

# HOUSING ELEMENT

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# **EXECUTIVE SUMMARY**

## **INTRODUCTION**

By state mandate each city and county in California is required to plan for the housing needs for its share of the expected new households in the Bay Region over the next five years as well as for the housing needs of all economic segments of the city's population. This planning will be done in Burlingame by updating the city's 1994 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 program included in this document evolved from the participation and experience of over 180 local residents and representatives of agencies which provide housing and other social service assistance to city, county and regional residents. (See Pages H-5 –H-8)

## **PROFILE OF THE COMMUNITY**

Research on the Burlingame community since 1994 identified some themes of change. While the city's total population has remained fairly stable over the past 40 years there has been an increase in ethnic diversity and number of children living at home as well as decrease in the city's elder population. The proportion of the population in the labor force and their type of employment have remained constant over the decade; while the median household income increased 61%. However, the cost of housing doubled over the same decade. More than half the city's housing stock is over 40 years old; but despite its aging the city's housing stock is well maintained as exemplified by the number of building permits issued for improvements during the planning period. (See Pages H-9 – H-24)

## **HOUSING DEVELOPMENT ISSUES**

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 which increases both processing time and cost of new residential development. Since, like our San Francisco Peninsula neighbors, the city is essentially "built out" land and construction costs drive up the cost of housing. While energy is a critical parameter to future growth throughout California today, the city has been aggressive in implementing local conservation and recycling legislation as well as disseminating information on energy conservation programs offered by other agencies. (See Pages H-25 – H-45)

## **EVALUATION OF THE 1994 HOUSING ELEMENT**

There were three key programs which were the most successful in implementing the goals and policies of the 1994 Housing Element. These include the following: 1) adoption of a second unit amnesty program which allows nonconforming second units which meet certain criteria to become a permanent part of the city's housing stock; 2) implementation of residential design

review to provide for maintenance of the existing housing stock; and 3) rezoning of certain commercial properties with a residential overlay zone to allow construction of high density residential uses. These successful programs are being used as a basis for development of the 2001-2006 work program where it is proposed that: 1) the second unit amnesty program be expanded to include more eligible properties; 2) apply the residential overlay zone to a wider area; and 3) build on successful partnerships with non-profit housing developers. (See Pages H-46 – H-51)

## **COMMUNITY RESOURCES**

From a land use point of view Burlingame can be considered “retro”. The City began as a “transit village” at the Burlingame Train Station (now designated a State Historic Landmark). Later the city annexed the Broadway train station and the “transit village” adjacent to it. In 2000 a decision was made to build a new transit hub in Millbrae on the city’s northern border. Because the land area of Burlingame is primarily built-out, new housing opportunities will have to replace existing development. In the proposed planning program the key sites for residential reuse follow the “transit village” pattern of our past, and build on the new transit access opportunities offered at the northern end of the city. The sites identified in the planning program near transit hubs are at the north end of Burlingame near the new BART station in Millbrae and near the Broadway and Burlingame train stations; sites in transition areas selected to improve the compatibility between residential and other land uses are located near the Burlingame Avenue Commercial District, along Rollins Road south of Bloomfield and on the south side of the Northpark Apartments. The site selection program evaluated residential densities and affordability and these opportunities were influenced by proximity to transit hubs. An infrastructure study and program confirmed that collection and processing facilities are in place to support these programs. (See Pages H-52– H-68)

Implementation of the 1994 Housing Element demonstrated the effectiveness of using local legislation to achieve housing policy. The single family residential design review process effectively conserved neighborhood character while supporting maintenance of an older housing stock. The Second Unit Amnesty program for conserving as affordable housing older second units in the single family zoned areas was established and actively implemented. Commercial properties were converting to housing in areas where residential uses were encouraged with overlay zoning. Through code enforcement on a multiple family project a mechanism for retaining affordability through a local non-profit housing provider was forged.

## **COMMUNITY OPPORTUNITIES**

To insure the best opportunity for accomplishing the city’s fair share need of 565 dwelling units, the proposed action program for the 2001-2006 Housing Element builds on the successes of the 1994 work program. The most effective programs which form the basis of the 2001-2006 work program include: legislative (zoning) incentives to build housing and affordable units; continuation of existing effective programs for housing maintenance and affordability such as second unit amnesty and design review; code enforcement; and developing successful partnerships with non-profit housing providers. (See Pages H-69 – H-72)

## **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 2001 and 2006. The Housing Element is unique because a quantified five year work program is required. Each action program also has a specified time frame. These requirements form the basis of the annual progress report the city give to the City Council and state. (See Pages H-73 – H-89)

# **INTRODUCTION**

## **BACKDROP**

The City of Burlingame is a community of 28,100 located roughly in the center of the San Francisco Peninsula. Two of the five square mile area of the City is located in San Francisco Bay and protected from development. The City adjoins San Francisco International Airport, a major regional focal point and employer. An extension to the Bay Area Rapid Transit (BART) system is currently under construction just north of Burlingame's city boundary; within a third to half mile of developed areas of Burlingame.

Burlingame began as a "transit village", actually two such villages. The City got its start in 1908 at its two railroad stations, the main station at Burlingame Avenue and a secondary station at Broadway (annexed later). The city's civic center and largest commercial area focused on the Burlingame Avenue station and was quickly surrounded by single-family houses and summer cottages. The same was true for Broadway's more neighborhood oriented commercial district. In the 1920's, as the city grew, the single family houses closest to the civic center/downtown area were replaced with multiple family buildings. This pattern has continued. Today 51% of the city's residential development is in multiple family buildings, grouped around the train stations and along the major transit corridors, including El Camino Real (State Route 82) which carries buses the length of the Peninsula. Because of the city's location and its access to a variety of types of regional transportation including San Francisco International Airport and to major employment centers, it is not surprising that 52% of the city's housing stock is rented.

Burlingame is physically built out. Because there is no place to grow, Burlingame's population grew by only 5 percent in the past decade. Most of the physical growth since 1994 (dwelling units) can be attributed to in-fill development, primarily replacement of single family houses with apartment or condominium buildings located in transportation corridors or in areas proximate to the city's train stations. But while the total population did not change much, the proportion of the city's residents over 60 and under 18 shifted significantly, which affected the turnover and remodel/replacement of the city's older single family housing stock.

## **THE HOUSING ELEMENT**

Each city and county in California is required to plan for the housing needs of all economic segments of its population. Article 10.6 of the Government Code sets forth requirements for a Housing Element, one of the seven mandatory elements of a local general plan. The substantive requirements for a housing element are set forth in section 65583 of the code. Recent amendments to the code require communities in the nine Bay Area counties to update their Housing Elements by December 31, 2001.

The law sets out 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 Association of Bay Area Governments (ABAG). Local governments are also directed by the code to address

this need 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.

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

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 (2001-2006). 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 2001-2006 Burlingame Housing Element is included in this report as its own section.

### **Research Resources**

Burlingame's current Housing Element was prepared in 1994. It was certified by the California Department of Housing and Community Development (HCD) that year. The present document is an update of the 1994 Housing Element. This updated element uses population data from the 1990 and 2000 US Census; housing and employment data from the 1990 census; income data from the 1990 Census and State Department of Housing and Community Development; projections from the Association of Bay Area Governments Projections 2000 forecasts for the San Francisco Bay Area; ABAG's Certified Final Regional Housing Needs Determination (RHND) Allocation, March 15, 2001; and current local attitudes and opportunities related to housing collected from local sources as referenced in the text. A list of all the data sources used in preparation of Burlingame's 2001-2006 Housing Element is included at the end of the document. (See Data Sources Section, Page H-68)

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

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

Together the other elements of Burlingame's general plan establish goals, policies, objectives and actions that affect housing. These other elements establish 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. Areas of the city are identified as having potential for medium high residential density include areas around the periphery of the Burlingame Avenue-Park Road center (including Subarea C of the Burlingame Avenue Commercial Area), around the Broadway shopping center, and as a part of the complex of actives in the Burlingame Plaza area (north end of Burlingame). Areas having potential for high density residential development are identified between Rollins Road and Carolan, as well as on the north and south sides of the Burlingame Avenue Commercial. Area. The areas identified for future housing development in the 2001-2006

Housing Element are consistent with this planned pattern of residential development. 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.

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.

## **CIVIC ENGAGEMENT**

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

All meetings to develop the 2001-2006 draft of the Housing Element were advertised widely, not only to local residents and organizations but to all non-profit housing providers, many union representatives and members of the development community. Among the agencies and organizations were: the Home Builders Association, Shelter Network, Call Primrose Center, Interfaith Hospitality Network, MidPeninsula Housing Coalition, Center for Independence of the Disabled, Habitat for Humanity, Human Investment Project, Burlingame Lions Club, HIP Housing, Supportive Housing Workgroup of SMC, Green Belt Alliance, NP Housing Association of Northern California, Housing Leadership Council of San Mateo County, and the Peninsula Policy Partnership. In addition, 180 Burlingame residents and business people were contacted directly and regularly notified of meetings and opportunities to participate.

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

## **PREPARATION OF THE HOUSING ELEMENT**

The Housing Element was prepared in house by City Planning Department staff with technical assistance provided by Jeff Baird of Baird + Driscoll Planning Consultants. Staff has spent more than 500 hours of time preparing the Housing Element at a cost of approximately \$47,000.00 (including staff time, public notices, document printing and consultant fees).

The Housing Element programs were developed building on the lessons learned through the implementation of the 1994 Housing Element and by widening the scope of the successful Housing Element programs.



## **PROFILE OF THE COMMUNITY**

### **Key Findings:**

- ❑ **Population:** Over the past 40 years, Burlingame's total population has remained fairly stable, but there has been an increase in diversity of the population and number of children, and a decrease in the elderly population.
- ❑ **Employment:** Burlingame's resident labor force and type of employment has remained stable over the decade; and the median household income has increased by 61%.
- ❑ **Housing Characteristics:** The cost of housing in Burlingame has more than doubled in the past decade. More than half the housing stock in Burlingame is over 40 years old, but despite its aging, the city's housing stock is well maintained as exemplified by the number of building permits issued for improvements during the planning period.

### **BURLINGAME TODAY**

#### **The Residents**

Burlingame's resident population only started to grow recently. The City's 28,158 population in 2000 is only 3 percent larger than its 1970 population.<sup>1,2</sup> The Association of Bay Area government's projections anticipate, however, that the city will continue to grow, reaching a population of 31,500 by 2010.<sup>5</sup>

With the turn toward growth, other aspects of the city's resident population have also changed since 1990:<sup>1,2</sup>

- ❑ the population has become more diverse, with almost one-quarter (23.1%) minority;
- ❑ an increase in children under 18 to 19.2%, with almost a quarter of these under 5 years of age in 2000;
- ❑ a notable decrease (from 23.6% to 19.1%) in the number of residents over 60; and
- ❑ with the median age of Burlingame residents of 38.4 years, the city population is still older than that of San Mateo County (36.8 years).

Burlingame's residents live in 12,869 dwelling units, 51% of which are in multiple family structures and 52% of which are rented.<sup>9</sup> The City's household characteristics reflect the more urban flavor of this "suburban" community.<sup>1,2</sup>

- ❑ the average household size in owner occupied units (single family or multiple family condominium) is 2.58 persons; the average household size of rental units is 1.87 persons;

- ❑ the average number persons living in each household in Burlingame is 2.21, while the average in San Mateo County is 2.74 persons;
- ❑ just over half (55%) of the households in the city are families; and 7.7% of these family households are headed by single females, 45% of whom have children under 18 living with them;
- ❑ while overcrowding was minimal in Burlingame (1.4 to 1.8%) through the 1980's, in 1990 the census identified 3.7% of the city's dwelling units to be overcrowded, (33 units owner occupied and 425 units renter occupied);
- ❑ vacancy rate is one measure of housing demand, in April 2000 Burlingame's residential vacancy rate was 2.8%, compared to San Mateo County's 2.5% and the Bay Area Region's 3.5%; and
- ❑ in 2000 vacancy rates among owner occupied units was less than 1 percent (0.4%) and among rental units was 2.2%, indicating the strong demand for homeownership, even though the majority of the city's housing stock is rental.

Like the population, the City's resident labor force and type of employment was stable through most of the 1990's. While the new century has brought indications of growth along with unexpected economic challenges that may significantly affect the validity of the projections, available data provides some insights.

- ❑ 17,660 of the City's 28,158 residents are employed, with an average unemployment rate for the decade of the 90's of 2.8%;<sup>3</sup>
- ❑ between 1990 and 2000 the median household income as noted by HCD for San Mateo County increased by 61% from \$46,437 to \$74,900 from 1990 to 2000;<sup>16</sup>
- ❑ the majority of the City's residents were employed in the service (34.8%), trade (22.1%) and finance (12.6%) sectors of the economy in 1990;<sup>2</sup>
- ❑ ABAG projected in Projections 2000, 960 new jobs in Burlingame by 2005, which will result in generating a housing demand for 303 dwelling units; and<sup>5</sup>
- ❑ the City's major employers are Peninsula Hospital (2,555 employees), the city's 6 major hotels (1,525 employees), and two food processing businesses (430 employees); the vast majority of businesses located in Burlingame employ fewer than 100 people.<sup>13</sup>

### **Housing Characteristics**

The late 1990's was a "boom" period for new construction and residential remodeling in Burlingame.

- ❑ in 2000 there were 12,869 housing units in Burlingame;<sup>9</sup>
- ❑ over two-thirds (65.8%) of the city's housing units are more than 40 years old (8,022), built before 1960, and almost a third (32%) are more than 60 years old (4,041);<sup>9</sup>
- ❑ between 1994 and 1999, 152 housing units were added to the city's housing stock. Of these new units 102 were in multiple family structures and 2 were single family;<sup>9</sup>

- ❑ based on building permit activity in 2000, almost 8% of the city's housing stock was issued a building permit to make maintenance repairs or improvements that year alone;<sup>9</sup>
- ❑ the median cost of a single family house in Burlingame doubled from 1990 to 2000 from \$302,516 to \$811,418; the median cost of a residential condominium increased from \$186,083 to \$382,005 in the same time period;<sup>8</sup> and
- ❑ average monthly rent in 2000 was \$1,950; the median gross rent reported in the 1990 Census was \$729.<sup>4</sup>

## **HOUSING NEEDS ASSESSMENT**

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

### **Household Conditions**

*Households by tenure:* The majority of Burlingame residents are renters. In 1990 the census showed 6,457 householders were renters and 5,872 householders were owners. This means that in 1990 of the 12, 329 occupied units, 52% were occupied by renters. Because the family size of those living in rental units is smaller (1.82 persons), only 44% of the City's 1990 population lived in rental units. The 1990 census also showed that 79% of renters in the city lived in buildings with 3 or more units; 17% of the renters lived in single-family homes. More than half (55%) the renters in 1990 were between the ages of 25 and 44, and almost half (49.9%) lived alone while 31% lived with one other person. In the 2000 census it is noted that the average household size for rental units in Burlingame is 1.87, which is not a significant change from 1990's 1.82 average household size.

The demographics of homeowners in 1990 were different from that of renters. Over a third (38.6%) were over 65 years of age and only 8.5% were 25 to 35 years of age. Another 21.5% were 35 to 44 years of age. The average number of people per household among homeowners was 2.48. The 2000 Census shows that the average number of people per household for homeowners has increased to 2.58.

Between 1994 and 1999 Burlingame has added 117 new residential units; of these 31 (27%) have been multiple family rental units.<sup>9</sup> Some of the residential condominiums built early in the decade were held by the developers and used as rental income properties; however, this trend stopped early on. Because of a strong real estate market in the most of the 1990's, it is assumed that the remaining 101 residential condominium units are now owner occupied.

*Overcrowding:* For those living in the city's rental units in 2000, the average monthly rent was \$1,950, compared to a median reported gross rent in the 1990 census of \$726.<sup>4</sup> This represents an increase in rents of more than 150% over the decade. Such increases in rents can result in more people sharing space and an increase in overcrowded units, e.g. more than one person per room in a dwelling unit. However, if one compares average household size of owner-occupied and renter-occupied units in 1990 to 2000, the household sizes are similar. In 1990 the average household size for an owner-occupied house was 2.48 persons compared to 2.58 persons in 2000. In 1990 the average household size for a renter was 1.82 persons and in 2000 it was 1.87 persons. These numbers indicate that overcrowding as a housing problem has not increased significantly in Burlingame over the decade. Using the measure of more than one person per room for overcrowding, there were 458 overcrowded residential units in Burlingame in 1990. Given the similarity of average household size between 1990 and 2000, and projecting this number by the 5% growth in the City's population, 480 seems to be an acceptable target number for overcrowded units for the 2001-2006 Housing Element.

*Affordability and Eligibility for Housing Assistance Programs:* In 2000 the Association of Bay Area Governments published a projection of mean household income for Burlingame. Based on these figures (\$81,700) the incomes of half the households in the city qualify as moderate income e.g. annual income of 120% of San Mateo County median (\$74,900). In fact the upper limit on the moderate income category is \$89,900.

Among the groups in San Mateo County whose incomes are commonly below the median income for the county are:

**Very Low Income**

Retired Couple (monthly income \$1692)

Couple, employed full time at minimum wage (monthly income \$2167)

Preschool teacher (monthly income \$1935)

**Low Income**

Secondary School teacher (monthly income \$3,614)

**Source:** State of California, Occupational Employment Statistics Survey, Fourth Quarter 2000.

Affordability is a critical issue in housing need. When people cannot afford housing they double up (with more than one family or multiple roommates in a unit) and units become overcrowded or they make long commutes to work from areas where housing is more affordable. Life style is also an issue in affordability. If it takes two adults to pay the rent, and one wishes to stay home with the children; the family may have to move to afford the rent. This may mean a change in employment location as well because the cost of commuting can exceed the difference in rent.

A broader look by industries located in Burlingame shows annual average pay for workers. The California Employment Development Department publishes information by county on the employment and wages of various business and industry groups. The most recent of this data for San Mateo County is for 1997. The data is presented by number of employees and average annual pay by industry. A review of the data show that a number of industries providing services that are significant in Burlingame's economy have average annual pay for employees in the very

low and lower income level. Types of employment ranking the among very low income level (50% of county median income) are:

- Hotel/Motel employees
- Beauticians/Barbers
- Secretaries
- Building Maintenance workers
- Car Rental business employees
- Amusement and Recreational service workers
- Nursing care facilities workers
- Day care providers.

Among types of employment ranking in the lower income level (80% of county median income) are:

- Private elementary and secondary school teacher
- Dental office workers
- Car leasing
- Auto Repair
- Public elementary and secondary school teachers

Income levels are defined by size of household as well as percentage of county median income earned. In San Mateo County the median income in 2000 was \$74, 900. A single low income person could earn \$26,200 and a family of four, \$37,450 a year to qualify. A lower income individual could earn \$40,800 a year and a family of four, \$58,300 a year and qualify. A very low income family of four can afford \$936 a month in rent; a single person \$655. A lower income family of four can afford \$1457 a month in rent; a single person \$1020.

It is clear that many of the workers we depend on both in terms of the city's economic base and for our quality of life in Burlingame cannot afford housing in the city, rental or homeownership. Moreover, some professions thought of as being "well or highly paid" may have adequate incomes for individuals or couples; but become low or moderate income when stretched to cover the costs of a family of four. For example, the average annual wage in the computer programming business in 2000 was \$80,475. If that income were stretched to cover a family of 4, the family would be considered "moderate income" earning less than 120% of the San Mateo County median income of \$74, 900.

*Households overpaying:* While not located in the heart of Silicon Valley, Burlingame's location with easy access to San Francisco and San Jose, adjacent to San Francisco International Airport, has caused the housing stock to experience an unprecedented increase in owner value and rental cost between 1990 and 2000. The 1990 Census shows the median value of an owner occupied house in Burlingame to be \$461,800. The Sustainable San Mateo County yearly report card shows the median sales price of a single-family house in Burlingame in 2000 to be \$811,418. This indicates an increase in value of more than 75% over the decade. Rental housing, 52% of

the units in the city, has increased in cost to the renter over the decade by an even greater proportion. The median gross rent in 1990 was \$726 compared to the average monthly rent reported in the Sustainable San Mateo County Report Card for the year 2000 of \$1,950; a 169% increase.

**Table H-1 - HOUSEHOLDS OVERPAYING FOR HOUSING IN BURLINGAME 2000**

	1990	%	2000	%	% Change
<b>Total Population</b>	26,801		28,158		5%
Over 65	5,167	19%	4,287	15%	-17%
<b>Total Occupied Housing Units</b>	12,329		12,511		
Homeowners	5,872	48%	5,987	48%	2%
Under 65	3,608	61%	4,109	69%	14%
65 and Over	2,264	39%	1,878 <sup>1</sup>	31%	-17%
Homeowners Overpaying	1,373	23%	1,400	23%	2%
Under 65	1,166	85%	1,228	88%	5%
65 and Over	207	15%	172 <sup>1</sup>	12%	-17%
Renters	6,457	52%	6,524	52%	1%
Under 65	5,462	85%	5,698	87%	4%
65 and Over	995	15%	826 <sup>1</sup>	13%	-17%
Renters Overpaying	1,853	29%	1,872	29%	1%
Under 65	1,216	66%	1,344	72%	11%
65 and Over	637	34%	529 <sup>1</sup>	28%	-17%

<sup>1</sup> "Over 65" rows all assume Over 65 homeowners and renters decline as total Over 65 population declined from 1990 to 2000.

**Source:** Burlingame Planning Department 1990 and 2000 Census, Fall 2001

Using U.S. Census data for 1990 and 2000 as shown on the Households Overpaying for Housing in Burlingame 1990 and 2000 Table, it is estimated that 26% of Burlingame's household population is paying more than 30% of their gross annual income for housing. More renters, 29% (1,872 households) are overpaying than homeowners, 23% (1400). Because of the limited 2000 Census information on housing available, these estimates have been derived from 2000 data available and trends evident in the 1990 census, adjusted by the change in Burlingame's population over 65<sup>1</sup>.

<sup>1</sup>The Association of Bay Area Governments (ABAG) published a report entitled Regional Housing Needs for the Bay Area, 2001-2006 Housing Element Cycle (June 2001). Table F-6 in Appendix F of this report provides information on low-income households overpaying for housing in San Mateo County. The table indicates that out of 1240 total low-income homeowners in Burlingame, 384 of them are overpaying for housing (31%). Out of the 2772 total low-income renters in Burlingame, 1256 are overpaying for housing (45.3%) However, this information from ABAG was based on 1990 Census data for income levels. The above analysis also takes into account more recent income information available from other sources and 1990 data has been adjusted by trends evident from the available 2000 Census data on population.

