.1%	658	4.5%	32	5.1%
Information	801	5.2%	370	2.5%	-431	-53.8%
Public Administration	412	2.7%	369	2.5%	-43	-10.4%
Agriculture, Forestry, Fishing and Hunting, and Mining	23	0.1%	32	0.2%	9	39.1%
Employed Civilian Population 16 years and Over	15,385	100%	14,766	100%	-619	-4.0%

Source: Census 2000 and ACS 2007-2011

**Table III-8: Workforce Age, Salary and Education**

<b>Jobs by Worker Age</b>	
Age 29 or Younger	16%
Age 30 to 54	59%
Age 55 or Older	25%
<b>Salaries Paid by Jurisdiction Employers</b>	
\$1,250 per Month or Less	12%
\$1,251 to \$3,333 per Month	30%
More than \$3,333 per Month	59%
<b>Jobs by Worker Educational Attainment</b>	
Less than High School	9%
High school or Equivalent, No College	15%
Some College or Associate Degree	27%
Bachelor's Degree or Advanced Degree	33%
Educational Attainment Not Available	16%

Source: 2011 U.S. Census OnTheMap, via 21 Elements

### ***Unemployment Rate***

According to the California Employment Development Department (EDD) the unemployment rate in San Mateo County was 5.0 percent in 2013. Of the 16,200 members of Burlingame's work force, 600 (3.6%) were unemployed at that time. This range is within what is considered "full employment" (typically defined as somewhere between 3 percent and 4 percent, reflecting the normal ebb and flow of the workforce as people transition between jobs).

### 3. Household Profile

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

#### **Household Size**

Burlingame had 12,137 households in 2011. More than half of households were renters, continuing a trend from 2000. The total number of households actually decreased from 2000. Table III-9 provides a summary of household data.

**Table III-9: Number of Households**

	2000		2011	
	Number	Percent	Number	Percent
Owner	5,987	47.9%	5,960	49.1%
Renter	6,524	52.1%	6,177	50.9%
Total	12,511	100%	12,137	100%

Source: 2000 US Census SF1, 2009-2011 American Community Survey

In 2011, Burlingame’s average household size was 2.3 persons per household, smaller than the County size of 2.7 persons and State size of 2.9 persons. The size of households was larger for owners (2.6) than for renters (2.1).

**Table III-10: Average Size of Households, County and State Comparisons**

		Burlingame	County	State
2000	Average Household Size	2.2	2.7	2.9
	Percent Owners	48%	61%	57%
	Percent Renters	52%	39%	43%
2011	Average Household Size	2.3	2.7	2.9
	Owners Average Household Size	2.6	2.8	3.0
	Renters Average Household Size	2.1	2.7	2.9
	Percent Owners	49%	59%	56%
	Percent Renters	51%	41%	44%

Source: 2000 US Census SF1, 2009-2011 American Community Survey, via 21 Elements

## Household Type

Burlingame has undergone some change in its household types since 2000. The city had an increase in families without children and a corresponding decrease in families with children. In 2011, families without children increased to 27.4 percent of the population from 24.1 percent in 2000. Table III-10 shows the proportional distribution of household types for 2000 and 2011. Over that period of time, single person households did not experience much change in terms of their population distribution. The trend indicates that while people have been forming family households with relative consistency, fewer of these households have children.

Despite an increasing number of households without children, Burlingame still had a lower percentage than the County and the State in 2011, as shown in Table III-12. San Mateo County and the State as a whole also had lower percentages of single persons. This comparison suggests that more residents in Burlingame were in single person households rather than families compared to those in the County and the State.

**Table III-11: Household Type, between 2000 and 2011**

	2000	2011
Single person	35.6%	35.8%
Family no children	24.1%	27.4%
Family with children	31.5%	28.7%
Multi-person, nonfamily	8.8%	8.2%
Total	100%	100%

Source: 2009-2011 American Community Survey, via 21 Elements, supplemented with Census 2000

**Table III-12: Household Type, County and State Comparison**

	Burlingame	County	State
Single person	35.8%	25.2%	24.3%
Family no children	27.4%	36.7%	35.5%
Family with children	28.7%	31.3%	33.0%
Multi-person, nonfamily	8.2%	6.9%	7.2%
Total households	12,137	256,305	12,433,049

Source: 2009-2011 American Community Survey, via 21 Elements

### **Household Income**

The median income in Burlingame was \$83,098 according to the 2009-2011 American Community Survey. When adjusted for inflation to 2013 dollars, the median income for Burlingame was \$88,915 in 2011. Approximately 19 percent of households earned less than \$35,000. Households that earned more than \$75,000 made up more than half (54%) of the households in the city. San Mateo County had a similar composition of households earning more than \$75,000 (56%).

**Table III-13: Median Household Income**

	<b>Burlingame</b>	<b>County</b>	<b>State</b>
Under \$25,000	12%	12%	21%
\$25,000 to \$34,999	7%	6%	9%
\$35,000 to \$49,999	13%	10%	13%
\$50,000 to \$74,999	14%	16%	17%
\$75,000 to \$99,999	13%	12%	12%
\$100,000+	41%	44%	28%
Poverty Rate	7.2%	7.4%	16%
Total	12,137	256,305	12,433,049
Median Income 2000 (adjusted for inflation to 2013 dollars)	\$92,510	\$95,606	\$64,116
Median Income 2011 (adjusted for inflation to 2013 dollars)	\$88,915	\$91,958	\$63,816

Source: ABAG, via 21 Elements



#### 4. Special Needs Populations

Housing is a basic necessity of life for everyone. However, the search for decent affordable housing is greatly complicated for many individuals because of various barriers, including disability, advanced age, and life crisis. The City has identified several special populations that are in need of particular housing services and are most likely to be in the Extremely Low-Income category: seniors, persons with disabilities, large families, single-parent households, college students, and families and persons in need of emergency shelter. (Given Burlingame’s urban location, farmworkers are not considered a population with special needs, but a short description is provided below.)

##### **Senior Households**

Seniors, the persons over the age of 65, have four primary concerns:

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

Approximately 4,000 residents 65 years or older live in the city of Burlingame, representing 14 percent of the population. There were 2,343 senior households, more than 81 percent of which are homeowners.

**Table III-14: Senior Householder Age**

	<b>Owner HH</b>	<b>Renter HH</b>
65 to 74	932	256
75 to 84	585	87
85 and over	387	96
Total	1904	439

Source: 2009-2011 American Community Survey

Seniors who live on fixed and limited incomes may encounter difficulties in finding affordable housing. Nearly one-third of senior households in Burlingame have incomes under \$30,000. About half have incomes under \$49,000. Generally, persons 75 and older who are heads of household are homeowners, but there are many who are in the Low, Very-Low and Extremely-Low Income categories.

**Table III-15: Elderly Households by Income**

	<b>Burlingame</b>	<b>County</b>	<b>State</b>
Below Poverty Level	3%	6%	10%
Income under \$30,000	27%	28%	38%
\$30000-\$49,000	18%	19%	20%
\$50,000-\$74,999	14%	16%	16%
\$75,000-\$99,999	16%	11%	9%
\$100,000+	24%	26%	17%
<b>Total Seniors</b>	<b>2,343</b>	<b>55,093</b>	<b>2,474,879</b>

Source: 2009-2011 American Communities Survey, via 21 Elements

**Table III-16: Elderly Households by Income, Tenure, and Age**

		<b>Extremely Low</b>	<b>Very Low</b>	<b>Low</b>	<b>Lower Moderate</b>	<b>Above Median</b>
		<30% of Median Income	50% of Median Income	80% of Median Income	100% of Median	>100% of Median
All Ages	Owner	41%	46%	35%	46%	59%
	Renter	59%	54%	65%	54%	41%
	Total	1,400	1,075	2,000	1,380	5,685
Age 62-74	Owner	44%	59%	57%	77%	85%
	Renter	56%	41%	43%	23%	15%
	Total	135	135	305	300	555
Age 75+	Owner	72%	95%	80%	100%	97%
	Renter	28%	5%	20%	0%	3%
	Total	460	290	255	145	390

Source: CHAS Data 2006-2010, via 21 Elements

## Persons with Disabilities

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

The 2009-2011 American Community Survey reported that 1,835 persons in Burlingame had one or more disabilities, accounting for roughly 7 percent of the population. Table III-17 shows the age and types of disabilities. It is important to note that a person may have multiple disabilities.

**Table III-17: Age and Type of Disability**

	Number			Percent		
	Burlingame	County	State	Burlingame	County	State
Under 18 with Disability	82	3,270	280,649	1.3%	2.1%	3.0%
Age 18-64 with Disability	856	23,231	1,843,497	3.0%	5.0%	7.9%
Age 65 + with Disability	897	28,703	1,547,712	26%	31%	37%
Any Age with Any Disability	1,835	55,204	3,671,858	6%	8%	10%
Any Age With Hearing Disability	500	15,651	1,022,928	1.8%	2.2%	2.8%
With Vision Disability	259	8,199	685,600	0.9%	1.1%	1.9%
With Cognitive Disability	532	19,549	1,400,745	1.9%	2.7%	3.8%
With Ambulatory Disability	888	29,757	1,960,853	3.1%	4.2%	5.3%
With Self Care Disability	388	12,819	862,575	1.4%	1.8%	2.3%
With Independent Living Disability	658	22,735	1,438,328	2.3%	3.2%	3.9%

Source: 2009-2011 American Community Survey, via 21 Elements

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

### *Developmentally Disabled*

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

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

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

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

According to the Golden Gate Regional Center, the entity designated to provide all services for people living with developmental disabilities in the San Mateo County area, there are 138 persons with developmental disabilities living in Burlingame. According to the Department of Social Services – Community Care Licensing Division (April 2014), the city has 4 adult day care facilities, with a total capacity of 150 persons, capable of serving persons with developmental disabilities. Two adult residential facilities and one group home have the ability to accommodate persons with developmental disabilities and can serve up to 24 individuals at maximum capacity.

The housing needs of persons with developmental disabilities can vary from person to person. Many live with parents or guardians. Some can live independently or in community care facilities. A prediction of housing needs for the developmentally disabled was calculated based on the living arrangement distributions presented in Table III-18 and estimates of population growth using ABAG population forecasts. Table III-19 shows the estimated housing need.

**Table III-18: Living Arrangements of Persons with Developmental Disabilities**

Lives with	Number		Percent	
	Burlingame	County	Burlingame	County
Parents/Legal Guardian	105	2,289	76%	66%
Community Care Facility (1-6 Beds)	18	532	13%	15%
Community Care Facility (7+ Beds)	0	73	0%	2%
Independent/Supportive Living	12	349	9%	10%
Intermediate Care Facility	0	191	0%	5%
All Others	3	60	2%	2%
<b>Total:</b>	<b>138</b>	<b>3,494</b>	<b>100%</b>	<b>100%</b>

Source: Golden Gate Regional Center, via 21 Elements

**Table III-19: Estimated Housing Need for Persons with Developmental Disabilities**

	2010	2020	2030	2040
Population	28,806	31,700	34,800	38,400
Persons with Developmental Disabilities*	138	152	167	184
Housing Need**	33	36	40	44

Source: ABAG, Projections 2013; Golden Gate Regional Center, via 21 Elements

\* Projections based on the proportion of persons with developmental disabilities to the 2010 City pop.

\*\* Based on the proportion of persons not living with parents/guardians (24%) in *Table III-17: Living Arrangements of Persons with Developmental Disabilities*.

### *Accessible Accommodations*

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

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

### **Female Headed Households**

Single-parent households typically have a special need for such services as childcare and health care, among others. Female-headed households with children in particular tend to have lower incomes, which limits their housing options and access to supportive services. Female-headed households comprised 3,548 of 12,137 households in 2011, or 29.2 percent of all households. Most of these households were females living alone. Female-headed family households represented 8.4 percent of Burlingame’s households according to the 2009-2011 American Community Survey, an increase in households since 2000. In particular, the percentage of single mother households increased from 3.5 to 4.4 percent. If a trend towards more female headed households with children continues, these households may require special services to meet their specific needs.

**Table III-20: Female Headed Households**

	<b>2000</b>		<b>2011</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Female living with own children, no husband	436	3.5%	534	4.4%
Female living with other family members, no husband	531	4.2%	483	4.0%
Female living alone	2,615	20.9%	2,531	20.9%
Total female-headed households	3,582	28.6%	3,548	29.2%
Total Households	12,511	100%	12,137	100%

Source: 2009-2011 American Community Survey, via 21 Elements, supplemented by Census 2000 SF1 & SF3

**Table III-21: Female Headed Households, County and State Comparison**

	<b>Burlingame</b>		<b>County</b>	<b>State</b>
	<b>Number</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>
Female living with own children, no husband	534	4.4%	4.4%	7.3%
Female living with other family members, no husband	483	4.0%	6.0%	6.2%
Female living alone	2,531	20.9%	14.5%	13.5%
Total female-headed households	3,548	29.2%	25.0%	27.0%
Total Households	12,137	100%	100%	100%
Female Households Below Poverty Level	NA	8.0%	7.8%	16.5%

Source: 2009-2011 American Community Survey, via 21 Elements

## Large Households

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

Based on the CHAS (Comprehensive Housing and Affordability Strategy) Databook prepared by HUD, Burlingame's large renter households suffer from one or more housing problems, including housing overpayment, overcrowding and/or substandard housing conditions.

Burlingame had 850 large households, accounting for approximately 7 percent of all households. There were 575 owner-occupied units with large households and 275 renter-occupied units with large households. Of all large households, about one-third were renters.

**Table III-22: Households of 5 or More by Tenure and Housing Problems**

		Burlingame		County	State
		Number	Percent	Percent	Percent
Owner-occupied	Housing Problems	275	48%	59%	61%
	No Housing Problems	300	52%	41%	39%
Renter-occupied	Housing Problems	180	65%	84%	81%
	No Housing Problems	95	35%	16%	19%

Source: 2006-2010 CHAS Data, via 21 Elements

Burlingame had more than 6,000 rental units, of which 725 (12%) have more than 3 bedrooms. A breakdown detailing the number of bedrooms in occupied units is shown in Table III-23. Given that the city had 275 large renter households, in theory there should be an adequate supply of rental units to accommodate the city's large families. However, 4.1% of rental units were either overcrowded or extremely overcrowded, as shown in Table III-24, indicating that some larger families may not necessarily be renting the larger units.

**Table III-23: Housing Units by Bedroom and Tenure**

	Units
Total:	12,137
Owner occupied:	5,960
No bedroom	0
1 bedroom	264
2 bedrooms	1,520
3 bedrooms	2,356
4 bedrooms	1,365
5 or more bedrooms	455
Renter occupied:	6,177
No bedroom	611
1 bedroom	3,053
2 bedrooms	1,788
3 bedrooms	552
4 bedrooms	97
5 or more bedrooms	76

Source: 2009-2011 American Community Survey

**Table III-24: Number of Overcrowded Units**

		Occupied Homes	Percent		
		Burlingame	Burlingame	County	State
Owner	Not overcrowded	5,896	99%	96%	96%
	Overcrowded	52	0.9%	3%	3%
	Extremely overcrowded	12	0.2%	1%	1%
Renter	Not overcrowded	5,923	96%	86%	86%
	Overcrowded	95	1.5%	8%	8%
	Extremely overcrowded	159	2.6%	5%	6%

Source: 2009-2011 American Community Survey, via 21 Elements

### ***Homeless***

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

According to the San Mateo County Homeless Census and Survey, there were 2,281 homeless people in Santa Mateo County counted in 2013. Approximately 43 percent of these individuals were found in shelters; 57 percent were unsheltered. In the city of Burlingame, 13 persons were counted during this survey; all of whom were unsheltered. Although these numbers represent small fractions of the total population (less than one percent at both the city and county level), the shelter and care needs of homeless individuals are great.

### ***Farmworkers***

Farmworkers are traditionally defined as persons whose primary incomes are earned through seasonal agricultural work. Farmworkers have special housing needs because they earn lower incomes than many other workers and move throughout the season from one harvest to the next. The USDA 2012 Census of Agriculture found that 1,722 farmworkers were hired in San Mateo County. However there are no farms in Burlingame, and ABAG reported only 20 Burlingame residents working in Agriculture and Natural Resources Jobs, representing less than 0.01 percent of the population. This low percentage, combined with the fact that there are no agricultural lands or farm labor housing within or adjacent to the City's limits, indicates that the number of actual farm workers in Burlingame is very small and, therefore, the City has no specialized housing programs targeted to this group beyond overall programs for housing affordability.



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

The CHAS 2006-2010 database reported 1,405 extremely-low income (ELI) households, representing 11.6 percent of the total households (12,137) in the city of Burlingame. In addition, 1,075 households were defined as very-low income, representing another 8.9 percent of total households. Assuming the same proportions over time (i.e. no change in income) and utilizing ABAG projections of 13,620 households by 2020 and 14,890 households by 2030, it is estimated that there will be approximately 1,577 ELI households and 1,206 very-low income households by 2020, and 1,724 ELI and 1,319 very low income households by 2030. For the purposes of meeting the RHNA, half of the very-low income units are assumed to be needed by ELI households. This is consistent with the proportion determined by the CHAS data and HCD provisions. Table III-25 shows the income limits for various income categories.

**Table III-25: Income Limits**

	<b>Extremely Low</b>	<b>Very Low</b>	<b>Low</b>	<b>Moderate</b>	<b>Above Moderate</b>
<b>Family Size</b>	<b>&lt;30% of Median Income</b>	<b>50% of Median Income</b>	<b>80% of Median Income</b>	<b>120% of Median</b>	<b>&gt;120% of Median</b>
1	\$23,750	\$39,600	\$63,350	\$86,500	>\$86,500
2	\$27,150	\$45,250	\$72,400	\$98,900	>\$98,900
3	\$30,550	\$50,900	\$81,450	\$111,250	>\$111,250
4	\$33,950	\$56,550	\$90,500	\$123,600	>\$123,600
5	\$36,650	\$61,050	\$97,700	\$133,500	>\$133,500
6	\$39,400	\$65,600	\$104,950	\$143,400	>\$143,400

Source: HCD State Income Limits 2013, via 21 Elements

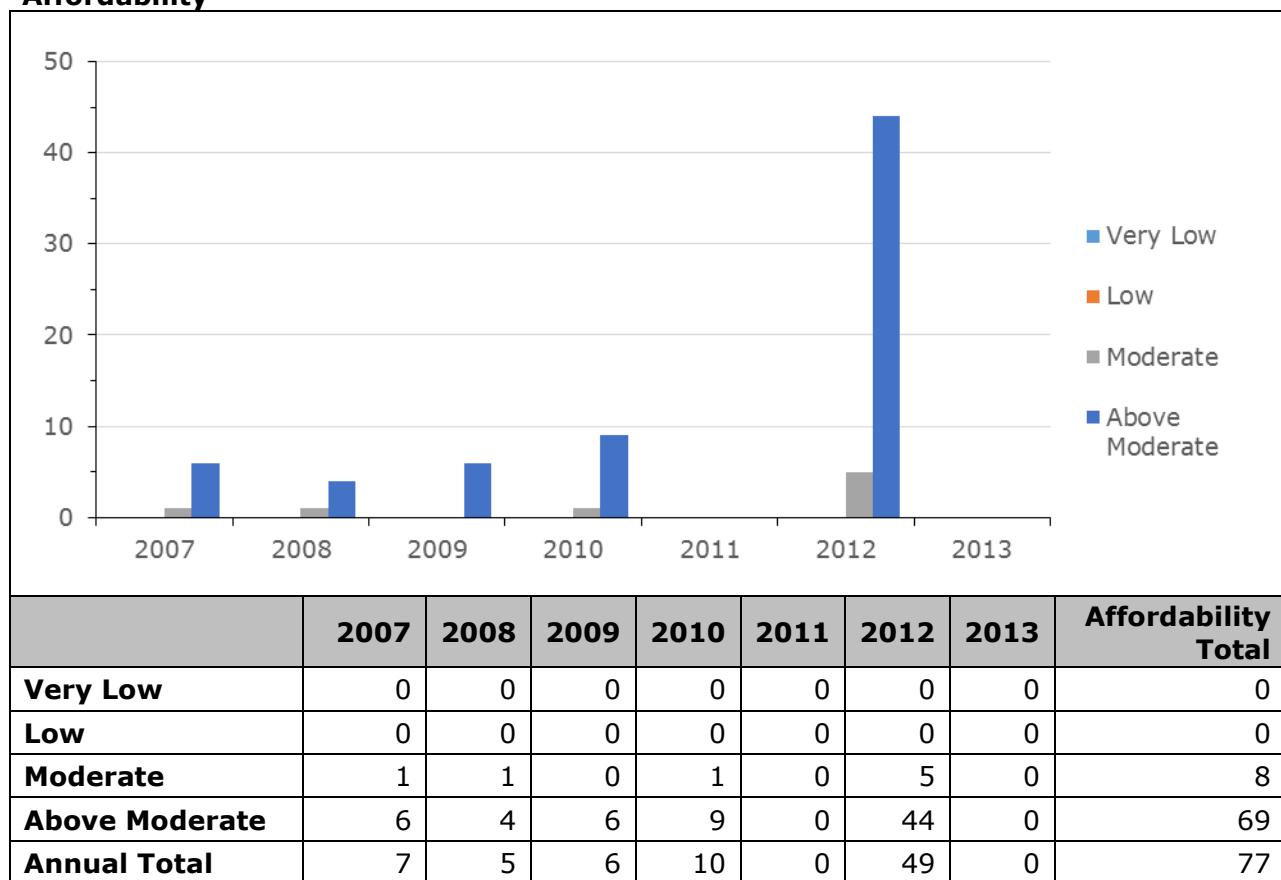
## 5. Housing Stock Characteristics

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

### ***Number of Housing Units***

Since Burlingame is a built out community, the total number of housing units has remained fairly stable. There were 13,027 units identified in the 2010 Census. The 2000 Census identified 12,869 housing units in Burlingame. Between 2007 and 2013, an additional 77 housing units were added. This is an average of 11 new units per year. As an older community with little remaining vacant residential land for new development, housing growth in recent years has primarily been attributable to infill on small residential sites.

**Table III-26: Number of Housing Permits Issued between 2007 and 2013 by Affordability**



Source: City of Burlingame, Annual Element Progress Report for Housing Element Implementation 2007-2013

### ***Increase in Housing Stock***

Burlingame has had an incremental increase in new housing units over the past several Housing Element cycles:

- Between 1994 and 1998, 152 housing units were built in the city. Of these 152 new units, 102 units were multifamily, 2 units were single family, and the remaining 48 units were in an elderly housing development.
- Between 1999 and 2007, 111 housing units were added to the city's housing stock, 38 market rate units and 73 moderately affordable units.
- From 2008 to 2012, 7 moderate and 63 above moderate units were added.

Housing developments under construction or in the building permit review phase are primarily comprised of condominium and apartment projects:

- 1459 Oak Grove Ave is a 3-unit condominium project (all market rate) that replaces a single family dwelling unit.
- 1321 El Camino Real replaces a single family dwelling with a 5-unit apartment building containing 1 moderate income unit.
- 904 Bayswater Ave is a 6-unit condominium project that replaces 5 existing units; one of the new units is a moderate income unit.
- 1800 Trousdale Drive features a new 25 unit condominium (22 market, 3 moderate income) that replaces an office building.
- 1225 Floribunda Ave (5 market rate, 1 moderate income, replacing 2 existing units) has submitted an application for building permits and is expected to be completed within the planning period.