### *Homeowner Profile*

Most of the homeowners in Burlingame have lived in the city a long time and purchased their houses many years ago. The 1990 census shows that over a third of the owner occupied units in the city have no mortgage; and 57.6% of the homeowners in the city had lived in their houses more than 10 years. In 1990 a much smaller proportion of the 5872 homeowners had just moved into Burlingame; in 1990, 6.8% of the homeowners had lived in the city less than a year. Another striking fact about homeowners in Burlingame in 1990 was their age. Over a third (38.5%) were over the age of 65. Many of these elder residents live on fixed incomes and as housing values rose over the decade, sold their homes. High rents in Burlingame and on the Peninsula discouraged many from staying in the area. This is reflected in the 17% decrease in Burlingame's elder population over the decade.

A small but significant portion of Burlingame's homeowners, often overhoused, are the large families e.g. those families with 5 or more persons per households. The 1990 Census shows that 391 large families owned homes in Burlingame. Projecting the number of large families by the 5% growth in the city's population; there would be 410 such large families owned homes Burlingame in 2000.

### *Renter Profile*

The dramatic increase in the cost of rental units in Burlingame, a city with 51% of its housing in multiple family units and 52% of its housing units rented, is most notable. As reflected in the change in rents, the city's rental market has also changed its niche, with the median rents in the city in 2000 moving from affordable-to-moderate-income-wage- earners to market rate. At the time the 1994 housing element was adopted, a large share of rental units in Burlingame were affordable for households with moderate incomes. Since 1994 rents in the city have risen and are no longer as affordable. At today's rents, the typical single individual who rents in Burlingame will have to have an employed roommate to avoid paying more than 30% of their income for housing. Over the decade only 31 multiple family rental units were added to the city's housing stock.<sup>9</sup> Therefore, most of this rental increase occurred in the city's older rental housing stock, affecting long-term renters the most.

Tenure among renters is strikingly different from homeowners. In 1990, a third (35.9%) had lived in the city less than a year and another third (37.1%) had rented in Burlingame 5 years or less. Only 4% had rented housing in the city for twenty years or more.

The most cost sensitive group of long term renters are the elderly population living on fixed incomes. In 1990, 15.4% (992) of the city's renters were over the age of 65; and over a quarter (26.6%) of the city's residents received social security income. The elder population of the city declined 17% between 1990 and 2000. One of reasons was the financial incentive offered by the dramatic increase in the value of owner occupied housing. This probably resulted in departure of more of the elderly homeowners than long-term elderly renters. The projected number of elder

renters in the city in 2000, is 826. Of these elder renters 526 are estimated to be overpaying e.g. paying more than 30% of their gross annual income on housing.

Another group of renters that frequently overpays for housing is larger families, households with more than five members. In 1990 there were 273 large family households in Burlingame who were renters. Over the decade the city's population grew by 5%. It is estimated that the number of large family households increased by the same percentage. Further projecting owner and renter proportions based on 1990 trends; it is estimated that 413 of these larger families are homeowners and 287 are renters.

### **Housing Stock Conditions**

*Housing units by type:* There are 12,869 dwelling units in Burlingame (2000 US Census). Of these 51%, 6,563 units, are multiple family (more than one unit per structure) and 6,306 are detached single family houses on lots varying in size from 3,500 SF to 10,000 SF plus. The typical lot size in the city is 5,000 SF.

With 48.4% of its housing stock in single-family residential units, Burlingame was the only city in San Mateo County with less than one-half its housing stock in single-family units in 1990. Construction in Burlingame since 1990 has been dominated by multiple family units. Between 1994 and 2000, 117 dwelling units were added in Burlingame; and all, except 2 of them, were multiple family.<sup>9</sup> So if anything, the predominance of multiple family units in the Burlingame market has increased over the decade.

*Housing units in need of repair or replacement:* Overall the high demand for living units in Burlingame has insured an unusually high level of maintenance for both structures with multiple family units and for owner occupied and rented single-family houses. Over half (57.6%) of the city's multiple family rental housing was built between 1950 and 1979; 20% was built before 1939. Given their convenient location to transit terminals with regional access for the great majority of these multiple family units, eleven of these rental units are in high demand as indicated by a 2.2 % vacancy rate in 2000. These apartment units are generally occupied by single workers or couples who commute to San Francisco or older, retired men and women who wish to live near shopping, regional transportation and community activity centers. All of these units have been well maintained, with only a few structural code enforcement actions a year.

Single-family housing is in greater demand than apartments in Burlingame. The vacancy rate among owner occupied units in 2000 was less than one percent (0.4%). The great majority (89%) of Burlingame's single-family homes were built before 1970. In fact, 46.7% were built before 1939; and over three quarters (78.7%) were built before the City's last major single-family tract, the Mills Estates, was developed in 1960. Given their location with good regional access, a superior school system, and sunny weather, all of the city's single-family housing units have maintained or increased their value. Because of the substantial increase in value over the decade



of the 1990's, many owners of older houses have reinvested their increased equity back into maintenance and remodeling. In 2000, building permits for maintenance or remodel improvements that required up grade to current building/fire code requirements were issued to 4.8% of the residential dwelling units in the city. Between 1994 and 1999 a yearly average of 6.25% of the total residential units in the city were issued permits for maintenance, remodel or improvements.

The city's code enforcement officer's annual reports for the past five years (1996-2001) indicate that he pursues 3 to 4 residential health and safety nuisance abatements a year including both single and multiple family units. Over a 5 year period this would represent 20 dwelling units with severe health and safety problems. His experience is that because of the size of Burlingame's older population (19%) and the fact that these older residents are frequently the original owner of the structure, these code enforcements are often maintenance issues which arise from age, illness and lack of economic resources of the property owner. There are no homes in Burlingame that need replacement due to dilapidation.

### **Special Needs Groups**

The state mandates that the housing needs of special groups within the Burlingame resident population also be addressed in the city's housing policies and programs. These groups with special needs have been identified as: the disabled, the elderly, female heads of households, the homeless, large families, service workers and public employees, and farm workers. The housing needs of each of these groups are evaluated below for the purpose of identifying appropriate program assistance.

*Disabled:* The group documented in the 1990 census whose housing needs are most likely not to be met by the nursing facilities already provided in Burlingame are the residents with no work disability but with a mobility and self care problem. In 1990 there were 534 such city residents; of these 301 were between 16 and 64 year of age and 233 were over 65 years of age.

The 1990 census also provides some profile of the disabled residents in the city; and those residents most likely to be disabled are our elders. In 1990, 2,177 (8.1%) city residents were sufficiently disabled that they could not work and 842 (3.1%) had a disability that impaired their mobility. Of these two groups 60% (1,313) of those who were sufficiently disabled that they could not work were over 65 and 83% (703) of those with a mobility impairment were over 65. Between 1990 and 2000, Burlingame's elder population (65+ years) declined by 880 from 19.2% to 15.2% of the city's population. The 2000 population over 65 in Burlingame is 4,287. Because of this decline in the number of residents over 65, using the 1990 numbers as the basis for quantifying the care and housing needs of Burlingame's disabled population seems appropriate. Assuming disabled persons do not live together, the city would need 534 accessible living units for disabled persons in the work force.

Currently there are 521 nursing home beds in Burlingame, 60 licensed spaces in small group assisted living facilities, 90 assisted living units in a retirement home, and 371 nursing home/convalescent care licensed beds. Two of these facilities have been built since 1994 and provide 72 licensed beds for Alzheimer patients. These facilities support the needs of the city's more fragile, disabled elderly and younger residents who might need transitional assistance from the hospital.

*Female Heads of Household:* The number of female heads of household in Burlingame has decreased over the last ten years, as has the proportion of them with school age children at home. Census 2000 shows that 7.7% of the total population are female heads of household (967 households); with 45% (436 households) of these having children under 18 years of age at home. In 1990, female heads of household represented 13.7% of the population (1689 households), and 40% (676) of these had children under 18 years of age living with them.

Even with a reduction in the proportion of the city's population that are female heads of household, there remains a need to provide suitable housing for these 967 households. However a priority should be placed on those 436 households with children under 18 living at home.

*Large Family Households:* Another group that frequently has difficulty finding housing and overpays for it is larger families, e.g. households with five or more members. In 1990 there were 666 large family households in Burlingame. Of these, 59% were homeowners and 41% renters. Over the decade the city's population grew by 5%. It is estimated that the number of large family households increased by the same percentage. This would mean that there were 700 large family households in the city in 2000. Further projecting owner and renter proportions based on 1990 trends; it is estimated that 413 of these larger families are home owners and 287 are renters. Based on 1990 Census data, it is estimated that 23% of the city's homeowners are overpaying for housing in 2000; and 29% of the renters are overpaying. Extrapolating these proportions to large family households, 95 large family households who own their own homes are over paying for their housing in 2000. Among renters, 83 large family households who rent in Burlingame in 2000 are overpaying.

**Table H-2: Estimated Large Family Households and Large Family Households Overpaying by Tenure in Burlingame in 2000**

<b>Total Households</b>	12,511
Overpaying	3,272 (26%)
<b>Owner Occupied Households</b>	5,987
Overpaying	1,400 (23%)
<b>Large Family Owner Occupied Households</b>	413 (7%)
Overpaying <sup>1</sup>	95
<b>Renter Occupied Households</b>	6,524
Overpaying	1,874 (29%)
<b>Large Family Renter Households</b>	287 (15%)
Overpaying <sup>2</sup>	83

<sup>1</sup> Overpayment estimate is based on proportion of all owner occupied units overpaying projected from 1990 (23%).

<sup>2</sup> Overpayment estimate is based on proportion of all renter occupied units overpaying from 1990 (29%).

*Homeless:* The Sustainable San Mateo County's Annual Report 2001 estimates that in 1998 there were 4,545 homeless persons in San Mateo County. Of these homeless, 3,694 were adults and 851 were children. The total number of homeless has not increased significantly since the 1994 count, which totaled 4,499 persons. However, this count does not include "doubled-up" households: those where potentially homeless persons are living with family or friends. The report indicates that the number of doubled-up households in San Mateo County has increased from 613 persons in 1996 to 18,769 persons in 1998.<sup>4</sup>

Because the homeless are generally a mobile population, it is difficult to count the number of homeless by city. The Call Primrose Center in Burlingame, an agency that provides social service assistance, estimates that there are 5 permanent homeless residents in the Burlingame in 2001. The 1990 Census recorded 2 visible homeless persons in the city. Data from the San Mateo County Interfaith Hospitality Network, which provides housing for five homeless families with children on a rotating basis at local churches (three in Burlingame) and whose administrative headquarters are in Burlingame, indicates that the category with the highest risk of homelessness is female-headed single parent households.<sup>12</sup> They note that the main causes for homelessness are the break-up of families and the loss of employment.

There are no permanent homeless shelters for the more mobile single homeless individuals in Burlingame. However, there is a new north county temporary seasonal shelter for single homeless that operates from December through March in South San Francisco, approximately 2.5 miles to the north of Burlingame. The new facility to open 2001 is located on the grounds of the San Francisco International Airport and can accommodate 90 homeless individuals a night. Burlingame contributed \$30,000 to the construction of this facility and contributes annually for its operation.

In addition the City of Burlingame makes annual contributions to community groups, located both in Burlingame and elsewhere in the County, which provide services to homeless individuals and families. In the 1999-2000 fiscal year, the city contributed \$2,000 to the Call Primrose Center, \$2,000 to the Shelter Network of San Mateo County, \$3,000 to the Samaritan House, and \$7,000 for operating purposes to the north county seasonal shelter.<sup>13</sup>

*Service Workers and Public Employees:* The major employers in Burlingame are those that rely heavily on service workers. In the private sector the major employers are: 5 major hotels (1,525 employees), Guittard Chocolate (230 employees), Sky Chefs a food processor (200 employees), and Coen Company a gas/oil burner manufacturer (111 employees). In the public sector the major employers are: Peninsula Hospital a public/private medical center (2,555 employees), the City of Burlingame (281 employees), and the Burlingame Elementary School District (230 employees). Burlingame also has a community downtown commercial center and two neighborhood shopping centers that support the city's residents. These areas are populated by small independent and chain stores, which are dependent on local service workers.

For public service employees the City of Burlingame is a typical example. The median city employee income is \$69,564.<sup>13</sup> This is 121% less than the income needed to afford the median priced house for sale in 2001 in Burlingame. A survey by the Peninsula Congestion Relief Alliance Transportation Action Program done in 2000 found that 77% of employees of the city live outside of Burlingame. According to the Metropolitan Transportation Commission the average number of vehicle miles traveled to work in the San Francisco Bay region in 2000 is 18.7 miles. A total of 19% of the City of Burlingame's employees commute from a distance of 20 miles or farther. Currently, the City of Burlingame offers financial assistance for employees using mass transit to commute. As is true of other public employers in the City, Burlingame does not offer any housing assistance for employees.

In San Mateo County, the average rent for a one-bedroom apartment is 62% more than the monthly income made by a minimum wage earner.<sup>3, 4</sup> Based on figures from the Employment Development Department, workers in the employment categories that form the core of Burlingame's economy may be earning an hourly wage that makes them unable to afford housing. For example, the average annual pay in 1999 for a person employed in the retail trade in San Mateo County is \$26,614. This annual pay places a one-person family in the retail industry in the very low-income category as defined by HCD. In the services industry, the average annual income in 1999 was \$57,309. This annual pay places a family of four with a single wage earner in the services industry in the low-income category as defined by HCD. Based on housing costs in San Mateo County, such a family could only afford to rent the average priced one-bedroom apartment.

First-time homebuyers in the service and public sectors may be also excluded from the housing market in San Mateo County because of the high down payment required. A median priced home in Burlingame would require a 20% down payment of \$162,283. San Mateo County offers

several programs for first time home buyers, including a second mortgage loan program (START) and a mortgage credit certificate program (MCC).<sup>11</sup> However, the START program was initiated in 1994 with first-time funds and is currently inactive until the initial qualifiers repay enough of the loan money to re-open the program. The MCC program requires that the purchase price of a home cannot exceed \$269,000, where in Burlingame the median price of a condominium in 2000 was \$382,005.

*Housing for Farm workers:* There are no farms in Burlingame. The definition of farming also includes those working in forestry and wholesale horticultural businesses. While there are no wholesale horticultural or forestry businesses that employ manual laborers in Burlingame, the 1990 census shows that 1% of the city's residents declared their employment to be associated with farming, forestry or wholesale horticultural businesses. This low percentage, combined with the fact that Burlingame has no agricultural lands or farm labor housing within or adjacent to its incorporated limits, indicates that the number of actual farm workers in Burlingame is very small and, therefore, no there is no need for farm worker housing.

## **AT-RISK ASSISTED HOUSING DEVELOPMENT**

### **Inventory of At-Risk Units**

Section 65583 (a) (8) of the State Government Code requires an analysis of assisted housing developments that are eligible because of the expiration of Federal loan limitations to change from low-income to market rate housing during the next ten years. In Burlingame, there are currently no locally subsidized units at risk. The one apartment project financed with mortgage revenue bonds was converted to market rate housing in the 1980's. No additional mortgage revenue bonds have been issued in the city nor has the city undertaken any other housing programs that rely on funding which would allow projects to be converted to market rate units in the future.

## **PROJECTED 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 for additional units 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**

Existing housing need for the addition of new units to Burlingame's housing stock includes two factors: (1), the number of additional units needed to replace substandard structures or substandard living conditions generally marked by overcrowding and overpayment; and (2) the number of units additional units required in Burlingame to insure the city meets its regional housing share responsibility.

## **Substandard Structures**

The housing needs assessment documents that while Burlingame is built out at this time and the city's housing stock is aging, there is a high demand for housing reflected by both the cost and vacancy rate. The result has been that overall the city's housing stock is well maintained. It is estimated that since 1994, 40% of the single family housing stock has been demolished and replaced, had a major addition or been significantly maintained (wiring, plumbing, roofing, etc.). Based on past code enforcements for health and safety, it is estimated that the five year housing need for replacement of dilapidated and/or unsafe dwellings in Burlingame is 20 units.

## **Substandard Living Conditions**

The housing needs assessment defines the scope of local households in need of housing assistance in 2000. Since these residents are living in Burlingame not all of these needs can be met by new residential construction. Moreover, because of the size of these needs, the city must establish target numbers for the five year work program. The two major conditions that result in substandard living conditions and/or life style are overpayment for housing and overcrowding. In many cases these two are related, since renters who lived alone may need to take in roommates in order to afford their housing or relatives who cannot afford rent may move in with a homeowner.

*Overcrowding:* In 2000 it was estimated that 458 dwelling units were overcrowded in Burlingame. This represents 3.5% of the city's dwelling units.

*Overpayment:* Households overpaying, paying more than 30% of their income for housing, are more difficult to estimate because of the lack of current census data. Based on 1990 data projected for the increase in households, it is estimated that there were 3,272 households overpaying for housing in Burlingame in 2000. This represents 26.5% of the city's housing stock. More than half (1,872) of these households were renters. Among the most economically challenged of these overpaying households are the elderly on fixed incomes. It is estimated in 2000 that there were 172 homeowners over the age of 65 and 826 renters over the age of 65 overpaying for housing in Burlingame.

*Special Needs:* Often the households that are overpaying and are overcrowded, include members of other groups which have special housing needs. The city's housing implementation program should address these specific needs as well. Because of the absence of 2000 Census data the numbers of these households in Burlingame in 2000 have been estimated based on 1990 Census data. It is estimated that in 2000 there will be 534 households with at least one disabled member; 700 households with more than 5 persons; and 967 households headed by a single female, 436 of them with children under the age of 18. Special programs will be needed to address the housing needs of these groups.

### **Community Assignment: Regional Housing Share**

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 individual communities will not be impacted with relatively high proportions of lower income housing.

ABAG has the responsibility of projecting the regional housing needs and identifying Burlingame's share for the 2001-2006 period based on the factors identified in State law. The five year housing need numbers include market rate housing as well as units for those with lower incomes. The projected need number is the number of new dwelling units needed in Burlingame to insure that the total expected regional household growth's housing need is met. The projected regional housing need number for the planning period for Burlingame is 565 dwelling units. The city's obligation includes addressing both space for 565 new units and for units with households among the 565 with different incomes. Burlingame's housing regional assignment for 2001-2006 by income category is:

**Table H-3 – Projected Regional Housing Need by Income Category**

<b>Income Category</b>	<b>No. Units</b>	<b>Percent</b>
Very Low	110	19
Low	56	10
Moderate	157	28
Above Moderate (market rate)	242	43
<b>Total Current need</b>	<b>565</b>	<b>100</b>
Average Yearly Need	75	

**Source:** Association of Bay Area Governments, letter ABAG Executive Certification of the Regional Housing Needs Determination (RHND) Appeal Process and Final RHND Allocation, March 23, 2001.

The Federal Department of Housing and Urban Development (HUD) has developed an income formula for determining eligibility for Federally funded housing projects. These same standards are used by the State of California and ABAG for determining householder income for below market rate housing. The eligibility categories are defined by percentage the family earns (adjusted by family size) of the median income in the county where they reside. The median income in San Mateo County for 2000 is \$74,900. Households earning less than the county

median income are determined to be eligible for housing assistance. The income limits for eligibility for 2000 are presented by number of persons per household.

**Table H-4 – Federal Income Limits**

	NUMBER OF PERSONS IN FAMILY							
	1	2	3	4	5	6	7	8
Very Low Income	26,200	29,950	33,700	37,450	40,450	43,450	46,450	49,450
Lower Income	40,800	46,650	52,500	58,300	63,000	67,650	72,300	77,000
Median Income	52,450	59,900	67,400	<b>74,900*</b>	80,900	86,900	92,900	98,850
Moderate Income	62,950	71,900	80,900	89,900	97,100	104,300	111,500	118,650

\*Median Income standard is based on a family of four.

**Source:** U.S. Department of Housing and Urban Development (HUD) limits for income categories for low and very low income households, FY 2000 limits on March 9, 2000.

The income standard includes the requirement that households whose incomes are below the county median should not pay more than 30 percent of their incomes for housing. In areas like San Mateo County, where housing prices have been inflating over the past decade or more, finding safe and sanitary housing units within the reach of individuals and families whose incomes are below the median is difficult; and overpayment is an important issue in Burlingame's housing market.



## HOUSING DEVELOPMENT ISSUES

### Key Findings:

- ❑ Burlingame's zoning regulations and development fees are comparable to other communities on the Peninsula.
- ❑ Because of our location at the edge of San Francisco Bay, the regulations of outside agencies have come to play an increasing role which increases both processing times and construction costs.
- ❑ Because communities on the Peninsula are substantially built out, land and construction costs drive up the cost of housing.
- ❑ The city has been aggressive in implementing local conservation and recycling legislation as well as disseminating information on energy conservation programs offered by other agencies.

## CONSTRAINTS TO DEVELOPMENT

### Governmental Constraints

#### 1. Land Use Regulations

*General Plan:* Burlingame's General Plan contains nine elements including all seven mandated by the State. The General Plan establishes land uses and land use densities for the City of Burlingame. A spectrum of uses is found in Burlingame, ranging from residential to industrial. Each land use identified in the General Plan corresponds with a zoning district which implements that land use and establishes criteria for the development of the use. Residential densities and corresponding zoning designations are as follows: single family uses (up to 8 dwelling units per acre) R-1; medium density (duplex at 9 to 20 units per acre) R-2; medium high (21 to 50 units per acre); and high density (51 plus units per acre) R-4.

There are two commercial land uses that allow residential uses above the ground floor, those are the uses designated as shopping and service and service and special sales. The implementing zoning districts for these land uses are the C-1 and C-2 zoning districts respectively. Residential group care facilities for the elderly are allowed in the C-1 and C-2 districts, as well as the R-4 and C-3 zoning districts. These areas are located near major transportation corridors in the City and are ideal locations for high-density housing.

*Zoning Ordinance:* The City of Burlingame has a zoning ordinance that sets forth requirements that can affect the type, appearance and cost of housing built in Burlingame. The zoning ordinance sets the standards for lot size, use, lot coverage, floor area ratio, setbacks, height, open

space and parking. In Burlingame, there are four residential zoning districts and five commercial zoning districts, two of which allow residential development above commercial uses, and one which has been specifically created as a mixed use zoning district (C-R), allowing all multi-family residential or mixed commercial/residential use. The three commercial zoning districts which allow mixed use are close to the City's major transportation corridors, encouraging residential development in these locations.

The minimum 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 increased to 60%. Side setbacks requirements are based upon lot width ranging 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. Floor area ratio is based on a formula that varies by lot size, and takes into account the location of the lot (interior or corner), and the type of garage (attached or detached).

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

Burlingame does not have density limits (units per acre) established by zoning in the residential zoning districts. 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. There is one and one-half spaces required for each studio or one-bedroom unit; two parking spaces required for a two bedroom unit; two and one-half spaces required for a three or more bedroom unit. Guest parking is required only for multiple family condominium projects, the number of spaces required is based upon the project size and can be taken from the required parking. Thus parking is one of the major limiting factors in developing high-density housing in Burlingame. Often parking in below grade structures is used to increase the dwelling unit densities in multi-family developments. The Code allows group residential facilities for the elderly to be built with 25% of the required parking per unit. There are currently no provisions for reduced parking for multi-family development near mass transit.

The height limit for residential structures in the R-1 and R-2 zoning districts is two and one-half stories or 30 feet, whichever is less. The R-3 zoning district has a height limit of four stories or 55 feet and the R-4 zoning district is six stories or 75 feet in height. A conditional use permit is required for any multiple family structure over 35 feet in height. This height review also pertains to structures in the C-1 and C-2 zoning districts. At the north end of the City near the new BART station in Millbrae, there is an aviation easement imposed by the FAA and SFO Airport. The maximum height in the portions of this area affected by the flight paths is limited to 60 feet for air traffic safety.

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

A second unit amnesty program has recently been adopted by the City Council to legalize existing second units on single family zoned (R-1) lots. The program was adopted for two years, until June 7, 2003. Burlingame first adopted a zoning code in 1921 when second units were allowed on R-1 zoned lots. In January 1954, R-1 district regulations were revised to allow only one dwelling on an R-1 zoned lot. Many of the second units were built during the housing crisis associated with World War II. The program seeks to retain these existing units as a legal part of Burlingame's housing stock. They are usually smaller, more affordable units that are ideal for single or elderly people with limited incomes. The intent of the program is also to make these units safe and sanitary for 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. Appeals are resolved by the Planning Commission. If all the criteria are met and no appeals are filed, the unit is granted amnesty. With the grant of amnesty for a second unit, some limitations are placed on the property: including future expansion of the second unit and a requirement that one of the two units on-site is owner occupied.

As a part of the second unit amnesty program, one Planning Department staff member has been assigned as the key contact person for applicants seeking amnesty for their second units. Staff assists the applicant with the application process, including helping to research the age of the unit, helping to facilitate preparation of the necessary plans and forms, and providing information on County programs available for rental rehabilitation.

*Single Family Residential Design Review:* In 1998 the City Council adopted Ordinance 1602 implementing design review for second story additions, new construction and first floor additions which involve substantial construction in the R-1 zoning district; design review is

based on compliance with five design criteria. The intent of the guidelines is to preserve the original and unique patterns of the distinct residential neighborhoods in Burlingame. There is no design review for multiple family residential projects.

**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. El Camino Real (State Route 82) is considered a transportation corridor because it is a State Route arterial used by many transit modes which connect Burlingame with other cities along the Peninsula, from San Jose to San Francisco.

There are also many properties along California Drive which are zoned C-1 and C-2 and could accommodate temporary homeless shelters. California Drive is considered a transportation corridor because it offers frequent transit service and is proximate to the Caltrain stations at Broadway and Burlingame Avenues. It also provides direct access to the new BART station in Millbrae.

In October 2000, the City Council approved three applications for homeless shelters in existing churches and an application for a day facility for the homeless in an existing office building on El Camino Real. All of these facilities required a conditional use permit. The facilities have been in operation for more than a year and the programs have been operating successfully.

**Transitional Housing for the Homeless:** This type of homeless facility is longer term than a temporary shelter and generally provides housing for homeless people for up to six months to allow them time to save money and search for permanent housing and jobs. These types of facilities are often located in converted apartment buildings. In Burlingame, the R-3 and R-4 zoning districts provide opportunities for transitional housing by conditional use permit either by using the provision for temporary shelter for homeless facilities, or using the provisions for rooming and boarding houses. Sites zoned R-3 and R-4 are generally located along the transit corridors of El Camino Real (State Route 82) and California Drive.

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

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

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

## **2. Building Codes**

The City of Burlingame applies the 1998 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 in all residential developments larger than 5,000 square feet in area and for structures taller than three 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.

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

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

Burlingame is located at the foot and along the east side of the coastal ridge between the Pacific Ocean and San Francisco Bay. Four creeks drain the area directly into San Francisco Bay. For

these reasons, runoff and water quality are important considerations in development and construction. The Clean Water Act of 1972 prohibits the discharge of stormwater into United States waters unless the discharge is in compliance with a National Pollutant Discharge Elimination System (NPDES). To meet its mandate from the State, the City of Burlingame, has joined with the other cities in San Mateo County, to obtain a regional discharge permit from the State Water Quality Control Board (SWQCB) for stormwater water discharge. In order to reduce non-point pollution sources, each construction project is required to implement “best management practices” on job sites to minimize erosion, stop contaminated run-off and control construction site pollution. NPDES requirements also encourage site planning including swales, detention ponds and other design elements that can be incorporated into project design to reduce storm water run-off and contamination. The City of Burlingame requires all stormwater run-off to be collected and channeled into a public storm water system. It is expected that with the City’s permit renewal in 2003, there will be more restrictions on private developers during construction to include residential development. These new requirements may increase the cost and timing of construction.

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.

#### **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.

It has been the policy of the City Council to subsidize the Planning permit process to encourage residents to apply for and receive permits before they begin construction. As a result Burlingame's planning processing fees remain among the lowest in San Mateo County.

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

**Table H-5 – Burlingame Planning Fees**

<b>Application Type</b>	<b>Zoning District</b>	<b>Fee</b>
Design Review Fee	R-1 districts only	\$200
Design Review Deposit	R-1 districts only	\$500
Variances	R-1 and R-2	\$100
Variances	all other districts	\$150
Special Permits	all districts	\$200
Conditional Uses	all districts	\$200
Rezoning	all districts	\$200
Minor Modification & Hillside Area Permit	all districts	\$100
Initial Study	all districts	\$50
Categorical Exemption	all districts	\$25
Negative Declaration	all districts	\$100
Negative Declaration With Responsible Agency	all districts	\$500
Condominium Permit	residential districts all other districts	\$100 \$150
Public Noticing	R-1 and R-2 districts all other districts	\$35 \$60
Environmental Impact Report	all districts	\$ 7,500 deposit

**Source:** Burlingame Planning Department, 2001

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

**Table H-6 – Development fees for other cities in San Mateo County**

	Design Review	Variance	Conditional Uses	Initial Study	Negative Declaration
<b>Belmont</b>	\$2,537	\$2,536	\$2,536	\$2,097	\$795 (mitigated 130% of cost of contract)
<b>Burlingame</b>	\$200 + \$500 deposit	\$100	\$200	\$50	\$100
<b>Daly City</b>	\$800	\$300 + \$100 per acre	\$300 + \$100 per acre	\$145	\$350 or actual cost + 25% overhead
<b>Foster City</b>	\$150 + fee based upon scope of work	\$200	\$200	\$125	\$125 or actual cost
<b>Millbrae</b>	new constr \$750 + supplemental cost (min \$321.50) room add \$540 + supplemental cost (min of \$230)	\$335	\$335	\$87	\$332 + 105% of actual cost/ \$2,150 + 105% of actual cost
<b>Redwood City</b>	\$50 (1-3 units) \$250 + \$25/unit	\$400 new res. \$200 res alt	\$400	N/A	\$1,500
<b>San Bruno</b>	\$425	\$600	\$500	\$18.75	\$400
<b>San Carlos</b>	\$545 new construction \$55 minor alt	\$545	\$630	N/A	\$1,135
<b>San Mateo</b>	\$1,909	\$218	\$218	\$1,909 + consultant fees	\$1,909 + consultant fees
<b>South San Francisco</b>	\$215	\$385	\$350	\$100 + consultant fees	\$75 + consultant fees

Source: Burlingame Planning Department, 2001

**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 of \$102.18<sup>2</sup> per square foot for residential development. The basic plan check fee is 65% of the building permit fee. The energy plan check fee (when applicable) is an additional 25% of the building permit fee. The basic fee for electrical, plumbing and mechanical permits is \$25 dollars, with additional fees charged on a line item basis.

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

<sup>2</sup> The basis for valuations are set annually utilizing building valuation date published in "Building Standard" magazine, the official publication of the International Conference of Building Officials.



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 \$143 for a single family dwelling or duplex and \$109 per unit for multi-family structures. Water meter and service connection fees can range from \$1,050 to \$2,575 depending on the size of the service and meter required. Sidewalk and special encroachment fees are \$10 for properties in the R-1 and R-2 zoning districts and \$50 for multi-family zoning districts. Fees for street frontage improvements commonly associated with housing development, including sidewalk, curb, gutter and curb drain modifications, are \$25 for changes to 150 square feet or less.

*School Fees:* Two school districts serve Burlingame: the Burlingame Elementary School District and the San Mateo Union High School District. School fees are collected to offset costs of rehabilitation and maintenance of school buildings, with 60% of the fees collected going to the elementary school district and 40% to the high school district. Fees are collected on all new construction projects and residential remodels in Burlingame that add 500 square feet or more. Residential school development fees for three stories or less are \$1.93 per square foot, and commercial and residential project greater than three stories are charged \$ .31 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 56 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 162 days. These average processing times include “out of court” time in which the applicant is revising drawings. Design review does not apply to duplex or multiple family residential development.

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

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

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

### Multiple Family Construction

*Residential Condominium permits:* All proposals for condominiums, residential or commercial, require a condominium permit. The Planning Commission and City Council must approve the project based on the following criteria: conformity with zoning regulations and General Plan densities, its effect on surrounding community, impact on schools, parks, public utilities, streets, traffic, and submittal of legal tentative parcel map approved by the City Engineer. Condominium

projects must also meet certain development criteria such as common and private open space, as well as greater setbacks than is required for apartments.

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

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

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

*Public Works:* Since Burlingame operates its own wastewater treatment plant, and it must meet the operating requirements of the San Francisco Region Water Quality Control Board, it is a part of the City's permit that a sewer lateral test be completed prior to the sale of a house that is 25 years old or older and before renovations occur where 2 or more plumbing fixtures are added. Typically these tests cost \$20, 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 C-4, Waterfront Commercial, which allows development of hotels, offices, restaurants and commercial recreational uses. There is no housing allowed within the area that falls within BCDC's jurisdiction.

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

##### **Existing Regulations**

- a. **Building Code:** The City of Burlingame has adopted the California Building Code and California Fire Code, 1998 Edition for reviewing construction plans. Burlingame has adopted amendments to the California Building Code which relate to the appeals procedure and requirements for lighted street addresses, roof covering, drainage, reroofing, retaining walls, slab thickness, bracing framed walls and suspended ceiling upgrades. None of these amendments would impact additions of accessibility features to a home or upgrades required for a group home.

Building code regulations are established to provide minimum health and safety standards for structures. These minimum standards for occupancy and exiting must be met for any group home occupancy in a single family residence.

The Building Code and Federal ADA standards require that certain accessibility amenities for persons with disabilities be included in new construction and improvements to property.

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

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

All residential zoning districts require building setbacks from property lines and are limited in the area of the lot that can be covered by structures. Generally, all structures over 30 inches high, including the portions of such ramps which are over 30 inches above

grade, are subject to the setback and lot coverage requirements. At least a portion of ramps and landings installed to provide access for the disabled are over 30 inches high and would be required to meet the lot coverage and setback requirements.

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

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

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

## **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 land slides during the wet weather. The hillside area is divided into larger lots (10,000 SF minimum). Developments on these lots require additional seismic and structural engineering features. The flat land areas in Burlingame are subject to a high water table and, in some areas to short term flooding. These constraints increase the cost of building housing in some areas.

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

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

Housing and land costs within San Mateo County have dramatically increased since the mid 1990's. This is due in large part to the rapid growth of high-technology businesses in the Bay Area region, particularly on the San Francisco Peninsula. The increase in the employment and housing demand has been more dramatic than anytime in the past twenty years, with housing costs rising much faster than household income levels. Until recently, the cost of land has steadily increased, with a 15% price increase from 1999 to 2000. However with the loss of jobs since January 2001 in the high-tech sector, it is forecast that sales price growth in the Bay Area will slow to 3% to 4%<sup>3</sup> this year.

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. Lots with old dilapidated structures have been sold in the last year for as much as \$680,000, with the intention of demolishing the structure and building a new single family dwelling. Many of these proposals are made by developers who intend to market these homes on the high-end real estate market. The sale price of these speculative homes commonly exceeds the million dollar mark. Due to the scarcity of vacant lots in Burlingame there has been a net gain of two single family dwellings in the City of Burlingame between 1994-2001.

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<sup>3</sup> Marcus & Millichap, news release April 30, 2001

The largest increase in residential units has been in the multi-family zoned areas. Between 1994 and 1999, 115 multi-family units were added to the City's housing stock. Forty percent of these new multi-unit developments were on parcels that previously contained single family dwellings.

The cost of construction for residential development has dramatically increased since the mid 1990's as well. The economic boom in the technology industry sparked a large demand for office space in the Bay Area in the late 1990's. The demand for general contractors as well as subcontractors became so great, that many people with residential projects had a hard time finding and retaining contractors. This drove the cost of construction up significantly, for both single family and multi-family development. Building construction costs are estimated by the Building Department to be \$102.18<sup>4</sup> per square foot for single family residential development.

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

The median price for a condominium in San Mateo County in 2000 was \$360,000, an increase of 80% over the 1991 price of \$200,000. The median price for a single family detached home in San Mateo County in 2000 was \$600,000. The average price for a single family detached home in Burlingame in 2000 was \$811,418, and in 1990, the average cost was \$302,516. This represents a 149% increase in the average home price since 1990. Rents increased 95% since 1991 when the average rent for a two-bedroom apartment in San Mateo County was \$1,000, and in 2001 it is now \$1,950. The median household incomes for San Mateo County increased 61% since 1990, from \$46,438 to \$74,900.

Assuming a 20% down payment, a \$811,418 home financed for 30 years at 7.14%<sup>5</sup> would require a monthly payment of approximately \$4,374, and an annual household income of about \$233,000. According to census data the median household income for San Mateo County in 2000 was \$74,900.

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. In the second quarter of 2001 sales activity of homes has slipped, however the median home price in the Bay Area is still increasing, but at a slower rate<sup>6</sup>. The home sales and rental market are both normalizing after experiencing extreme growth in the past several years. Although mortgage rates have dropped significantly from 8.29% in June 2000 to 7.14% in June 2001 for fixed 30-year mortgage and from 7.24% in June 2000 to 5.80% in June 2001 for an adjustable mortgage<sup>7</sup>, because of the high house prices ownership is still out of reach for most County residents.

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<sup>4</sup> The basis for valuations are set annually utilizing building valuation date published in "Building Standard" magazine, the official publication of the International Conference of Building Officials.

<sup>5</sup> California Association of Realtors, July 25, 2001

<sup>6</sup> California Association of Realtors, July 25, 2001

<sup>7</sup> California Association of Realtors, July 25, 2001

### **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 programs operating in the County are the START program and the Mortgagee Credit Certificate Program (MCC). The START program began in 1994 with 3 million dollars from the County General Fund and another 2 million from a HUD grant. It is a second mortgage loan program that will provide a loan for up to 25% of the purchase price, not to exceed \$286,100 or \$35,000, whichever is less, at a 3% interest rate for 30 years. There are no payments or accrued interest for the first five years. These funds were loaned out to 125 purchasers that met the program requirements. All original funding has been exhausted and the program is now awaiting additional funding. The maximum income of applicants for this program can not exceed 120% of the median income (moderate income).

Another County program for first time homebuyers is the Mortgage Credit Certificate Program (MCC). This program is a tax credit certificate that is issued by San Mateo County Department of Housing and Community Development to eligible homebuyers. The certificate allows a tax credit equal to 15% of the annual mortgage interest paid on a home loan, with the remaining 85% of the mortgage interest still eligible to be taken as an itemized deduction. With this benefit, new homeowners may wish to adjust their Federal tax withholdings, resulting in more spendable income each month. In order to qualify for this program, applicant's total gross household income cannot exceed \$57,600 for a 1 or 2 person household, and \$66,240 for a 3 or more person household. The purchase price can not exceed \$269,500 for an existing dwelling or \$369,100 for a newly constructed dwelling. Due to the high cost of housing in Burlingame, it may be difficult to find a property that would meet the criteria for the above stated programs.



The Metropolitan Transportation Commission has recently created a planning grant program called Transportation for Livable Communities (TLC). New residential development within ¼ to ½ mile of transit terminals is targeted with this program. Planning grants are available under this program to provide funding for small-scale transportation projects such as streetscapes and pedestrian, transit and bicycle oriented improvements for compact housing developments to help revitalize local communities. MTC offers up to \$75,000 per project, however a local match is required for the planning work.

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

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

## **ENERGY CONSERVATION OPPORTUNITIES**

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

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

### *Primary Programs:*

- All new residential and nonresidential construction in the City must abide by the State of California's residential building standards for energy efficiency (Title 24 of the California Administrative Code). Title 24 Standards were established in 1978 to insure that all-new construction meets a minimum level of energy efficiency standards. Since their establishment, it is estimated that Title 24 Standards along with standards for energy efficient appliances have saved Californians more than \$15.8 billion in electricity and natural gas costs.
- The City's zoning ordinances do not discourage the installation of solar energy systems and other natural heating and cooling opportunities.
- The City's Public Works department is recommending that City Council adopt a resolution authorizing a grant application for the innovative peak load reduction program funded through the California Energy Commission. In addition the City is using the services of the State's Energy Partnership Program to identify areas of electricity reduction.

### *Secondary Programs:*

- The City of Burlingame implemented a tree preservation and reforestation ordinance in July 1998. 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 of lot coverage or habitable space for single family homes or duplexes; and one (1) landscape tree for every 2,000 square feet of lot coverage for apartment houses and condominiums. New trees planted shall be 15 gallon to 24" box size, and shall not be fruit trees. In addition, the ordinance provides for the protection of the larger, existing trees in the City. With the proper siting of trees to allow sun exposure in the winter and shade in the summer, a homeowner can save up to 25% of a household's energy consumption for heating and cooling. Computer models devised by the U.S. Department of Energy predict that the proper placement of only three trees will save an average household between \$100 to \$250 in energy costs annually.
- The Bay Area Air Quality Management District is encouraging cities to adopt an ordinance which would allow only pellet-fueled wood heaters, an EPA certified wood heater, or a fireplace certified by the EPA should the EPA develop a fireplace certification program for installation of any woodburning appliance. The use of properly regulated woodburning appliances would decrease the amount of natural gas and electricity required to heat homes in the City while preserving the region's air quality.
- The City of Burlingame adopted an ordinance requiring the recycling and salvaging of construction and demolition materials. Not only will this reduce the amount of materials going to landfills, but it will also conserve energy through the reuse and recycling of these materials. The Steel Recycling Institute reports that steel recycling, the number one recycled material in the U.S., saves enough energy to electrically power the equivalent of 18 million homes for a year.

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

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

### *Programs Available to All Residents:*

- 1-2-3 Cashback – A PG&E residential program that offers free suggestions on energy savings tips, low-cost home improvement projects and investments you can make to save energy in the future.
- Residential Appliance Rebate – PG&E offers rebates to homeowners who purchase an Energy-Star appliance. This program includes the purchase of an Energy-Star refrigerator, clothes washer/dryer, dishwasher, air conditioner, programmable thermostat and heating and cooling equipment. The amount of the rebate varies from appliance to appliance.
- Residential Contractor Program – PG&E's residential contractor program makes available to both contractors and homeowners cost-saving vouchers. The vouchers aid in the purchase of energy efficient home improvements. Rebates range from \$30 - \$750 depending on the voucher.
- 20/20 Energy Rebate – Residential customers who reduce their Summer 2001 electricity load by 20% are eligible for a 20% credit on their bill.
- Energy Efficient Mortgage – This program allows residents to make improvements that increase the energy efficiency of their home and finance these improvements through their mortgage.
- Miscellaneous Programs – PG&E also offers rebates for the purchase and installation of compact fluorescent lights, Energy Star floor lamps, hardwired indoor fluorescent fixtures, hardwired outdoor fluorescent fixtures, motion sensors, gas water heaters, electric water heaters, programmable thermostats and whole house fans. All of which are available for purchase through PG&E.

### *Programs for Residents Who Qualify with Low Incomes:*

- Energy Partners Program – PG&E's free weatherization program available to low income customers. Qualified, pre-screened contractors make weatherization repairs and improvements for residents who qualify for the program.
- CARE (California Alternate Rates for Energy) – PG&E's discount program for low income households and housing facilities. The CARE program provides a 20% discount to low-income residents meeting certain standards. It also insures that low income residents are not affected by new surcharges. The CARE program is broken into five categories:
  1. *CARE Residential Single Family Program*
  2. *CARE Sub-Metered Tenant Program*
  3. *CARE for Qualified Nonprofit Group Living Facilities*
  4. *CARE for Qualified Agricultural Employee Housing Facilities*
  5. *CARE Education and Outreach*

- REACH (Relief for Energy Assistance through Community Help) – The REACH program is a one-time energy assistance program sponsored by PG&E and administered by the Salvation Army to assist low income customers particularly the elderly, disabled, sick, working poor or unemployed, in paying for their energy needs.
- Strategic Alliance Project – The Strategic Alliance Project examines community, regulatory and political issues affecting PG&E’s low income customers and works with community organizations to determine how these clients can benefit from their programs.

## **The State Of California**

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

- Emerging Renewables Buy-Down Program – Rebate upon the installation of a renewable energy system in the home. This includes small wind turbine generation systems, fuel cell powered generation systems, solar thermal electricity generation systems and photovoltaics powered generation systems. The current rebate is \$4.50 per watt or 50% of the system cost (whichever is less).
- Solar Energy and Distribution Generation Grant Program – Provides rebates to residents for the installation of solar battery backups and storage systems, solar water heaters, internal combustion generators, solar swimming pool heating equipment and other distributed generation systems. Rebates vary based on the generation system.

*Programs for Residents Who Qualify with Low Incomes:*

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

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

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**Public Outreach:** The City of Burlingame has prepared an informational packet available to residents highlighting the energy conservation programs available to them. 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 available to them. This information will also be included in the community newsletter sent out with the City's utility bills.

## **EVALUATION OF THE 1994 HOUSING ELEMENT WORK PROGRAM**

### **Key Findings:**

- ❑ Successes of the 1994 Housing Element include:
  - Implementation of Second Unit Amnesty Program;
  - Success of Residential Design Review Program; and
  - Implementation of Residential Overlay Zones.
- ❑ These successful programs are being used as a basis for the 2001-2006 work program:
  - Expansion of the Second Unit Amnesty Program;
  - Increased opportunities for Residential Overlay zoning and rezoning of selected sites; and
  - Build on successful partnerships with non-profit housing providers.

One of the purposes of preparing a housing element is to provide the community with a way to track their success in meeting the objective of the adopted work program. We can learn from our successes and develop more effective programs or stronger efforts in the areas where we were not as successful as we hoped. The following is a brief summary of the objectives we laid out in the 1994 Housing Element work program and our community accomplishments.

**Goal A: Preserve residential character by encouraging maintenance, improvement and rehabilitation of the city's neighborhoods and housing stock.**

Objective: Stable, safe and attractive neighborhoods.