Cumulatively, these projects would result in 45 new units, with 39 market rate and 6 deed-restricted affordable units, replacing 9 units and an office building.

In addition to projects under construction, several pending proposals could add a number of units to the housing stock:

- 1509 El Camino is a 15-unit condominium project (13 market rate, 2 moderate income) that would replace 11 existing units.
- 556 El Camino Real is a 25-unit project (22 market, 3 moderate income) that would replace 14 existing units.
- 1433 Floribunda Ave is a 10-unit project (9 market rate, 1 moderate income) that would replace 5 units.
- 21 Park Road proposes 8 units (7 market rate, 1 moderate income) that would replace an existing commercial use on the site.

These projects could add up to 58 new units to the city, with 51 market rate units and 7 deed-restricted affordable units, while replacing 30 units and a commercial use.

### ***Housing Type and Tenure***

Table III-27 presents the mix of housing types in Burlingame. Typical of a built out community, the overall distribution of housing types in the city has remained relatively stable. Of the city's more than 13,000 housing units in 2010, 48 percent were single-family homes and 50 percent were multi-family units. The remaining 2-3 percent of units (approximately), are made up of "attached" single-family units. Burlingame has no mobile home units.

### **Single Family Homes Vs Multiple Family Units**

Single-family detached homes made up 48 percent of Burlingame’s housing stock. Single-family attached units were 4 percent of the housing stock. Multiple family units were 48 percent of the housing stock and are occupied predominantly by renters. The housing composition in Burlingame is contrasted with the greater prevalence of single family detached homes in the County (57%) and the State (58%). The high percentage of multiple family units in Burlingame gives the community a unique character and different range of housing opportunities compared to the greater proportion of single family housing stock found in many jurisdictions in the County and around the State.

**Table III-27: Housing Units by Type**

<b>Type</b>	<b>Percent</b>	<b>Number</b>
Single Family Detached	48%	6,246
Single Family Attached	4%	543
2 units	3%	354
3 or 4 units	6%	842
5 to 9 units	12%	1,530
10 to 19 units	13%	1,660
20 or more units	14%	1,764
Mobile Home or Other	1%	88
<b>Total</b>	<b>100%</b>	<b>13,027</b>

Source: Percentages from 2009-2011 American Community Survey, via 21 Elements, supplemented by Census 2010 housing counts

**Table III-28: Housing Units by Type and Tenure**

	<b>Owner</b>		<b>Renter</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
1, detached or attached	5,330	44%	1,088	9%
2 to 9 units	161	1%	2,321	19%
10 or more units	402	3%	2,748	23%
Mobile home and all other types of units	67	1%	20	<1%
Sub total	5,960	49%	6,177	51%
Total households	12,137	100%		

Source: 2009-2011 American Community Survey

**Table III-29: Housing Units by Type, County and State Comparison**

	<b>Burlingame</b>	<b>County</b>	<b>State</b>
Single Family Detached	48%	57%	58%
Single Family Attached	4%	9%	7%
2 units	3%	2%	3%
3 or 4 units	6%	5%	6%
5 to 9 units	12%	6%	6%
10 to 19 units	13%	6%	5%
20 or more units	14%	14%	11%
Mobile Home or Other	1%	1%	4%

Source: 2009-2011 American Community Survey, via 21 Elements

### ***Renter Vs Owner Occupied***

Housing tenure refers to whether a housing unit is owned, rented or is vacant. Tenure is an important indicator of the housing climate of a community, reflecting the relative cost of housing opportunities, and the ability of residents to afford housing. Tenure also influences residential mobility, with owner units generally exhibiting lower turnover rates than rental housing. According to the 2009-2011 American Community Survey, 49 percent of Burlingame's households were homeowners.

The 2009-2011 American Community Survey indicates that of Burlingame's occupied units, 49 percent were owner occupied and 51 percent were renter occupied. The number of owner occupied units has increased from 48 percent in 2000.

**Table III-30: Households by Tenure**

		<b>Percent</b>
2000	Owners	48%
	Renters	52%
2011	Owners	49%
	Renters	51%

Source: 2009-2011 American Community Survey, via 21 Elements

### ***Vacancy Rate***

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

The 2010 Census reports a homeowner vacancy rate of 1.3 and a rental vacancy rate of 4.5. The vacancy rate had increased for owners since 2000, when the homeowner rate was 0.4 and the rental rate was 4.5.

**Housing Age and Condition**

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

*Condition of Housing Stock*

Based on building permit activity, with many new homes replacing older homes, second floor additions and remodels, the overall condition of the housing stock in Burlingame has been improving. Between 2007 and 2013, the City has issued 99 permits for new single family dwelling units and 2,165 permits for residential alterations. The City has also issued 347 permits for bathroom upgrades and 279 permits for kitchen upgrades, most of which were for residential units.

In 2000, the number of housing units in the city was 12,858. The 2010 Census reported 13,027 units. Approximately 87 percent of these units were built prior to 1980. Typically, structures over 30 years old may be in need of major repairs, however, discussions with the City’s Code Enforcement Officer revealed that no units have been cited for property upkeep or identified as unfit for human habitation in the past seven years.

**Table III-31: Age of Housing Stock as of 2010**

	<b>Percent</b>	<b>Units</b>
Built in 2000 or more recently	4%	529
Built in 1990s	5%	598
Built in 1980s	4%	512
Build in 1970s	14%	1,819
Built in 1960s	15%	1,892
Built 1950s or earlier	59%	7,676
	100%	13,027

Source: Percentages from 2009-2011 American Community Survey, via 21 Elements, supplemented by Census 2010 housing count.

## **Housing Cost and Affordability**

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

### *Housing Costs*

The median price of a single-family home ranged from \$1.2 million to \$1.6 million between 2005 and 2012. During this period the price peaked to \$1,652,000 for single-family homes and \$771,000 for multiple family homes in 2007, before a steep drop during the housing crisis and recession. After a decline in prices between 2007 and 2011, single-family and multiple family home prices rose in 2012. With the recovering housing market in the region, Burlingame may see an increase in median sale prices in following years.

**Table III-32: Median Home Sales Prices, 2005-2012**

	Single Family			Multi Family		
	Burlingame	County	State	Burlingame	County	State
2005	\$1,575,029	\$939,148	\$576,436	\$0	\$586,432	\$498,848
2006	\$1,617,477	\$961,170	\$636,410	\$747,500	\$625,140	\$534,980
2007	\$1,652,134	\$935,536	\$594,272	\$771,288	\$600,432	\$493,920
2008	\$1,485,802	\$865,512	\$485,784	\$672,840	\$554,364	\$412,776
2009	\$1,402,284	\$749,304	\$365,580	\$618,300	\$465,696	\$337,716
2010	\$1,321,072	\$762,910	\$359,948	\$576,998	\$449,507	\$333,733
2011	\$1,296,534	\$691,439	\$330,527	\$551,050	\$390,576	\$300,142
2012	\$1,384,217	\$660,944	\$305,727	\$654,480	\$360,065	\$271,185

Source: San Mateo County Associate of Realtors, Adjusted for inflation to 2013 dollars, via 21 Elements

There is a significant difference between the maximum affordability price of a home and the actual median values of single family homes and condominiums. The maximum affordable home price is based on annual income. Table III-33 shows a large disparity between a maximum affordable price and the median price in San Mateo County. A median-priced single family home for a single person earning the median income is more than four times the person's maximum affordable price. A median-priced condominium is more than twice the maximum affordable price. For persons who earn less than the median income, the affordability gap becomes even larger and a median priced home becomes more than four times their maximum affordable home price.

**Table III-33: Ability to Pay for For-Sale Housing**

	<b>Annual Income</b>	<b>Maximum Affordable Home Price</b>	<b>Median Priced Single Family Detached Home</b>	<b>Affordability Gap for Single Family Home</b>	<b>Median Priced Townhouse or Condo</b>	<b>Affordability Gap for Condo</b>
<b>Single Person</b>						
Extremely Low Income	\$23,750	\$97,114	\$1,384,217	-\$1,287,103	\$654,480	-\$557,366
Very Low Income	\$39,600	\$161,925	\$1,384,217	-\$1,222,292	\$654,480	-\$492,555
Low Income	\$63,350	\$259,039	\$1,384,217	-\$1,125,178	\$654,480	-\$395,441
Median Income	\$72,100	\$294,818	\$1,384,217	-\$1,089,399	\$654,480	-\$359,662
Moderate Income	\$86,500	\$353,699	\$1,384,217	-\$1,030,518	\$654,480	-\$300,781
<b>Four Person</b>						
Extremely Low Income	\$33,950	\$138,822	\$1,384,217	-\$1,245,395	\$654,480	-\$515,658
Very Low Income	\$56,550	\$231,233	\$1,384,217	-\$1,152,984	\$654,480	-\$423,247
Low Income	\$90,500	\$347,655	\$1,384,217	-\$1,036,562	\$654,480	-\$306,825
Median Income	\$103,000	\$370,055	\$1,384,217	-\$1,014,162	\$654,480	-\$284,425
Moderate Income	\$123,600	\$505,402	\$1,384,217	-\$878,815	\$654,480	-\$149,078

Source: Baird+Driskell Community Planning; San Mateo County Association of Realtors, via 21 Elements

### *Renter Vs Owner Occupied*

Since 2010, rents in Burlingame and San Mateo County have been increasing. In 2010, the average rent for a two-bedroom, one-bath apartment in Burlingame was \$1,847. The average rent rose to \$2,364 in 2013. In 2010, the median rent in San Mateo County was \$1,760 for a two-bedroom unit. The rent for a two-bedroom unit in 2013 grew to \$2,234. The rental prices in 2013 were the highest recorded over the past decade. Affordability of rental units will continue to be a concern for lower income families.



**Table III-34: Average Rents in Burlingame**

	Studio		1 Bdrm	1 Bath	2 Bdrm	1 Bath	3 Bdrm	2 Bath
	Price	Percent Increase	Price	Percent Increase	Price	Percent Increase	Price	Percent Increase
2005	\$1,102	x	\$1,467	x	\$1,784	x	\$2,642	x
2006	\$1,206	9%	\$1,505	3%	\$1,777	0%	\$2,798	6%
2007	\$1,287	7%	\$1,612	7%	\$1,857	5%	\$3,046	9%
2008	\$1,426	11%	\$1,703	6%	\$2,029	9%	\$3,304	8%
2009	\$1,331	-7%	\$1,730	2%	\$1,882	-7%	\$2,943	-11%
2010	\$1,253	-6%	\$1,592	-8%	\$1,847	-2%	\$3,399	16%
2011	\$1,381	10%	\$1,772	11%	\$2,069	12%	\$3,306	-3%
2012	\$1,635	18%	\$1,964	11%	\$2,397	16%	\$3,557	8%
2013	\$1,686	3%	\$1,931	-2%	\$2,346	-2%	\$3,345	-6%

Source: RealFacts Annual Trends Report (adjusted for inflation to 2013 dollars), via 21 Elements

**Table III-35: Countywide Median Rental Rates**

	1br	Yearly Increase	2br	Yearly Increase
2003	\$1,580	-9.2%	\$1,916	-7.9%
2004	\$1,503	-4.9%	\$1,806	-5.8%
2005	\$1,472	-2.1%	\$1,698	-6.0%
2006	\$1,523	3.4%	\$1,714	0.9%
2007	\$1,628	7.0%	\$1,840	7.4%
2008	\$1,715	5.3%	\$1,957	6.3%
2009	\$1,672	-2.5%	\$1,871	-4.4%
2010	\$1,555	-7.0%	\$1,760	-5.9%
2011	\$1,600	2.9%	\$1,818	3.3%
2012	\$1,824	14%	\$2,087	15%
2013	\$1,954	7.1%	\$2,234	7.1%

Source: San Mateo County Department of Housing, via 21 Elements

Second units can provide an affordable rental option for households. Based on a survey of 39 secondary dwelling units on Craigslist, prepared by 21 Elements in December 2013, the median price of secondary rental units in San Mateo County was \$1,350. Rents ranged from \$500 to \$2,650, and unit sizes varied from studios to two-bedroom units. Although the survey was based on a small sample, some information was gleaned about the breakdown of second unit rental affordability:

- 3 percent was affordable to extremely low income one and two person households.
- 12 percent was affordable to very low income one and two person households.
- 57 percent was affordable to low income one person households.
  - 64 percent was affordable to low income two person households.
- 18 percent was affordable to moderate income one person households.
  - 16 percent was affordable to moderate income two person households

## Overpayment

With the high cost of housing in and around the city, households often spend a large portion of their income on housing. According to CHAS data from the U.S. Department of Housing and Urban Development, overpayment is defined as households that spend more than 30 percent of income on housing. More than 40 percent of households in the city were either overpaying or severely overpaying for housing. About 29 percent of all households in the city were categorized in the low or very low income range and experienced some level of housing overpayment. Table III-36 shows households overpaying by income category. Overpayment and severe overpayment greatly affect very low to low income renter households and moderate to above moderate owner households, as shown in Table III-37.

**Table III-36: Households Overpaying**

	Overpaying (30-50% of HH Income)		Severely Overpaying (>50% of HH Income)	
	Number	Percent of Total HH	Number	Percent of Total HH
Very Low Income ≤50% of HAMFI	655	6%	1,435	12%
Low Income 50- 80%	935	8%	350	3%
Moderate 80 to 120%	435	4%	250	2%
Above Moderate 120%+	555	5%	190	2%
Total	2,580	22%	2,225	19%

Source: CHAS 2006-2010 based on ACS, via ABAG 2013 Data for Bay Area Housing Elements

**Table III-37: Households Overpaying by Tenure**

	Overpaying (30-50% of HH Income)		Severely Overpaying (>50% of HH Income)	
	Owner	Renter	Owner	Renter
Very Low Income ≤50% of HAMFI	180	475	595	840
Low Income 50- 80%	140	795	295	55
Moderate 80 to 120%	265	170	250	0
Above Moderate 120%+	545	10	190	0
Total by Tenure	1,130	1,450	1,330	895
Total Units paying 30-50%	2,580		2,225	

Source: CHAS 2006-2010 based on ACS, via ABAG 2013 Data for Bay Area Housing Elements

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

According to the 2006-2010 CHAS Data Query Tool from the Department of Housing and Urban Development, a high percentage of low income households were overpaying for housing. Overpayment affects about 88 percent of extremely low income households, 79 percent of very low income households, and 64 percent of low income households. The majority of owner households in all lower income categories that overpaid for housing were contributing more than 50 percent of their incomes. Most extremely low income renter households paid more than 50 percent of their incomes to housing. The majority of very low and low income renter households paid between 30 and 50 percent towards housing. Table III-38 shows the percentage of households overpaying at different income categories.

**Table III-38: Overpayment among Low Income Households**

		Owner		Renter		Total	
		#	Percent in HH Income Level	#	Percent in HH Income Level	#	Percent in HH Income Level
Extremely Low Income HH	Overpaying (30-50% of Income)	120	21%	95	12%	215	15%
	Severely Overpaying (>50% of Income)	360	62%	660	80%	1020	73%
	Total Overpaying	480	83%	755	92%	1235	88%
	Total Extremely Low Income HH	580	100%	825	100%	1405	100%
Very Low Income HH	Overpaying (30-50% of Income)	55	11%	380	65%	435	40%
	Severely Overpaying (>50% of Income)	235	48%	180	31%	415	39%
	Total Overpaying	290	59%	560	96%	850	79%
	Total Very Low Income HH	490	100%	585	100%	1075	100%
Low Income HH	Overpaying (30-50% of Income)	140	20%	795	61%	935	47%
	Severely Overpaying (>50% of Income)	295	42%	55	4%	350	17%
	Total Overpaying	435	62%	850	65%	1285	64%
	Total Low Income HH	705	100%	1300	100%	2005	100%

Source: CHAS 2006-2010 Data Query Tool, via HUD

### **Overcrowding**

Overcrowded housing is defined as units where the number of occupants is greater than the number of rooms. An overcrowded unit has greater than 1 and up to 1.5 persons per room. An extremely overcrowded unit has more than 1.5 persons per room. In Burlingame, about 150 households were living in overcrowded conditions and about 170 households were living

in extremely overcrowded units. A greater number of renter households faced overcrowded conditions than owner households. Although overcrowding was not an issue among the majority of residents, it did affect a number of residents, especially renter households where 1.5 percent lived in overcrowded conditions and 2.6 percent lived in extremely overcrowded conditions.

Overcrowding may be associated with housing problems that affect the quality of life. The cost burden of housing affected more than 90 percent of extremely low and very low income renter households. Owner households that experience cost burdens included 83 percent of extremely low income households and 59 percent of very low income households. Cost burden was an issue for more than 60 percent of low income households, for both renters and owners.

**Table III-39: Overcrowding**

		Number	Percent
Owner	Not overcrowded	5,896	99%
	Overcrowded	52	0.9%
	Extremely overcrowded	12	0.2%
Renter	Not overcrowded	5,923	96%
	Overcrowded	95	1.5%
	Extremely overcrowded	159	2.6%

Source: 2009-2011 American Community Survey, via 21 Elements

**Table III-40: Housing Problems – Cost Burdens**

	Total Renters	Total Owners	Total Households
<b>Extremely Low Income</b>			
Percent without adequate kitchen or plumbing	9%	0%	5%
Cost Burden >30% to 49% of income	12%	21%	15%
Cost Burden >50% of income	80%	62%	73%
Total	825	580	1405
<b>Very Low Income</b>			
Percent without adequate kitchen or plumbing	0%	0%	0%
Cost Burden >30%	96%	59%	79%
Total	585	490	1075
<b>Low Income</b>			
Percent without adequate kitchen or plumbing	0%	0%	0%
Cost Burden >30%	65%	62%	64%
Total	1300	705	2005

Source: CHAS Data 2006-2010, via 21 Elements

### ***Assisted Housing at Risk of Conversion***

The State Housing Element law and HUD Consolidated Plan regulations require cities to prepare an inventory including all assisted multi-family rental units which are eligible to convert to non-low-income housing uses due to termination of subsidy contract, mortgage prepayment, or expiring use restrictions. State Housing Element law requires this inventory to cover a ten-year evaluation period following the statutory due date of the Housing Element (January 31, 2015); whereas the HUD regulation requires the inventory to cover only the five-year planning period of the Consolidated Plan.

According to a study conducted by the California Housing Partnership Corporation published in August 2008, the city of Burlingame has no HUD subsidized properties (with HUD 236 and 221 (d)(3) mortgages and/or Section 8). In 2014, CHPC confirmed again that there were no HUD subsidized affordable housing properties in the city. This means that there are no units at risk of conversion to market rate. While the City does maintain over 100 Section 8 contracts, those contracts are tied to individual households, not units.

## **6. Regional Housing Needs**

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

### ***Existing Housing Needs***

The projected housing need obligation for the 2015 to 2023 planning period is 863 units. Of these units, the city will need to accommodate 420 low to extremely low income housing units. From 2009 to 2013, 59 above moderate income and 6 moderate income units have been built. No low or very low income units were constructed during that period.

### ***Eight-Year Projected Housing Need***

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

ABAG has the responsibility of projecting the housing needs for the 2015-2023 period based on the factors identified in State law. The eight-year housing need numbers include market

rate housing as well as units for those with lower incomes. The projected need number is the number of dwelling units needed to provide for the total expected household growth and Burlingame’s share of the projected regional housing need. For this cycle, the 21 cities within San Mateo County, and the County as well, combined efforts to develop a housing allocation for the sub-region. The projected need number for the planning period (2015-2023) for Burlingame is 863 dwelling units.

Following are the projected housing need numbers for 2015 through 2023 for the City of Burlingame by income category:

**Table III-41: Projected Housing Need by Income Category**

<b>Income Category</b>	<b>Definition</b>	<b>Income for Family of 4</b>	<b>No. of Units</b>
Extremely Low	Household income up to 0-30% of AMI	\$33,950	138
Very Low	Household income up to 31-50% of AMI	\$56,550	138
Low	Household income up to 51-80% of AMI	\$90,500	144
<b>Median Income</b>	<b>Area Median Income (AMI)</b>	<b>\$103,000</b>	
Moderate	Household income up to 81-120% of AMI	\$123,600	155
Above Moderate	Household income above 120% of AMI	Market Rate	288
<b>Total Current need</b>			<b>863</b>
<b>Average Yearly Need</b>			<b>108</b>

Source: ABAG, Final 2014-2022 Regional Housing Need Allocation by County, via 21 Elements; Income for family of 4 from HCD State Income Limits 2013, via 21 Elements

## **IV. Housing Constraints**

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

### **GOVERNMENTAL CONSTRAINTS**

#### **1. Land Use Regulations**

##### ***General Plan***

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

##### ***Specific Planning Areas***

###### *North Burlingame/Rollins Road Specific Plan*

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

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

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

### *Downtown Specific Plan*

The Burlingame Downtown Specific Plan was adopted by the City Council on October 4, 2010, and the implementing zoning for the plan was adopted by the Council on September 19, 2011. Downtown Burlingame is divided into a series of Planning Areas, and each planning area or district provides for a different mix of uses and intensities. Multi-family residential uses are permitted in eight of the twelve areas, both on the ground floors and upper floors of buildings. The zoning districts within the Downtown Specific Plan area where multi-family residential uses are permitted are HMU (Howard Mixed Use), CAR (California Auto Row), MMU (Myrtle Mixed Use), BMU (Bayswater Mixed Use) as well as the R-3 and R-4 zoned properties within the Downtown Area. The adopted zoning for the downtown area includes parking reductions for sites within the downtown area based on the fact that they are within walking distance to the transit centers. Additional incentives outside of the Downtown Specific Plan regulations would apply for affordable housing and lot consolidation.

The CR zone is for a very small area along California Drive with through lots to Edgehill Drive. The mixed use zone provides for retail commercial development on California Drive, combined with residential development fronting on Edgehill. The residential development standards are similar to the R-2 standards which apply to other properties along Edgehill Drive. Although there has been one project built within this zone within the last 10 years, there are no opportunity sites identified within this district.

### **Zoning Ordinance**

The City of Burlingame's Zoning Ordinance sets forth requirements that can affect the type, appearance and cost of housing built in Burlingame. The zoning ordinance sets the standards for lot size, use, lot coverage, floor area ratio, setbacks, height, open space and parking. In Burlingame, there are four residential zoning districts. With implementation of the North Burlingame/Rollins Road and Downtown Specific Plans, there are also several mixed use districts (C-R, TW, ECN, HMU, CAR, MMU and BMU), allowing all multi-family residential or mixed commercial/residential use. All of these mixed use zoning districts are close to the city's major transportation corridors, encouraging residential development in these locations.

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

Unlike other cities in San Mateo County, over half of Burlingame's housing stock is multi-family units. The densities of the multi-family units vary from 20 units per acre, to over 50 units per acre. Except for the addition of residential condominium requirements for multiple family units in the 1970s, the zoning regulations for multi-unit developments have not changed much over the years.