- Implemented residential design review to continue the consistency of single family residential blocks and neighborhoods (1998)
- Invested \$23.7 million in public facilities improvements throughout the city over the planning period, includes street repair and traffic control, water distribution system, sewer collection system, storm drainage collection system, sidewalk repair and maintenance.

Objective: Maintenance of existing affordable housing and reduction of overcrowding.

- Six property owners qualify for subsidized Rehabilitation Loans for structural maintenance and/or to eliminate overcrowding. (achieved 6, work program target 25)

Objective: Retain rental units in order to avoid depleting supply of needed rental units

- No existing multiple family rental units were converted to residential condominiums. Added 31 multi-family rental units during the planning period, first build since 1984.

Objective: Retain portions of the housing stock in danger of being converted to non-residential use.

- No parcels occupied by residential uses were converted to commercial use during the planning period.
- One commercial building was removed and replaced with 20 market rate residential condominiums; a commercial zoned lot was developed with 4 market rate condominiums.

Objective: Ensure affordability of existing units.

- Made permanent city agreement with San Mateo county for administration of Community Development Block Grant funding to make resources available to Burlingame residents permanently.
- No rehabilitation funds were granted to multiple family property owners in Burlingame during the planning period (achieved 0, work program target 20 units).

Objective: Determine Code compliance, structural deficiencies.

- Continued to devote staff time to assisting with property research by realtors and property owners.
- Did not establish building inspection for a fee program, no public interest.
- Hired a part-time code enforcement officer who has resolved 400 cases since he was hired (1998).

Objective: Regulate factors such as bulk, light, and air to achieve neighborhood compatibility with new construction.

- Initiated single family residential design review and approved 207 new (replacement) or remodeled single family residences (April 1998-1999).

**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.**

Objective: Public awareness of anti-discrimination laws and policies.

- Code enforcement officer work refers 3 to 4 calls a month to La Raza Central Legal, a nonprofit community law center in San Francisco which works with local tenant to resolve landlord/tenant issues (1998).

- The city assists financially the Peninsula Conflict resolution Service, a local non-profit group, which now provides assistance to Burlingame residents at no charge (1998).

**Goal C: Encourage special purpose housing.**

Objective: Increase affordability for 50 elderly households (achieved 26, target 50).

- Units provided under the Second Dwelling Unit Amnesty Program enacted June 2001 will be available to senior citizens. (achieved 0)
- Rental assisted dwelling units for the elderly using Section 8 Rent Subsidy. (achieved 11, 9 very low income, 2 low income).
- Developed a public information handout identifying senior services, maintained annually through the Parks and Recreation Department; *Senior Resources Handbook: An Information guide for Burlingame Senior Citizens.*
- City contributed \$67,460 during the planning period to local and county non-profit agencies which assist senior citizens.
- Helped 15 elderly be more affordably housed: The Human Investment Project for Housing (HIP) found shared housing for 15 households, 7 very low income, 3 low income, 5 moderate. (1999)
- Developer built a 48 bed convalescent care facility with Alzheimer treatment capability.

Objective: Improve livability of housing units for all residents, including 10 disabled accessible units.

- City did not accomplish this program during the planning period . (achieved 0, target 10), although did enforce all requirements of Building Code for accessibility throughout the Planning period.
- 26 disabled persons received Section 8 rental assistance in Burlingame (21 very low income; 6 low income)

Objective: Add 10 affordable housing units for single parent households.

- In 1999, 16 low income single heads of households received Section 8 rental assistance in Burlingame. (achieved 16, target 10)

Objective: Affordable housing for all residents, including 50 studio or one-bedroom units for single occupants.

- Placed an overlay zone in transit corridor to encourage high density residential development over commercial area bounded by Murchison-California Drive-rear of the properties fronting Dufferin-El Camino Real.



- Correction and maintenance of an older multi-family building which resulted in the addition of one affordable low-income unit managed by Shelter Network (achieved 1, target 50)

Objective: Provide local share of support for county-wide homeless problem.

- Annual contributions totaling \$126,210 during the planning period (1994-1999) to support local and countywide agencies who serve the homeless.
- City contributed \$30,000 toward construction of a new North San Mateo County Homeless Shelter for Single Adults on a county owned parcel in South San Francisco.
- Interfaith Hospitality Network day center and in Burlingame three of nine participating churches provide temporary shelter for five families with children. (achieved 5, target unstated)

**Goal D: Reduce residential energy use to conserve energy and help reduce housing costs.**

Objective: Incorporate energy conservation in all new and substantially rehabilitated residential construction.

- During the planning period the Building Division issued 4,681 building permits, all construction where it was required was inspected for compliance with Title 24 energy conservation.
- Adopted an Urban Reforestation Ordinance which protects existing substantial tree and requires all new development and major remodeling to plant trees substantial enough to achieve benefits of shading. (1998)

Objective: Community awareness of conservation benefits.

- Adopted ordinance which places limitations on exterior illumination on residential and commercial properties throughout the community. Has affected all new development and major remodels with exterior illumination since 1996.

**Goal E: Achieve increased affordability of housing.**

Objective: Stimulate development of housing by promoting at least 60 units per year (20 market rate units and 40 affordable units) between 1994 and 2000.

- Status of sites identified for affordable housing in the 1994 Housing Element (achieved 20, target 60)
  - a. Adjoining parcels at El Camino Real and Trousedale: rezoned with high density residential overlay. (achieved 20 market rate, target 75)

- b. Residential development over parking Murchison and California; rezoned with high density residential overlay (achieved 0, target 50)
- c. Interior parcel Trousdale-Ogden-Murchison-Magnolia, group facility for the elderly (achieved 0, target 150)
- d. California Drive between Juanita and Broadway: (achieved 0, target 100)
- e. Use air-rights over public parking lots along Donnelly and between Howard and Bayswater (achieved 0, target none)
- f. Corner Highland and Howard Avenues: single resident occupancy. (achieved 0, target 40)
- An additional 60 multiple family housing units and 2 single family homes on new sites were built on infill sites not identified in the 1994 Housing Element

Objective: Foster development by becoming proactive in contact with property owners and knowledge of site potential.

- Staff assisted in facilitating the development of 115 new multiple family dwellings, accomplished design review of 207 new (replacement) or remodeled single family houses and 2 single family homes on new sites.
- To provide better service to applicants and customers added two planning staff positions during the planning period.

Objective: Identify sites for small, no frills SRO's.

- No additional sites for single residence occupancy were identified. The one identified in the element was not developed with SRO units.

Objective: To include approximately 250 currently illegal and non-conforming accessory housing units as legitimate portions of the City's affordable housing stock.

- In May 2001 city created a two year amnesty program for second dwelling units in the single family zone built before 1954 (Ord. 1653). (achieved 0, target 250)

Objective: To expand by 50 units the stock of affordable housing to help meet housing needs.

- Interfaith Hospitality Network located its new temporary housing for homeless families with children program in Burlingame. (achieved 5, target 50)

Objective: Obtain a share of the estimated 300 units to be assisted by the first-time buyer program (Mortgage Credit Certificate).

**HOUSING ELEMENT**

**EVALUATION OF 1994 HOUSING ELEMENT WORK PROGRAM**

- No Burlingame residents received such assistance during the planning period (achieved 0, target 15)

Table H-7 – Quantified Summary of 1994 Housing Element: Dwelling Units Provided by Income Category 1994 through 1999

Income Category	ABAG Fair Share 1994 Target	New Construction (net new units)*		Rehabilitation		Conservation+		Total		1994 Unmet Local Target	1994 ABAG Unmet Fair Share
		Local Target	Achieved	Local Target	Achieved	Local Target	Achieved	Local Target	Achieved		
Very Low	271	140	0	0	0	95	48**	235	48	187	223
Low	231	90	0	55	6	250	15**	395	21	374	210
Moderate	285	0	0	10	0	15	7**	25	7	18	278
Above Moderate	570	40	117		207 (des. rev)			40	324	0	246
<b>Total</b>	<b>1357</b>	<b>270</b>	<b>117</b>	<b>65</b>	<b>213</b>	<b>360</b>	<b>70</b>	<b>695</b>	<b>400</b>	<b>579</b>	<b>957</b>

\*Since all new development is on infill sites, new development replaces existing units, these numbers reflect the net increase in dwelling units.

\*\*Fifty-five households received public assistance through the Section 8 program (41 very low income, 12 low income and 2 moderate income).

+Number of affordable housing units conserved includes the following:

**Section 8** 55 (includes 41 very low, 12 low, and 2 moderate income)

**Shared Housing** 15 (7 very low, 3 low, 5 moderate income)

## **COMMUNITY RESOURCES**

### **Key Findings:**

- ☐ Burlingame began as a "transit village" focused at the Burlingame train station.
- ☐ Since Burlingame is primarily built out, new housing opportunities will have to replace existing development.
- ☐ Sites identified for residential reuse generally follow the transit village pattern with sites identified:
  - North end of Burlingame near the new BART station in Millbrae.
  - Near the Broadway and Burlingame train stations.
- ☐ Transition areas are also identified to improve compatibility between residential areas and other land uses:
  - Near Burlingame Avenue Commercial District
  - Along Rollins Road south of Bloomfield
  - East side of Carolan Avenue south of North Park Apartments
- ☐ Incentives are proposed for new development that encourages affordable housing and are near transit hubs.
- ☐ Because of recent improvements to public facilities in the north end of Burlingame, there is adequate capacity to accommodate new development proposed.

### **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.

### **VACANT PARCELS**

#### **Public Owned Properties**

There are 101 publicly owned properties in Burlingame. This includes land owned by the City, hospitals and school districts. Most of these properties currently are developed with public facilities, such as schools, parking lots, libraries, hospitals, parks and City corporation yards and water tanks and pump stations. There are some very small "leftover" parcels, such as public easements and street rights-of-way. None of the left over parcels have area of sufficient size to support residential development.

**Private Properties Which Are Now Vacant**

There are about 100 privately owned, vacant properties in Burlingame. Of these, 25 properties are in the bayfront area; an area which is not planned for residential uses, and where there are no support services and facilities for residential uses, such as schools, libraries and shopping centers. For this reason, these sites have been eliminated from consideration. Within the area developed with single family houses, there are about 15 isolated "infill lots" each about 5000 SF. Generally these are part of presently developed double and triple lots. The single lots will not become available until the structure on the combined lots is removed.

The few undeveloped public and private owned properties judged to have significant development potential are included in the following analysis.

**PROPERTIES WITH POTENTIAL FOR DEVELOPMENT**

The selection of areas of the city and sites within those areas with the greatest potential for development was based on a number of considerations: the experience with effective programs in the 1994 Housing Element and changes in our developed environment which have created residential development attractors.

Since Burlingame is virtually built out the focus of the 1994 Housing Element was on in fill development and changing the use of existing properties in recent years. A net of 82 dwelling units have been added on in-fill sites (including one at the north end of the city) near the city's commercial areas and along El Camino. These were sites which had been developed in lower density residential uses and on which multiple family (R-3 and R-4) zoning had been in place for a number of years.

An important reuse development incentive in the 1994 Housing Element was to place the highest density multiple family zoning over the existing commercial zoning on two of the blocks at the north end of the city within one-quarter mile of the Millbrae train station. The intention of this overlay zoning was to encourage more transit oriented residential development on these properties now developed with older, more marginal office buildings. The presence of the city's largest employer, Peninsula Hospital, at the center of the area, was also a factor in choosing this area for residential development. Despite the high demand for office on the Peninsula during the 1990's, the conversion to multiple family residential development in this northern area began with the replacement of an older office building with 20 residential condominiums and an extended care facility for the elderly. In 2002 the demand for office in San Mateo County has declined significantly with a current office vacancy rate of 20%. With so much new office space available, the older office space is in even less demand and this area with multiple family overlay zoning in place is now ripe for residential development.

Two years ago the Bay Area Rapid Transit District decided to extend 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 train station, one quarter mile from Burlingame's northern border. This regional transportation service which is scheduled to open in late 2002 along with a flagging office rental market and the proposed reconstruction of the regional hospital including new medical office space, will provide unique new incentives for multiple family residential development at the north end of the city. Building on the experience of implementing the 1994 Housing Element action programs (particularly the multiple family overlay zoning) and the proposed residential incentive programs built into the 2001-2006 Housing Element the city has every expectation of meeting its 2001-2006 fair share housing numbers particularly in the north end of the city. There are several new residential development incentive programs included in the current housing element to encourage reuse of the identified sites and other sites in the area not specifically cited but with residential potential, whose development will be stimulated by market demand, overlay zoning or other owner initiative. The action programs proposed are:

- Expansion of the residential overlay zone to a much larger area at the north end of the city adjacent to BART/CalTrain and a reconstructed Peninsula Hospital;
- Offer developers incentives to include affordable housing;
- Provides opportunities for increasing densities with reduced parking requirements and increased height for housing within one-third mile of a transportation;
- Amendment to the zoning code regulations to expand types of housing, live/work units and mixed commercial/residential; and
- Provides incentives for lot consolidation.

Two types of properties have been included in the analysis of properties with potential for development. The first includes underdeveloped or vacant properties zoned for high density residential use. An inventory of these properties, along with an estimated buildout capacity, is included in Table H-2. The second category includes properties in areas that are now zoned and often developed for commercial use, but with the potential for rezoning or adding a residential overlay zone and have future residential development potential. 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.

All of the sites listed below when developed with housing will be required to comply with the National Pollution Discharge Elimination System (NPDES) requirements for storm water drainage. Since landscaping is required for residential construction, the developer can incorporate grassy swales into the design in order to filter the storm water before it reaches the storm drain system. There are also oil-absorbent filters which can be placed in the storm drain

inlet and in parking areas. These filters require an active maintenance program by the property owner so that filters are replaced when full, generally after heavy storm activity. The City will inspect all such improvements regularly to insure that they are properly maintained.

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

There are a number of sites already zoned for residential use where the potential has not been used. All three of these parcels are within the area bounded by Murchison and Dufferin between El Camino Real and California Drive. This office commercial area was rezoned with an R-4 overlay as part of the 1994 Housing Element work program. Since 1994, one office building was removed and the 1.24 acre site has been developed with a 20-unit residential condominium and a 48-bed residential care facility for the elderly. All of these sites are within one-half mile of the Millbrae BART Station now under construction and because of proximity to a transit terminal 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.

**Table H-8 - Vacant or Underused Sites**

Area	Zone	Description	Assumptions	# Units
Site 1	C-1/R-4 Overlay	1800 El Camino Real 3 vacant parcels under one ownership with a total of 0.9 acres with a multifamily residential overlay zone.	<ul style="list-style-type: none"> <li>• 5-story, 60' in height</li> <li>• 66 units/acre</li> <li>• includes affordable density bonus (15% of units)</li> </ul>	60
Site 2	C-1/R-4 Overlay	1875 California Drive Corner site with a total of 0.33 acres with a multifamily residential overlay zone, within one-third mile of the proposed Millbrae BART station.	<ul style="list-style-type: none"> <li>• 5-story, 60' in height</li> <li>• 86 units/acre</li> <li>• efficiency units with decreased parking requirement of one parking space per unit if all units affordable</li> </ul>	28
Site 3	C-1/ R-4 Overlay	1870 El Camino Real Parcel with a total of 0.78 acres with a multifamily residential overlay zone fronting on El Camino Real and California Drive, within one-third mile of the proposed Millbrae BART station.	<ul style="list-style-type: none"> <li>• 5-story, 60' in height</li> <li>• 65 units/acre</li> <li>• includes affordable density bonus (15% of units)</li> </ul>	51
Site 4	C-1/R-4 Overlay	One additional office site in existing overlay zone about ½ acre.	<ul style="list-style-type: none"> <li>▪ Efficiency units (500-600 SF each) reduced parking requirement of one space per unit if all units affordable to very low and low income</li> <li>▪ 86 units/acre</li> </ul>	43
<b>Total # of Units:</b>				<b>182</b>

**Source:** Burlingame Planning Department, 2001

- ❑ **1800 El Camino Real** – There are 3 vacant parcels under one ownership with a total of 0.90 acres zoned C-1, with a multiple family residential overlay zone. Development on this site will be affected by the fact that two sides are adjacent to a parcel developed with a large nursing facility. Since this site is vacant and large enough to accommodate a housing development, there are no unusual constraints to its development.
  
- ❑ **1875 California Drive** – This corner site is about 1/3 of an acre and is developed with a car wash. The site is also zoned C-1 with a multiple family residential overlay zone, and is within one-third mile of the proposed Millbrae BART station. The site was recently purchase by a local housing developer and the car wash is now closed. The owner has been in contact with Planning staff regarding the housing opportunities on this site and is interested in the new incentives proposed as a part of this Housing Element update.
  
- ❑ **1870 El Camino Real** – This is a 0.78 acre site now developed with an older two-story, 24' tall office building. The site is adjacent to the car wash site noted above (1875 California Drive). The office building was built in the 1970's and does not have adequate parking to serve its needs. Redevelopment of the site is also constrained by some existing access easements to parking areas which serves adjacent office buildings to the south. The site has potential for high density residential use. The site is within one-third mile of the Millbrae BART station now under construction. Planning staff has received inquiries regarding using this site for residential development. Because it is within one-third mile of a transportation center, the site will benefit from any incentives developed for transit oriented development as a part of the Housing Element Action Program.

### **SELECTED SITES NOW ZONED FOR COMMERCIAL USE**

These sites have been selected for potential reuse because they are either close to a transit hub or offer an opportunity for better transition between existing commercial and residential areas. Those sites that are near transit hubs would be considered for higher densities, while those in transition areas would need to be designed to fit into the existing adjacent development.

### **Transit Oriented Development**

Burlingame began as a small grouping of commercial buildings around our train stations supported by apartments and single family development within walking distance. Over the years the City's growth radiated from these core areas. There are three transit terminals serving Burlingame: the Burlingame Train Station, the Broadway train station and the BART/Caltrain station in Millbrae. Today, the land within one-third to one-half mile of our transit stations is fully developed, so any new residential development would involve reuse in the area. A number of sites ripe for reuse have been identified with easy access to the existing transportation centers and corridors serving the City. All of these sites are within one-third to one-half mile of a station.



- ❑ **Along California Drive near Broadway:** This area composed of eight parcels is now zoned C-2, and consists of a variety of commercial uses including office and retail. It is located less than one-fourth mile from the Broadway Caltrain station and therefore has good pedestrian access and potential for transit oriented development. However, these are small parcels (ranging in size from 3800 SF to 9600 SF) and will not yield many units unless they are consolidated into larger parcels for development. It is proposed that the zoning code be amended to provide incentives to encourage lot consolidation and new standards for mixed use and live/work units in transit corridors. These two factors should remove constraints which may have prevented redevelopment of this area in the past.
  
- ❑ **C-3 zoned area north and west of Peninsula Hospital:** This area is now zoned C-3, which allows office development for medical and financial businesses. Residential uses are generally considered to be compatible with office uses, since the hours of operation of the office uses are generally the same hours that people are away from home at work and school and there is little activity at office sites on evening and weekends. In this area, there are parcels which have some vacant land with potential for residential use. The C-3 zone is unique because the current zoning regulations required that the existing office buildings be built to residential setbacks.
  - **1764 Marco Polo Way** – This 1.13 acre parcel is now zoned for professional office uses. It is owned by Poplar Recare, a nonprofit organization that houses their children's services and adult day care programs at this site. They are considering relocation of their children's services facilities to another site and have expressed interest in providing housing on this site in conjunction with their adult day care program. The property across the street on Marco Polo Way is now zoned for and developed in multiple family residential uses.
  
  - **1777 Murchison Drive** – This is a vacant 1.3 acre piece of land at the center of the block accessed across the Buddhist Association administrative offices site on Murchison and is zoned for professional office use. Access to the vacant portion of the site can be accomplished through a shared driveway with the administrative offices on the site; the property owners have expressed an interest in building housing for their retired members on this portion of the site.

**Table H-9 - Transit Oriented Sites**

<b>Area</b>	<b>Zone</b>	<b>Description</b>	<b>Assumptions</b>	<b># Units</b>
Site 1	C-3	1764 Marco Polo Way 1.13 acre parcel now zoned for office use, owned by Poplar Recare, now used for their children's services and adult day care facility. Located west of the Peninsula Hospital. Properties across the street are zoned for multifamily residential.	<ul style="list-style-type: none"> <li>• 4-story, 50' in height</li> <li>• 50 units/acre</li> <li>• would require rezone to R-3 residential overlay</li> <li>• site owned by Poplar Recare – a nonprofit organization that provides services to developmentally disabled – potential for housing in combination with adult day care program</li> </ul>	56
Site 2	C-3	1777 Murchison Drive Vacant 1.3 acres parcel at the center of the block accessed from the Buddhist Association administrative offices on Murchison which is zoned office use.	<ul style="list-style-type: none"> <li>• 4-story, 50' in height</li> <li>• 50 units/acre</li> <li>• would require rezone to R-3 residential overlay</li> <li>• includes affordable density bonus (15% of units)</li> </ul>	65
Site 3	C-3	1825 Magnolia Drive 1.40 acre parcel now zoned for office use, contains an office building. Now zoned for office use.	<ul style="list-style-type: none"> <li>• 4-story, 50' in height</li> <li>• 50 units/acre</li> <li>• would require rezone to R-3 residential overlay</li> <li>• includes affordable density bonus (15% of units)</li> </ul>	70
Site 4	C-2	Along California Drive – North of Broadway Located within ¼ mile of Broadway train station	<ul style="list-style-type: none"> <li>• mixed use or live/work with residential at 48 units/acre</li> <li>• single lots on block would be combined to create double-wide lots with a density of 48 units/acre</li> <li>• would require R-3 residential overlay</li> <li>▪ reduced parking for live/work or mixed use if affordable for moderate income</li> </ul>	50
<b>Total # of Units:</b>				<b>239</b>



# CITY OF BURLINGAME RESIDENTIAL ZONING MAP *PROPOSED TRANSIT ORIENTED DEVELOPMENT*

**ZONING LEGEND**

R1 = SINGLE FAMILY

R2 = DUPLEX

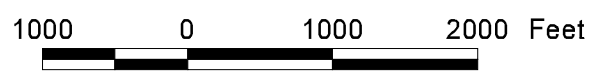
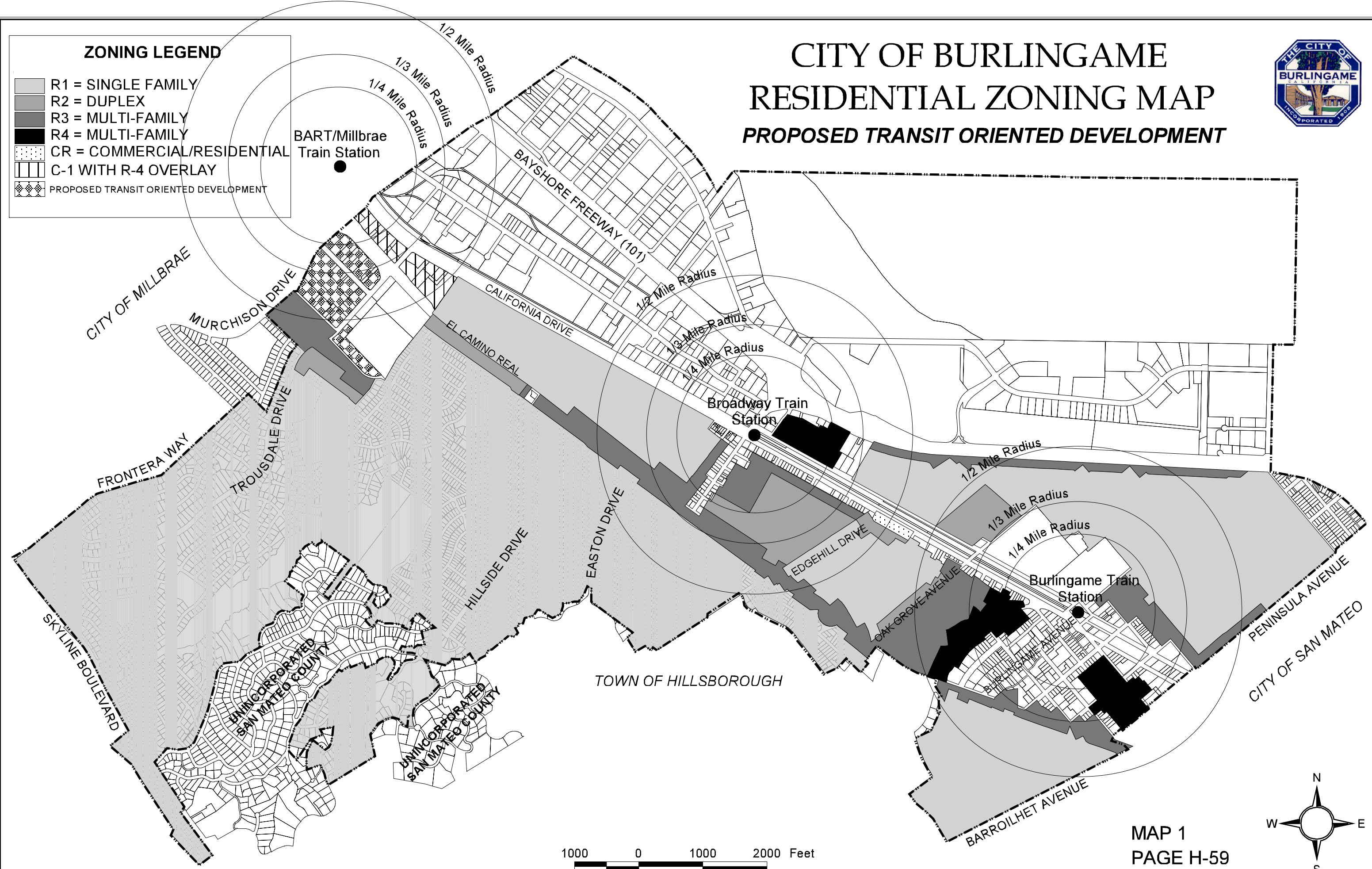
R3 = MULTI-FAMILY

R4 = MULTI-FAMILY

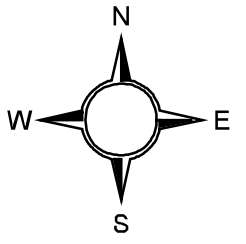
CR = COMMERCIAL/RESIDENTIAL

C-1 WITH R-4 OVERLAY

PROPOSED TRANSIT ORIENTED DEVELOPMENT



MAP 1  
PAGE H-59



## **Transition Areas**

- ❑ **Area south of Burlingame Avenue (Subarea C):** There is an existing high density residential area south of Howard Avenue primarily along Lorton and Highland Avenues. The surrounding areas (east side of Highland, and along Park Road) are now zoned C-1 and C-2 and are developed with a mix of office, commercial and residential uses. Since the core of the commercial area is focused on Burlingame Avenue (Subarea A) and the adjacent areas along Howard Avenue to the south and Donnelly and Chapin to the north between El Camino Real and California Drive (Subarea B), the existing residential uses within the commercial area could be expanded to provide a transition between the more intense retail and office commercial uses and existing adjacent residential areas. There are about 5.8 acres within this area that could be converted to higher density residential uses.

Since this area already contains a mix of commercial and residential uses, it is a good location to consider live/work units and mixed uses. It is recommended that zoning code changes be made to allow live/work units and to offer viable standards for their construction.

This area may not yield a lot of new housing units. The parcels in this area are typical small lots, most are fifty feet wide by about 120 feet deep, which could accommodate 3 to 4 units at most. Unless parcels are consolidated, it will be difficult to gain too many more units. It is proposed that the zoning code be amended to provide bonuses to encourage lot consolidation in this area.

There are two parcels along Highland Avenue that are adjacent to the "Auto Row" overlay zone (Subarea D), and were previously used for automobile storage for auto sales businesses on Auto Row. These parcels are larger than most in the area, and could accommodate about 35 units each. It is proposed that a density bonus be offered for sites in this area that are combined. One of the nearby auto dealers has closed its business and these two lots on Highland previously used for car storage are now vacant. Planning staff has received inquiries from housing developers about these two properties, one of which is currently for sale. The proposed changes to the zoning code, including the overlay zone and incentives for affordable housing and transit oriented development will encourage residential development on these sites.

- ❑ **Rollins Road south of Bloomfield Road:** This area is now zoned R-3 (multiple family residential), with an overlay that limits development to one unit per 2000 SF of land area (equivalent to 21 units per acre). This area acts as a transition area between State Route 101 (the Bayshore Freeway) and the single family homes immediately to the east. The area could support higher densities and still maintain its transition function by including design considerations to make additional units compatible with the adjoining single family homes. A new overlay zone was applied in 2000 along Rollins Road north of this area which allows higher densities and provides a density bonus for lot combination. This overlay zone would

allow the equivalent of 29 to 34 units per acre. It is proposed that this same overlay concept be applied to this southerly area. Most parcels are 50' wide and less than 6000 SF in area, and now contain duplexes. With this zoning change, each site could support up to 4 units, and still have features which are compatible with the adjacent single family homes. If lots are combined and the density bonus of the overlay zone is applied, there would be more opportunity to build a residential project with both more units and on-site amenities such as common open space.

- ❑ **East side of Carolan next to North Park Apartments:** This area consists of four parcels totaling 5.38 acres, now zoned C-2. The primary existing use is auto related businesses. This is a pocket of commercial development located between two residential areas and is within walking distance (less than one-half mile) from the Broadway Caltrain station. The location between the high density residential North Park Apartments (developed at 43 units per acre) and the single family neighborhood (fronting on Toyon Drive) to the south offers an opportunity to provide a more suitable transition between the two residential areas. It is proposed that the northern 3.35 acres be rezoned to the R-4 zone district and developed at a density of 43 units per acre, comparable to the adjacent North Park apartments. The remaining 2.03 acres adjacent to the existing single family R-1 lots to the south would be suitable for R-3 zoning restricted to townhouse development, with a limitation on density and height to provide a good transition between the high density use and the single family houses fronting on Toyon Drive. Since these are large parcels with auto repair and sales business in older, warehouse style structures, the potential for reuse is good. Given that this area is between two existing residential areas and close to the train station, the location is ideal for residential uses which could benefit from zoning incentives for lot combination, affordable units and transit orientation.

**Table H-10 – Transition Areas**

Area	Zone	Description	Assumptions	# Units
Area 1	R-3	Rollins Road South of Bloomfield Transition area between SR 101 and the single family homes to the east. Area is zoned R-3 with an overlay that limits development to 1 unit/2000 SF of land area.	<ul style="list-style-type: none"><li>• Extend Rollins Road multiple family subzone from Bloomfield Road to Burlingame Avenue.</li><li>• Density will be increased from one dwelling unit/2000 SF of land to one dwelling unit/1500 SF of land.</li><li>• 30% of lots will be combined into two lots. These lots would be developed at one unit per 1500 SF of land + one unit for combined lot.</li><li>• Remaining lots at 21 units/acre</li><li>• 2-story height limit</li></ul>	46
Area 2	C-2	East side of Carolan next to North Park Apartments Four parcels totaling 5.38 acres located between two residential areas and less than ½ mile from the Broadway train station.	<ul style="list-style-type: none"><li>• 3.346 acre parcel would require rezone to R-4</li><li>• 3-story, 35’ in height</li><li>• 43 units/acre</li><li>• includes affordable density bonus (15% of units)</li></ul>	144
			<ul style="list-style-type: none"><li>• 2.034 acre parcel would be rezoned to R-3 Townhouse</li><li>• 20 units/acre</li><li>• 2-story max. height within 40’ of south property line; garages facing north property line; front entrances facing south property line</li></ul>	41
Area 3	C-1	Area south of Burlingame Avenue (Subarea C)	<ul style="list-style-type: none"><li>• 3-story, 35’ in height</li><li>• 35 units/acre for parcels over 20,000 SF</li><li>• smaller parcels can add 3-6 units per lot, bonus for combined lots.</li><li>• would require rezone to R-4 residential overlay zone</li></ul>	50
			<ul style="list-style-type: none"><li>▪ one 0.8 acre site to accommodate efficiency units –one parking space per unit if all units affordable to very low and low income</li><li>▪ excellent opportunity for live/work units</li></ul>	70
Total # of Units:				351



# CITY OF BURLINGAME RESIDENTIAL ZONING MAP

## PROPOSED TRANSITION AREAS



### ZONING LEGEND

- R1 = SINGLE FAMILY
- R2 = DUPLEX
- R3 = MULTI-FAMILY
- R4 = MULTI-FAMILY
- CR = COMMERCIAL/RESIDENTIAL
- C-1 WITH R-4 OVERLAY
- PROPOSED TRANSITION AREAS

BART/Millbrae  
Train Station

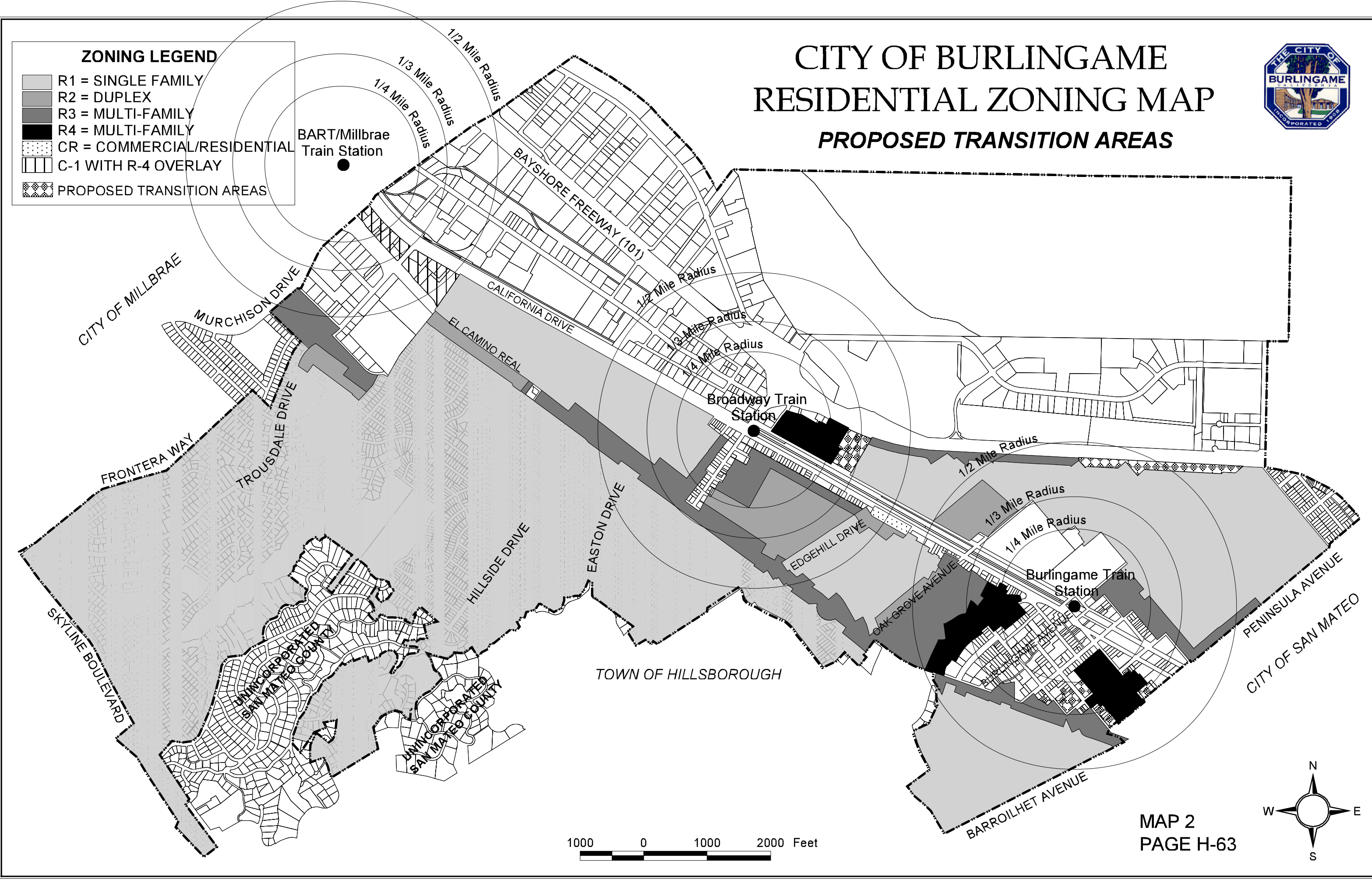
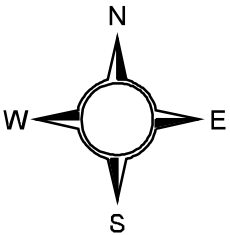
Broadway Train  
Station

Burlingame Train  
Station

TOWN OF HILLSBOROUGH

1000 0 1000 2000 Feet

MAP 2  
PAGE H-63



## **ACTIONS REQUIRED/ZONING CHANGES**

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

### **Rezoning from C-1 to Multiple Family R-3 and R-4**

The property south of North Park Apartments requires rezoning from C-1 to R-3 and R-4 to create a priority for residential use and to make the sites available for residential use. Incentives for lot consolidation would be included as a part of revisions proposed to the R-3 and R-4 zones in the Housing Element.

### **Rezoning to Revise the R-3 Overlay along Rollins Road**

In order to allow for increased density, the area along Rollins Road south of Bloomfield Road would require an amendment to the existing overlay zone. The current overlay zone allows one dwelling unit per 2000 square feet of lot area. The proposed change would increase the density to one unit per 1500 square feet of lot area, and would provide a density bonus if lots are consolidated.

### **Create an R-3 Overlay zone**

The C-1 and C-3 zoned property in the area bounded by El Camino Real, the Peninsula Hospital Property, Marco Polo Way and Murchison Drive would need to have a multiple family residential overlay zone applied in order to facilitate residential development of vacant and underused parcels. The overlay zone approach would allow the existing office and commercial uses to remain, but would add the opportunity for high density residential development which would match the height and mass of the office buildings already in this area close to mass transit. The R-3 zone will be revised to encourage lot consolidation by providing opportunities for bonus dwelling units.

### **Create an R-4 Overlay zone**

The area south of Burlingame Avenue now zoned C-1 would need an R-4 residential overlay zone. There are other R-4 zoned properties in the area, and this zoning would be compatible with these and the surrounding area. Using the overlay approach, some of the existing commercial and office uses which support the downtown commercial center could also comfortably remain.

### **Amend The Zoning Code To Offer Incentives For Affordable Housing And Transit Oriented Development**

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

- provide incentives for affordable housing;
- provide for reduced parking and increased height for development within one-third mile of a transportation hub;



- provide incentives such as reduced parking requirement for efficiency units if all units are affordable;
- amend the zoning code regulations to provide opportunities for live/work units and mixed use projects; and
- provide incentives for lot consolidation in areas where there are small underdeveloped lots and/or residential development design would benefit from larger lots.

**Amend the Zoning Code to Remove Constraints for Disabled Accessibility**

In order to remove constraints to providing disabled accessibility, consider zoning code changes in all residential districts to provide an exemption to lot coverage and setback requirements for ramps and landings necessary to provide access for the disabled; add opportunities for group homes for the disabled in the R-3 and R-4 zone districts; analyze current zoning and development standards to identify barriers to housing for the disabled.

**Table H-11 - Estimated Development Potential for Selected Sites**

	<b>Very Low</b>	<b>Low</b>	<b>Mod</b>	<b>Above Mod</b>	<b>Total # Units</b>
<b>Vacant or Underused Sites</b>					
1800 El Camino Real	2	1	6	51	60
1875 California Drive	19	9	0	0	28
1870 El Camino Real	1	1	5	44	51
Site 4	29	14	0	0	43
<b>Subtotal:</b>	<b>51</b>	<b>25</b>	<b>11</b>	<b>95</b>	<b>182</b>
<b>Transit Oriented Sites</b>					
1764 Marco Polo Way	0	0	56	0	56
1777 Murchison Drive	1	1	8	55	65
1825 Magnolia Drive	1	1	7	59	70
Along California Dr North of Broadway	0	0	50	0	50
<b>Subtotal:</b>	<b>2</b>	<b>2</b>	<b>123</b>	<b>114</b>	<b>241</b>
<b>Transition Areas</b>					
Rollins Rd. South of Bloomfield	2	1	4	39	46
East side of Carolan next to Northpark	7	4	17	157	185
Area south of Burlingame Avenue	49	24	4	43	120
<b>Subtotal:</b>	<b>58</b>	<b>29</b>	<b>25</b>	<b>239</b>	<b>351</b>
<b>Total:</b>	<b>111</b>	<b>56</b>	<b>159</b>	<b>448</b>	<b>774</b>
<b>Regional Housing Need</b>	<b>110</b>	<b>56</b>	<b>157</b>	<b>242</b>	<b>565</b>

## **PUBLIC FACILITY CAPACITY**

The City of Burlingame is almost built out and public facilities in place are adequate to serve existing and proposed development. There are two public improvement projects which have been completed in the last 10 years which have removed any constraints to new residential development, particularly at the north end of the city. Many of the sites identified are located in the northern portion of the City.

### **Sewer Treatment Plant Improvements**

In 1994, major improvements were made to the City's wastewater treatment plant facilities. As a result of these upgrades, the capacity of the plant was increased to accommodate the ultimate population anticipated in the City's General Plan. According to estimates made by the Association of Bay Area Governments, Burlingame's General Plan buildout would accommodate an additional 817 housing units above what is shown to exist in Burlingame by Census 2000. Therefore, there is adequate capacity at the wastewater treatment to handle the projected 565 units proposed.

### **Sewer Interceptor Project**

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

### **Water Supply**

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

In November of 2000, the City of Burlingame adopted an Urban Water Management Plan in accordance with State law requirements. The plan looks at the City's water needs and anticipated supplies to accommodate current needs and future growth.

The Urban Water Management Plan uses the Association of Bay Area Governments (ABAG) population projections to anticipate the future water supply needs for the City of Burlingame and the unincorporated Burlingame Hills. ABAG had projected that the population for Burlingame by 2020 will be 34,300 people. The 2000 Census indicates that the current population of Burlingame is 28,158 people. Therefore, the ABAG projection anticipates an increase in population of about 6000 people by 2020.

The Housing Element update proposes the addition of 565 housing units in Burlingame by the year 2006. The 2000 Census indicates that the average household size in Burlingame is 2.74 people. Therefore, the 565 new housing units would accommodate a population increase of about 1600 people by the year 2006. This is well within the scope of the 6000 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 2010, the Urban Water Management Plan projects that Burlingame will use about 5 mgd (a 4% increase). Burlingame has a guaranteed allotment of 5.24 mgd from the total supply of the SFPUC system (300 mgd). Therefore, there is an adequate supply of water available to accommodate the addition of 565 housing units within the next five years.

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.

## **COMMUNITY OPPORTUNITIES**

### **Key Findings:**

- ❑ With the location of a new BART station at Burlingame's northern border, new opportunities to expand on Burlingame's origin as a transit village along the San Francisco to San Jose rail have emerged since the state and city certified Burlingame's 1994 Housing Element.
- ❑ During implementation of the 1994 Housing Element effective housing programs emerged in the areas of neighborhood and housing stock maintenance (residential design review), affordable housing (second unit amnesty) and mixed use overlay zoning (shift of land uses from older commercial uses to high density residential).
- ❑ The 2001-2006 Housing Element work program is built on these successes:
  - legislative incentives to build housing and affordable units;
  - continue existing effective programs for housing maintenance and affordability such as second unit amnesty and design review;
  - continue code enforcement;
  - staff training for making matches between development and funding options and facilitating compliance with other agencies to reduce development time; and
  - build on successful partnerships with non-profit providers.

Since 1994 the residents and City Council of Burlingame have worked hard and achieved many of the implementing action programs set out in the 1994 Housing Element. In some cases time and opportunity thwarted the accomplishment of some programs. Over the past eight years circumstances facing the city and its residents have also changed. In this section the focus is on the particular successes of the 1994 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.

### **Key Programmatic Accomplishments of the 1994 Housing Element**

Burlingame's 1994 Housing Element action program was divided by planning goals. The premise was that the residents, Council and staff would work together identifying and implementing action programs to create opportunity for more housing to assist in meeting the City's share of California's housing need but also to assist those households with unique housing needs. In Burlingame these households include the elderly who live on lower or fixed incomes, single heads of households, and our service and public employees. Because more than half the City's single family housing stock and neighborhoods were built before 1940, maintenance and conservation of neighborhood character was a leading issue during the planning period.

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

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

Building on these programs, over the planning period the City added 117 dwelling units, rehabilitated 213 dwelling units and conserved as affordable housing 70 dwelling units. The numbers of households added and affected may be below our 1994 Housing Element targets; but during the planning period the city laid more ground work for maintaining the City's residential quality and supporting affordable housing than with any other Housing Element implementation program. The 2001-2006 Housing Element will build on and expand on this legislative base and implementation experience.

### **Changed Circumstances**

During the 1994 Housing Element program period a regional decision was made to extend the Bay Area Rapid Transit (BART) system further down the San Francisco Peninsula and to San Francisco International Airport. Implementation of this decision brought the last station on the BART line to the southern border of Millbrae, and 1200 feet of tail track into Burlingame. The end of the line station, including a CalTrain cross platform, now lies within a third of a mile of an area of Burlingame now developed with older office buildings and the immediate area's largest hospital, Mills-Peninsula. A recent decision has been made to reconstruct the hospital on its same site for seismic compliance within the next five to ten years. Not only is the hospital a major community facility, it is a major employer of service workers, many with lower incomes. Clearly there is now a need for and incentive to build more housing for families and individuals with a range of incomes at the north end of Burlingame.