Burlingame does not have density limits (units per acre) established by zoning in the residential zoning districts, except for a density limit of 40 units per acre is required in the residential mixed use zoning districts (ECN and TW) in North Burlingame. Within the Downtown Specific Plan, there is an *average maximum unit size* of 1,250 square feet per unit (meaning the average unit size of all units cannot exceed 1,250 square feet), which in effect serves as a minimum density.

In practice, the number of parking spaces that can be accommodated on a site is the ultimate determination of the maximum number of units on a multiple family zoned lot. The parking requirement in Burlingame is based upon the number of bedrooms, per unit. One and one-half spaces are required for each studio or one-bedroom unit; two parking spaces required for a two bedroom unit; two and one-half spaces required for a three or more bedroom unit. Within the Downtown Burlingame area, the parking requirement for multi-family districts is reduced based on the area's proximity to the Caltrain station and regional bus routes. Within Downtown Burlingame, one space is required for each studio or one bedroom unit; one and on-half spaces for each two bedroom unit; and two spaces for units with three bedrooms or more. Guest parking is required only for multiple family condominium projects and is required based upon the project size. Guest parking is not required for projects within the Downtown Specific Plan area.

Parking is one of the major limiting factors in developing high-density housing in Burlingame. Often parking in below grade structures is used to increase the dwelling unit densities in multi-family developments, through typically only one level of underground parking is financially feasible for projects. The Code allows group residential facilities for the elderly to be built with 25% of the required parking per unit. Except within the Downtown Specific Plan area, there are currently no provisions for reduced parking for multi-family development near mass transit, although some compact spaces are allowed.

The height limit for residential structures in the R-1 and R-2 zoning districts is two and one-half stories or 30 feet, and can be increased to 36 feet to accommodate design features of certain architectural styles. The R-3 zoning district has a height limit of four stories or 55 feet and the R-4 zoning district is six stories or 75 feet in height. A conditional use permit is required for any multiple family structure over 35 feet in height. However, the inclusionary zoning regulations contain an incentive which allows heights up to 46 feet (4 stories) by right for any project which complies with the inclusionary zoning provisions. In addition, heights of between 62 and 75 feet are allowed by right for residential uses in the TW and ECN zones (North Burlingame). In the Downtown Specific Plan area, heights up to 55 feet are allowed by right in the HMU and R-4 Incentive areas; within the MMU and BMU zoned areas, heights up to 35 feet are allowed by right and up to 45 feet (MMU) or 55 feet (BMU) are allowed with a Conditional Use Permit. At the north end of the city near the BART station in Millbrae, there are height limits imposed by the FAA and SFO Airport. The maximum height in the portions of this area affected by the flight paths is limited based on the Height Restrictions specified in the San Mateo County Comprehensive Airport Land Use Plan.

### ***Comprehensive Airport Land Use Compatibility Plan***

The City/County Association of Governments of San Mateo County (C/CAG) has found that the Burlingame 2015-2023 Housing Element is consistent with the policies established in the Comprehensive Airport Land Use Compatibility Plan (November 2012). Policies that govern the safety of critical airways from obstructions beneath the calculated ascent and descent profiles are found under section 4.5.4 (Airspace Protection Policies) in the Plan. Proposed projects in Burlingame must be compliant with policies as established in the Plan, including:

1) notification and filing requirements (4.5.4, AP-1); 2) design recommendations from findings in FAA aeronautical studies (4.5.4, AP-2); 3) height restriction and filing requirements (4.5.4, AP-3); and 4) C/CAG review and project consistency with FAA regulations for land uses that may cause flight hazards (4.5.4, AP-4).

### ***Federal Aviation Administration***

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

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

### ***Conditional Use Permits***

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

The Planning Commission may grant a Conditional Use Permit if, from the application or the facts presented at the public hearing, it finds:

- a) The proposed use, at the proposed location, will not be detrimental or injurious to property or improvements in the vicinity and will not be detrimental to the public health, safety, general welfare or convenience;
- b) The proposed use will be located and conducted in a manner in accord with the Burlingame general plan and the purposes of this title;
- c) The planning commission may impose such reasonable conditions or restrictions as it deems necessary to secure the purposes of this title and to assure operation of the use in a manner compatible with the aesthetics, mass, bulk and character of existing and potential uses on adjoining properties in the general vicinity. (Ord. 1378 § 8 (part), (1988))

In 2011, the City Council adopted zoning implementation for the Housing Element which includes definitions for emergency shelters, transitional housing, supportive housing and temporary housing. The code indicates that the uses are permitted by right in any zone that allows residential uses, subject to the same restrictions as other residential uses of the same type in the same zone.

## ***Second Units***

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

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

In 2011, the City Council amended the zoning code to also allow construction of new second units on certain properties subject to complying with performance standards. The new second dwelling unit is required to be on a lot with a minimum lot size of 6,000 square feet, there shall be no more than one secondary unit on a lot with one primary dwelling, one of the units shall be occupied by the property owner, the secondary unit shall be a studio or one-bedroom unit limited to a maximum unit size of 640 square feet, and shall comply with the other measurable standards of the zoning.

## ***Residential Design Review***

Design review is required for second story additions, new construction and first floor additions which involve substantial construction in the residential zoning districts. The intent of the design review is to preserve the original and unique patterns of the distinct residential neighborhoods in Burlingame. Design review is required for both single family and multi-family projects.

## ***Concurrent Processing***

When a project requires more than one type of application (such as Design Review and a Conditional Use Permit), the applications are processed concurrently, which reduces the overall timeline for processing.

## ***Factory-Built and Mobilehome Units***

Factory built housing or mobilehome units would be considered similar in use as a single-family use. These units are permitted in all residential zones, and if a new structure, would require Design Review consistent with any new single-family home. Approval of factory built or mobilehome unit would not require additional regulatory requirements over and above similar uses in the same zone.

## ***Homeless Shelters***

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

In 2011, the City Council adopted zoning implementation for the Housing Element which allows homeless shelters by right subject to performance standards in the northern part of the RR (Rollins Road) zoning district.

The City of Burlingame had identified the northern portion of the Rollins Road area as the appropriate zone to accommodate emergency shelters. In addition to being near transit, this area is appropriate for this type of facility because it is located near support services including the new Peninsula Hospital and grocery stores.

There are about 70 properties in the RR zoned area with the zoning overlay allowing homeless shelters subject to performance criteria. These properties range in size from 0.35 acres to 13.63 acres. It is anticipated that a smaller homeless shelter could be accommodated on a site between 0.5 and 1.0 acres, and a larger homeless shelter would fit on a parcel between 1.0 and 2.0 acres in size. There are 20 properties in this area between 0.5 and 1.0 acre in size, and there are 22 properties between 1.0 and 2.00 acres. Most of these properties are now developed with older light industrial or warehouse buildings which may be suitable for conversion, or could be replaced with a new building.

The identified area can accommodate a shelter large enough to have capacity for the City's unmet homeless need. The 2013 San Mateo County Homeless Census and identified 13 unsheltered persons in Burlingame. Depending on the size of site required, and other amenities provided in a homeless shelter, an adequately sized facility could be accommodated in this zone. While the majority of the sites are less than one half acre, there are opportunities for site consolidation, as well as sites that are one acre or more.

## ***Transitional and Supportive Housing***

This type of facility is longer term than a temporary shelter and generally provides housing for people with specific needs for six months or longer to allow them time to rehabilitate, save money, and search for permanent housing and jobs. These types of facilities are often located in converted apartment buildings.

In 2011, the City Council adopted zoning implementation for the Housing Element which includes clear definitions for transitional and supportive housing as outlined in State law, and provides that these uses are allowed by right in all zones which allow residential uses, only subject to those restrictions that apply to other residential uses of the same type in the same zone.

InnVision Shelter Network, a non-profit organization which operates programs providing both emergency shelter and transitional housing throughout San Mateo County, now operates four transitional housing facilities for families and one facility for single adults. The facility located in Daly City serves northern San Mateo County with housing and services for 14 families, the facility in Menlo Park serves southern San Mateo County with

services for 23 families, and the facility in Redwood City serves central San Mateo County from Burlingame to Redwood City with housing and services for nine families. There is also a facility in the City of San Mateo which offers transitional housing for 39 families. The facility for single adults in Redwood City serves 75 persons. Other programs also provide support for persons facing homelessness, such as the Housing First Program, which provides financial assistance for permanent housing to persons who are homeless but have reliable incomes, and the Bridges Program, which provides transitional housing while formerly homeless individuals enroll in schools to obtain job skills. The City of Burlingame contributes financial support to InnVision Shelter Network in its annual budget as well as other programs to increase housing options such as HIP Housing, Samaritan House and Samaritan House Safe Harbor – Winter Shelter.

As noted above, pursuant to Senate Bill 2, the City of Burlingame has amended its zoning code to require that an application for supportive and transitional housing will be treated equal to any other multifamily residential project application in process and review. See Housing Element Policy H(D-5).

### ***Single-Room Occupancy (SRO) Units***

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

### ***Burlingame Fair Property Rights Ordinance ("Measure T")***

In 1987, the voters of Burlingame passed an Ordinance called the Burlingame Fair Property Rights Ordinance ("Measure T"). This ordinance contains the provision that an owner of real property has the right to establish the price for which that property may be sold, leased, rented, transferred or exchanged. The ordinance further states that the City of Burlingame shall enact no law which imposes restrictions on the price for which real property may be sold, leased, rented, transferred or exchanged. Therefore, in order to implement a program that includes rent control, the matter would have to be brought to the voters of the City of Burlingame to repeal the provisions of this ordinance that might be in conflict with the anticipated rent control program.

## **2. Building Codes**

The City of Burlingame applies the 2013 California Building Code (CBC) and California Fire Code (CFC) to review minimum health and safety standards for residential and commercial construction projects. There are local amendments that require more restrictive standards for certain items. The local amendments that apply to housing include a requirement for the installation of automatic fire sprinkler systems in all residential developments larger than 2,000 square feet in area and for structures taller than two stories. For all structures, residential included, all storm water roof drainage must be collected and conveyed to the public storm water system. There are seismic standards applied, and extra engineering may be required for structures in the hillside areas. Because Building and Fire Code standards are established for life safety reasons, it is not reasonable to consider not complying with the Code in order to reduce housing costs.

Burlingame enforces energy conservation standards enacted by the State. The standards may increase initial construction costs, but will reduce household costs over the long term

by reducing energy costs. In addition, for residential remodels and new construction, applicants are required to complete a Build It Green "Green Points" checklist to document what measures have been incorporated in the project to promote healthy, durable, energy and resource efficient buildings.

Burlingame code enforcement is distributed among Planning, Building, Public Works, and City Attorney personnel. In each case, the most applicable department leads enforcement based on the nature of the issue. Most of the code enforcement in Burlingame is complaint driven, but there is some active enforcement initiated by staff based upon observation. It is unlikely that the code enforcement in Burlingame would have a negative impact on the long term affordability of the city's housing stock.

### **3. NPDES (National Pollutant Discharge Elimination System) Requirements**

Burlingame is located at the foot and along the east side of the coastal ridge between the Pacific Ocean and San Francisco Bay. Seven creeks drain the area directly into San Francisco Bay. For these reasons, runoff and water quality are important considerations in development and construction. The Clean Water Act of 1972 prohibits the discharge of stormwater into United States waters unless the discharge is in compliance with a National Pollutant Discharge Elimination System (NPDES). To meet its mandate from the State, the City of Burlingame has joined with the other cities in San Mateo County, to obtain a regional discharge permit from the State Water Quality Control Board (SWQCB) for stormwater water discharge. In order to reduce non-point pollution sources, each construction project is required to implement "best management practices" on job sites to minimize erosion, stop contaminated run-off and control construction site pollution. NPDES requirements also encourage site planning including swales, detention ponds and other design elements that can be incorporated into project design to reduce storm water run-off and contamination. The City of Burlingame requires stormwater run-off to be collected and channeled into a public storm water system. Current regulations focus on solutions that encourage on-site retention and recharge of stormwater, so that all drainage does not have to enter the storm drain system. This can result in a more affordable solution for accommodating storm water runoff.

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

### **4. On and Off-Site Improvements**

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



Communal amenities are also considered on-site improvements within a new housing development. While amenities such as swimming pools, club houses, on-site laundry facilities, etc. are not required, they are encouraged. If a new project proposes such an amenity, this would be seen as a positive aspect to the project which could attract potential tenants. Program H(B-3) encourages provision of communal amenities in new housing developments, but specifically states only where feasible and provision of which does not impair achievement of maximum densities or the financial feasibility of developing housing affordable to lower-income households.

## **5. Environmental Requirements**

Burlingame is mandated to follow the procedures set forth in the California Environmental Quality Act (CEQA). Since two square miles of the city is under San Francisco Bay water, the city has a substantial bay edge. Four creeks drain the coastal range to the bay through the city. Sites that have unusual topography and/or sensitive habitat may require in-depth review and special studies to evaluate the environmental impacts of a proposed project. This can add additional costs to a project. Residential properties containing a creek that are proposing significant alterations or culverting of a creek are also required to obtain approval from the California Department of Fish and Game and the U.S. Army Corp of Engineers. Potential development sites with sensitive habits, endangered species, or significant environment problems are generally not recommended sites for affordable housing. For example, steeply sloping sites in the Burlingame Hills that may be available for housing would be quite expensive to develop because of geotechnical problems.

## **6. Fees and Exactions**

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

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

## Planning Fees

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

**Table IV-1: Burlingame Planning Fees**

Preliminary Plan Check ( <i>New Construction or Addition</i> )	\$ 288.00 <sup>3</sup>
Plan Recheck Fee – <i>more than 2 revisions</i>	\$209.00
Plan Recheck Fee – <i>major redesign of plans</i>	\$470.00
<b>APPLICATIONS</b>	
Design Review ( <i>New Construction or Addition</i> )	1,071.00
Design Review Consultant Deposit	836.00 <sup>1</sup>
Design Review- Handling Fee	470.00 <sup>2</sup>
Amendments to Design Review	925.00
Design Review –FYI submittal	209.00
Condominium Permit, 4 units or less	1,405.00
Condominium Permit, 5 units or more	1,651.00
General Plan Amendment	2,612.00
Rezoning	2,612.00
Conditional Use Permit	1,672.00
Special Permit	1,672.00
Variance	1,672.00
Sign Variance	1,609.00
Wireless Communication Admin Permit	397.00
Fence Exception	940.00
Hillside Area Construction Permit	397.00
Minor Modification	397.00
<b>Second Unit Amnesty</b>	
Building Official Inspection Fee	418.00 <sup>1</sup>
Appeal to City Council	418.00
Extensions/Amendments to permits	381.00
Determination – Planning Commission	925.00
<b>ENGINEERING</b>	
Single-family Dwelling	218.00
All others	Actual cost - \$109/hr
Traffic and Parking Studies	Actual cost - \$109/hr
Creek Enclosures	1,307.00
Drainage and utilities	769.00
<b>PARKS</b>	
Arborist Review	172.00

- <sup>1</sup> Unused portion of deposit will be refunded (charged at \$145/hour).  
<sup>2</sup> Handling fee will be refunded if project does not get referred to a design review consultant.  
<sup>3</sup> 50% of preliminary plan check fee will be credited toward required application fees if and when project is submitted as a complete application.

<b>NOTICING</b>	
R-1 and R-2	\$188.00
All Other Districts	188.00
Design Review, residential	261.00
Design Review, all other districts	261.00
Minor Mod. And Hillside Area	261.00
General Plan Amendment	1,254.00
Rezoning	1,254.00
Environmental Impact Report	1,254.00
Second Unit Amnesty Noticing	57.00
Wireless Communications	510.00
City Council Appeal	89.00
Replacement of Posted Sign	62.00
<b>ENVIRONMENTAL REVIEW</b>	
Categorical Exemption	84.00
Initial Study	1,035.00
Negative Declaration	2,403.00
Mitigated Declaration and/ or with a Responsible Agency	2,925.00
Environmental Impact Report (Deposit determined by Community Development Director)	35 % of contract
Environmental Posting Fee- Neg Dec & EIR	271.00
Neg Dec. Fish & Game Fee + Co. Handling Fee ( <i>make check payable to San Mateo County</i> )	2,156.25
EIR Fish and Game Fee + Co. Handling Fee ( <i>make check payable to San Mateo County</i> )	2,995.25
County Handling Fee	50.00
<b>BAYFRONT DEVELOPMENT FEES</b>	
Office	2,362.00/TSF
Restaurant	9,510.00/TSF
Hotel	774.00/room
Hotel, Extended Stay	752.00/room
Office/Warehouse/Manufacturing	3,580.00/TSF
Retail – Commercial	8,694.00/TSF
Car Rental	55,175.00/acre
Commercial Recreation	17,123.00/acre
All other	1,780.00/ trip
<b>NORTH BURLINGAME DEVELOPMENT FEES</b>	
<b>EI Camino Real North Subarea</b>	
Multi-Family Project or Duplex	\$0.52 per SF
Any Other Use	\$0.66 per SF
<b>Rollins Road Subarea</b>	
All uses	\$0.52 per SF
<b>PUBLIC FACILITIES IMPACT FEES</b>	
To be determined based on project size	

Source: Burlingame Planning Department, 2014



Other development fees associated with new construction include:

**Table IV-2: Burlingame Development Fees**

<b>Sewer Connection Fee as of July 2013:</b> <i>(updated annually and payable at the fee amount in effect at the time of request for connection):</i>	
Single Family & Duplex	\$237/unit
Multi-Family	\$180/unit
Commercial/Retail	\$377/TSF*
Office	\$82/TSF*
Warehouse	\$105/TSF*
Restaurant	\$932/TSF*
Hotel w/Restaurant	\$595/room
Hotel w/o Restaurant	\$368/room

<b>Burlingame School District/San Mateo High School District Fees:</b> <i>(current fees, collected by the City of Burlingame at the time of issuance of building permits)</i>	
Residential, 500 SF or more	\$3.06/SF
Commercial or Industrial	\$0.49/SF
Mini-storage	\$0.01/SF

*Note: Sixty percent of the School Fee is collected for the Elementary School District and Forty percent of the fee is collected for the High School District.*

<b>Bayfront Development Fee As Of July, 2013:</b> <i>Applies to development within the Burlingame Bayfront Specific Plan Area. One-half of the fee shall be paid with submittal of project application and one-half shall be paid prior to the approval of final framing of buildings or additions. The fees are adjusted annually to reflect the increase or decrease in the latest Engineering News Record Highway Construction Cost Index, as of July 1st of each year.</i>	
Office	\$2,362/TSF
Restaurant	\$9,510/TSF*
Hotel	\$774/room
Hotel, Extended Stay	\$752/room
Office/Warehouse/Manufacturing	\$3,580/TSF*
Retail – Commercial	\$8,694/TSF
Car Rental	\$55,175/acre
Commercial Rec.	\$17,123/acre
All Other	\$1,780/trip*

<b>North Burlingame/Rollins Road Development Fee As Of July, 2013:</b> <i>Applies to development within the North Burlingame/Rollins Road Specific Plan Area. One-half of the fee shall be paid with submittal of project application and one-half shall be paid prior to the approval of final framing of buildings or additions. The fees are adjusted annually to reflect the increase or decrease in the latest Engineering News Record Highway Construction Cost Index, as of July 1st of each year.</i>	
<b>El Camino Real North Subarea</b>	
Multi Family Dwelling or Duplex	\$0.52 per SF
Any Other Use	\$0.66 per SF
<b>Rollins Road Subarea</b>	
All uses	\$0.52 per SF

\*TSF = Thousand Square Feet

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

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

Source: Burlingame Planning Department, 2014

Burlingame’s Planning Department is only partially funded by fees, with the remaining costs covered by the general fund. The cost of planning is partially subsidized in Burlingame, with the fees collected for projects not entirely covering the cost of staff time to process such projects.

**Table IV-3: Example of Single Family and Multiple Family Project Fees**

	<b>Fees/Costs</b>	<b>Single Family*</b>	<b>Multiple Family**</b>	
Entitlement Fees	Design Review	1,071	1,071	
	Engineering Plan Review	218	218	
	Arborist Review	172	172	
	Noticing	261	1,254	
	CEQA Categorical Exemption	84	-	
	GP Amendment	-	2,612	
	Rezoning	-	2,612	
	EIR (estimate)	-	200,000	
	EIR Handling Fee (35% of contract)	-	70,000	
	Environmental Posting Fee	-	265	
	County EIR Fish & Game Fee	-	2,969	
	Condominium Map	-	50,137	
	<b>Subtotal</b>	<b>1,806</b>	<b>331,310</b>	
			<i>Per Unit</i>	<i>10-unit bldg</i>
Construction Fees	Building Permit	29,000	14,583	145,830
	Fire Sprinkler Permit	600	5,000	50,000
	Utility Connection	2,800	260	2,600
	Alarm Permit	-	1,000	10,000
	<b>Subtotal</b>	<b>32,400</b>	<b>20,843</b>	<b>208,430</b>
Impact Fees	General Facilities and Equipment	2,756	1,636	16,360
	Libraries	2,283	1,415	14,150
	Police	437	259	2,590
	Parks and Recreation	590	350	3,500
	Streets and Traffic	1,573	1,105	11,050
	Fire	642	381	3,810
	Storm Drainage	781	391	3,910
	<b>Subtotal</b>	<b>9,062</b>	<b>5,537</b>	<b>55,370</b>
School Fees	Elementary & High School	<b>8,874</b>	<b>6,120</b>	<b>61,200</b>
<b>Total</b>		<b>52,142</b>		<b>636,310</b>

\* Single family home is assumed to be a new home on an empty lot in an existing neighborhood, with no complicating factors.

\*\*Multiple family development is assumed to be a 10-unit development, 14,550 square foot construction, requiring General Plan and Zoning Amendments, and tentative map. Costs shown are per unit, other than entitlement costs, which would remain the same regardless of project size.

## **Building Fees**

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

## **Public Impact Fees**

Ordinance No. 1830 was adopted in 2008 by the Burlingame City Council in order offset the impacts of new development projects on City facilities. In establishing the fees, the City had a study conducted that provided information on the nexus between development projects and impacts on City facilities and set out a formula of fees that would serve to offset some of those impacts. Public Impact Fees applicable to new residential development are shown on Table IV-4 below.

**Table IV-4: Burlingame Public Facilities Impact Fees**

<b>Service Area</b>	<b>Single Family Fee per Dwelling Unit</b>	<b>Multifamily Fee per Dwelling Unit</b>
General Facilities and Equipment	\$2,756	\$1,636
Libraries	\$2,283	\$1,415
Police	\$437	\$259
Parks and Recreation	\$590	\$350
Streets and Traffic	\$1,573	\$1,105
Fire	\$642	\$381
Storm Drainage	\$781	\$391

Source: Burlingame Planning Department, 2014

Due to the physical constraints of a largely, built-out environment, the City does not have a Quimby Act fee for adding parkland. There are limited opportunities to acquire land for parks and any acquisitions would be costly. To pursue improvements to parks and other public recreational facilities, the City's Parks and Recreation Public Facility Impact Fee has been a source of funding for these types of projects.