Existing circumstances continue and affect local planning. Because Burlingame is built out and two of the City's five square miles of area are under San Francisco Bay water, the only way to add housing will be to change land uses or mix residential uses with other existing land uses. This land use mixing must be done in such a way that desirable residential areas and neighborhoods are created while preserving the City's economic base so the additional cost of services for an aging infrastructure and for expanded services to new housing can be met through its economic base. The City is undertaking a Specific Area Plan study for the north end of the city by the new BART facilities, including the adjacent industrial area. A focus of this study is how to create proper transitions between residential and other land uses, as well as to determine how to retain a viable industrial area in order to maintain the existing revenue flow and to assist financially in supporting this new development. The specific area plan will build on and reinforce, with design suggestions, the siting studies done which will be adopted as a part of the 2001-2006 Housing Element.

### **Lessons from the 1994 Housing Element Implementation**

The city has learned from the variety of experience implementing the 1994 Housing Element. The proposed 2001-2006 Housing Element work program is based on the current Housing Element's successes and reality checks. We have been successful with legislation which provides incentives for private developers to change land use from commercial to residential using multiple family overlay zones on commercial properties as well as with incentives to single family homeowners to maintain their properties and retain older second units. Without a redevelopment agency or direct government entitlement funds, we have learned that city staff must work at being informed and build a bridge of information and program linkage between developers and available assistance. Moreover, as the regulatory programs outside the City's control multiply and discourage new residential development by increasing its cost, City staff must be trained to facilitate and communicate. The 2001-2006 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 2001-2006 Housing Element which should succeed because they build on the success and experience of the 1994 Housing Element are:

- ☐ Rehabilitation through code enforcement;
- ☐ Continuation of Second Unit Amnesty program coupled with participation in county housing rental rehabilitation programs;
- ☐ Residential and neighborhood maintenance through residential design review;
- ☐ Create zoning incentives for transit oriented development with inclusion of affordable units within 1/3 mile of the City's three transit hubs;

- ❑ Form a partnership with a local non-profit to insure existing and new residential units stay affordable;
- ❑ Build on successful partnerships with non-profit providers and provide more regulatory incentives to encourage housing assistance for senior citizens including assistance in modifying existing housing for the elderly and disabled;
- ❑ Use zoning to provide more incentives for residential uses in mixed use and transition areas, have zoning in place early to take advantage of opportunities;
- ❑ Continuous staff training and encouragement in their role as program facilitator and broker between funding agencies and private developers.



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

### **2001 – 2006**

#### **Key Findings:**

- ❑ The Housing Element goals and policies compose the description of Burlingame's land use and development parameters for housing. The action program is the description of the specific means proposed for implementing these goals and policies in the next planning period for housing, 2001 through 2006.
- ❑ A unique aspect of the Housing Element action program is that it establishes quantified targets for the planning period and establishes a time frame for accomplishing each action.
- ❑ The city's accomplishments in terms of action program must be reported to the City Council and State of California annually. The form for the City's annual progress report to the City Council and State concludes this section.

#### **GOALS AND POLICIES**

This section of the Housing Element contains the goals and policies that the City of Burlingame intends to implement to address the housing needs identified in the needs assessment evaluation. The following section on Action Programs outlines specific actions to be taken to meet the goals and policies.

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

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.

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

Policy H(B-1): Promote equal housing opportunities for all Burlingame residents.

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

Policy H (C-1): Inform local public sector and private sector employees about available housing assistance programs.

Policy H(C-2): Encourage inclusion of affordable dwelling units in multiple-family residential development.

Policy H(C-3): Encourage public agency partnerships to provide housing, reduce commute time and facilitate retention of community based groups like teachers, public employees, hospital and service sector workers.

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

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.

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.

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

Policy H(E-1): Promote the use of energy conservation in residential construction.

Policy H(E-2): Encourage energy conservation measures in rehabilitation projects.

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

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.

**Vacant or Underused Sites:**

1800 El Camino Real, 0.9 acre zoned C-1/R-4 overlay  
1875 California Drive, 0.33 acre zoned C-1/R-4 overlay  
1870 El Camino Real, 0.78 acre zoned C-1/ R-4 overlay  
One additional office site, 0.5 acre zoned C-1/R-4 overlay

**Transit Oriented Sites**

1764 Marco Polo Way, vacant 1.13 acre site zoned C-3  
1777 Murchison Drive, vacant 1.3 acres zoned C-3  
1825 Magnolia Drive, 1.4 acre site zoned C-3  
California Drive north of Broadway, zoned C-2

**Transition Areas**

Rollins Road south of Bloomfield, zoned R-3  
East side of Carolan between Cadillac and Toyon, 5.4 acres zoned C-2  
Area south of Burlingame Avenue commercial area, zoned C-1

Policy H(F-2):   Maintain data base of existing R-3, R-4 and CR zoning districts to remain aware of the number of additional units that could be developed on "under-developed" parcels in these areas.

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

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

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

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

Policy H(F7):    Encourage participation in the San Mateo County first-time buyer program (Mortgage Credit Certificate) and other ownership assistance programs.

## ACTION PROGRAM

This Section outlines the programs and actions to be taken to implement the policies listed above. Some of these are ongoing programs now in place, others will require changes to the city's ordinances and policies.

<b>GOAL A: PRESERVE RESIDENTIAL CHARACTER BY ENCOURAGING MAINTENANCE, IMPROVEMENT AND REHABILITATION OF THE CITY'S NEIGHBORHOODS AND HOUSING STOCK.</b>
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<b>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.	<b>Five Year Objective:</b>  <i>Continue maintenance programs for public facilities.</i>
<b>H(A-2)Housing Rehabilitation</b>  Through the City's Code Enforcement Program, establish a program of contacting owners of structures that appear to be overcrowded, declining or in need of repair. Refer property owners to the Rehabilitation Loan Program administered by San Mateo County to assist qualified homeowners in making necessary repairs to structures in need of rehabilitation.	<b>Five Year Objective:</b>  <i>Rehabilitate 20 housing units.</i>
<b>H(A-3)Discourage condominium conversions</b>  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.	<b>Five Year Objective:</b>  <i>No conversion of existing rental stock to condominiums</i>
<b>H(A-4)Prevent conversion of residential units to non-residential use.</b>  Amend zoning code to require a conditional use permit for any project where residential units are proposed to be replaced by non-residential use.	<b>Five Year Objective:</b>  <i>Retain existing rental housing.</i>

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

**H(A-5)Ensure affordability of existing units.**

Continue the relationship with the County of San Mateo Department of Housing for administration of Block Grant funds for housing programs; encourage use of available programs (such as HOME) to assist non-profit housing corporations in acquiring, rehabilitating and managing apartment units for long-term affordability.

**Five Year Objective:**

*Encourage acquisition and rehabilitation of 20 apartment units for long-term affordable housing.*

**H(A-6)Determine code compliance, structural deficiencies of existing residences upon sale.**

Continue program that assists in research of residential records upon the request of realtors or potential home buyers.

**Five Year Objective:**

*Continue assistance to potential home buyers*

**H(A-7)Residential design review**

Continue implementation of residential design review and zoning regulations including setbacks, floor area ratio, declining height; continue implementation of single family design review guidelines adopted in 1998.

**Five Year Objective:**

*Process 250 applications for residential design review*

**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.**

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

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

**Five Year Objective**

*Continue referral activities through Code Enforcement Program*

<b>GOAL C: PROVIDE HOUSING OPPORTUNITIES FOR CITY EMPLOYEES, TEACHERS, HOSPITAL WORKERS AND OTHERS IN THE SERVICE INDUSTRY WHO WORK IN BURLINGAME.</b>	
<p><b>H(C-1)Refer eligible employees to housing assistance programs.</b></p> <p>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>Five Year Objective:</b></p> <p><i>Continue staff training and to refer eligible residents to programs</i></p>
<p><b>H(C-2)Provide incentives for developers to include affordable units in new residential projects</b></p> <p>Amend the zoning code to provide opportunities for density bonuses (through changes in parking requirements and/or height/bulk restrictions) for residential projects which include affordable units and are located within 1/3 mile of a transit station. Forge a partnership with a local non-profit agency to insure the units remain affordable</p>	<p><b>Five Year Objective:</b></p> <p><i>Provide 75 new affordable units at transit hubs</i></p>
<p><b>H(C-3) Encourage public agency partnerships to provide housing, reduce commute time, and facilitate retention of groups like teachers, public employees, hospital and service sector workers.</b></p> <p>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>Five Year Objective:</b></p> <p><i>Provide 50 new housing units in the vicinity of public agency workplaces and commercial centers.</i></p>
<b>GOAL D: ENCOURAGE SPECIAL PURPOSE HOUSING.</b>	
<p><b>H(D-1)Increase affordability for elderly households.</b></p> <p>a. Extend the second unit amnesty program for five years to allow creation of accessible secondary units for the frail elderly;</p> <p>b. Continue to allow upon request curbside disabled accessible parking spaces in single family neighborhoods.</p>	<p><b>Five Year Objective:</b></p> <p><i>Provide 30 affordable units for the elderly.</i></p> <p><i>Increase number of Section 8 units for elderly by 5 units.</i></p>

<b>GOAL D: ENCOURAGE SPECIAL PURPOSE HOUSING.</b>	
<ul style="list-style-type: none"> <li>c. Coordinate with San Mateo County Housing Authority to increase the number of Section 8 units for Burlingame's elderly population.</li> <li>d. Continue updating and distributing widely to local residents the <i>Senior Resources Handbook: An Informational Guide for Burlingame Senior Citizens, Their Families and Caregivers</i>.</li> <li>e. Expand incentives for new senior housing by amending the code to allow reduced parking requirements for assisted living projects.</li> <li>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.</li> <li>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.</li> <li>h. Refer seniors who are homeowners to the Human Investment Project for Housing Home Sharing Program, to find eligible tenants to share their housing.</li> </ul>	
<p><b>H(D-2)Improve livability of housing units for disabled population.</b></p> <ul style="list-style-type: none"> <li>a. Formulate and consider code changes that would allow code exceptions to modify housing for elderly and physically disabled for the duration of their tenancy.</li> <li>b. Amend the zoning code to provide an exemption from lot coverage and setback requirements for ramps and landings added to residences and group homes in order to provide access for the disabled.</li> <li>c. Consider zoning code changes to add opportunities for group homes for the disabled in the R-3 and R-4 zone districts.</li> <li>d. Establish a process for requesting disabled parking curb markings in the single family residential areas for persons with disabilities.</li> <li>e. Analyze current zoning and development standards to identify barriers to disabled housing.</li> </ul>	<p><b>Five Year Objective:</b></p> <p><i>Facilitate use of County assistance and staff work with residents to modify 10 existing housing units to accommodate disabled.</i></p>

<b>GOAL D: ENCOURAGE SPECIAL PURPOSE HOUSING.</b>	
<p><b>H(D-3)Add affordable housing units for single-parent households.</b></p> <p>Assign staff to carry out the following actions:</p> <ol style="list-style-type: none"> <li>Work with the County Housing Authority to increase the number of Section 8 certificates for single-parent families.</li> <li>Work with the Human Investment Project for Housing, a non-profit housing corporation which administers a home-sharing program which is available for Burlingame residents. Develop literature regarding availability of housing programs; distribute to Burlingame residents. Continue City funding assistance.</li> </ol>	<p><b>Five Year Objective:</b></p> <p><i>Increase by 5 the number of Section 8 units for single parent households. Train staff and refer single parent households to shared housing program, IHN or other local assistance providers.</i></p>
<p><b>H(D-4)Provide affordable studio or one-bedroom units for single occupants.</b></p> <ol style="list-style-type: none"> <li>Expand the multiple family overlay zone to include the C-3 zoned areas between Murchison Avenue and Peninsula Hospital and between Magnolia Avenue and Ogden Drive, and the area on the east site of Marco Polo Way.</li> <li>Develop revisions to the code to encourage development of studio and one-unit apartments with reduced parking requirements when located within one-third mile of a transit hub or major bus route.</li> </ol>	<p><b>Five Year Objective:</b></p> <p><i>Provide affordable efficiency housing units on selected sites: 1875 California Drive – 28 units Office site in R-4 overlay – 43 units South of Burlingame Ave. – 70 units Total: 141 affordable efficiency units</i></p> <p><i>Rezone properties with residential overlay</i></p> <p><i>Amend code to modify parking requirements when within a transit hub area</i></p>
<p><b>H(D-5)Provide local share of support for county-wide homeless programs</b></p> <p>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 County to provide homeless shelters county-wide.</p>	<p><b>Five Year Objective:</b></p> <p><i>Continue financial support of County-wide programs.</i></p> <p><i>Staff continue to facilitate process necessary to provide such services in the City.</i></p>



<b>GOAL E: REDUCE RESIDENTIAL ENERGY USE TO CONSERVE ENERGY AND HELP REDUCE HOUSING COSTS.</b>	
<p><b>H(E-1)Energy conservation for major residential construction</b></p> <p>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.</p>	<p><b>Five Year Objective:</b></p> <p><i>Add energy conservation features to 250 residences.</i></p>
<p><b>H(E-2)Community awareness of conservation benefits</b></p> <p>Distribute brochure on available energy conservation programs and measures at the Planning counter to all residents planning to expand or build new residences.</p>	<p><b>Five Year Objective</b></p> <p><i>Provide energy conservation information to public.</i></p>
<b>GOAL F: ACHIEVE INCREASED AFFORDABILITY OF HOUSING.</b>	
<p><b>H(F-1) Encourage development of housing on selected sites to serve all income levels</b></p> <p>Encourage housing development by making sure zoning is in place, amending zoning code requirements to provide incentives for affordable/transit oriented housing (by reducing parking requirements/changing height and bulk restrictions); amend the zoning code to provide incentives for lot consolidation; extend the R-3 overlay zone along Rollins Road south of Bloomfield to allow increased density, including a density bonus for lot consolidation; building on the current R-4 zone, create a new overlay zone for properties near the new BART station and Peninsula Hospital; and fast track zoning and building permit processing for housing applications on the following sites:</p> <p><b>Vacant and Underused Sites:</b></p> <ul style="list-style-type: none"> <li>• 1800 El Camino Real - 0.9 acre, zoned C-1/R-4 Overlay</li> <li>• 1875 California Drive - 0.33 acre, zoned C-1/R-4 Overlay</li> <li>• 1870 El Camino Real - 0.78 acre, zoned C-1/R-4 Overlay</li> <li>• Site 4 – additional 0.5 acre zoned C-1/R-4 Overlay</li> </ul> <p><b>Transit Oriented Sites now Commercial</b></p> <ul style="list-style-type: none"> <li>• 1764 Marco Polo Way - 1.13 acre zoned C-3</li> <li>• 1777 Murchison Drive - 1.3 acres zoned C-3</li> <li>• 1825 Magnolia Drive - 1.40 acre parcel zoned C-3</li> <li>• Area along California Drive – North of Broadway zoned C-2</li> </ul>	<p><b>Five Year Objective</b></p> <p><i>Promote development of at least 772 units (448 market rate units and 111 very low income, 56 low income and 157 moderate income units) between 2001 and 2006.</i></p>

<b>GOAL E: REDUCE RESIDENTIAL ENERGY USE TO CONSERVE ENERGY AND HELP REDUCE HOUSING COSTS.</b>	
<b>Transition Areas</b> <ul style="list-style-type: none"> <li>• Rollins Road South of Bloomfield – zoned R-3</li> <li>• East side of Carolan next to North Park Apartments - 5.38 acres zoned C-2</li> </ul> <p>Area south of Burlingame Avenue zoned C-1</p>	
<b>H(F-2) Promote development of potential housing sites</b> <ol style="list-style-type: none"> <li>Maintain and update the area-by-area land use surveys, note changes in vacant and underutilized sites; share information with potential residential developers.</li> <li>Promote development of housing units by offering incentives for guarantees of long-term affordability (such as reduced parking requirements/increased height).</li> </ol>	<b>Five Year Objective</b> <p><i>Provide assistance and incentives to encourage development of the sites listed in H(F-1).</i></p>
<b>H(F-3) Identify sites for mixed use and small one-bedroom or studio apartments.</b> <ol style="list-style-type: none"> <li>Encourage development of sites in C-R zone and where there is commercial zoning with a residential overlay;</li> <li>modify regulations to encourage mixed use and provide incentives for keeping units affordable;</li> <li>consider parking reductions for locations within one- third mile of transit hubs or along transit corridors;</li> <li>consider regulations for shared parking for mixed use with different day/night parking demands.</li> </ol>	<b>Five Year Objective</b> <p><i>Encourage development of 141 units in the C-R zone and selected sites identified in H(F-1)</i></p> <p><i>Provide incentives for development of units in C-R zone and on sites identified in H(F-1) above.</i></p> <p><i>Encourage mixed use and live/work units in the area south of Burlingame Avenue.</i></p> <p><i>Amend the zoning code to provide opportunities for live/work and mixed use projects</i></p>
<b>H(F-4) Second-unit Amnesty</b> <p>Continue the second unit amnesty program beyond its initial two-year time frame (2001 – 2003), extend to 2006; provide second unit applicants with information on participation in the San Mateo County Rental Rehabilitation program which provides rehabilitation loans for units which are available to tenants with low or very low incomes; consider expansion of the program by changing the eligibility date to qualify for second-unit amnesty.</p>	<b>Five Year Objective:</b> <p><i>Process 125 applications for second unit amnesty;</i></p> <p><i>Provide opportunities for rehabilitation of these units</i></p>

<b>GOAL E: REDUCE RESIDENTIAL ENERGY USE TO CONSERVE ENERGY AND HELP REDUCE HOUSING COSTS.</b>	
<p><b>H(F-5) To expand the stock of affordable housing</b></p> <p>Staff contact known non-profit housing corporations and religious institutions to make them aware of City interest, familiarize them with the opportunities available in Burlingame, and assist in processing where applications are required; encourage use of private foundation grants to fund affordable units.</p>	<p><b>Five Year Objective:</b></p> <p><i>Encourage development of affordable units on sites identified in H(F-1) above.</i></p>
<p><b>H(F-6)Section 8 Program</b></p> <p>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>Five Year Objective:</b></p> <p><i>Current number of Section 8 units is 55. Attempt to increase by an additional 25 units (total of 80 units).</i></p>
<p><b>H(F-7) First-time Homebuyer Program</b></p> <p>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.</p>	<p><b>Five Year Objective:</b></p> <p><i>Obtain assistance for 15 Burlingame residents.</i></p>

**Table H-12 – Quantified Summary of 2001 – 2006 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	110	111	22	72	205
Low	56	56	28	115	199
Moderate	157	159	0	11	168
Above Moderate	242	448	250	0	698
<b>Total</b>	<b>565</b>	<b>774</b>	<b>300</b>	<b>198</b>	<b>1270</b>

**Table H-13 – Quantified Summary by Program Type**

<b>Program</b>	<b>New Construction</b>	<b>Rehabilitation</b>	<b>Conservation</b>
H(A-2) Housing Rehabilitation		20	
H(A-5) Acquisition		20	
H(A-7) Design Review		250	
H(C-2) Density Bonus	(75)		
H(D-1) Elderly	(30)		8 (Section 8)
H(D-2) Disabled		10	
H(D-3) Single Parent			5 (Section 8)
H(D-4) Efficiency Units	(141)		
H(E-1) Energy Conservation		(250)	
H(F-1) New Development on Selected sites	772		
H(F-3) Mixed Use	(50)		
H(F-4) Second Unit Amnesty			125
H(F-6) Section 8			25 (Section 8)
H(F-7) First time homebuyer			15
<b>TOTAL</b>	<b>772</b>	<b>300</b>	<b>198</b>

**Note:** Numbers in parentheses ( ) are included in the total for H(F-1) for new construction and H(A-7) for rehabilitation.