If a project proposes to include open space/recreational amenities on site, the project applicant can request a waiver of the Public Facilities Impact fee related to Parks and Recreation. The Municipal Code Chapter related to Public Facilities Impact fees allows a developer of a project to apply to the Community Development Director for a reduction or waiver of any one of the fees. The fee waiver request will be considered by the Planning Commission at the time that the development application is considered. The findings for such a waiver would be based on the provision of open space/recreational amenities to be available for the use of the residents, therefore, the project would not create an impact to the existing parks in the community.

## ***Recycling Fees***

Ordinance No. 1645 was adopted in 2000 by the Burlingame City Council in order to meet the goals of the California Integrated Waste Management Act of 1989, which requires all California cities and counties to divert 50% of waste they generate away from landfills. The City's recycling ordinance requires that 60% (by weight) of all waste generated from demolition and new construction be reused and/or recycled, and that a minimum of 25% of structural material (excluding concrete, asphalt and dirt) must be recycled.

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

## ***Public Works***

Public Works fees associated with housing development typically include sewer connection fees which are \$237 for a single family dwelling or duplex and \$180 per unit for multi-family structures. Water meter and service connection fees can range from \$4,100 to \$5,420 depending on the size of the service and meter required. Sidewalk and special encroachment fees are range from \$315 to \$570 for properties in residential zoning districts. Fees for street frontage improvements commonly associated with housing development, including sidewalk, curb, gutter, and curb drain modifications, are \$402 for changes to 150 square feet or less.

## ***School Fees***

Two school districts serve Burlingame: the Burlingame Elementary School District and the San Mateo Union High School District. School fees are collected to offset costs of rehabilitation and maintenance of school buildings, with 60% of the fees collected going to the elementary school district and 40% to the high school district. Fees are collected on all new construction projects and residential remodels in Burlingame that add 500 square feet or more. Residential school development fees for 500 square feet or more of development are \$3.06 per square foot, and commercial and industrial projects are charged \$0.49 per square foot. Mini-storage buildings are also charged a fee of \$0.01 per square foot.

## **7. Process and Permitting Procedures**

### ***Planning Process: Single Family Construction***

Burlingame adopted interim single family residential design review guidelines in 1998 for new single family construction and second story additions in the R-1 zoning district. The process was revised slightly to include first floor additions involving substantial construction and to expedite processing times, and was made permanent in April 2000. The intent of the guidelines is to preserve the original and unique patterns of distinct neighborhoods through consistency of character in individual homes to allow protection of each homeowner's investment when future projects are initiated. The process requires that all qualifying projects go before the Planning Commission in a design review study meeting, with notice

to all neighbors within 300 feet. The project is either referred to a design review consultant or the project is moved forward on the Planning Commission calendar for action. The Planning Commission action is appealable to City Council. The average processing time for a project that is not referred to a design review consultant is 60 days. Approximately 26% of the projects requiring design review are sent to a design review consultant. The average processing time for these projects is approximately 90 days. These average processing times include "out of court" time in which the applicant is revising drawings. The design review process has been extended to include all types of residential and commercial development.

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

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

There are two administrative processes in Burlingame: minor modifications and hillside area construction permits. Minor modifications are similar to variances, but are for minor encroachments beyond the established development regulations. For example, a property owner may seek a minor modification rather than a variance for a 1 foot extension into the required side yard. In the hillside areas of the city, any construction requires a hillside area construction permit. The intent of this process is to allow opportunity to review construction for its effect on existing distant views from inside structures on nearby properties. Administrative permits are noticed to immediate neighbors (within 100 feet). If there are no appeals within 7 days, the permit is issued administratively. If a neighbor wishes to appeal the project it moves on to full review with a public hearing before the Planning Commission. An administrative permit review which is not appealed takes about 16 days.

### ***Planning Process: Multiple Family Construction***

#### *Residential Condominium Permits*

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

#### *Apartment Development*

Apartments are allowed by right in the R-3 and R-4 zoning districts, assuming all development standards of the district are met. However, these projects are subject to the design review process. There are no requirements for common and private open space in apartment projects.

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

### ***Plan Check***

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

### ***Public Works***

Since Burlingame operates its own wastewater treatment plant, and it must meet the operating requirements of the San Francisco Region Water Quality Control Board, it is a part of the City's permit that a sewer lateral test be completed prior to the sale of a house that is 25 years old or older and before renovations occur where two or more plumbing fixtures are added. Typically these tests cost \$315, in addition to any repairs or line replacement required.

### ***Coastal Zone Requirements***

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

The area along Burlingame's San Francisco Bay frontage is zoned SL, Shoreline and AA, Anza Area, both of which allow development of hotels, offices, restaurants and commercial recreational uses but do not allow residential uses. Therefore there is no housing allowed within the area that falls within BCDC's jurisdiction.

## **8. Constraints to Housing for Persons with Disabilities**

### ***Existing Regulations***

#### *Building Code*

The City of Burlingame has adopted the California Building Code and Uniform Fire Code, 2013 Editions for reviewing construction plans. Burlingame has adopted amendments to the California Building Code which relate to the appeals procedure and requirements for lighted street addresses, roof covering, drainage, reroofing, retaining walls, slab thickness, bracing framed walls and suspended ceiling upgrades. None of these amendments would impact additions of accessibility features to a home or upgrades required for a group home.

Building code regulations are established to provide minimum health and safety standards for structures. These minimum standards for occupancy and exiting must be met for any



group home occupancy in a single family residence. The Building Code and Federal ADA standards require that certain accessibility amenities for persons with disabilities be included in new construction and improvements to property.

### *Zoning Code*

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

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

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

As a part of the Housing Element Implementation program adopted by the City Council in September, 2011, provisions were added to the zoning code which would allow supportive and transitional housing to be considered as a residential use, and only subject to the restrictions that apply to other residential uses of the same type in the same zone. Supportive housing is defined as housing with no limit on the length of stay, that is occupied by target populations, as defined in the California Health and Safety Code, and that is linked to on- or off-site services that assist the supportive housing residents. Transitional housing is housing development that provides residence and support services for a specified length of time.

### ***Opportunities to Remove Constraints to Housing for Persons with Disabilities***

To improve the options for housing for persons with disabilities, Burlingame has adopted a Reasonable Accommodation for Accessibility procedure as a part of the zoning code. This allows a person with a disability to request modifications to zoning standards in order to install physical improvements to a residence to accommodate the person's disability. These improvements would include such improvements as ramps, walls, handrails, as well as elevators or lifts. This is an administrative procedure, subject to meeting the criteria outlined in the zoning code chapter.

## **NON-GOVERNMENTAL CONSTRAINTS**

### **1. Environmental**

#### *Geotechnical/Noise*

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

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

### **2. Land and Construction Costs**

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

In general lots are small in Burlingame with the typical lot between 5000 and 6000 SF. There are fewer than 30 acres of vacant undeveloped land in the city, and most new development will occur by re-use of already developed land. It has become common practice to see proposals that include the demolition of a single family dwelling and reconstruction of a larger single family dwelling on the lot. Many of these proposals are made by developers who intend to market these homes on the high-end real estate market. The largest increase in residential units has been in the multi-family zoned areas. Between 1999 and 2007, 111 multi-family units were added to the city's housing stock. From 2008 to 2013, 70 units were added, resulting in 181 units added between 1999 and 2013.

The cost of construction for residential development has dramatically increased in recent decades as well. The economic boom in the technology industry sparked a large demand for office space in the Bay Area in the late 1990s, but then fell dramatically early in the next decade. Demand for office space has only recently begun to increase in Silicon Valley and San Francisco, but has yet to increase on the rest of the Peninsula. Building construction costs are estimated by the Building Department to be \$200 per square foot for single family residential development.



### **3. Financing and Affordability**

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

The median sales price in 2012 for a single family detached home in San Mateo County was \$661,000 (compared to \$600,000 in 2000). The median price in 2012 for a condominium in San Mateo County was \$360,000, which is the same price as in 2000. In Burlingame, the average price for a single family detached home in Burlingame in 2012 was \$1,382,000 – compared to \$811,418 in 2000. The median sales price in 2012 for a condominium in Burlingame was \$654,000 – compared to \$747,000 in 2006. And where 47 percent of the housing stock is multiple family units, the average monthly rent for a 2-bedroom unit in Burlingame was \$2,346 in 2013, up from \$1,784 in 2005.

Assuming a 20% down payment, a \$1,384,000 home financed for 30 years at 4.5 percent would require a monthly payment of approximately \$5,610. An annual household income of about \$192,300 would be required for the mortgage to be considered affordable – with affordability defined as 35 percent of household income for owner-occupied units. The median annual household income for Burlingame was \$88,915 in 2011 (based on 2013 inflation adjusted dollars), which shows the large disparity between affordability and the median income.



## **V. Community Resources and Opportunities**

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### **LAND INVENTORY AND SITE IDENTIFICATION**

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

### **PROPERTIES WITH POTENTIAL FOR DEVELOPMENT**

The selection of areas of the city and sites within those areas with the greatest potential for development was based on a number of considerations, including the experience with effective programs in the 2009-2014 Housing Element and changes in our developed environment which have served to attract residential development.

The sites potentially available for housing in the city of Burlingame range from as small as 50 feet by 100 feet to as large as 2 acres. While these may be considered "small sites," the majority of the sites are fairly typical for the city. Because Burlingame is built out and there are no large, vacant parcels available, projects are proposed and built on these smaller sites, at fairly high densities. Some of these parcels are adjacent to one another, such as in the Downtown area. The City can encourage lot consolidation through development incentives such as reduced parking, increased heights, and density bonuses for lots that are developed over ½ acre. (See Implementation Policy H(F-1) and Table V-1 for opportunity sites). In addition, in the past 20 years, there have been 15 multi-family projects built with three to six units each on lots as small as 5000 square feet, with densities averaging 24 units per acre. With lot consolidation, increased density could easily be achieved. Although the City of Burlingame does not currently have a housing authority with the ability to purchase land for redevelopment, the City is in constant contact with property owners and potential developers to facilitate development.

Since Burlingame is virtually built out the focus of the 2009-2014 Housing Element was on in-fill development and changing the use of existing properties. During the planning period of the previous Housing Element between 1999 and 2006, a net of 104 dwelling units were added on in-fill sites (including one at the north end of the city) near the city's commercial areas and along El Camino Real. These were sites which had been developed in lower density residential uses and on which multiple family (R-3 and R-4) zoning had been in place for a number of years. Between 2007 and 2012, 77 units were been added.

An important reuse development incentive in the 2002 Housing Element was to create a new zoning district which allowed for the highest density multiple family zoning in areas with previous commercial zoning on two of the blocks at the north end of the city within one-quarter mile of the Millbrae BART/Caltrain station. The intention of this new zoning was to encourage more transit oriented residential development on these properties now developed with older, more marginal office buildings. Since the implementation of the zoning in this area, one 45-unit multiple family residential development has been built on a former office site, and another 25-unit multi-family project is under construction. In addition, a 77-unit senior housing facility is under construction in this area, and a 124-unit senior housing facility is under review.

The Bay Area Rapid Transit (BART) District extended BART to San Francisco International Airport with an end of the line station and cross platform with Caltrain's San Francisco Peninsula rail service at the Millbrae Intermodal station, one quarter mile from Burlingame's northern border. This regional transportation service provides unique incentives for multiple family residential development at the north end of the city. Furthermore, SamTrans recently upgraded its El Camino Real bus route to provide service every 15 minutes, with a stop at the Millbrae Intermodal station, thereby improving transit access to multifamily properties along El Camino Real. Building on the experience of implementing the earlier Housing Element action programs (particularly the multiple family mixed use zoning) and the proposed residential incentive programs built into the 2015-2023 Housing Element the City has every expectation of meeting its fair share housing numbers particularly in the north end of the city and along El Camino Real.

There were several new residential development incentive programs included in the 2009-2014 Housing Element to encourage reuse of the identified sites and other sites in the area not specifically cited but with residential potential, whose development will be stimulated by market demand, overlay zoning or other owner initiative. The action programs proposed were:

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

Several of these programs were implemented with the Council's 2011 adoption of the Zoning Implementation for the Housing Element. The zoning for the North Burlingame area includes incentives for multi-family and mixed use development as well as for lot consolidation. The Council adopted reduced parking requirements within the Downtown Burlingame area for residential projects based on its proximity to Caltrain and along two major transit corridors and added provisions to provide smaller, more affordable units. The zoning for both the North Burlingame and Downtown Specific Plan areas include provisions for mixed use as well as standalone residential projects.

The properties included in the analysis of properties for development include underdeveloped or vacant properties zoned for high density residential use or mixed use. An inventory of these properties, along with an estimated buildout capacity of 80 percent density (to control for site variations that would likely reduce total unit count in practice), is included in Table V-1. The identified sites yield a total potential of 1,486 units (at 80% density). Based on the 1981 Flood Insurance Rate Maps (FIRM) for the city of Burlingame, all sites identified for potential residential development are outside of the 100 and 500 year flood boundaries. In addition to proposing rezoning programs for these sites, it is proposed that zoning code changes be implemented which would offer incentives for building affordable housing, incentives for building more housing within one-third mile of the three transportation hubs, and incentives for consolidating smaller lots into a larger development. A description of the actions to be taken to achieve these goals is at the end of this chapter.

## **1. Vacant Or Underused Sites Now Zoned For Residential Use**

### ***North Burlingame Area***

Although Burlingame is a built-out community with few vacant sites, there are a number of sites already zoned for residential use where the full potential has not been used. Many of these sites are located in the Downtown Specific Plan area and the North Burlingame/Rollins Road Specific Plan area. There is a concentration of underutilized parcels within the area bounded by Murchison and Dufferin between El Camino Real and California Drive. This office commercial area was rezoned to a new multi-family residential/mixed use zone district (ECN – El Camino North) in 2006 to implement the North Burlingame/Rollins Road Specific Plan. Prior to that, as a part of the 1994 Housing Element work program, an R-4 overlay zone was created. One office building was removed and the 1.24 acre site has been developed with a 20-unit residential condominium and a 48-bed residential care facility for the elderly. In addition, an area west of El Camino Real and North of Trousdale Drive was rezoned to a new residential mixed use district (TW – Trousdale West). Within this area, a condominium project at 1800 Trousdale Drive is under construction; it will replace an office building with 22 market rate units and 3 moderate income units. All of these sites are within one-half mile of the Millbrae Intermodal Station. Because of proximity to a transit terminal, these sites would warrant special provisions for higher residential density such as reduced parking requirements and increased height. All development of sites in this area is subject to Federal Aviation Administration (FAA) approval for height.

### ***Carolan Avenue Residential Overlay***

In 2009 the City Council approved the rezoning of the C-2 zoned sites along Carolan and Rollins Road to include a high-density overlay (R-4). This rezoning allows stand-alone high density residential uses on these parcels, which total 5.4 acres combined.

### ***Downtown Specific Plan***

In 2010 the City adopted a Specific Plan for the area framed by Oak Grove Avenue on the north side, the Caltrain tracks south to Burlingame Avenue and Anita Road on the east side, Peninsula Avenue and the City limits on the south side, and El Camino Real on the west side. Within this area the plan has areas of medium-high (R-3) and high (R-4) density residential, as well as mixed-use development opportunities. The Specific Plan identifies new mixed use areas (previously zoned C-1) along Howard and Lorton Avenues, Primrose and Park Roads, and along California Drive. Within the mixed use zones, it is proposed that a project could either be mixed use or standalone high density residential. Table V-1: Vacant or Underused Sites identifies those sites within the proposed Downtown Specific Plan. The development standards vary for the different areas within the planning area, but include zero setback requirements in many instances, average maximum unit sizes of 1,250 square feet, increased height limits, and reduced parking standards. These development standards will facilitate mixed-use and multi-family residential housing, particularly because housing was not previously permitted in some of these areas, and because the new standards allow more intensive development compared to other residential areas in the city.

The Downtown Specific Plan area contains numerous sites with the potential for reuse. In 2011, these areas were rezoned to reflect the mixed use area identified in the Downtown Specific Plan. The areas determined to be appropriate for mixed use zoning, which includes the opportunity for standalone multiple family residential uses are: HMU (Howard Mixed Use), BMU (Bayswater Mixed Use), CAR (California Auto Row), and MMU (Myrtle Mixed Use). In addition, there are areas within the boundaries of the Downtown Specific Plan which are

zoned R-3 and R-4, including an R-4 incentive district, which allows building heights up to 55 feet. As a part of the zoning implementation, reduced parking standards for multiple family residential development was adopted for properties within the Downtown Specific Plan area. Since the Downtown Specific Plan and zoning amendments were adopted, 12 new units have been approved and another 70 units have been proposed.

## SITE INVENTORY

In determining the total potential capacity of sites, the available area for development and the development densities were considered. The maximum allowable density of a site, as a product of site acreage and maximum zoning density, is shown in the column "Total Max" of Table V-1 below. A more likely estimate of development potential is considered as 80 percent of the maximum units. For the purpose of estimating total capacity of opportunity sites, the column "Realistic Total- 80%" has been used to determine the number of units for each site.

### 1. Housing Element Sites Inventory - Summary of Housing Opportunity Sites

**Table V-1: Vacant or Underused Sites**

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total- 80%	Infrastructure	Existing Use/ Constraints
025 123 131	1501 Trousdale (portion of site)	Institutional - Other	Unclassified -any use requires CUP		40	4.15	0	<b>166</b>	<b>133</b>	infill lot - infrastruc. available	Vacant portion of hospital site owned by Peninsula Health Care District - proposal for Senior Housing on this site and adjacent properties- lot consolidation
025 144 170	1740 Marco Polo	Mixed Use - Office & Residential	TW - Trousdale West		40	0.6	0	<b>24</b>	<b>19</b>	infill lot - infrastruc. available	Existing older office building; Peninsula Health Care District site - proposal for Senior Housing on this site and adjacent properties - lot consolidation
025 150 160	1876 El Camino	Mixed Use - Office, Retail & Residential	ECN (El Camino North)		40	0.35	0	<b>14</b>	<b>11</b>	infill lot - infrastruc. available	Zoning allows multifamily or mixed use by right Possible consolidation with 1875 California & 1870 El Camino Real - existing gas station

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
029 204 250	220 Park	Mixed Use	HMU (Howard Mixed Use)*			1.27	0	<b>50</b>	<b>40</b>	infill lot – infrastruc. available	Post Office Site to be sold – Historic Building; potential to combine with adjacent Parking Lot E for Mixed Use
029 112 400	501 Primrose	High Density Residential	R-4		51+	1.14	0	<b>57</b>	<b>46</b>	infill lot – infrastruc. available	City Hall site – owned by City of Burlingame – possible relocation of City Hall – current building needs significant upgrades - Large site surrounded by multifamily uses
029 204 230	Parking Lot E	Mixed Use	HMU (Howard Mixed Use)*			0.65	0	<b>26</b>	<b>22</b>	infill lot – infrastruc. available	Potential to develop City parking lot with a combined Housing/Public Parking Project – could be combined with adjacent Post office site as mixed use
029 224 270	Parking Lot F	Mixed Use/ High Density Residential	HMU & R-4		51+	0.84	0	<b>33</b>	<b>26</b>	infill lot – infrastruc. available	Max GP Density is up to 51 units/acre. Potential to develop City parking lot with a combined Housing/Public Parking Project.
029 231 240	Parking Lot N	High Density Residential	R-4		51+	0.51	0	<b>25</b>	<b>20</b>	infill lot – infrastruc. available	Potential to develop City parking lot with a combined Housing/Public Parking Project



APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/Constraints
026 240 360	1008 Carolan	Commercial /Service & Special Sales	C-2/R-4 Overlay		51+	2.03	0	<b>80</b>	<b>290</b>	infill lot – infrastruc. available	Project has been submitted to combine these three lots and resubdivide to create 268 apartment units and 22 townhomes. Project would include 29 affordable units
026 240 340	1016 Carolan					0.73	0	<b>29</b>			
026 240 290	1028 Carolan					0.58	0	<b>23</b>			
026 240 370	935 Rollins					2.05	0	<b>80</b>			
029 232 170	101 California	Mixed Use	CAR (California Ave Auto Row)*			0.97	0	<b>38</b>	<b>30</b>	infill lot – infrastruc. available	Site now developed with car dealership building - building used by adjacent car dealer for car storage. Possible lot consolidation with 121 and 123 California. Within 1/3 mile of Caltrain - zoning incentives for transit oriented development.
029 242 020	1063 Bayswater	High Density Residential	R-4		51+	0.11	0	<b>5</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Within 1/3 mile of Caltrain Station - incentives for transit oriented development. Site now paved and used by adjacent car dealer for car storage. Possible lot consolidation with adjacent unaddressed parcels.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
029 242 150	1100 Peninsula	High Density Residential	R-4		51+	0.84	0	<b>33</b>	<b>26</b>	infill lot – infrastruc. available	Multifamily allowed by right. Within 1/3 mile of Caltrain - incentives for transit oriented development. Site now paved and used by adjacent car dealer for car storage. Possible consolidation with adjacent parcels.
029 231 050	1101 Howard	Mixed Use	HMU (Howard Mixed Use)*			0.23	0	<b>10</b>	<b>8</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older single-story retail building. Possible lot consolidation with 1111 Howard and 161 Highland.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
029 231 040	1111 Howard	Mixed Use	HMU (Howard Mixed Use)*			0.12	0	<b>5</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core and within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older single-story retail building. Possible lot consolidation with 1115 and 1101 Howard and 161 Highland.
029 231 030	1115 Howard	Mixed Use	HMU (Howard Mixed Use)*			0.12	0	<b>5</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core and within 1/3 mile of Caltrain station - incentives for transit oriented development. Site of older single-story retail building. Possible lot consolidation with 1127-1131 and 1111 Howard.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
029 231 020	1127-1131 Howard	Mixed Use	HMU (Howard Mixed Use)*			0.12	0	<b>5</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older single-story retail building. Possible lot consolidation with 1199 and 1115 Howard.
029 231 010	1199 Howard	Mixed Use	HMU (Howard Mixed Use)*			0.12	0	<b>5</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older single-story retail building. Possible lot consolidation with 1127-1131 Howard.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
029 232 070	121 California		CAR (California Auto Row)*			0.12	0	<b>5</b>	<b>4</b>	infill lot – infrastruc. available	Multi-family residential allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now used for car storage - in common ownership with 101 California Drive. Possible lot consolidation with 121 and 101 California Ave.
029 232 060	123 California	Mixed Use	CAR (California Auto Row)*			0.22	0	<b>10</b>	<b>8</b>	infill lot – infrastruc. available	Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older car repair facility. Possible lot consolidation with adjacent unaddressed parcel, 121 and 101 California.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
029 221 050	123-125 Primrose	Mixed Use	HMU (Howard Mixed Use)*			0.11	0	<b>5</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older single-story office building. Possible lot consolidation with 135 Primrose.
029 232 040	127 California	Mixed Use	CAR (California Avenue Auto Row)*			0.17	0	<b>7</b>	<b>5</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older car repair facility. Possible lot consolidation with 129-131 California & adjacent unaddressed parcel.
029 232 030	129-131 California	Mixed Use	CAR (California Avenue Auto Row)*			0.15	0	<b>6</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older car repair facility. Possible lot consolidation with 177 and 127 California.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
029 222 040	1319-1321 Howard	Mixed Use	HMU (Howard Mixed Use)*			0.1	0	<b>5</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older single-story retail building. Possible lot consolidation with 1333 Howard and 145-149 Park.
029 222 030	1333 Howard Ave	Mixed Use	HMU (Howard Mixed Use)*			0.12	0	<b>5</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older single-story retail building. Possible lot consolidation with 1345 and 1319-1321 Howard Ave.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
029 222 180	1345 Howard	Mixed Use	HMU (Howard Mixed Use)*			0.12	0	<b>5</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to the Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older single-story retail building. Possible lot consolidation with 1333 Howard.
029 221 030	139 Primrose	Mixed Use	HMU (Howard Mixed Use)*			0.15	0	<b>6</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older two-story office building. Possible lot consolidation with 135 Primrose.
029 222 050	145-149 Park	Mixed Use	HMU (Howard Mixed Use)*			0.25	0	<b>10</b>	<b>8</b>	infill lot – infrastruc. available	Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older multi-story building with potential for reuse. Possible lot consolidation with 1319-1321 Howard.



APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/Constraints
029 232 160	177 California	Mixed Use	CAR (California Avenue Auto Row)*			0.33	0	<b>13</b>	<b>10</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with gas station/car wash. Possible lot consolidation with 129-131 California Ave.
029 203 060	201-219 Park	Mixed Use	HMU (Howard Mixed Use)*			0.17	0	<b>6</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older two story retail/office building. Possible lot consolidation with 221-235 Park Rd.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
029 203 080	210 Primrose	Mixed Use	HMU (Howard Mixed Use)*			0.35	0	<b>14</b>	<b>11</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older single story bank building. Possible lot consolidation with 220-234 Primrose.
029 211 080	215-233 Highland	Mixed Use	HMU (Howard Mixed Use)*			0.4	0	<b>16</b>	<b>12</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older single-story retail building.
029 203 050	221-235 Park	Mixed Use	HMU (Howard Mixed Use)*			0.17	0	<b>6</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain - incentives for transit oriented development. Site now developed with older two story retail/office building. Possible lot consolidation with 241-245 and 201-219 Park.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
029 203 100	240-248 Primrose	Mixed Use	HMU (Howard Mixed Use)*			0.18	0	<b>6</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older single-story retail building. Possible lot consolidation with 22-234 Primrose and 241-245 Park.
029 203 040	241-245 Park	Mixed Use	HMU (Howard Mixed Use)*			0.18	0	<b>6</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now contains single story community building. Possible lot consolidation with 247-255 and 235-221 Park Rd.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
029 203 030	247-255 Park	Mixed Use	HMU (Howard Mixed Use)*			0.18	0	<b>6</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now contains single story retail building. Possible lot consolidation with 257-263 and 241-245 Park Rd.
029 203 020	257-263 Park	Mixed Use	HMU (Howard Mixed Use)*			0.18	0	<b>6</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older single story retail building. Possible lot consolidation with 247-255 Park.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
029 242 050	85 California	Mixed Use	CAR (California Auto Row)*			0.15	0	<b>6</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older car repair facility. Possible lot consolidation with adjacent unaddressed parcels.
029 232 050	No Site Address	Mixed Use	CAR (California Auto Row)*			0.2	0	<b>9</b>	<b>7</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older car repair facility. Possible lot consolidation with 127 and 123 California Ave.
029 242 030	No Site Address	High Density Residential	R-4		51+	0.11	0	<b>5</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now paved and used by adjacent car dealer for car storage. Possible lot consolidation with 1063 Bayswater Ave.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
029 242 040	No Site Address	Mixed Use	CAR (California Auto Row)*			0.13	0	<b>5</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. Site now developed with older car repair facility. Possible lot consolidation with 1063 Bayswater Ave.
029 242 230	No Site Address	High Density Residential	R-4		51+	0.23	0	<b>9</b>	<b>7</b>	infill lot – infrastruc. available	Multifamily allowed by right. Adjacent to Downtown core & within 1/3 mile of Caltrain station - incentives for transit oriented development. In common ownership with adjacent two sites. Site now paved and used by adjacent car dealer for car storage.
029 132 180	1128-1132 Douglas	High Density Residential	R-4		51+	0.35	6	<b>17</b>	<b>13</b>	infill lot – infrastruc. available	Site now consists of two parcels containing two single family homes and a four-unit apartment building. Application for development submitted and is now under review
029 132 190	1128-1132 Douglas										*See APN 029-132-180

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
025 228 130	1509 El Camino										*See APN 026-011-010
026 011 010	1509 El Camino	Medium-high Density Residential	R-3		50	0.31	11	<b>15</b>	<b>12</b>	infill lot – infrastruc. available	Site now contains an older apartment complex. Would be combined with adjacent vacant parcel. Application for 15 units submitted and under review. Combined with APN 025228130
025 121 031	1600 Trousdale	Mixed Use - Office & Residential	TW (Trousdale West)		40	1.01	0	<b>40</b>	<b>32</b>	infill lot – infrastruc. available	Multifamily by right. Older single-story office building within 1/2 mile of Millbrae BART/Caltrain Station. Possible lot consolidation with 1825 Magnolia and 1710 Trousdale.
029 231 060	161 Highland	High Density Residential	R-4		51+	0.26	0	<b>12</b>	<b>9</b>	infill lot – infrastruc. available	Recently acquired by City to expand adjacent parking lot – could be combined with the parking lot for a mixed housing/public parking project. Zoning incentives in place to allow increased building height and reduced parking requirements

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025 121 040	1710 Trousdale	Mixed Use - Office & Residential	TW (Trousdale West)		40	0.48	0	<b>19</b>	<b>15</b>	infill lot – infrastruc. available	Multifamily or Mixed Use allowed by right. Older Single-story office building within 1/2 mile of Millbrae BART/Caltrain Station. Possible lot consolidation with 1600 Trousdale and 1777 Murchison.
025 161 110	1766 El Camino	Mixed Use - Office, Retail & Residential	ECN (El Camino North)		40	1.7	0	<b>68</b>	<b>54</b>	infill lot – infrastruc. available	Multifamily or mixed use by right - must contain a residential component. Site now contains an older office building, site is within 1/2 mile of new BART/Caltrain Intermodal Station. Specific Plan calls for frontage road to be abandoned, allowing for a larger developable site.
025 121 260	1777 Murchison	Mixed Use - Office & Residential	TW (Trousdale West)		40	2.74	0	<b>109</b>	<b>87</b>	infill lot – infrastruc. available	Multifamily & Mixed Use allowed by right. Three-story office building constructed in 1964, site is within 1/2 mile of Millbrae BART/Caltrain Station. Possible lot consolidation with 1825 Magnolia Ave, 1600 Trousdale and 1710 Trousdale. Site is in common ownership with 1825 Magnolia.



APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
025 121 110	1814 Ogden	Mixed Use - Office & Residential	TW (Trousdale West)		40	0.41	0	<b>16</b>	<b>12</b>	infill lot – infrastruc. available	Multifamily & Mixed Use allowed by right. Older two-story office building within 1/2 mile of Millbrae BART/Caltrain Station. Possible lot consolidation with 1820 Ogden Dr.
025 121 120	1820 Ogden	Mixed Use - Office & Residential	TW (Trousdale West)		40	0.35	0	<b>14</b>	<b>11</b>	infill lot – infrastruc. available	Multifamily & Mixed Use allowed by right. Older two-story office building within 1/2 mile of Millbrae BART/Caltrain Station. Possible lot consolidation with 1814 Ogden Dr.
025 121 170	1825 Magnolia	Mixed Use - Office & Residential	TW (Trousdale West)		40	1.4	0	<b>56</b>	<b>44</b>	infill lot – infrastruc. available	Multifamily & Mixed Use allowed by right. Three-story office building constructed in 1969, site is within 1/2 mile of Millbrae BART/Caltrain Station. Possible lot consolidation with 1600 Trousdale Dr. In common ownership with 1777 Murchison.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
025 150 220	1828 El Camino	Mixed Use - Office, Retail & Residential	ECN (El Camino North)		40	0.92	0	<b>37</b>	<b>29</b>	infill lot – infrastruc. available	Multifamily & Mixed Use by right - must include a residential component. Site now contains an older office building, site is within 1/3 mile of new BART/Caltrain Intermodal Station. Specific Plan calls for frontage road to be abandoned, allowing for a larger developable site. Possible lot consolidation with 1838 and 1818 El Camino Real.
025 150 200	1838 El Camino	Mixed Use - Office, Retail & Residential	ECN (El Camino North)		40	0.6	0	<b>24</b>	<b>19</b>	infill lot – infrastruc. available	Multifamily & Mixed Use by right, must include a residential component. Site now contains an older office building, site is within 1/3 mile of new BART/Caltrain Intermodal Station. Specific Plan calls for frontage road to be abandoned, allowing for a larger developable site. Possible lot consolidation with 1840, 1848 El Camino Real and adjacent City parking lot.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
025 150 180	1840-46 El Camino	Mixed Use - Office, Retail & Residential	ECN (El Camino North)		40	0.16	0	<b>6</b>	<b>4</b>	infill lot – infrastruc. available	Multifamily & Mixed Use by right - must include a residential component. Site now contains an older office building, site is within 1/3 mile of new BART/Caltrain Intermodal Station. Specific Plan calls for frontage road to be abandoned, allowing for a larger developable site. Possible lot consolidation with 1848, 1838 El Camino Real and adjacent City parking lot.
025 150 170	1848-1850 El Camino	Mixed Use - Office, Retail & Residential	ECN (El Camino North)		40	0.16	0	<b>6</b>	<b>4</b>	infill lot – infrastruc. available	Multi-family & Mixed Use by right - must contain a residential component. Site now contains an older office building, site is within 1/3 mile of new BART/Caltrain Intermodal Station. Specific Plan calls for frontage road to be abandoned, allowing for a larger developable site. Possible lot consolidation with 1860, 1840, 1838 El Camino Real and adjacent City parking lot.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
025 150 210	1860 El Camino	Mixed Use - Office, Retail & Residential	ECN (El Camino North)		40	0.58	0	<b>23</b>	<b>18</b>	infill lot – infrastruc. available	Multi-family & Mixed Use by right - must contain a residential component. Site now contains an older office building, site is within 1/3 mile of new BART/Caltrain Intermodal Station. Specific Plan calls for frontage road to be abandoned, allowing for a larger developable site. Possible lot consolidation with 1870 El Camino Real, 1848/1850 El Camino Real and an adjacent City parking lot.
025 150 190	1870 El Camino	Mixed Use - Office, Retail & Residential	ECN (El Camino North)		40	0.79	0	<b>31</b>	<b>24</b>	infill lot – infrastruc. available	Multi-family & Mixed Use by right - must contain a residential component. Site now contains an older office building, site is within 1/3 mile of new BART/Caltrain Intermodal Station. Specific Plan calls for frontage road to be abandoned, allowing for a larger developable site. Possible lot consolidation with 1860 El Camino Real or 1875 Murchison Dr.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/Constraints
025 150 010	1875 California	Mixed Use - Office, Retail & Residential	ECN (El Camino North)		40	0.35	0	<b>14</b>	<b>11</b>	infill lot – infrastruc. available	Multifamily & Mixed Use by right - must include a residential component. Within 1/2 mile of Millbrae BART/Caltrain station. Site now contains an abandoned car wash, owned by residential developer.
025 144 070	1875 Trousdale	Mixed Use - Office & Residential	TW (Trousdale West)		40	0.32	0	<b>12</b>	<b>9</b>	infill lot – infrastruc. available	Multifamily & Mixed Use allowed by right. Older single story office building within 1/2 mile of Millbrae BART/Caltrain Station.
029 111 260	556 El Camino Real	Medium- high Density Residential	R-3		50	0.36	14	<b>18</b>	<b>14</b>	infill lot – infrastruc. available	Site now contains an older apartment complex. Application for condominium submitted and is under review
025 150 040	No Site Address - Parking lot - same owner as 1860 El Camino	Mixed Use - Office, Retail & Residential	ECN (El Camino North)		40	0.28	0	<b>11</b>	<b>8</b>	infill lot – infrastruc. available	Multifamily & Mixed Use allowed by right - must have a residential component. Site is now a parking lot for 1860 El Camino. Sites could be combined to create a mixed use or residential project. Possible lot consolidation with 1860, 1848, 1840 and 1838 El Camino Real.

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
029 221 040	135 Primrose	Mixed Use	HMU - (Howard Mixed Use)			0.13	0	<b>4</b>	<b>3</b>	infill lot – infrastruc. available	Now used as parking lot for adjacent business. Possible lot consolidation with 123/125 & 139 Primrose. New zoning allows multifamily residential by right
025 144 190	1730 Marco Polo	Mixed Use - Office/ Residential	TW - Trousdale West		40	0.88	0	<b>35</b>	<b>28</b>	infill lot – infrastruc. available	Residential and/or mixed use allowed by right. Owned by Peninsula Health Care District - potential to combine with adjacent sites
025 150 090	1810 El Camino	Mixed Use - Office/ Retail/ Residential	ECN - El Camino North		40	0.57	0	<b>22</b>	<b>17</b>	infill lot – infrastruc. available	Multi-family residential or mixed use allowed by right. Site is in common ownership with vacant property on California Drive & 1818 El Camino Real - potential for lot consolidation
025 150 100	1818 El Camino	Mixed Use - Office/ Retail/ Residential	ECN - El Camino North		40	0.25	0	<b>10</b>	<b>8</b>	infill lot – infrastruc. available	Multi-family residential or mixed use allowed by right. Site is in common ownership with vacant property on California Drive & 1810 El Camino Real - potential for lot consolidation
029 234 020	999 Howard	Mixed Use	MMU (Myrtle Mixed Use)*			0.86	0	<b>34</b>	<b>27</b>	infill lot – infrastruc. available	Triangular shaped lot now used for automobile storage for adjacent car dealer. Multi-family allowed with CUP

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Exist. Unit	Total Max	Realistic Total-80%	Infrastructure	Existing Use/ Constraints
025 150 070	No Site Address (adjacent to 1810 & 1818 El Camino)	Mixed Use - Office/ Retail/ Residential	ECN - El Camino North		40	0.27	0	<b>10</b>	<b>8</b>	infill lot – infrastruc. available	Multi-family residential or mixed use allowed by right. Site is in common ownership with 1810 & 1818 El Camino Real - potential for lot consolidation
026 182 260	No Site Address (adjacent to 1920 Carmelita)	Low Density Residential	R-1		8	0.14	0	<b>1</b>	<b>1</b>	infill lot – infrastruc. available	Single Family lot that is now used as yard space for adjacent residence
025 194 100	No Site Address (adjacent to 2200 Ray)	Low Density Residential	R-1		8	0.11	0	<b>1</b>	<b>1</b>	infill lot – infrastruc. available	Single Family lot that is now used as yard space for adjacent residence
028 314 270	No Site Address (next to 112 Pepper)	Low Density Residential	R-1		8	0.19	0	<b>1</b>	<b>1</b>	infill lot – infrastruc. available	Is now yard area for 112 Pepper
027 152 160	No Site Address (next to 1327 DeSoto)	Low Density Residential	R-1		8	0.14	0	<b>1</b>	<b>1</b>	infill lot – infrastruc. available	Is now yard area for 1327 De Soto
029 223 130	21 Park	Mixed Use	BMU (Bayswater Mixed Use)*			0.2	0	<b>10</b>	<b>8</b>	infill lot – infrastruc. available	Project under review for an 8-unit residential condominium. Would replace a commercial use
<b>Projected Unit Capacity of Available Sites</b>									<b>1355</b>		

(1) Myrtle Mixed Use, Bayswater Mixed Use, California Avenue Auto Row, and Howard Mixed Use districts do not have maximum densities. The building envelope and parking are the only constraints on density.

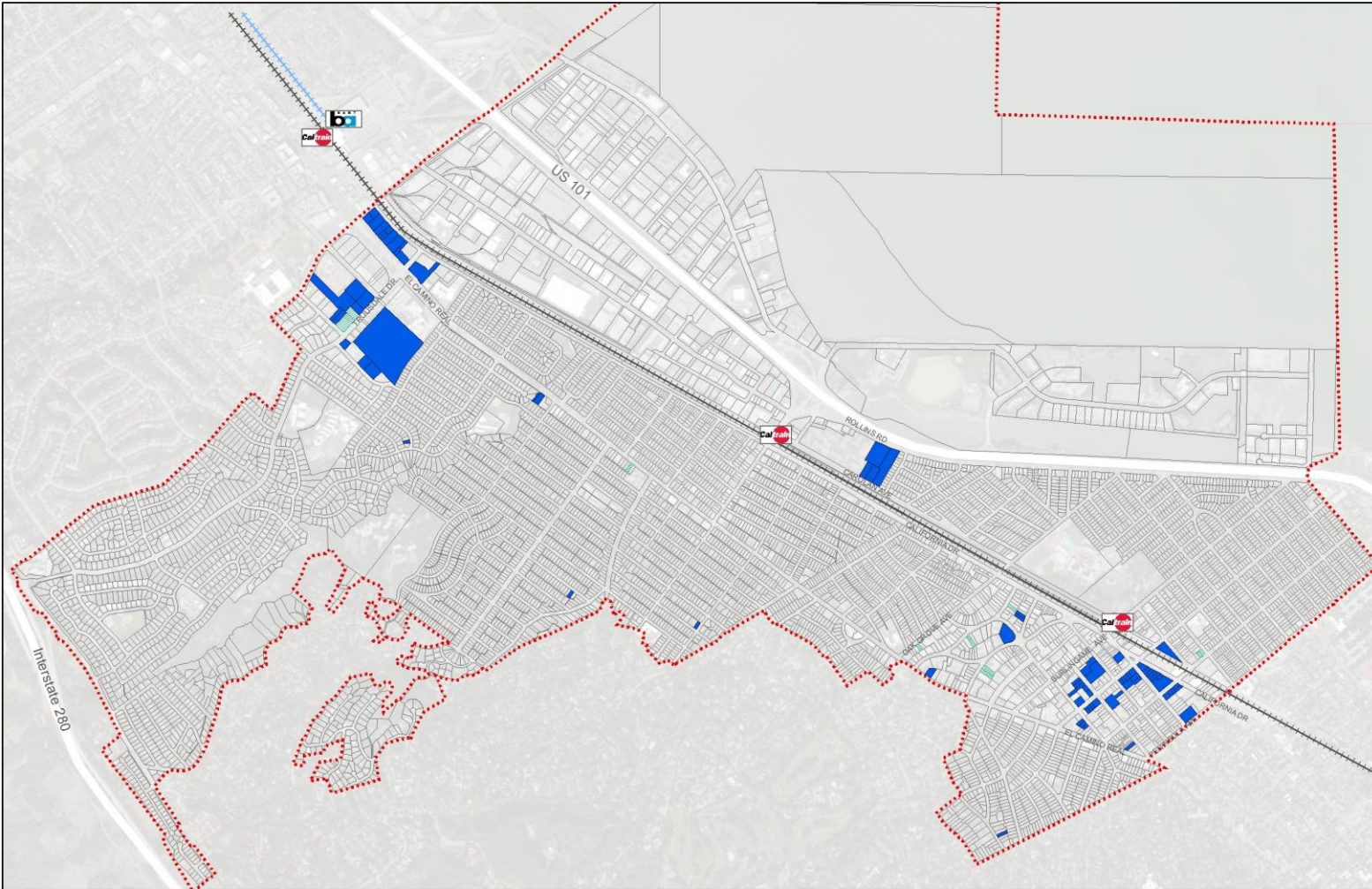
(2) Low and very low income units are provided through unit density. There are no density limits in the R-4 or Downtown Specific Plan districts.