**TABLE H-14 – SUMMARY OF HOUSING PROGRAM IMPLEMENTATION**

<b>PROGRAM</b>	<b>QUANTIFIED OBJECTIVE</b>	<b>ACTION</b>	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time-Frame</b>
<b>H(A-1)</b> Maintenance of Public Improvements	Continue maintenance program for public facilities	Maintain and enhance streets, water and sewer facilities	General Fund, Gas Tax Fund	Planning, Public Works, City Manager	2001-2006
<b>H(A-2)</b> Housing Rehabilitation	Rehabilitate 20 housing units	Referral to County assistance through Code Enforcement Program	General Fund, CDBG funds	Code Enforcement Planning Building	2001-2006
<b>H(A-3)</b> Discourage condominium conversion	No conversion of existing rental stock to condominiums	Continue to prevent condominium conversion through implementation of existing zoning controls	N/A	Planning	2001-2006
<b>H(A-4)</b> Prevent conversion of residential units to non-residential use	Retain existing rental housing	Amend code to require conditional use permit for any project where residential units are proposed to be replaced by non residential use	Public	Planning	2002
<b>H(A-5)</b> Ensure affordability of existing units	Encourage acquisition and rehabilitation of 20 apartment units for long-term affordable housing	Participate in County housing programs, provide referrals to non profit housing corporations to acquire, rehabilitate and manage apartment units	CDBG	Planning, City Manager, City Council	2001-2006
<b>H(A-6)</b> Determine code compliance, structural deficiencies of homes upon sale	Continue to provide assistance to potential home buyers	City staff to assist with research of residential records	City	Planning and Building	2001-2006
<b>H(A-7)</b> Residential Design Review	Process 250 applications for residential design review	Continue implementation of single family design review and zoning ordinance regulations controlling mass and bulk	Application Fees	Planning Department and Planning Commission	2001-2006
<b>H(B-1)</b> Public awareness of anti-discrimination laws	Continue referral activities through code enforcement program	Continue code enforcement activities and refer complaints to California Department of Fair Employment and Housing; refer complaints about housing discrimination to La Raza Central Legal	City funds, literature from other agencies	Code Enforcement Planning Building	2001-2006
<b>H(C-1)</b> Referral to Housing Assistance Programs for eligible employees	Continue to refer eligible employees to programs	Train staff about current opportunities, disseminate information regarding programs, refer eligible residents to County Office of Housing and Community Development	City funds, CDBG funds	Planning	2001-2006

PROGRAM	QUANTIFIED OBJECTIVE	ACTION	Funding Source	Responsible Agency	Time-Frame
<b>H(C-2)</b> Provide incentives for inclusion of affordable dwelling units in residential development	Provide 75 new housing units at transit hubs	a. Amend zoning code to provide incentives for residential projects which include affordable units and are within 1/3 mile of a transit station b. Establish partnership with local non-profit agency to insure the units remain affordable	Private, City	Planning	2003
<b>H(C-3)</b> Encourage public agency partnerships to provide housing for groups like teachers, public and hospital employees.	Provide 50 new housing units in the vicinity of public agency workplaces	Contact public agencies and encourage them to include a provision for employee housing in any facility expansion plans; have city staff assist interested agencies by sharing information on housing funding available from CDBG and other sources and with technical planning assistance.	Public Agencies	Planning	2001-2006
<b>H(D-1)</b> Increase affordability for elderly households	Provide 30 affordable units for the elderly; Increase number of Section 8 units for elderly by 5 units.	a. extend the second unit amnesty program for five years; b. Continue to allow curbside disabled parking spaces in neighborhoods. c. Coordinate with San Mateo County Housing Authority to increase number of Section 8 units for Burlingame's elderly population. d. Continue updating and distributing Senior Resources Handbook.. e. Expand incentives for new senior housing by reducing parking requirements for assisted living projects. f. Continue City financial support to non-profit agencies which administer housing programs for seniors; work with these agencies to facilitate implementation of their programs in Burlingame. g. Encourage non-profit housing groups to develop housing by facilitating project processing and providing incentives in the zoning regulations. h. Refer seniors who are homeowners to the Human Investment Project for Housing Home Sharing Program, to find eligible tenants to share their housing.	City funds, private funds, volunteers	Planning, City Manager, City Council, Parks and Recreation Department	2003 for code changes  2001 - 2006 for ongoing

PROGRAM	QUANTIFIED OBJECTIVE	ACTION	Funding Source	Responsible Agency	Time-Frame
<b>H(D-2)</b> Improve livability of housing units for disabled population	Modify 10 existing housing units to accommodate disabled	Consider code changes that would allow exceptions to modify housing for elderly and disabled; amend zoning code to exempt ramps and landings for accessibility from lot coverage requirements; consider zoning code changes to add opportunities for group homes for the disabled in the R-3 & R-4 zone districts; develop a process for requesting disabled parking curb markings in residential areas; analyze current zoning standards to identify barriers to disabled housing.	City funds for code changes, private funds for alterations	Planning, City Council	2003
<b>H(D-3)</b> Add affordable housing units for single parent households	Increase by 5 the number of Section 8 units for single parent households Refer single parent households to shared housing program	Work with County Housing Authority to increase the number of Section 8 certificates for single-parent households; Refer eligible residents to HIP Housing for shared housing	HUD funds, City funds	Planning, City Council	2001-2006
<b>H(D-4)</b> Provide affordable studio or one-bedroom units for single persons	Provide 141 affordable efficiency units for single persons	a. Expand the multiple family overlay zone to include the C-3 zoned areas between Murchison Avenue and Peninsula Hospital and between Magnolia Avenue and Ogden Drive, and the area on the east site of Marco Polo Way. b. Develop code revisions to encourage development of studio and one-unit apartments by reducing parking requirements when located within one-third mile of a transit hub or major bus route.	City funds for rezoning and code revisions, private/HCD /MTC funds for development	Planning, City Council, private developers	2003
<b>H(D-5)</b> Provide local share of support for county-wide homeless programs	Continue support of County-wide programs	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 County to provide homeless shelters county-wide.	General Fund	City Council, Planning	2001-2006

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

<b>PROGRAM</b>	<b>QUANTIFIED OBJECTIVE</b>	<b>ACTION</b>	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time-Frame</b>
<b>H(E-1)</b> Energy Conservation for Residential construction	Add energy conservation features to 250 remodeled and new residences	Apply Title 24 energy conservation requirements to all new residential construction and major additions; require structural and landscaping design to make use of natural heating and cooling	City funds, development fees	Planning, Building	2001-2006
<b>H(E-2)</b> Community awareness of conservation benefits	Provide energy conservation information to public	Distribute brochure on available energy conservation programs and measures to all residents planning to expand or build new residences.	PG & E, State and Federal grants	Planning, Building	2001-2006
<b>H(F-1)</b> Encourage development of housing on selected sites to serve all income levels	Promote development of at least 772 units (448 market rate units and 324 affordable units)	Encourage housing development by making sure zoning is in place, amending zoning code requirements to provide incentives for affordable/transit oriented housing and for lot consolidation, fast track processing of housing applications on selected sites.	City funds, application fees	Planning, City Council	2003 for code changes  2003-2006 for development
<b>H(F-2)</b> Promote development of potential housing sites	Provide encouragement and incentives to encourage development of selected sites.	Maintain land use surveys, contact owners of selected sites, promote development by offering incentives for guarantees of long-term affordability	City funds	Planning	2001-2006
<b>H(F-3)</b> Identify sites for mixed use and small one-bedroom or studio apartments	Encourage development of 50 units in the C-R zone; Provide incentives for development of units in C-R zone and on selected sites.	Encourage development on C-R zoned sites and commercial sites with a residential overlay; modify regulations to encourage mixed use and provide incentives for keeping units affordable. Encourage mixed use in the area south of Burlingame Avenue. Amend the zoning code to provide opportunities for live/work and mixed use projects.	City funds	Planning, City Council	2002 for zoning changes 2003 for code amendments
<b>H(F-4)</b> Second Unit Amnesty	Process 125 units for second unit amnesty; provide opportunities for rehabilitation of those units	Extend the second unit amnesty program to 2006; provide applicants with information on the County's rental rehabilitation program; consider expansion of the program to include more units by changing eligibility date.	City funds; private funds; CDBG funds	Planning, Building	2001-2006  2002 for changes to second unit amnesty program



<b>PROGRAM</b>	<b>QUANTIFIED OBJECTIVE</b>	<b>ACTION</b>	<b>Funding Source</b>	<b>Responsible Agency</b>	<b>Time-Frame</b>
<b>H(F-5)</b> Expand the stock of affordable housing	Encourage development of 50 affordable units on selected sites	Staff contact known non-profit housing corporations and religious institutions to make them aware of City interest, familiarize them with the opportunities available in Burlingame, and assist in processing where applications are required. Encourage use of private foundation grants to fund affordable units.	Non-profit and public sources	Planning, City Manager, City Council	2001-2006
<b>H(F-6):</b> Section 8 Program	Current number of Section 8 units is 55; attempt to increase by an additional 25 units (total of 80 units)	Work with San Mateo County Community Services and Housing Authority to provide Burlingame with a proportional share of Section 8 funds; distribute information about program to potential property owner and renter participants	City funds; HUD Section 8 funds	Planning, City Manager	2001-2006
<b>H(F-7)</b> First-time homebuyer program	Obtain assistance for 15 Burlingame residents	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.	CDBG funds, tax credits	Planning, City Manager, City Council	2001-2006

## **ANNUAL PROGRESS EVALUATION**

Government Code Section 65400(b)(1) requires that each jurisdiction provide an annual report to the State legislature which provides information on the status of the implementation programs identified by the Housing Element. This report shall include the status of general plan and implementation efforts, including progress in meeting the share of the regional housing need, and efforts to remove government constraints to development.

The following pages include the format which the City of Burlingame will use to document its progress on implementation of the programs identified in the Housing Element. The Evaluation Form is broken into three sections:

1. Status of programs which target new construction, rehabilitation and maintenance of housing units;
2. Status of programs which provide ongoing assistance to residents and developers and provide improvements to residential areas; and
3. Programs which require zoning code amendments to facilitate the production of new housing.

The annual report will be submitted to the Governor's Office of Planning and Research and the Department of Housing and Community Development by July 1<sup>st</sup> of each year.

These reports will be used to document progress in meeting the identified housing goals and objectives, facilitate housing element revisions and updates and assist in subsequent reviews of the Housing Element.

CITY OF BURLINGAME  
HOUSING ELEMENT  
ANNUAL PROGRESS EVALUATION  
FY \_\_\_\_\_

**INTRODUCTION**

The Purpose of this report is to summarize Housing Program accomplishments for the fiscal year and how these accomplishments contribute toward the goals of the 2001 Housing Element. The report consists of the list of goals taken from the Housing Element followed by a description of program activities for this fiscal year which have worked toward these goals.

**Housing Element Goals**

- GOAL A: PRESERVE RESIDENTIAL CHARACTER BY ENCOURAGING MAINTENANCE, IMPROVEMENT AND REHABILITATION OF THE CITY'S NEIGHBORHOODS AND HOUSING STOCK.**
- 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.**
- GOAL C: PROVIDE HOUSING OPPORTUNITIES FOR CITY EMPLOYEES, TEACHERS, HOSPITAL WORKERS AND OTHERS IN THE SERVICE INDUSTRY WHO WORK IN BURLINGAME.**
- GOAL D: ENCOURAGE SPECIAL PURPOSE HOUSING.**
- GOAL E: REDUCE RESIDENTIAL ENERGY USE TO CONSERVE ENERGY AND HELP REDUCE HOUSING COSTS.**
- GOAL F: ACHIEVE INCREASED AFFORDABILITY OF HOUSING.**

**Targets For New Construction, Rehabilitation And Maintenance Of Units**

Following is a list of the programs and targets identified to produce new units, rehabilitate existing units and maintain units as affordable in the 2001 Housing Element Update.

<b>PROGRAM H(A-2) Housing Rehabilitation</b>										
	<b>Very Low Income</b>		<b>Low Income</b>		<b>Moderate Income</b>		<b>Above Moderate</b>		<b>Total</b>	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
<b>New Construction</b>										
<b>Rehabilitation</b>	<b>7</b>		<b>13</b>						<b>20</b>	
<b>Maintenance</b>										
<b>TOTAL</b>	<b>7</b>		<b>13</b>						<b>20</b>	

**HOUSING ELEMENT**  
ANNUAL PROGRESS EVALUATION

<b>PROGRAM H(A-5) Ensure affordability of existing units</b>										
	<b>Very Low Income</b>		<b>Low Income</b>		<b>Moderate Income</b>		<b>Above Moderate</b>		<b>Total</b>	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
<b>New Construction</b>										
<b>Rehabilitation</b>	<b>15</b>		<b>5</b>						<b>20</b>	
<b>Maintenance</b>										
<b>TOTAL</b>	<b>15</b>		<b>5</b>						<b>20</b>	
<b>PROGRAM H(A-7) Residential Design Review</b>										
<b>PROGRAM H(E-1) Energy Conservation for Residential construction</b>										
	<b>Very Low Income</b>		<b>Low Income</b>		<b>Moderate Income</b>		<b>Above Moderate</b>		<b>Total</b>	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
<b>New Construction</b>										
<b>Rehabilitation</b>							<b>175</b>		<b>175</b>	
<b>Maintenance</b>										
<b>TOTAL</b>							<b>175</b>		<b>175</b>	
<b>PROGRAM H(D-1) Increase affordability for elderly households</b>										
	<b>Very Low Income</b>		<b>Low Income</b>		<b>Moderate Income</b>		<b>Above Moderate</b>		<b>Total</b>	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
<b>New Construction</b>										
<b>Rehabilitation</b>										
<b>Maintenance</b>	<b>3</b>		<b>2</b>						<b>5</b>	
<b>TOTAL</b>	<b>3</b>		<b>2</b>						<b>5</b>	
<b>PROGRAM H(D-2) Improve livability of housing units for disabled population</b>										
	<b>Very Low Income</b>		<b>Low Income</b>		<b>Moderate Income</b>		<b>Above Moderate</b>		<b>Total</b>	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
<b>New Construction</b>										
<b>Rehabilitation</b>			<b>10</b>						<b>10</b>	
<b>Maintenance</b>										
<b>TOTAL</b>			<b>10</b>						<b>10</b>	
<b>PROGRAM H(D-3) Add affordable housing units for single parent households</b>										
	<b>Very Low Income</b>		<b>Low Income</b>		<b>Moderate Income</b>		<b>Above Moderate</b>		<b>Total</b>	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
<b>New Construction</b>										
<b>Rehabilitation</b>										
<b>Maintenance</b>	<b>3</b>		<b>2</b>						<b>5</b>	
<b>TOTAL</b>	<b>3</b>		<b>2</b>						<b>5</b>	
<b>PROGRAM H(F-1) Encourage development of housing on selected sites to serve all income levels</b>										
<b>PROGRAM H(D-2) Improve livability of housing units for disabled population (10 new units included below)</b>										
<b>PROGRAM H(D-4) Provide affordable studio or one-bedroom units for single persons (141 efficiency units included)</b>										
<b>PROGRAM H(F-3) Identify sites for mixed use and small one-bedroom or studio apartments</b>										
	<b>Very Low Income</b>		<b>Low Income</b>		<b>Moderate Income</b>		<b>Above Moderate</b>		<b>Total</b>	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
<b>New Construction</b>	<b>111</b>		<b>56</b>		<b>157</b>		<b>448</b>		<b>772</b>	
<b>Rehabilitation</b>										
<b>Maintenance</b>										
<b>TOTAL</b>	<b>111</b>		<b>56</b>		<b>157</b>		<b>448</b>		<b>772</b>	

<b>PROGRAM H(F-4) Second Unit Amnesty</b>										
	<b>Very Low Income</b>		<b>Low Income</b>		<b>Moderate Income</b>		<b>Above Moderate</b>		<b>Total</b>	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
<b>New Construction</b>										
<b>Rehabilitation</b>										
<b>Maintenance</b>	<b>85</b>		<b>165</b>						<b>250</b>	
<b>TOTAL</b>	<b>85</b>		<b>165</b>						<b>250</b>	
<b>PROGRAM H(F-6): Section 8 Program</b>										
	<b>Very Low Income</b>		<b>Low Income</b>		<b>Moderate Income</b>		<b>Above Moderate</b>		<b>Total</b>	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
<b>New Construction</b>										
<b>Rehabilitation</b>										
<b>Maintenance</b>	<b>19</b>		<b>5</b>		<b>1</b>				<b>25</b>	
<b>TOTAL</b>	<b>19</b>		<b>5</b>		<b>1</b>				<b>25</b>	
<b>PROGRAM H(F-7) First-time homebuyer program</b>										
	<b>Very Low Income</b>		<b>Low Income</b>		<b>Moderate Income</b>		<b>Above Moderate</b>		<b>Total</b>	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
<b>New Construction</b>										
<b>Rehabilitation</b>										
<b>Maintenance</b>					<b>15</b>				<b>15</b>	
<b>TOTAL</b>					<b>15</b>				<b>15</b>	

<b>TOTAL ALL PROGRAMS</b>										
	<b>Very Low Income</b>		<b>Low Income</b>		<b>Moderate Income</b>		<b>Above Moderate</b>		<b>Total</b>	
	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>	<i>Target</i>	<i>Achieved</i>
<b>New Construction</b>	<b>111</b>		<b>56</b>		<b>157</b>		<b>448</b>		<b>772</b>	
<b>Rehabilitation</b>	<b>22</b>		<b>28</b>		<b>0</b>		<b>175</b>		<b>225</b>	
<b>Maintenance</b>	<b>110</b>		<b>174</b>		<b>16</b>		<b>0</b>		<b>300</b>	
<b>TOTAL</b>	<b>243</b>		<b>258</b>		<b>173</b>		<b>623</b>		<b>1297</b>	

### Ongoing Programs

The following is a list and description of programs where the City provides ongoing assistance, but that there is no numerical quantification of the service provided.

<b>PROGRAM H(A-1) Maintenance of Public Improvements</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.	<b>STATUS:</b>
<b>PROGRAM H(A-3) Discourage condominium conversion</b>	
Maintain the existing zoning controls which prohibit conversion of residential rental projects with fewer than 21 units to condominiums, and which contain strict regulations for conversion of more than 21 units to condominiums.	<b>STATUS:</b>
<b>PROGRAM H(A-6) Determine code compliance, structural deficiencies of homes upon sale</b>	
Continue program that assists in research of residential records upon the request of realtors or potential home buyers.	<b>STATUS:</b>

<b>PROGRAM H(B-1) Public awareness of anti-discrimination laws</b>	
Continue Code Enforcement Officer and coordination with Planning Department code enforcement activities; provide information handouts; inform the public and local realtors about equal housing laws and recourse available in case of violations; refer complaints to California Department of Fair Employment and Housing; refer complaints regarding discrimination to La Raza Central Legal, a nonprofit community law center which works with local tenants to resolve landlord/tenant issues.	<b>STATUS:</b>
<b>PROGRAM H(C-1) Referral to Housing Assistance Programs for eligible employees</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.	<b>STATUS:</b>
<b>PROGRAM H(D-5) Provide local share of support for county-wide homeless programs</b>	
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 County to provide homeless shelters county-wide.	<b>STATUS:</b>
<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>STATUS:</b>
<b>PROGRAM H(F-5) Expand the stock of affordable housing</b>	
Staff contact known non-profit housing corporations and religious institutions to make them aware of City interest, familiarize them with the opportunities available in Burlingame, and assist in processing where applications are required.	<b>STATUS:</b>

### Programs Requiring Code Amendments

The following programs require implementation of zoning code amendments to facilitate the production of new housing.

<b>PROGRAM H(A-4) Prevent conversion of residential units to non-residential use</b>		
Amend zoning code to require a conditional use permit for any project where residential units are proposed to be replaced by non-residential use.	<b>Target Date: 2002</b>	<b>Status:</b>
<b>PROGRAM H(C-2) Provide incentives for inclusion of affordable dwelling units in residential development</b>		
Amend the zoning code to provide opportunities for density bonuses (through changes in parking requirements and/or height/bulk restrictions) for residential projects which include affordable units and are located within 1/3 mile of a transit station. Forge a partnership with a local non-profit agency to insure the units remain affordable	<b>Target Date: 2003</b>	<b>Status:</b>

<b>PROGRAM H(D-2) Improve livability of housing units for disabled population</b>		
Formulate and consider code changes that would allow code exceptions to modify housing for elderly and physically disabled for the duration of their tenancy; amend the zoning code to provide an exemption from lot coverage and setback requirements for ramps and landings added to residences and group homes in order to provide access for the disabled; consider zoning code changes to add opportunities for group homes for the disabled in the R-3 and R-4 zoned districts; develop a process for requesting disabled parking curb markings in residential areas; analyze current zoning and development standards to identify barriers to disabled housing.	<b>Target Date: 2003</b>	<b>Status:</b>
<b>PROGRAM H(F-1): Encourage Development of Housing</b>		
Amend the zoning code to: a. provide incentives for affordable and transit oriented housing by reducing parking requirements and/or changing height and bulk restrictions; b. provide incentives for lot consolidation; c. create residential overlays in areas now zoned commercial; d. Extend R-3 overlay zone along Rollins south of Bloomfield to allow increased density; and e. Put an R-4 residential overlay on the C-1 and C-3 zoned properties near Peninsula Hospital.	<b>Target Date: 2003</b>	<b>Status:</b>
<b>PROGRAM H(F-2) Promote development of potential housing sites</b>		
a. Maintain and update the area-by-area land use surveys, note changes in vacant and underutilized sites; periodically contact owners of these parcels to determine intentions for the properties in these zoning districts.  b. Promote development of housing units by offering incentives for guarantees of long-term affordability (such as reduced parking requirements/increased height).	<b>Target Date: 2003</b>	<b>Status:</b>
<b>PROGRAM H(F-4): Second Unit Amnesty Program</b>		
a. extend existing second unit amnesty program to 2006; b. consider changing eligibility date for units to qualify; and c. look at parking requirements for second units	<b>Target Date: 2002</b>	<b>Status:</b>

## **DATA SOURCES**

- 1 United States Census 2000
- 2 Historical United States Census Data
- 3 Employment Development Department
- 4 Sustainable San Mateo County Report Card, May 2001
- 5 Association of Bay Area Governments, Projections 2000
- 6 Environmental Impact Report, 301 Airport Boulevard, Draft EIR Project Description,  
Table II.2
- 7 BT Commercial
- 8 Metroscan San Mateo County
- 9 City of Burlingame Building Department, Monthly Permit Activity Report
- 10 City of Burlingame Code Enforcement, City Attorney's Office
- 11 San Mateo County, Human Services Agency, Housing Division
- 12 National Interfaith Hospitality Network Quarterly Statistics, January 2001 to June  
2001
- 13 City of Burlingame Finance Department
- 14 Peninsula Congestion Relief Alliance, Transportation Action Program, Burlingame,  
California, December 2000
- 15 National Coalition for the Homeless, June 1999
- 16 Department of Housing and Community Development, Division of Housing Policy  
Development, 2000 Income Limits, March 2000



## APPENDIX A - COMMUNITY PROFILE AND PROJECTIONS

### Growth Projections

Over the years, Burlingame's population has remained fairly stable. There are currently 28,158 persons in the City of Burlingame. Historically, the total population decreased 4% between 1970 and 1980 and population has increased steadily since then. The highest rate of population increase since 1970 was 5.1% between 1990 and 2000. However, the net increase in population for the Burlingame since 1970 is 3%. In comparison, San Mateo County's population has increased by 27 % since 1970, and the county grew by 8.9% between 1990 and 2000.<sup>1, 2</sup>

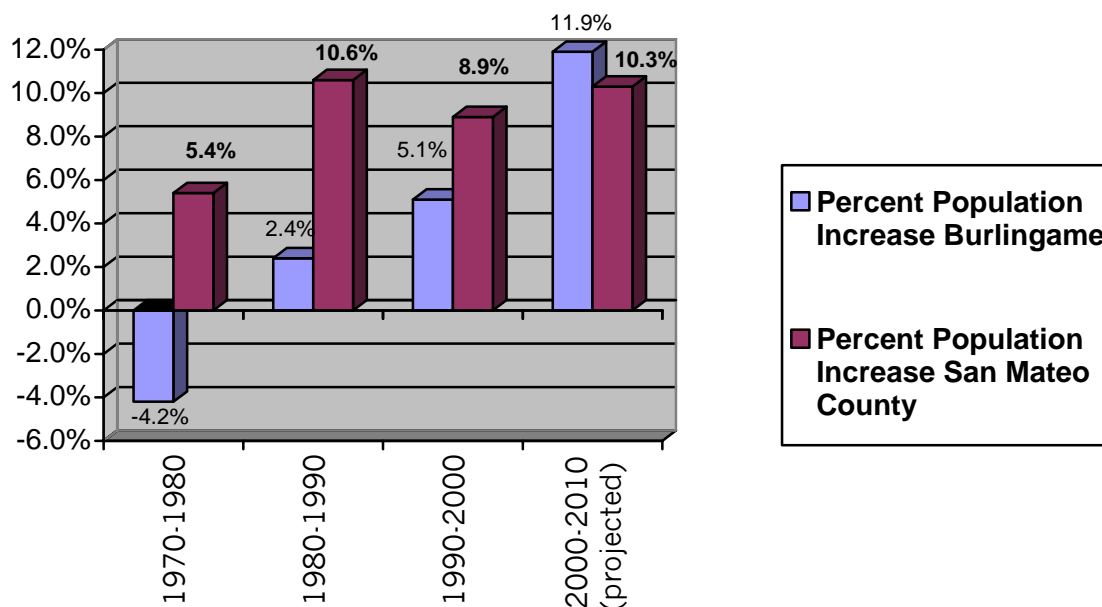
### POPULATION GROWTH: 1970 – 2000 Burlingame, San Mateo County, SF Bay Region

Place	Historical				2010 projected	Percentage Change				
	1970	1980	1990	2000		70 - 80	80 - 90	90 - 00	70 - 00	00 - 10 projected
Burlingame	27,320	26,171	26,801	28,158	31,500	-4.2%	+2.4%	+5.1%	+3.1%	11.9%
County	557,361	587,329	649,623	707,161	779,700	+5.4%	+10.6%	+8.9%	+27%	10.3%
Region	4,558,200	5,179,793	6,023,577	6,783,760	7,631,400	+13.6%	+13.6%	+12.6%	+48.8%	12.5%

Source: U.S. Census 2000 and Historical U.S. Census Data

The Association of Bay Area Governments (ABAG) prepares population projections for all the cities in the nine Bay Area counties. They project that the population of Burlingame will reach 31,500 people by 2010.<sup>5</sup> This is an 11.9% increase for 2000-2010.