**Table V-2: Sites with Projects Approved or Under Construction**

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Approved	Units by Income Affordability				Status
								Above Mod.	Mod.	Low	Very Low	
029 112 050	1433 Floribunda	Medium-high Density Residential	R-3		50	0.22	<b>10</b>	<b>9</b>	<b>1</b>			10-unit condominium approved.
025 121 060	1800 Trousdale	Mixed Use - Office & Residential	TW (Trousdale West)		50	0.5	<b>25</b>	<b>22</b>	<b>3</b>			25-unit Residential Condominium Project under construction
025 121 270	1818 Trousdale	Mixed Use - Office & Residential	TW (Trousdale West)		40	0.97	<b>79</b>	<b>79</b>				79-unit assisted living facility now under construction
029 121 040	1441-1445 Bellevue	High Density Residential	R-4		51+	0.56	<b>20</b>	<b>18</b>	<b>2</b>			Project approved with 20 condominium units - condo map extended through 1/18/2016
029 121 050	1441-1445 Bellevue	High Density Residential	R-4									*See APN 029-121-040
029 100 070	1459 Oak Grove	Medium-high Density Residential	R-3		50	0.13	<b>3</b>	<b>3</b>				3-unit condominium project completed construction 3/28/14

APN	Address	General Plan	Zoning	Min Density	Max Density	Acres	Approved	Units by Income Affordability				Status
								Above Mod.	Mod.	Low	Very Low	
026 021 080	1321 El Camino	Medium-high Density Residential	R-3		50	0.17	<b>5</b>	<b>4</b>	<b>1</b>			5-unit condominium project now under construction
029 235 150	904 Bayswater/ 101 Anita Rd	Medium-high Density Residential	R-3		50	0.23	<b>6</b>	<b>5</b>	<b>1</b>			6-unit condominium project now under construction
029 235 140	904 Bayswater/ 101 Anita Rd											*See APN 029-235-150
029 132 040	1225 Floribunda	Medium-high Density Residential	R-3		50	0.19	<b>6</b>	<b>5</b>	<b>1</b>			6-unit condominium project now under construction
<b>Units Approved or Under Construction</b>							<b>154</b>	<b>145</b>	<b>9</b>			





### Burlingame Housing Opportunity Sites

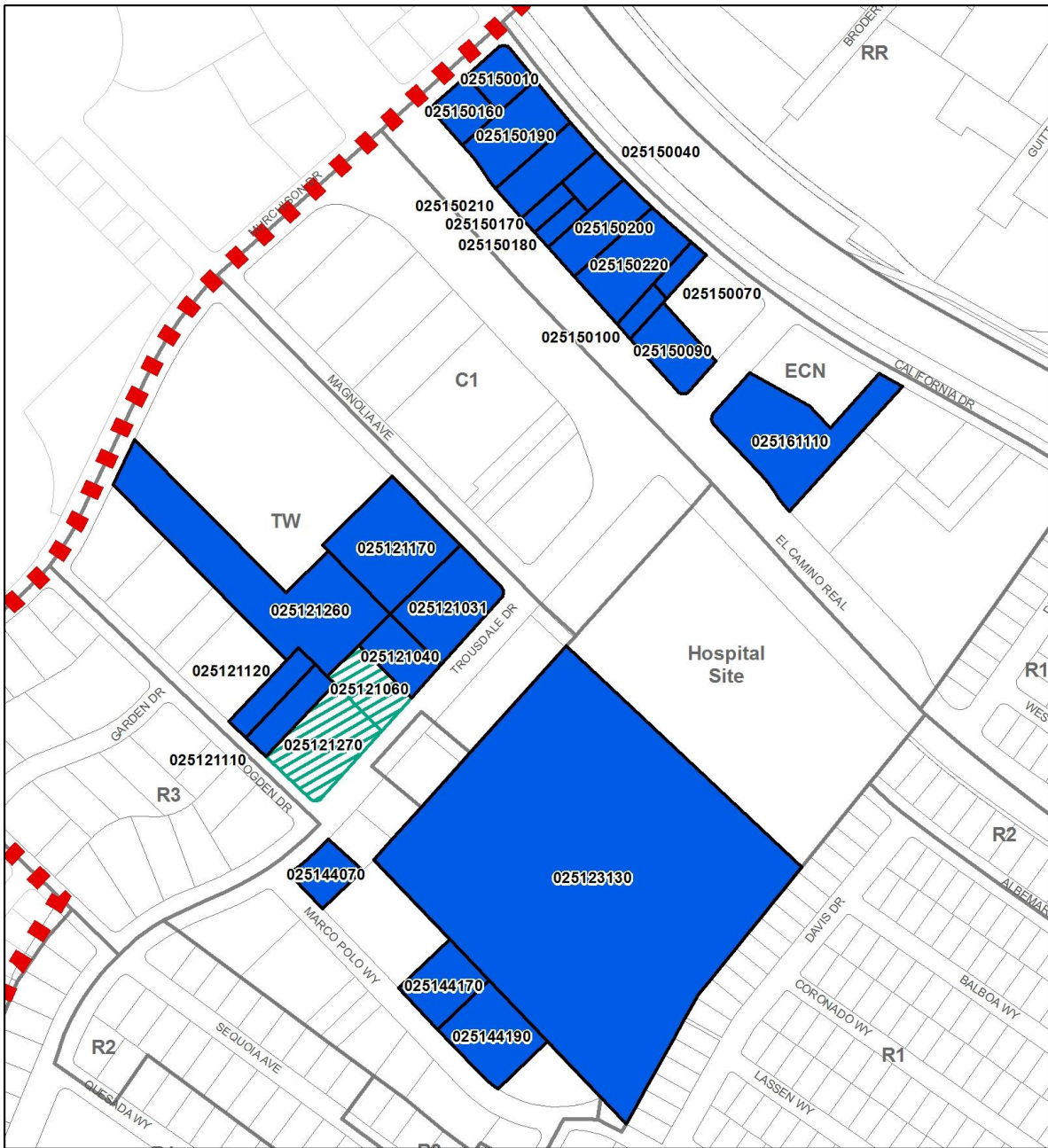
- Opportunity Site
- Approved or Under Construction
-  Caltrain Station
-  BART Station


Burlingame City Limits













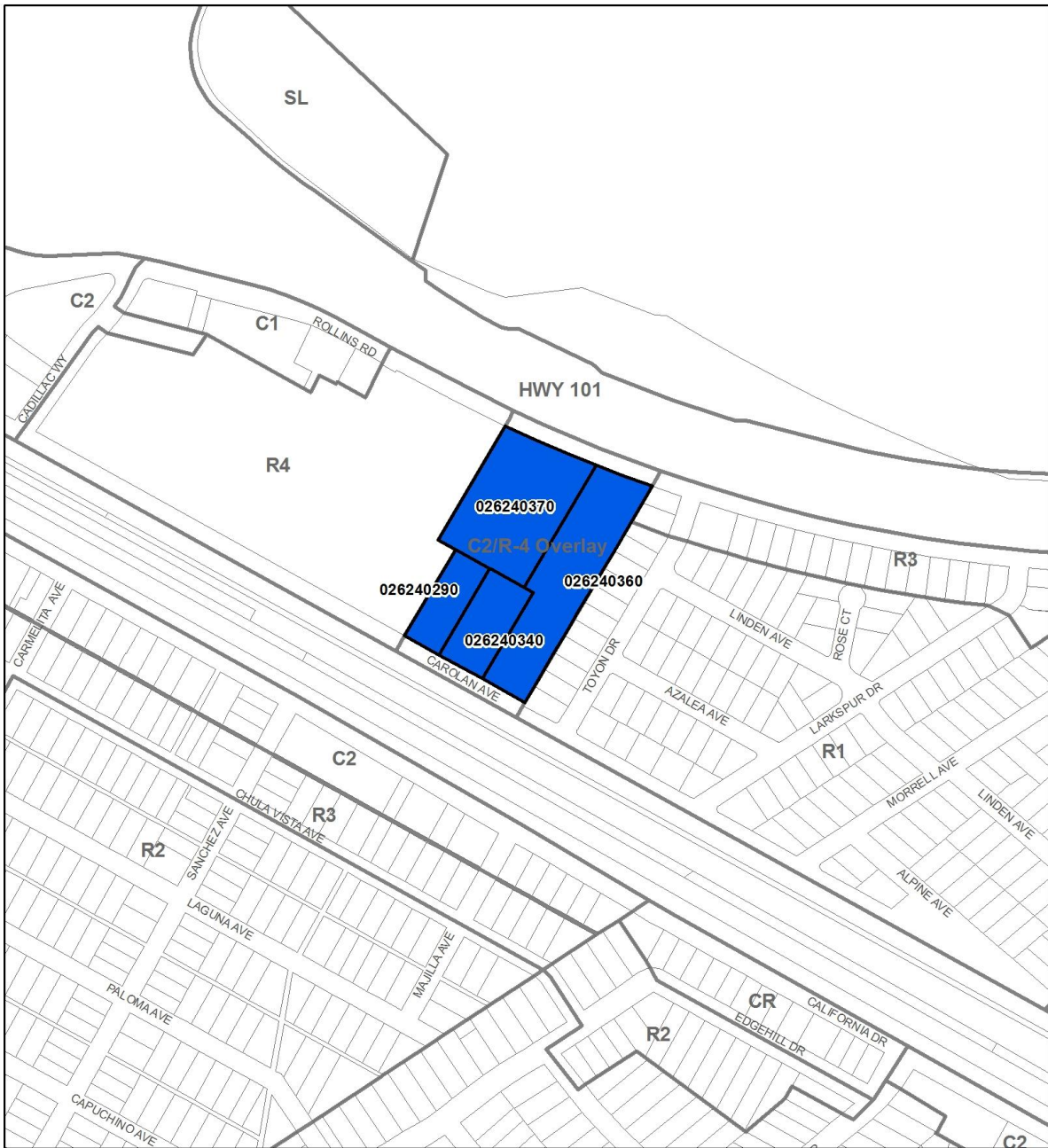
 **North Burlingame  
Housing Opportunity Sites**


 Opportunity Site  
 Approved or Under Construction

 Burlingame City Limits


  
 0 250 500 1,000 Feet





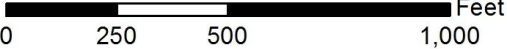


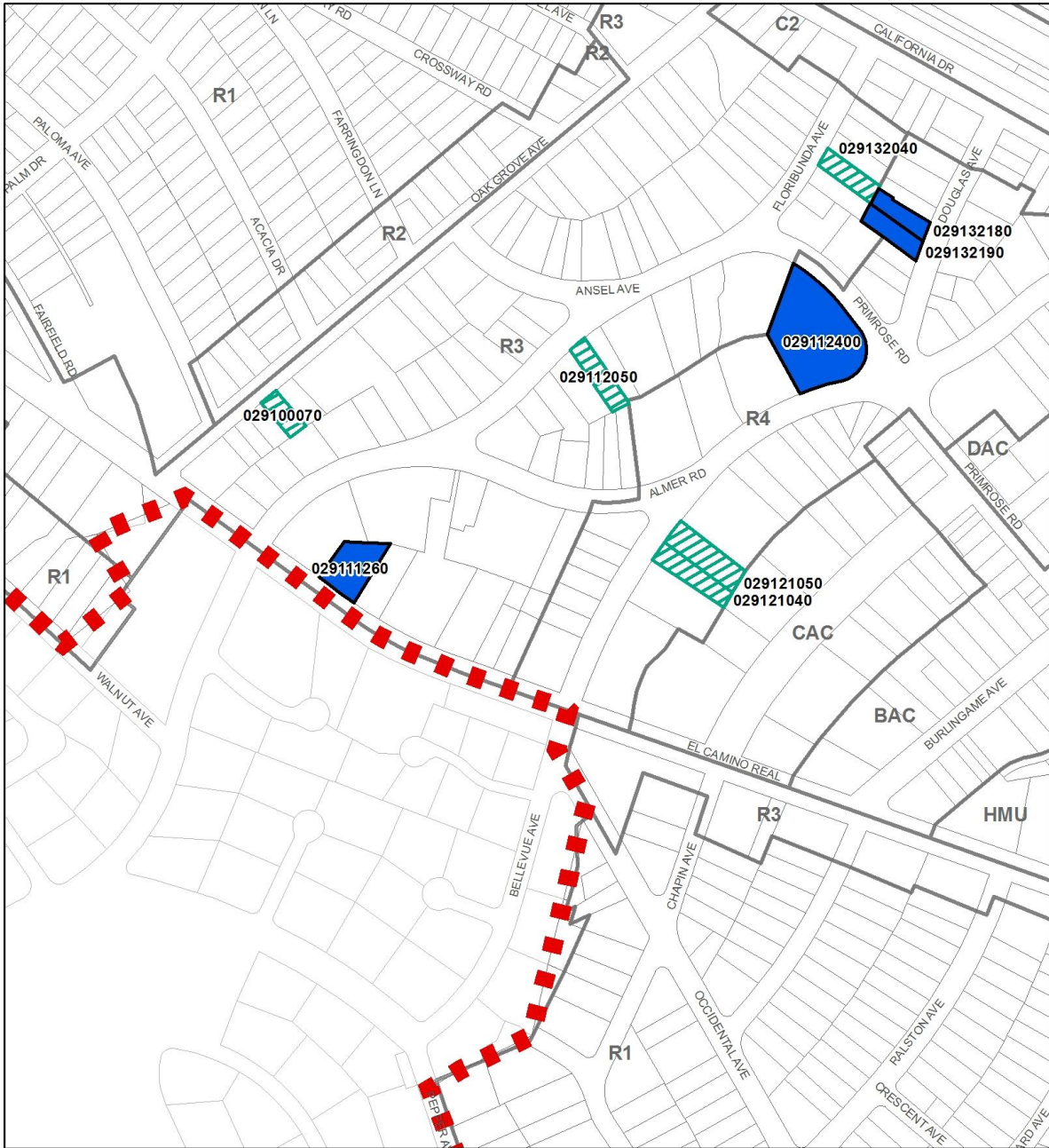
## Carolan Avenue Housing Opportunity Sites



- Opportunity Site
- Approved or Under Construction

- Burlingame City Limits





### Downtown Burlingame Housing Opportunity Sites

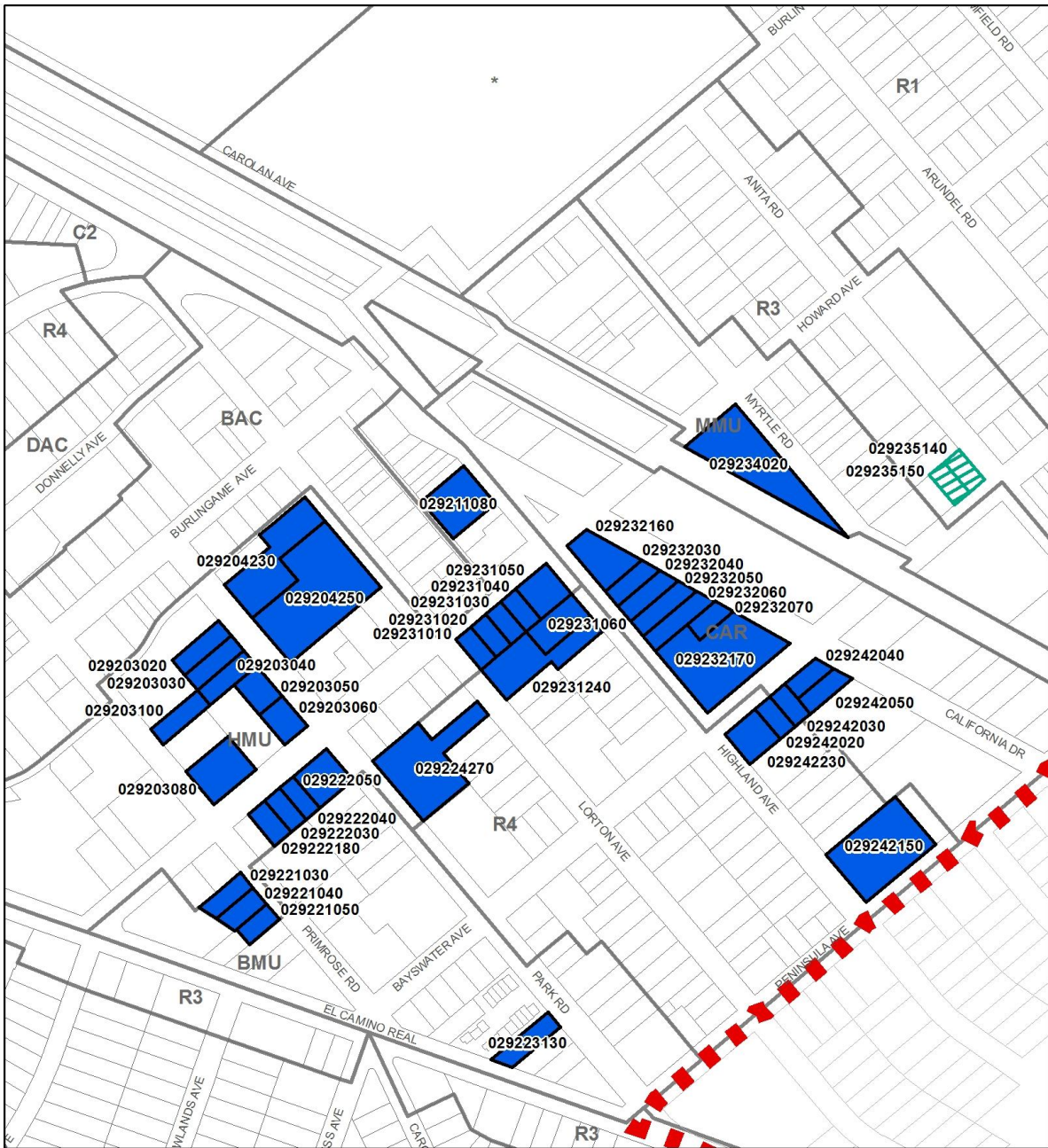
Opportunity Site

Approved or Under Construction

Burlingame City Limits

0      250      500      1,000 Feet





### Downtown Burlingame Housing Opportunity Sites

Opportunity Site

Approved or Under Construction

Burlingame City Limits

0      250      500      1,000 Feet



**2. Sites from the 2009-2014 Housing Element Sites Inventory that are not included in the 2015-2023 opportunity sites inventory**

The following sites were opportunity sites in the 2009-2014 Housing Element that are no longer available for development.

**Table V-3: 2009-2014 Housing Element Sites No Longer Available.**

<b>APN</b>	<b>Address</b>	<b>Reason</b>
026-011-020	1501 El Camino Real	Site is zoned C-2 and is surrounded by an existing neighborhood shopping center. The C-2 zoning no longer allows mixed use
027-093-110	12 Vista Lane	Property has been developed with two single family homes
025-121-130	1840 Ogden Drive	Property has been developed with a 45-unit condominium project.
029-062-080	736 Laurel Avenue	This was included in the 2009-2014 Housing Element because there was an application to build a duplex condominium on this site. The application has since been withdrawn.
029-203-090	220-234 Primrose Road	A new retail building has been constructed on this site.
029-211-180	218-222 Lorton Ave	The adopted Burlingame Downtown Specific Plan and BAC zoning included this portion of Lorton Avenue as part of the downtown core which was determined not to be appropriate for residential uses – residential and mixed use zoning was added on the periphery of the downtown core.
029-211-190	226 Lorton Ave	
029-211-200	236-240 Lorton Ave	
029-211-210	246-250 Lorton Ave	

## ZONING TO ACCOMMODATE HOUSING FOR LOWER INCOME HOUSEHOLDS

State law requires cities to demonstrate the capacity of the site inventory to accommodate a city's share of lower income households. Cities can show the ability to accommodate lower income households by identifying sites zoned for higher densities. California Government Code Section 65583.2(c) establishes the minimum density, or "default" density, deemed appropriate to accommodate lower income households. This is based on the recognition that sites zoned for higher densities allow for more units which can potentially lower per unit costs through economies of scale. For Burlingame, the "default" density is 30 dwelling units per acre, consistent with the rest of San Mateo County.

About half of the sites identified in the inventory have been zoned for more than 30 units per acre and are available for development. The default density is applicable to a total of 40 parcels with the potential to accommodate 1,076 units, which exceeds the RHNA allocation of 575 for very low, low and moderate income households.

**Table V-4: Zoning for Lower Income Households**

<b>APN</b>	<b>Address</b>	<b>Zoning</b>	<b>Max Density</b>	<b>Acres</b>	<b>Realistic Total: 80% Density</b>
025123130	1501 Trousdale (portion of site)	Unclassified - any use requires CUP	40	4.15	<b>133</b>
025144170	1740 Marco Polo	TW - Trousdale West	40	0.6	<b>19</b>
025150160	1876 El Camino	ECN (El Camino North)	40	0.35	<b>11</b>
029112400	501 Primrose	R-4	51	1.14	<b>46</b>
029224270	Parking Lot F	HMU & R-4	51+	0.84	<b>26</b>
029231240	Parking Lot N	R-4	51+	0.51	<b>20</b>
026240360	1008 Carolan	C-2/R-4 Overlay	51+	2.03	<b>290</b>
026240340	1016 Carolan	C-2/R-4 Overlay	51+	0.73	
026240290	1028 Carolan	C-2/R-4 Overlay	51+	0.58	
026240370	935 Rollins	C-2/R-4 Overlay	51+	2.05	
029242020	1063 Bayswater	R-4	51+	0.11	<b>4</b>
029242150	1100 Peninsula	R-4	51+	0.84	<b>26</b>
029242030	No Site Address	R-4	51+	0.11	<b>4</b>
029242230	No Site Address	R-4	51+	0.23	<b>7</b>
029132180, 029132190	1128-1132 Douglas	R-4	51+	0.35	<b>13</b>
026011010, 025228130	1509 El Camino	R-3	50	0.31	<b>12</b>
025121031	1600 Trousdale	TW (Trousdale West)	40	1.01	<b>32</b>
029231060	161 Highland	R-4	51+	0.26	<b>9</b>
025121040	1710 Trousdale	TW (Trousdale West)	40	0.48	<b>15</b>
025161110	1766 El Camino	ECN (El Camino North)	40	1.7	<b>54</b>

<b>APN</b>	<b>Address</b>	<b>Zoning</b>	<b>Max Density</b>	<b>Acres</b>	<b>Realistic Total: 80% Density</b>
025121260	1777 Murchison	TW (Trousdale West)	40	2.74	<b>87</b>
025121110	1814 Ogden	TW (Trousdale West)	40	0.41	<b>12</b>
025121120	1820 Ogden	TW (Trousdale West)	40	0.35	<b>11</b>
025121170	1825 Magnolia	TW (Trousdale West)	40	1.4	<b>44</b>
025150220	1828 El Camino	ECN (El Camino North)	40	0.92	<b>29</b>
025150200	1838 El Camino	ECN (El Camino North)	40	0.6	<b>19</b>
025150180	1840-46 El Camino	ECN (El Camino North)	40	0.16	<b>4</b>
025150170	1848-1850 El Camino	ECN (El Camino North)	40	0.16	<b>4</b>
025150210	1860 El Camino	ECN (El Camino North)	40	0.58	<b>18</b>
025150190	1870 El Camino	ECN (El Camino North)	40	0.79	<b>24</b>
025150010	1875 California	ECN (El Camino North)	40	0.35	<b>11</b>
025144070	1875 Trousdale	TW (Trousdale West)	40	0.32	<b>9</b>
029111260	556 El Camino Real	R-3	50	0.36	<b>14</b>
025150040	No Site Address - Parking lot - same owner as 1860 El Camino	ECN (El Camino North)	40	0.28	<b>8</b>
025144190	1730 Marco Polo	TW (Trousdale West)	40	0.88	<b>28</b>
025150090	1810 El Camino	ECN (El Camino North)	40	0.57	<b>17</b>
025150100	1818 El Camino	ECN (El Camino North)	40	0.25	<b>8</b>
025150070	No Site Address (adjacent to 1810 & 1818 El Camino)	ECN (El Camino North)	40	0.27	<b>8</b>
<b>Total Potential Capacity for Lower Income</b>					<b>1,076</b>

## SUMMARY OF SITES TO MEET RHNA

The site inventory has the potential to meet projected housing needs for all income levels as provided by the RHNA. A summary of the inventory in comparison with the RHNA is shown in Table V-5. The City has the capacity to accommodate housing needs through the following:

- Currently approved projects to be completed within the 2014-2022 RHNA cycle;
- A site inventory with total unit development potential above the RHNA target;
- Sufficient sites zoned to accommodate lower income housing through “default densities” (Government Code Section 65583.2(c)).

**Table V-5: Site Capacity to Meet the RHNA**

	<b>Very Low</b>	<b>Low</b>	<b>Moderate</b>	<b>Above Moderate</b>	<b>Total</b>
RHNA	276	144	155	288	863
Approved/ Under Construction			9	145	154
Available Site Capacity*	358	358	358	281	1355
Units Over RHNA Capacity	82	214	212	138	646

\*Very low, low and moderate income each received one-third of the units from the “total potential capacity for lower income” (Table V-4)

## ACTIONS REQUIRED/ZONING CHANGES

All of these areas already have zoning in place to achieve new residential development. In order to improve the opportunities on existing residential sites, the following actions are required.

### 1. Amend the Zoning Code To Offer Additional Incentives For Affordable Housing And Transit Oriented Development

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

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

## **PUBLIC FACILITY CAPACITY**

The city of Burlingame is almost built out and public facilities in place are adequate to serve existing and proposed development. There are two public sewer projects which have been completed in the last 20 years which have removed any constraints to new residential development, particularly at the north end of the city. Many of the sites identified are located in the northern portion of the city.

### **1. Sewer Treatment Plant Improvements**

In 1994, major improvements were made to the city's wastewater treatment plant facilities. As a result of these upgrades, the capacity of the plant was increased to accommodate the ultimate population anticipated in the City's General Plan. According to estimates made by the Association of Bay Area Governments, Burlingame's General Plan buildout would accommodate an additional 1240 housing units above what is shown to exist in Burlingame by Census 2010. Therefore, there is adequate capacity at the wastewater treatment to handle the projected 863 units proposed.

### **2. Sewer Interceptor Project**

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

### **3. Water Supply**

The City of Burlingame provides water service to properties within its boundaries as well as to the unincorporated Burlingame Hills area adjacent to the west. The Burlingame Hills area is a residential subdivision of 420 dwelling units which is entirely built out. The City's sole source of potable water is the San Francisco Public Utilities Commission (SFPUC) system, which also supplies water to the City and County of San Francisco and other cities along the Peninsula.

In May of 2011, the City of Burlingame adopted an Urban Water Management Plan in accordance with State law requirements. The plan looks at the City's water needs and anticipated supplies to accommodate current needs and future growth.

The Urban Water Management Plan uses the Association of Bay Area Governments (ABAG) population projections as well as updated General Plan projections based on the adoption of the North Burlingame/Rollins Road Specific Plan and the Downtown Specific Plan to anticipate the future water supply needs for the city of Burlingame and the unincorporated Burlingame Hills. ABAG had projected that the population for Burlingame by 2030 will be 34,000 people. The Department of Finance indicates that as of January 1, 2013, the current population of Burlingame is 29,426 people. ABAG projections anticipate an increase in population of about 4500 people by 2030.

The Housing Element update plans for the potential addition of 863 housing units in Burlingame by the year 2023. The 2010 Census indicates that the average household size in

Burlingame is 2.29 people. Therefore, the 863 new housing units would accommodate a population increase of about 2000 people by the year 2023. This is well within the scope of the 4500 person increase in population projected by ABAG and used as a basis for the Urban Water Management plan.

The city of Burlingame now uses about 4.8 million gallons of water per day (mgd). By 2019-2020, the Urban Water Management Plan projects that Burlingame will use about 4.97 mgd (a 4% increase). Burlingame has a guaranteed allotment of 5.24 mgd from the total supply of the SFPUC system (300 mgd), which may be modified in the future. At the writing of this document, there is an adequate supply of water available to accommodate the addition of 863 housing units within the next eight years. If there are any substantial changes to the future water supply, the appropriate analysis will be completed.

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

#### **4. Housing Funding Opportunities**

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

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

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

The other main program operating in the County is the Mortgage Credit Certificate Program (MCC). The MCC is a tax credit certificate that is issued by San Mateo County Department of Housing and Community Development to eligible homebuyers. The certificate allows a tax credit equal to 20 percent of the annual mortgage interest paid on a home loan, with the

remaining 80 percent of the mortgage interest still eligible to be taken as an itemized deduction. With this benefit, new homeowners may wish to adjust their Federal tax withholdings, resulting in more spendable income each month. In order to qualify for this program, applicant's total gross household income cannot exceed \$84,400 for a 1 or 2 person household, and \$105,500 for a 3 or more person household, according to 2014 limits. The purchase price cannot exceed \$673,616 for a newly constructed or existing dwelling. Due to the high cost of housing in Burlingame, it may be difficult to find a property that would meet the criteria for the above stated programs.

The Metropolitan Transportation Commission (MTC) is promoting investments in priority development areas through its four-year, \$320 million OneBayArea Grant (OBAG) Program. The OBAG funding distribution formula to county Congestion Management Agencies (CMA) is based on factors such as population, past housing production, and future housing commitments – the allocation for San Mateo County is about \$26 million. The City/County Association of Governments (C/CAG), the CMA for San Mateo County, programs OBAG funds to projects that meet requirements in one of six transportation improvement categories: Local streets and roads preservation; bicycle and pedestrian improvements; transportation for livable communities; safe routes to school; priority conservation areas; and CMA planning activities. Only jurisdictions with an adopted complete streets resolution or a general plan that complies with the California Complete Streets Act of 2008 will be eligible for OBAGs. Additionally, a jurisdiction must have a housing element certified by the Department of Housing and Community Development (HCD).

Human Investment Project for Housing (HIP) is a non-profit organization located in San Mateo County that has programs to assist people with special needs, either from income or circumstance, to live independent, self-sufficient lives in decent, safe, low cost housing. HIP Housing's Home Sharing program matches those who have space in their home with those who need an affordable place to live, maximizing housing inventory and turning existing housing stock into a new affordable housing option. It is the only program of its kind in San Mateo County and provides a housing option for over 700 people each year. Over 90% of those using the Home Sharing program are low to extremely low income. There are several other grants and low interest loan opportunities that are available for housing rehabilitation, construction, acquisition, retention, and preservation in the city of Burlingame. Many of these funds are accessed through the County Office of Housing and Community Development, like the HOME program described above. An example of some of the other housing assistance programs include; CalHome Program, Emergency Solutions Grant (ESG) Program, and Multifamily Housing Program (MHP).

## **ENERGY CONSERVATION OPPORTUNITIES**

It is a requirement of every housing element to include a section on residential energy conservation opportunities. Since the deregulation of energy companies in 1998, the price of energy has increased substantially. With such an increase in prices, energy costs can be a substantial portion of housing costs. Effective energy conservation measures built into or added to existing housing can help residents manage their housing costs over time and keep lower income households affordably housed. There are a number of programs offered by the City of Burlingame, the local energy provider (PG&E) and the State of California, which provide cost-effective energy saving programs.



## **1. Energy Programs Offered by the City of Burlingame**

### ***Primary Programs***

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

### ***Secondary Programs***

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

## **2. Local Energy Supplier (PG&E)**

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



### **3. The State Of California**

#### ***California Energy Commission Rebate Programs***

Open to all residents of California, independent of their income. Rebates are provided based on current funding. Rebate opportunities are updated by the California Energy Commission. The California Solar Initiative has provided rebates and incentives to home owners for installation of photovoltaic systems.

#### ***Public Outreach***

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



## **VI. Housing Goals, Policies and Action Programs: 2015-2023**

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The Burlingame community and City Council have worked hard and achieved many of the implementing action programs set out in the 2009-2014 Housing Element. In some cases time and opportunity hindered the accomplishment of some programs. Over the past five years circumstances facing the city and its residents have also changed. In this section the focus is on the particular successes of the 2009-2014 Housing Element which should be carried forward, the lessons to be learned from the action programs not achieved, and the changing circumstances which will affect the city's housing opportunities and programs in the coming planning period, as well as the goals and policies that the City of Burlingame intends to implement to address the housing needs identified in the needs assessment evaluation.

### **KEY PROGRAMMATIC ACCOMPLISHMENTS OF THE 2009-2014 HOUSING ELEMENT**

Burlingame's 2009-2014 Housing Element action program was divided by planning goals. The premise was that the residents, Council and staff would work together identifying and implementing action programs to create opportunity for more housing to assist in meeting the City's share of California's housing need but also to assist those households with unique housing needs. In Burlingame these households include persons with disabilities, the elderly who live on lower or fixed incomes, single heads of households, and our service and public employees. Because more than half the city's single family housing stock and neighborhoods were built before 1940, maintenance and conservation of neighborhood character was a leading issue during the planning period.

Burlingame's 2009-2014 Housing Element action program contained a number of items that have been accomplished. Among the programs implemented during the planning period were:

- **Reasonable Accommodation for Accessibility:** The zoning code was amended to include a Reasonable Accommodation for Accessibility procedure which establishes a process by which an individual with a disability may request modifications to development standards to install physical improvements (such as ramps, handrails, elevators or lifts) necessary to accommodate the disability.
- **Emergency Shelters:** The zoning code was amended to permit emergency shelters by right within the northern part of the Rollins Road (RR) zoning district subject to performance standards. This area was identified as appropriate for emergency shelters because it is near services and transportation (close to the Millbrae BART/Caltrain Station)
- **Transitional and Supportive Housing:** The zoning code was amended to include definitions for transitional and supportive housing as outlined in State law, and to specify that these uses are considered a residential use subject to the same restrictions as other residential uses of the same type in the same zone district.
- **Secondary Dwelling Units:** The zoning code was amended to allow secondary dwelling units on certain lots within the R-1 zone district, subject to performance standards.
- **Downtown Specific Plan Zoning Implementation:** In addition, the Downtown Specific Plan was adopted as well as all implementing ordinances. The zoning implementation actions for the Downtown Specific Plan which also implemented the Housing Element programs include the following:
  - Established a series of Mixed Use Zoning District in areas which were previously zoned exclusively for commercial uses. These districts would allow

both mixed use buildings which include residential uses as well as stand-alone multiple family residential uses.

- Established an R-4 Incentive District adjacent to the Downtown Commercial core which allows taller buildings to encourage multiple family residential development.
- Established reduced parking requirements for any multiple family residential use within the Downtown area west of California Drive.
- Established a maximum average dwelling unit size throughout the downtown area to encourage smaller, more affordable units.

In addition, the City continued to implement the following programs that were established in previous housing elements:

- Single family residential design review which places an emphasis on structural and neighborhood conservation and maintenance;
- Second Unit Amnesty which encourages the retention and maintenance as lower cost housing of second units built before 1954 on single family lots;
- An active code enforcement program to manage property maintenance issues and broker tenant/owner disputes;
- Participated in and funded the City's proportional share of a new north San Mateo County homeless shelter for single adults;
- A day center and emergency shelters at local churches to participate in an ongoing program of emergency housing and support assistance for homeless families have continued to successfully operate in the community;
- Continued to promote and enforce urban reforestation and exterior illumination regulations which support local goals for energy conservation.

Building on these programs, over the planning period the City added 77 dwelling units and rehabilitated 216 dwelling units. The City laid more ground work for adding opportunities for new housing and maintaining the city's residential quality and supporting affordable housing than with any other Housing Element implementation program. The 2015-2023 Housing Element will build on and expand on this legislative base and implementation experience.

## **LESSONS FROM THE 2009-2014 HOUSING ELEMENT IMPLEMENTATION**

The City has learned from the variety of experiences implementing the 2009-2014 Housing Element. The proposed 2015-2023 Housing Element work program is based on the current Housing Element's successes and reality checks. The City has been successful with legislation which provides incentives for private developers to change land use from commercial to residential using multiple family overlay zones and residential mixed use zones on commercial properties, both of which allow standalone multiple family development, as well as with incentives to single family homeowners to maintain their properties, retain older second units and in some cases add second units. Without a redevelopment agency or direct government entitlement funds, it became apparent that City staff must work at being informed and build a bridge of information and program linkage between developers and available assistance. Moreover, as the regulatory programs outside the City's control multiply and discourage new residential development by increasing its cost, City staff must be trained to facilitate and communicate. The 2015-2023 Housing Element work program is built on these lessons. The City's mandate is to facilitate development which implements the City's planning goals and policies and to maintain the City's services and facilities to meet the standards of regulatory agencies and residents needs so that new residential development can be accommodated. The private sector's mandate is to build new residential units within the established goals and policies. The Housing Element will provide the link to form a partnership.

The types of programs proposed in the 2015-2023 Housing Element which should succeed because they build on the success and experience of the 2009-2014 Housing Element are:

- Continue rehabilitation through code enforcement;
- Allow fee waivers for affordable rehabilitation;
- Continuation of Second Unit Amnesty program coupled with participation in county housing rental rehabilitation programs;
- Facilitate creation of new second units that meet the criteria outlined in the zoning code;
- Residential and neighborhood maintenance through residential design review;
- Expand zoning incentives for transit oriented development with inclusion of affordable units to include the Priority Development Area along the El Camino Real and California Drive corridors as well as areas within 1/3 mile of the city's three transit hubs;
- Continue to maintain partnerships with a local non-profit organizations to insure existing and new residential units stay affordable;
- Build on successful partnerships with non-profit providers and provide more regulatory incentives to encourage housing assistance for senior citizens including assistance in modifying existing housing for the elderly and disabled;
- Continue to promote housing in areas which have been zoned for mixed use;
- Reduce greenhouse gas emissions through sustainable building practices;
- Establish a policy to maintain zero net-loss of housing units when new development is proposed; and,
- Implement an outreach program for persons with disabilities;
- Continue to provide incentives for developers to include affordable units in new residential projects;
- Consider adoption of a commercial impact in-lieu fee that would require developers of employment-generating commercial and industrial developments to contribute to the supply of low- and moderate-income housing through the provision of commercial in-lieu fees as prescribed in a nexus impact fee study;
- Consider adoption of a residential in-lieu fee as an alternative to providing affordable units on site.

These policies are outlined in more detail in the following Goals, Policies and Implementation Programs, which outlines the specific programs, five year objectives, funding sources, responsible agencies and time frames for implementation.



**Table VI-1: 2015-2023 Goals, Policies and Action Programs**

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

<p><b>Program H(A-3) - Allow fee waivers for affordable rehabilitation.</b></p> <p>Consider amendment to the Master Fee Schedule to allow for waiver of permit fees for rehabilitation of affordable housing achieved through San Mateo County programs, through non-profit agencies or through other means, including Federal Programs and to provide incentives for property owners to maintain their properties.</p>	<p><b>Eight Year Objective:</b> <i>Rehabilitate 75 affordable rental units.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	City funds	Community Development Department, County Programs, non-profit agencies	Within one year of adoption of the Housing Element.
<p><b>Program H(A-4) - Discourage condominium conversions.</b></p> <p>Maintain the existing zoning controls which prohibit conversion of residential rental projects with fewer than 21 units to condominiums, and which contain strict regulations prohibiting conversion of less than 21 units to condominiums.</p>	<p><b>Eight Year Objective:</b> <i>No conversion of existing rental stock to condominiums.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	N/A	Community Development Dept.	Ongoing.
<p><b>Program H(A-5) - Prevent conversion of residential units to non-residential use.</b></p> <p>Amend zoning code to require a conditional use permit for any project where residential units are proposed to be replaced by non-residential use.</p>	<p><b>Eight Year Objective:</b> <i>Retain existing housing stock.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	Public	Community Development Dept.	Within one year of adoption of Housing Element.
<p><b>Program H(A-6) - Ensure affordability of existing units.</b></p> <p>Continue the relationship with the County of San Mateo Department of Housing for administration of Block Grant funds for housing programs; encourage use of available programs (such as HOME) to assist non-profit housing corporations in acquiring, rehabilitating and managing apartment units for long-term affordability.</p>	<p><b>Eight Year Objective:</b> <i>Utilize funds to assist 20 units to achieve long term affordability.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	CDBG	Community Development Dept., City Manager, City Council	Ongoing.



<p><b>Program H(A-7) - Determine code compliance, structural deficiencies of existing residences upon sale.</b></p> <p>Continue program that assists in research of residential records upon the request of realtors or potential home buyers.</p>	<p><b>Eight Year Objective:</b> <i>Continue assistance to potential home buyers.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	General Fund	Community Development Department	Ongoing.
<p><b>Program H(A-8) - Residential design review.</b></p> <p>Continue implementation of residential design review and zoning regulations including setbacks, floor area ratio, declining height; continue implementation of single family design review guidelines adopted in 1998.</p>	<p><b>Eight Year Objective:</b> <i>Process 250 applications for residential design review.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	Application Fees	Planning Department and Planning Commission	Ongoing.

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

**POLICIES:**

Policy H(B-1): Promote equal housing opportunities for all Burlingame residents.  
 Policy H(B-2): Promote development of rental housing that is attractive to prospective residents.

**IMPLEMENTATION PROGRAMS:**

**Program H(B-1) - Public awareness of anti-discrimination laws and policies.**

Continue to fund the Code Enforcement Officer position and coordination with Community Development Department code enforcement activities; provide information handouts; inform the public and local realtors about equal housing laws and recourse available in case of violations; refer complaints to California Department of Fair Employment and Housing; refer complaints regarding discrimination to La Raza Central Legal, a nonprofit community law center which works with local tenants to resolve landlord/tenant issues. Information will be posted and available at public locations, such as City Hall, the library and the recreation center.

**Eight Year Objective:**

*Continue referral activities through Code Enforcement Program.*

<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
City funds, literature from other agencies	Code Enforcement Planning Building	Ongoing.

<p><b>Program H(B-2) - Implement an outreach program for persons with disabilities.</b></p> <p>Work with agencies such as the Golden Gate Regional Center, a state-funded nonprofit organization serving individuals with developmental disabilities in Marin, San Francisco and San Mateo counties, InnVision Shelter Network, Cal Primrose, and Center for Independence of Individuals with Disabilities to implement an outreach program that informs families in Burlingame about housing and services available for persons with disabilities. The program could include the development of an informational brochure, providing information on services on the City's website, and providing housing-related training for individuals/families through workshops.</p>	<p><b>Eight Year Objective:</b>  <i>Provide information regarding housing to families of persons with developmental disabilities.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	City funds	Community Development Dept.	Develop outreach materials within two years of Housing Element adoption.
<p><b>Program H(B-3) - Community amenities for rentals.</b></p> <p>Encourage the inclusion of communal amenities in new rental developments (i.e. community rooms, play structures, laundry facilities) where feasible and provision of which does not impair achievement of maximum densities or the financial feasibility of developing housing affordable to lower-income households.</p>	<p><b>Eight Year Objective:</b>  <i>Promote attractive rental opportunities.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	N/A	Community Development Dept.	Ongoing.

<p><b>GOAL C: PROVIDE HOUSING OPPORTUNITIES FOR CITY EMPLOYEES, TEACHERS, HOSPITAL WORKERS AND OTHERS IN THE SERVICE INDUSTRY WHO WORK IN BURLINGAME.</b></p>
<p><b>POLICIES:</b></p>
<p>Policy H(C-1): Inform local public sector and private sector employees about available housing assistance programs.</p> <p>Policy H(C-2): Require inclusion of affordable dwelling units in multiple-family residential development.</p> <p>Policy H(C-3): Encourage public agency partnerships to provide housing, reduce commute time and facilitate retention of community based groups like teachers, public employees, hospital and service sector workers.</p>

<b>IMPLEMENTATION PROGRAMS:</b>			
<p><b>Program H(C-1) - Refer eligible employees to housing assistance programs.</b> Train staff about current opportunities; make available brochures and contact information to eligible residents who inquire about availability of programs. Refer eligible residents to CDBG programs administered by the County Office of Housing and Community Development.</p>	<p><b>Eight Year Objective:</b> <i>Continue staff training and to refer eligible residents to programs.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	City & CDBG funds	Community Development Dept.	Continuous
<p><b>Program H(C-2) - Provide incentives for developers to include affordable units in new residential projects.</b></p> <ol style="list-style-type: none"> <li>1. Amend the Inclusionary Housing Ordinance to comply with local and state legislative requirements.</li> <li>2. Amend the Inclusionary Housing Ordinance or adopt a Density Bonus Ordinance to accommodate a Low-Income component of required affordable housing.</li> <li>3. Amend the Inclusionary Housing Ordinance or adopt a Density Bonus Ordinance to encourage smaller unit sizes (i.e. studio, SROs, one- and two-bedroom units).</li> <li>4. Amend the Inclusionary Housing Ordinance or adopt a Density Bonus Ordinance to extend the affordability time restrictions on subsidized housing.</li> <li>5. Amend the zoning code to provide incentives to developers who provide additional affordable units and/or serve a broader range of income levels than that required by the Inclusionary Housing Ordinance or state density bonus requirements, such as reduced parking requirements, increased height limits, reduced landscaping requirements, flexible setback requirements and reduced fees.</li> </ol>	<p><b>Eight Year Objective:</b> <i>Provide 75 new affordable units Provide 50 percent of affordable units at Low-income levels.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	Private, City	Community Development Dept.	Within one year after adoption of the Housing Element. The Density Bonus Ordinance, which includes amendments listed in the program was introduced by City Council in November 2014. The ordinance will go back for final action and adoption in January 2015.

<p><b>Program H(C-3) - Consider adoption of a commercial impact in-lieu fee.</b>  Consider adopting a commercial in-lieu fee that would require developers of employment-generating commercial and industrial developments to contribute to the supply of low- and moderate-income housing through the provision of commercial in-lieu fees as prescribed in a nexus impact fee study.</p>	<p><b>Eight Year Objective:</b>  <i>Generate in-lieu fees to contribute toward the creation of low and moderate income housing.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	N/A	Community Development Dept.	Adopt in-lieu fee within one year of Housing Element adoption.
<p><b>Program H(C-4) - Consider adoption of a residential in-lieu fee option.</b>  Consider adopting a residential in-lieu fee as an alternative to providing affordable units on-site.</p>	<p><b>Eight Year Objective:</b>  <i>Generate in-lieu fees to contribute toward the creation of low and moderate income housing.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	N/A	Community Development Dept.	Adopt in-lieu fee within one year of Housing Element adoption.
<p><b>Program H(C-5) - Encourage public agency partnerships to provide housing, reduce commute time, and facilitate retention of groups like teachers, public employees, hospital and service sector workers.</b>  Contact public agencies to encourage them to include a provision for housing in any facility expansion plans; disseminate information about available CDBG funded programs.</p>	<p><b>Eight Year Objective:</b>  <i>Provide 50 new housing units in the vicinity of public agency workplaces and commercial centers.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	Public Agencies	Community Development Dept.	Ongoing as projects are designed.

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

**POLICIES:**

Policy H(D-1): Provide adequate, affordable housing for the City's elderly.  
 Policy H(D-2): Encourage alterations to existing structures that improve access for physically disadvantaged, including the developmentally disabled population.  
 Policy H(D-3): Encourage housing opportunities for single-parent families.  
 Policy H(D-4): Encourage housing opportunities for low income single persons.  
 Policy H(D-5): Support county-wide program for homeless persons.

**IMPLEMENTATION PROGRAMS:**

**Program H(D-1) - Increase affordability for elderly households.**

- a. Continue to implement the second unit amnesty program to allow creation of accessible secondary units for the elderly;
- b. Continue to allow upon request curbside disabled accessible parking spaces in single family neighborhoods.
- c. Coordinate with San Mateo County Housing Authority to increase the number of Section 8 units for Burlingame's elderly population.
- d. Continue updating and distributing widely to local residents the *Senior Resources Handbook: An Informational Guide for Burlingame Senior Citizens, Their Families and Caregivers*.
- e. Continue to provide incentives for new senior housing by maintaining the code provision that allows reduced parking requirements for assisted living projects and other group residential facilities for the elderly.
- f. Continue City financial support to non-profit agencies which administer housing programs for seniors (home sharing, reverse mortgage). Planning staff to work with these agencies to facilitate implementation of their programs in Burlingame.
- g. Encourage non-profit housing groups to develop housing by having adequate Planning staff to facilitate project processing and environmental review, and by maintaining the existing incentives in the zoning regulations for residential facilities for the elderly.
- h. Refer seniors who are homeowners to the Human Investment Project (HIP) for Housing Home Sharing Program, to find eligible tenants to share their housing.

**Eight Year Objective:**  
*Provide 30 affordable units for the elderly.  
 Increase number of Section 8 units for elderly by 5 units.  
 Continue public education efforts.*

<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
City funds, private funds, volunteers	Community Development Dept., City Manager, City Council, Parks and Recreation Department	Ongoing

<p><b>Program H(D-2) - Improve livability of housing units for disabled population.</b></p> <p>a. Implement the adopted Reasonable Accommodations Ordinance, which provides individuals with disabilities reasonable accommodation in rules, policies, practices and procedures that may be necessary to ensure equal access to housing by providing a process for individuals with disabilities to make requests for reasonable accommodation in regard to relief from the various land use, zoning, or building laws, rules, policies, practices and/or procedures of the City. This policy offers a process to modify certain development standards, such as lot coverage and setback requirements for ramps and landings added to residences and group homes in order to provide access for the disabled.</p> <p>b. Continue to allow supportive and transitional housing in residential districts subject to the same restrictions that apply to other residential districts in the same zone.</p> <p>c. Help facilitate the acquisition of single-family homes to be converted into assisted living facilities for the developmentally disabled.</p> <p>d. Continue to allow persons with disabilities to request disabled parking curb markings in the single family residential areas.</p>	<p><b>Eight Year Objective:</b>  <i>Facilitate use of County assistance and staff work with residents to modify 10 existing housing units to accommodate disabled.</i></p>		
	<p><b>Funding Source</b></p>	<p><b>Responsible Agency</b></p>	<p><b>Time Frame</b></p>
	<p>Private funds for alterations, State and Federal funds for assistance with unit acquisition</p>	<p>Community Development Dept.</p>	<p>Ongoing.</p>

<p><b>Program H(D-3) - Add affordable housing units for single-parent households.</b> Continue to assign staff to carry out the following actions:</p> <p>a. Work with the County Housing Authority to increase the number of Section 8 certificates for single-parent families.</p> <p>b. Work with the Human Investment Project for Housing (HIP), a non-profit housing corporation which administers a home-sharing program which is available for Burlingame residents. Develop literature regarding availability of housing programs; distribute to Burlingame residents. Continue City funding assistance.</p>	<p><b>Eight Year Objective:</b> <i>Increase by 5 the number of Section 8 units for single parent households.</i> <i>Train staff and refer single parent households to shared housing program, IHN or other local providers</i></p>		
	<p><b>Funding Source</b></p> <p>HUD funds, City funds</p>	<p><b>Responsible Agency</b></p> <p>Community Development Dept., City Council</p>	<p><b>Time Frame</b></p> <p>Continue to assign staff and work with the County and non-profit organizations on an ongoing basis.</p>
<p><b>Program H(D-4) - Provide affordable studio or one-bedroom units for single occupants.</b></p> <p>a. Amend the zoning code to create zoning incentives that encourage the development of smaller, more affordable housing units for seniors and other single occupants, such as reduced parking requirements for units less than 900 square feet and other flexible development standards.</p> <p>b. Continue to allow secondary units per the Government Code. Continue to implement the Secondary Dwelling Unit Ordinance (adopted in 2011), which allows new secondary dwelling units subject to certain standards, including minimum lot size, maximum unit size and one of the units to be owner occupied. Continue to allow waiver of on-site parking for accessory dwelling units that are rented out to those with moderate incomes or below.</p>	<p><b>Eight Year Objective:</b> <i>Provide affordable efficiency housing units on appropriate opportunity sites.</i> <i>Rezone properties with residential overlay</i> <i>Amend code to provide incentives for smaller units.</i></p>		
	<p><b>Funding Source</b></p> <p>City funds for code revisions, private/HCD /MTC funds for development</p>	<p><b>Responsible Agency</b></p> <p>Community Development Dept., City Council, private developers</p>	<p><b>Time Frame</b></p> <p>Second Dwelling Unit adopted 2011. Additional zoning amendments to incentivize smaller units to be considered within 1 year of adoption of the Housing Element</p>



<p><b>Program H(D-5) - Provide local share of support for county-wide homeless programs</b></p> <p>a. Continue financial contributions to agencies which provide service to the homeless population in San Mateo County; continue to allow group facilities for the homeless in conjunction with church facilities as a conditional use; continue to support financially and work with local and non-profit providers in San Mateo</p> <p>b. Maintain the zoning code provisions that allow emergency shelters by right in the northern part of the RR (Rollins Road) zoning district.</p> <p>c. Implement the zoning code provisions that allow transitional and supportive housing by right in all zone districts which allow residential uses only subject to those restrictions that apply to other residential uses of the same type in the same zone.</p>	<p><b>Eight Year Objective:</b>  <i>Continue financial support of County-wide programs. Staff to continue to facilitate process necessary to provide such services in the city.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	General Fund	City Council, Community Development Dept.	Ongoing.

<b>GOAL E: REDUCE RESIDENTIAL ENERGY USE TO CONSERVE ENERGY AND HELP REDUCE HOUSING COSTS.</b>			
<b>POLICIES:</b>			
Policy H(E-1): Promote the use of energy conservation in residential construction. Policy H(E-2): Encourage energy conservation measures in rehabilitation projects.			
<b>IMPLEMENTATION PROGRAMS:</b>			
<b>Program H(E-1) - Energy conservation for major residential construction</b> In all plan checking for new residential construction and major additions, apply Title 24 energy conservation requirements; where possible in planning developments, require structural and landscaping design to make use of natural heating and cooling.	<b>Eight Year Objective:</b> <i>Add energy conservation features to 250 residences.</i>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	City funds, development fees	Community Development Dept.	Ongoing.
<b>Program H(E-2) - Community awareness of conservation benefits</b> Distribute brochure on available energy conservation programs and measures at the Planning counter to all residents planning to expand or build new residences.	<b>Eight Year Objective:</b> <i>Provide energy conservation information to public.</i>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	PG & E, State & Federal grants	Community Development Dept.	Ongoing.
<b>Program H(E-3) - Sustainable Development</b> Stringent California Green Building Standards (CalGreen) have been adopted. At the minimum, new construction will follow the requirements set by the mandatory portion of the CalGreen Code.	<b>Eight Year Objective:</b> <i>Utilize CalGreen standards.</i>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	City funds, development fees	Community Development Dept.	Require checklists for all new projects on a continuous basis.

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

**POLICIES:**

Policy H(F-1): Improve balance of housing type, tenure and affordability by encouraging development of the sites and locations listed below to serve the income levels indicated.

Policy H(F-2): Maintain data base of existing residential and mixed use zoning districts to remain aware of the number of additional units that could be developed on "under-developed" parcels in these areas.

Policy H(F-3): Encourage construction of mixed commercial-residential projects.

Policy H(F-4): Encourage conversion of existing accessory living units to legal, safe and sanitary housing units.

Policy H(F-5): Encourage non-profit housing corporations to develop affordable housing in appropriate sites in Burlingame.

Policy H(F-6): Work for expansion of Section 8 program in Burlingame.

Policy H(F-7): Encourage participation in the San Mateo County first-time buyer program (Mortgage Credit Certificate) and other ownership assistance programs.

Policy H(F-8): Maintain zero-net-loss of housing units by encouraging smaller sized units and modifying parking standards for smaller units close to transit hubs in the R-3 and R-4 residential zones.

Policy H(F-9): Encourage the development of a variety of housing types that are affordable to very low and extremely low income households.

<b>IMPLEMENTATION ACTIONS:</b>			
<p><b>Program H(F-1) - Encourage development of housing on selected sites to serve all income levels</b> Amend the zoning code to create zoning incentives that encourage the consolidation of smaller lots identified as Housing Inventory Sites, such as development review streamlining, reduction in required parking for smaller units, setback modifications, or increases in building height.</p>	<p><b>Eight Year Objective:</b> <i>Promote development on smaller opportunity sites by promoting lot consolidation for creation of affordable housing.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	City funds, application fees	Community Development Dept., City Council	Within one year of Housing Element adoption.
<p><b>Program H(F-2) - Promote development of potential housing sites</b> Maintain and update the area-by-area land use surveys, note changes in vacant and underutilized sites; share information with potential residential developers.</p>	<p><b>Eight Year Objective:</b> <i>Provide assistance and incentives to encourage development of the opportunity sites identified in the Housing Element</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	City funds	Community Development Dept.	Ongoing
<p><b>Program H(F-3) - Create Priority Development Area (PDA) Housing Overlay Zone.</b> Amend the zoning code to create a "Priority Development Area Housing Overlay Zone" to establish standards and incentives for housing in the portions of the community zoned for high density residential and/or mixed use development that are adjacent to transit corridors and transit centers. Specific standards to be considered are densities, development standard incentives, reduced parking requirements, building heights and compatibility with adjacent lower-scale neighborhoods. The Priority Development Area covers the North Burlingame area, the El Camino Real and California Drive corridors and the Downtown Specific Plan area.</p>	<p><b>Eight Year Objective:</b> Provide flexibility and incentives in the application of development standards within the Priority Development Area.</p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	City funds	Community Development Department, City Council	Within one year of Housing Element adoption.

<p><b>Program H(F-4) - Identify sites for affordable, mixed use residential, live-work and small one-bedroom or studio apartments.</b></p> <p>a. Encourage development of sites in C-R zone and where there is commercial zoning with a residential overlay or residential mixed use zoning;</p> <p>b. Promote development within the new mixed use zoning districts within the Downtown Specific Plan area, which allow for mixed uses and high density residential uses, and include incentives to keep units affordable such as reduced parking requirements, increased heights and modified setbacks.</p>	<p><b>Eight Year Objective:</b>  <i>Encourage development of 150 units on selected Housing Opportunity Sites within the Downtown Specific Plan area.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	City funds	Community Development Dept., City Council	Ongoing.
<p><b>Program H(F-5) - Second-unit Amnesty</b></p> <p>Continue the second unit amnesty program and provide second unit applicants with information on participation in the San Mateo County Rental Rehabilitation program which provides rehabilitation loans for units which are available to tenants with low or very low incomes; consider expansion of the program by changing the eligibility date to qualify for second-unit amnesty. There have been 10 units approved through the second unit amnesty program since its adoption in 2001. In addition, there have been 3 new units approved under the ordinance allowing new second units which was adopted in 2011.</p>	<p><b>Eight Year Objective:</b>  <i>Process 125 applications for second unit amnesty;  Provide opportunities for rehabilitation of these units</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	City funds; private funds; CDBG funds	Community Development Dept., Building	Amnesty program adopted 2001; second unit ordinance adopted 2011. Ongoing
<p><b>Program H(F-6) - To expand the stock of affordable housing</b></p> <p>Contact known non-profit housing corporations and religious institutions to make them aware of City interest, familiarize them with the opportunities available in Burlingame, and assist in processing where applications are required; encourage use of private foundation grants to fund affordable units. The City will issue an RFP for redevelopment of City-owned parking lots with affordable housing within one year of Housing Element adoption.</p>	<p><b>Eight Year Objective:</b>  <i>Encourage development of affordable units on opportunity sites. Issue RFP for redevelopment of parking lots.</i></p>		
	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time Frame</b>
	Non-profit and public sources	Community Development Dept., City Manager, City Council	Annually issue, and ongoing.

<p><b>Program H(F-7) - Section 8 Program</b>  Work with San Mateo County Community Services and Housing Authority to provide Burlingame a proportionate share of Section 8 funds; distribute information about program to potential property owner and renter participants.</p>	<p><b>Eight Year Objective:</b>  <i>Current number of Section 8 units is 100. Attempt to increase by additional 20 units (total of 120 units).</i></p>		
	<p><b>Funding Source</b></p>	<p><b>Responsible Agency</b></p>	<p><b>Time Frame</b></p>
	<p>City funds; HUD Section 8 funds</p>	<p>Community Development Dept.,  City Manager</p>	<p>Ongoing</p>
<p><b>Program H(F-8) - First-time Homebuyer Program</b>  Continue to participate in cooperative CDBG agreement with San Mateo County to provide Burlingame residents with the opportunity to participate in the first-time homebuyer program (Mortgage Credit Certificate) funded by CDBG. Make first time home buyer information available on City’s website and hold public workshops to identify opportunities for those in need.</p>	<p><b>Eight Year Objective:</b>  <i>Obtain assistance for 15 Burlingame residents.</i></p>		
	<p><b>Funding Source</b></p>	<p><b>Responsible Agency</b></p>	<p><b>Time Frame</b></p>
	<p>CDBG funds, tax credits</p>	<p>Community Development Dept.,  City Manager, Council</p>	<p>Ongoing</p>
<p><b>Program H(F-9) - Zero-Net-Loss of Housing Units</b>  Amend the zoning code to require that when there is a loss of multifamily rental housing due to subdivision or condominium approvals, the project shall be required to provide 20 percent affordable housing units and/or provide displaced tenants with the first right to return to replacement housing units and to affordable housing units, subject to compliance with Measure T, the Burlingame Fair Property Rights Ordinance.</p>	<p><b>Eight Year Objective:</b>  <i>No loss of housing stock.</i></p>		
	<p><b>Funding Source</b></p>	<p><b>Responsible Agency</b></p>	<p><b>Time Frame</b></p>
	<p>City funds</p>	<p>Community Development Dept.</p>	<p>Within one year of Housing Element adoption.</p>

**Program H(F-10) – Housing for Very Low Income Households**

Explore opportunities to encourage development of housing for very low and extremely low income households through a variety of activities that may include:

- Examining the appropriateness of new housing types that can provide affordable options, such as junior second units and micro-apartments;
- Identifying grant and funding opportunities;
- Monitoring the availability of state cap-and-trade funding for affordable housing;
- Considering joint development opportunities with non-profit developers for projects that accommodate a wide range of income categories including very low income;
- Reaching out to housing developers and assisting them, where applicable, in preparing applications for affordable housing funding sources, which may involve feedback on their financial analyses, provision of demographic and land use data, and review of their funding applications;
- Offering additional incentives beyond the density bonus and inclusionary housing provisions; and/or
- Prioritizing a portion of fees, including potential residential and commercial impact fees, towards affordable housing.

**Eight Year Objective:**

*Explore the effectiveness and appropriateness of new strategies and incentives to promote housing for very low and extremely low income households on an annual basis.*

Funding Source	Responsible Agency	Time Frame
City funds	Community Development Dept.	Annual review

**Program H(F-11) – Anti-Displacement Strategies**

Acknowledge the problem of tenant displacement and convene a process to investigate mitigations and the obstacles to deploying them, including legislative barriers such as the Burlingame Fair Property Rights Ordinance (“Measure T”) and establish or modify strategies as appropriate.

**Eight Year Objective:**

*Conduct an annual review of the availability and effectiveness of anti-displacement strategies and programs.*

Funding Source	Responsible Agency	Time Frame
City Funds	Community Development Dept.	First review January 2015, and at least once per year thereafter.





## QUANTIFIED SUMMARY OF OBJECTIVES

As required by Section 65583 of the California Government Code, the goals, policies, and actions in this chapter seek to meet quantified housing objectives. Table VI-2 summarizes these findings, which result in a total estimated capacity of 1,066 housing units. Most of these units will be produced through new construction. Although the City expects to rehabilitate homes, some of these upgrades may not meet the definition of "substantial rehabilitation" as required under Section 65583. Planning staff consulted with the Building Official and Code Enforcement Officer and determined that no units within the city have been found to be unfit for human habitation.

**Table VI-2: Quantified Summary of 2015-2023 Housing Element Work Program**

<b>Income Category</b>	<b>ABAG Fair Share</b>	<b>New Construction</b>	<b>Rehabilitation**</b>	<b>Conservation***</b>	<b>Total</b>
Very low*	276	276	50	58	384
Low	144	144	45	50	239
Moderate	155	155	0	0	155
Above Moderate	288	288	0	0	288
<b>Total</b>	<b>863</b>	<b>863</b>	<b>95</b>	<b>108</b>	<b>1,066</b>

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

\*\*rehabilitation objectives through code enforcement/ rehabilitation loans (20) and potential fee waivers (75)

\*\*\*although no affordable units are currently at risk of conversion to market rate housing, the City has set objectives to maintain all current Section 8 units (100). Additionally, it is estimated that eight second unit amnesty applications would be approved based on past performance.



## **VII. Data Sources**

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City of Burlingame

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

CA Housing and Community Development

Census 1990, 2000, 2010

2011 US Census OnTheMap

2007-2011 American Community Survey

2009-2011 American Community Survey

CA Department of Finance, 2013

HOPE Homeless Census and Survey Final Report (2007)

Association of Bay Area Governments (ABAG) Projections 2013

21 Elements

- Housing and Urban Development CHAS 2006-2010
- Real Facts 2013
- San Mateo County Department of Housing
- Zillow Real Estate
- San Mateo County Association of Realtors
- Golden Gate Regional Center
- 2009 San Mateo County Homeless Census and Survey

1981 Flood Insurance Rate Maps, City of Burlingame



# Appendix

## City of Burlingame 2015-2023 Housing Element





## **APPENDIX A – WORKSHOP SUMMARIES**

### **1. Outreach Summary: Workshop #1**

The City of Burlingame hosted Workshop #1 of the Housing Element Update on March 18, 2014. The meeting convened at the Burlingame Recreation Center at 7:00 pm. The fifteen people in attendance were introduced to the Housing Element Update project. The workshop was structured as an informational session that highlighted the findings of the Housing Needs Assessment and covered demographics, housing needs, Burlingame's existing housing stock, housing affordability and the Regional Housing Need Allocation (RHNA) target for the City. Attendees were informed about the importance of the Housing Element being certified by the California Department of Housing and Community Development (HCD) and the necessary steps to adopt a certified Housing Element by the January 31, 2015 deadline. City staff answered questions that arose during the presentation and during the comments session after the presentation.

City staff fielded questions about several housing element requirements. Several questions related to the consequences of failing to certify a Housing Element and how smaller communities would be able to meet their RHNA. Although the presentation touched on the consequences of an uncertified Housing Element, City staff and the consultant expanded upon the legal challenges that would arise from noncompliance. Further, the RHNA numbers and the role of HCD and ABAG were discussed to clarify why the City needs to plan for its share of the regional housing needs allocation.

There were a number of inquiries regarding the process for identifying potential housing sites. Attendees asked whether existing single-family homes would be replaced with multifamily units, but staff replied that it was not recommending any changes to zoning designations. The opportunity sites analysis typically focuses on determining sites with development potential – these sites may be vacant, underused or have a potential for reuse, but in Burlingame do not require rezoning. An audience member expressed support for mixed use developments and felt a need for more development featuring residential units over ground-floor shops. City staff explained that mixed use development is indeed promoted in Burlingame, particularly in the Downtown and North Burlingame areas.

The rising cost of housing in Burlingame is a concern for residents. As stated by one of the attendees, there is increasing pressure that is driving up rents in the rental market. Those who can afford rents in Burlingame are concerned with rents rising beyond what they can afford. Others who want to be part of the community, who are working in the city but have lower incomes, will continue to be excluded as a result of chronically high housing costs. High rents can also force larger households into smaller apartments.

Attendees asked whether developers would be interested in building smaller units. City staff responded that there is a market for smaller units, as evidenced by a few projects in the Downtown that feature smaller units to comply with unit size regulations in the Downtown Specific Plan. Several projects featuring smaller units are under review as well. A member of the audience who works in affordable housing development confirmed that there is indeed interest among developers. Developers may look to develop affordable housing

projects but the project must be financially sound. Developing more units at smaller sizes is one method to create a more financially viable project. There is interest in smaller units among buyers, which makes it viable for developers to build units that cater to this market.

In responding to questions about tools that the City may use to promote the development of more affordable units, City staff raised the idea of fee generation through a variety of mechanisms. A nexus study is being prepared to determine the link between new development and the cost of housing. Other programs that are also being considered include linkage fees and impacts.

The meeting concluded with an invitation to attend the next community meeting to discuss opportunity sites.

## **2. Outreach Summary: Workshop #2**

The City of Burlingame hosted Workshop #2 of the Housing Element Update on May 20, 2014. The meeting convened at the Burlingame Recreation Center at 7:00 pm. Twelve people who were in attendance listened to the presentation of potential housing opportunity sites, program accomplishments and strategic approaches in developing housing programs. The workshop was structured as an informational session that encouraged audience members to ask questions and make comments about sites and programs.



City staff explained that many sites were carried over from the existing site inventory in the adopted Housing Element. Maps of these sites, as well as newly proposed sites, were shown to residents on maps in a PowerPoint presentation. The new sites were highlighted in colors that distinguished them from the previously identified sites to show the relative locations of all housing opportunity sites that are proposed for the 2015-2023 Housing Element. The majority of sites were concentrated in North Burlingame and Downtown Burlingame.

### **Sites**

After City staff went through these sites, attendees asked a few questions about specific sites that were included and wondered whether other sites could be included:

- Peninsula Hospital area:  
Located in North Burlingame, this area could accommodate new housing in the City. An audience member stated that the area around Peninsula Hospital used to be affordable to seniors but is now too expensive. She wondered whether there was a way to make housing affordable to keep people in their homes. Staff replied that new development at the site would be required to meet the City's affordability requirements, but that plans are only conceptual at this point.
- North Burlingame area, office buildings:  
One attendee believes that some of the sites in the North Burlingame area seem to be neglected in terms of new development. Staff noted that there are a number of



individual property owners in the area, which makes it difficult to consolidate parcels and gain efficiencies of scale with larger parcels. Older office buildings are still being rented out, and many long-term property owners do not want to put their properties on the market.

- East Burlingame/ Burlingame Bayfront:  
The movie theater site was not included in the housing opportunity sites inventory, but was a location that an audience thought might warrant some consideration. Staff stated that the zoning would need to be changed in order to accommodate housing, and that the current update was not focusing on zoning changes. However the City's upcoming General Plan update will provide an opportunity to reconsider land uses and would provide a better venue for considering changes to sites that the community thinks would be better utilized, including the Bayfront area. In terms of physical constraints, the lack of services near the site to support housing development is an existing challenge and will require more planning and investment if it were to become a residential location.
- Burlingame Plaza:  
A question arose about changes to Burlingame Plaza. Zoning allows changes to Burlingame Plaza but owners are pursuing a remodel instead. The shopping center is split into multiple parcels, so it is difficult to coordinate a project.
- Other:  
One attendee was interested in assisted living projects that may be developed. A Sunrise Senior Living assisted living project has resumed construction in North Burlingame after being dormant for several years. There is also an application under review for an additional assisted living project on a nearby site.

### **Affordable Housing**

City staff and attendees discussed opportunities for affordable housing development in Burlingame. Affordable housing is often located near amenities such as transit, senior centers, and parks. Burlingame's BART and Caltrain stations can provide housing units with great access to public transportation. Sites with the potential to support affordable housing development are ones that meet eligibility for State and Federal funding, with transit proximity as a common requirement.



### **Second Units**

Questions and interest about second units were discussed, including the definition of second units, restrictions and applicability towards the RHNA. In brief, City staff stated that second units count towards the RHNA and are defined as independent dwelling units occupying the same lot as a primary unit. There are provisions in the zoning code which allow new second units on certain lots in Burlingame, subject to performance standards to make sure the units are compatible with the neighborhood.

### **Organizations**

Attendees and City staff had conversations about organizations that can help the City and residents in the provision of affordable housing options for all residents.

- Neighborhood Housing Services of Silicon Valley is an affordable housing resource  
It manages Burlingame's affordable housing programs, however the number of affordable housing units in Burlingame is still relatively small.
- Human Investment Program opportunities  
Human Investment Program (HIP) connects people to affordable housing options, including a homesharing program linking people in need of housing with people who have space in their homes. The homesharing program is mentioned in the Housing Element and the City will continue to monitor the affordable housing alternatives managed by HIP. While home sharing is not counted towards RHNA targets, it provides a valuable option for meeting housing needs of the community.
- Center for Independence of Individuals with Disabilities as an additional local resource  
City staff has conducted outreach with the Golden Gate Regional Center, which provides services to persons with disabilities in the region encompassing San Mateo, San Francisco, and Marin counties. In expanding outreach to persons with disabilities, staff will also reach out to other local resources including the services provided by the Center for Independence.

The meeting concluded with an invitation to attend the Planning Commission meeting to discuss the public review draft of the Housing Element.