### PERCENT CHANGE IN POPULATION



Source: U.S. Census 2000 and AGAG Projections 2000

### **Population by Race**

Although Burlingame is not the most diverse city in the Bay Area (it is 81<sup>st</sup> out of 183 communities in the nine county Bay Area Region), ethnic diversity in the City has been steadily increasing since 1970. In 1980, 93.3% of the city's residents were white, in 1990 87.8% were white, and today 76.9% are white. Today the largest ethnic group in the City by proportion of the population is Asian (14.3%). By comparison, in 2000 the population of San Mateo County is 59.5% White and 21.4% Asian.<sup>1, 2</sup> The trend towards increased ethnic diversity may impact future housing needs based on cultural differences in household composition. For instance, many cultures have households characterized by the presence of extended family. This may affect the preference for housing type and size, or the number of households classified as overcrowded.

#### **POPULATION OF RACE IN BURLINGAME – 1980, 1990 AND 2000**

Race/ Ethnicity	Total Population Burlingame			Total Population San Mateo County	Percentage of Population Burlingame			Percentage of Population – San Mateo County
	1980	1990	2000		1980	1990	2000	
White *	24,426	23,529	21,648	420,683	93.3%	87.8%	76.9%	59.5%
Black	109	179	296	24,840	0.42%	0.7%	1.2%	3.5%
American Indian	53	103	65	3,140	0.20%	0.4%	0.23%	0.4%
Asian	913	2,371	4,016	151,087	3.5%	8.8%	14.3%	21.4%
Other **	672	619	2,133	107,411	2.6%	2.3%	7.6%	15.2%
<b><u>TOTAL</u></b>	<b>26,173</b>	<b>26,801</b>	<b>28,158</b>	<b>707,161</b>	<b>99.99%</b>	<b>100%</b>	<b>100.2%</b>	<b>100%</b>

\* The White race category may include the ethnic category of Hispanic or Latino.

\*\* The Other race category includes two or more races.

Source: U.S. Census 2000

### **Population by Age**

**School-age Children:** Burlingame is experiencing an increase in the number of school age children. Of the current 28,158 persons, 19.2% (5402) are children under 18 years old. This compares to 16.4% of the population in 1990 and 16.3% of the population in 1980. The 2000 Census indicates that 5.6% of the total population is under 5 years of age, 10.6% are elementary or middle school aged (5-13 years old) and 4.4% are high school aged (14 to 19 years old). This data would indicate that there has been an increase in enrollment in elementary and middle schools in the past ten years; and that high school can expect an increase in enrollment over the next 10 years.<sup>1, 2</sup>

**Over 60 years old:** Based on Census 2000 data, the number of people 60 years old and older in the City has been steadily decreasing over the past 20 years. The 2000 Census shows that 19.1% of the total population in Burlingame is comprised of people 60 years of age and older. The

percent of the city's residents in this age category in 1990 was 23.6% and in 1980 it was 26.1%. However, in 1970 the City had its largest proportion of children under 18, and also its smallest proportion of residents over 60. Current data shows us that the trend in the next decade appears to be in the direction of the 1970 pattern, with the number of residents over 60 continuing to decrease as the number of school age children increases in the next decade.<sup>1, 2</sup>

**Median Age:** The median age is the midpoint in the city's population distribution. In 2000, the median age in Burlingame was 38.4 years. The 2000 census data shows that, as has been true in the past, Burlingame's population is slightly older than that of San Mateo County (Burlingame's median age is currently 38.4; San Mateo County's is 36.8). The median age data also shows the shift in age of the city's population. While in the past decade there has been an almost a 3% increase in children 18 or less, there has been over an 8.5 % increase in the adult population 35 to 59 years of age. This reflects the fact that over the decade there was movement in the resident population of families with young children replacing the city's over-60 population (which dropped by almost 7%). This is confirmed by the fact that the total population also grew between 1990 and 2000, to a pattern similar to that of the 1970's.<sup>1, 2</sup>

#### POPULATION OF AGE IN BURLINGAME – 1980, 1990 AND 2000

Age Group	Age Breakdown – Burlingame			Percentage of Population			Percent Change
	1980	1990	2000	1980	1990	2000	1990-2000
Under 18	4,265	4,387	5,402	16.3%	16.4%	19.2%	+2.9%
18 – 34	7,411	7,480	6,667	28.32%	27.9%	23.76%	-4.56%
35 – 59	7,673	8,643	10,695	29.32%	32.25%	37.98%	+8.66%
60 – 59	6,824	6,291	5,394	26.1%	23.5%	19.15%	-6.95%
<b><u>TOTAL</u></b>	<b>26,173</b>	<b>26,801</b>	<b>28,158</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>---</b>

Source: Historical U.S. Census Data

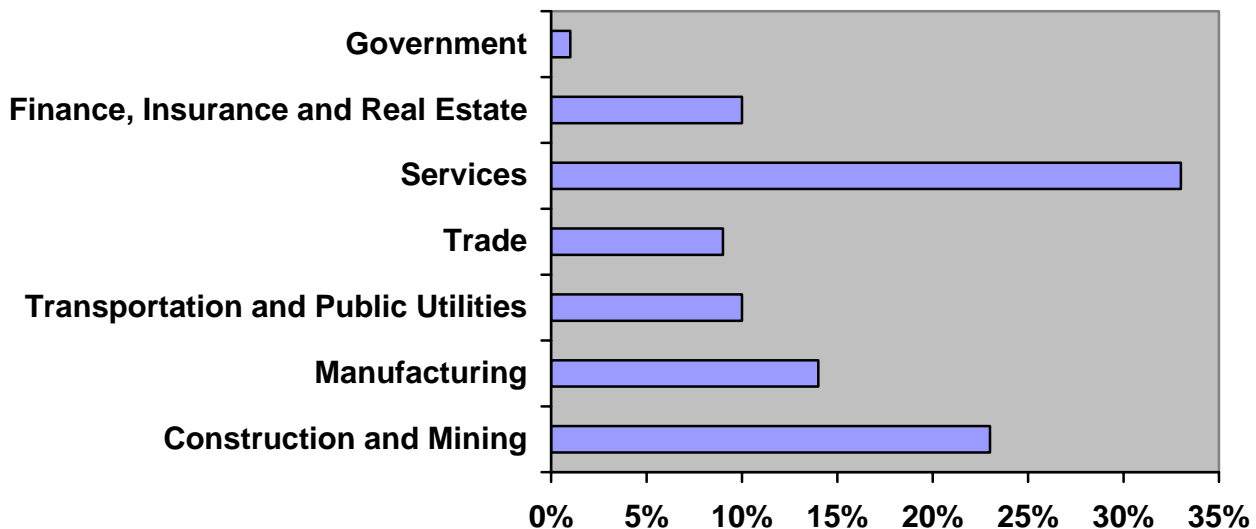
#### **Employment and Education:**

**Employment Rate:** As of April 2001, of the 17,660 members of Burlingame's work force, only 190 (1.1%) were unemployed. Countywide, the unemployment rate was 1.7% and the unemployment rate for the entire state of California was 4.7%. The unemployment rate for Burlingame has been fairly steady, averaging 2.8%, since 1990. Historically, the last period of time that the state of California experienced such low unemployment rates was in the 1960's.<sup>3</sup> The 1990 Census showed that the 56.9% of Burlingame's employed population are employed in the retail and services sectors.

**Job Growth:** The extremely low unemployment rate in the city and county is due to the explosive expansion of high technology industries, many of which are based in the Bay Area Region. Although the Burlingame does not number any high technology companies among their major employers, the growth of that industry has impacted other industries, namely the hotel/motel, retail and restaurant industries, that form the foundation of Burlingame's economy.

The number of jobs in San Mateo County has increased by 101,400 since 1995. This represents a 33 % increase and the highest recorded 5-year increase in jobs in the history of the county. The services industry showed the largest and fastest growth of all industries from 1995-2000 in San Mateo County, growing by 13% in the last year alone. <sup>4</sup>

### INDUSTRY GROWTH SAN MATEO COUNTY 1995-2000



Source: Sustainable San Mateo County Yearly Report Card, 2001

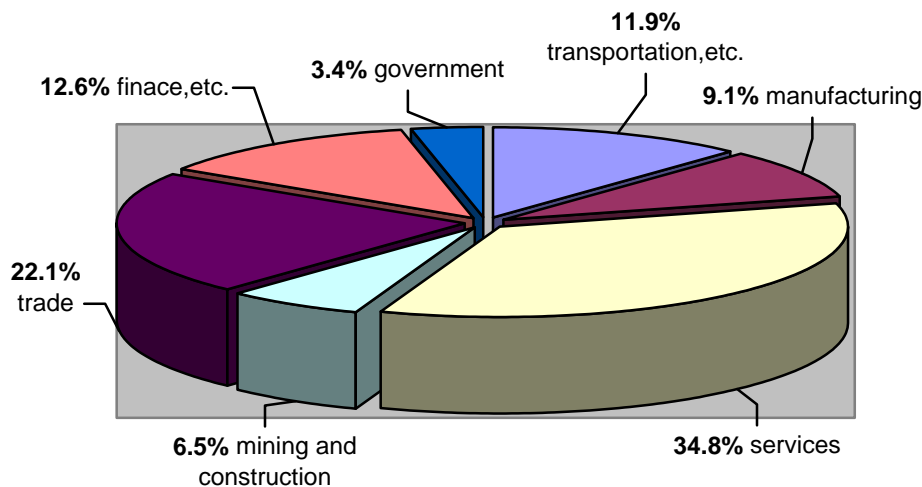
Job growth can be translated into housing demand by dividing the anticipated number of new jobs by the regional average of workers per household. ABAG projects 960 new jobs in Burlingame by 2005.<sup>5</sup> In addition, the Burlingame City Council approved plans on August 7, 2001, for a 488,000 SF office complex on the drive-in theater site. It is reasonable to predict that if built, two of the four phases of the project (244,000 SF) and the day care center (10,000 SF) might be completed by 2005. The projected number of jobs generated by the completion of these two phases and the day care center would be 1071 jobs.<sup>6</sup> Therefore, total number of jobs will increase by 2031 jobs by 2005. With the 1990 Census data showing there are an average of 1.34 workers per household and that approximately 20% of jobs in Burlingame are held by local residents, the potential housing demand generated by the new jobs will be 303 residential units by 2005.

A depression in the technology sector in 2001 has resulted in a downturn in the local economy. Many technology-based companies have cut back on their work force and the unemployment rate for the county has increased by 1.1%, to 2.7 %, the highest rate in 2 years.<sup>3</sup> Vacancy rates for commercial office space have also increased by 18-23% in San Mateo County.<sup>7</sup> These trends would indicate that the growth rate for new jobs for 2000-2005 will not be nearly as high as what was experienced in the county in the past 5 years, so the number of new housing units to accommodate new jobs could be substantially less than 303.

**Burlingame's Major Employers:** The largest single employer in Burlingame is Peninsula Hospital, followed by many of the major hotels located in the city that serve San Francisco International Airport. Represented among the major employers are also several manufacturing firms in the Rollins Road industrial area.<sup>13</sup>

<u>MAJOR EMPLOYERS IN BURLINGAME</u>	<u>NUMBER OF EMPLOYEES</u>
Peninsula Hospital	2555
Hyatt Regency Hotel	550
San Francisco Airport Marriott Hotel	480
Guittard Chocolate (Rollins Road)	230
Sky Chefs, Inc.	200
Park Plaza Hotel	185
Sheraton Gateway Hotel	160
Doubletree Hotel	150
Coen Company (Rollins Road)	111

## BURLINGAME'S EMPLOYED POPULATION BY INDUSTRY



Transportation and Public Utilities- 11.9%	Manufacturing- 9.1%
Services- 34.8%	Mining and Construction- 6.5%
Trade (incl. retail)- 22.1%	Finance, Insurance and Real Estate- 12.6%
Government -3.4%	

Source: Historical U.S. Census Data

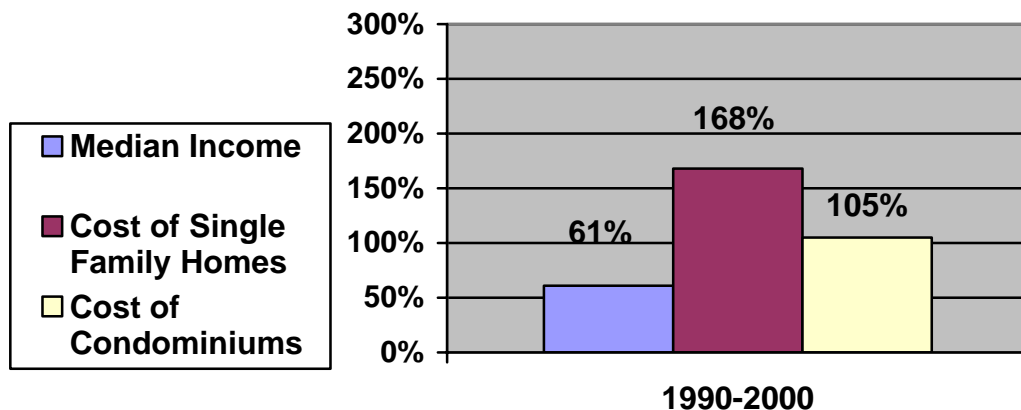
**Education:** Burlingame residents are becoming more educated. In 1990 42.5% of the city's residents had completed 4 years of college. This represents a 70% increase in this number since 1980. In San Mateo County, 39.9% of the population has completed a 4-year college degree or higher. From 1980 to 1990 the portion of the city's population with a high school diploma also rose by 4%.<sup>2</sup>

## Household Characteristics

**Household Size:** Average household size in Burlingame has remained fairly stable since 1970 and has historically been lower than San Mateo County's average household size. Currently, the average household size in Burlingame is 2.21 persons and in San Mateo County it is 2.74 persons. The average household size in San Mateo County for owner-occupied units is 2.83 persons and for renter occupied units it is 2.59 persons. Compared to the region, Burlingame's average household size is small; the average household size in the nine county San Francisco Bay Region is 2.69 persons.<sup>1</sup> The lower household size in Burlingame reflects the large proportion of the city's housing stock (51%) that is apartment units.

**Income:** The median household income for San Mateo County is \$74,900.<sup>16</sup> This is a 61 % increase from the median income of \$46,437 in 1990. The median income for Burlingame has historically been slightly lower than that of the County. In this same 10-year period average housing costs have increased by an average of 168% for single family homes and 105% for condominiums, which means that the disparity between housing costs and affordability is growing.

### RISE IN MEDIAN INCOME COMPARED TO AVERAGE HOUSING COSTS IN BURLINGAME



Source: U.S. Census 2000 and Metrosan San Mateo County

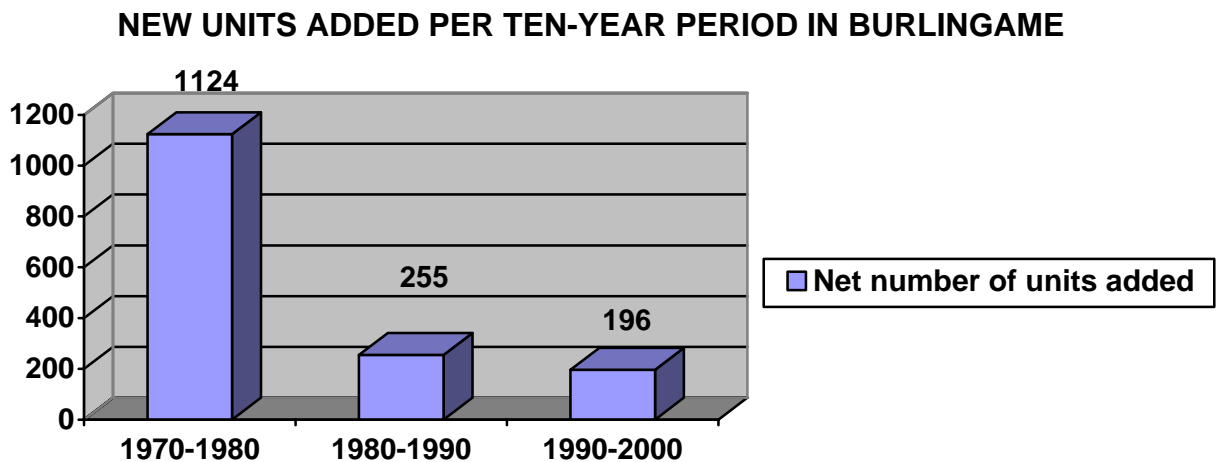
**Female Heads of Households:** In the last 10 years the number of female heads of household has decreased in Burlingame; moreover the proportion of them with children under 18 has also declined. The 2000 Census indicates that there are 967 female householders, 7.7% of the total population, with no husband present. Of these female householders, 45% (436) have children under 18 years old in the household. In 1990, there were 923 female householders (13.7% of the total population), and of these, 40% (369) had children under 18 years old in the household.<sup>1</sup>

**Overcrowding:** A common standard for overcrowding is the presence of one or more persons per room. The 1990 census indicates that 4.5% of Burlingame households were considered overcrowded and this was a substantial increase compared to 1.4% of overcrowded households in 1980 and to 1.6% in 1970. One factor in the increase of overcrowding in Burlingame may be the increase in the cost of housing. Between 1990 and 2000 the average cost of a housing has

more than doubled and it is logical to assume that the percent of overcrowded households will also have doubled. A lack of affordable housing can force people to buy or rent housing that is too small or to share housing with others to spread the cost of rent.

**Total Number of Housing Units:** The total number of housing units in Burlingame as identified in the 2000 Census is 12,869 units. The 1990 Census identified 12,914 housing units. Based on the census information the number of housing units has decreased slightly from 1990 to 2000. However, city records based on building permits issued and finalized indicate that the number of housing units in Burlingame has actually increased by 158 during this time period, or a 1.2% increase in total dwelling units.<sup>9</sup>

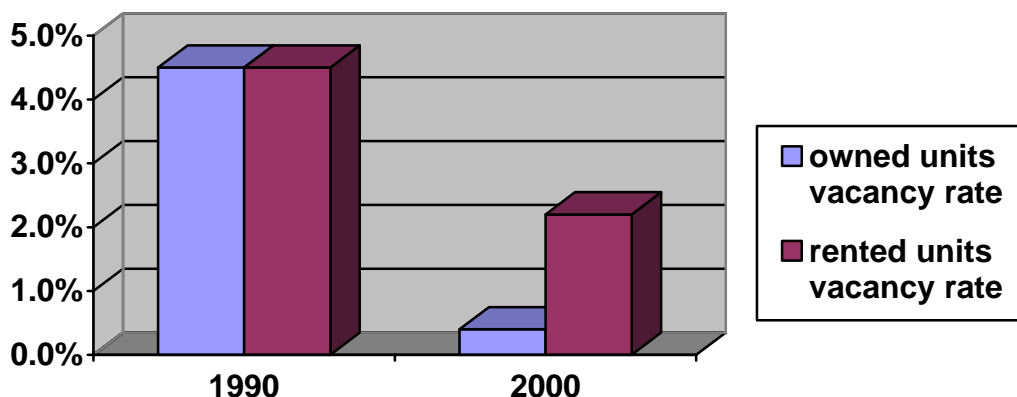
Between 1994 and 1999, 152 housing units were added to the housing stock. Of these 152 units, there were 102 multiple family units added, 2 single-family homes added, and an elderly housing for 48 residents. The City of Burlingame has added an average number of 53 dwelling units a year since 1970.



Source: City of Burlingame Building Department, Monthly Permit Activity Report

**Occupancy:** Of the total number of housing units in the city, the 2000 Census identified that 97.2% were occupied, and 2.8% were vacant. The vacancy rate in Burlingame for rental units was 2.2% while the vacancy rate for owner occupied units was 0.4%. This represents a significant decrease from the 1990 vacancy rate of 4.5%. A 5% vacancy rate is considered good to provide flexibility in the housing market so that the worst units become vacant and there is a choice of units to moderate rents. The current overall vacancy rate for Burlingame of 2.8% indicates that the demand for housing exceeds the available supply. The vacancy rate for San Mateo County in 2000 was slightly lower than Burlingame, at 2.5%, and for the Bay Area region was 3.5%

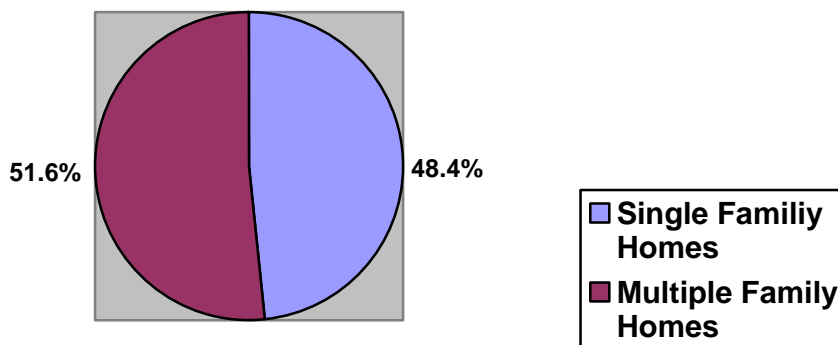
### ACTUAL AND STABLE VACANCY RATES IN BURLINGAME



Source: Sustainable San Mateo County Yearly Report Card, 2001

**Owner/Renter Occupied:** Of the occupied units, 47.9% of the units were owner occupied, while 52.1% were renter occupied. This represents an increase of owner occupied units from 1990 and 1980 (45.5% and 45.7% respectively). This increase may be the result of the fact that the majority of multiple family units constructed in Burlingame in the past decade have been condominiums, as opposed to apartment units. Burlingame is the only city in San Mateo County with more than one-half its housing stock in multiple family buildings, totaling 51.6% multiple family housing. Single family residences account for 48.4% of the total units.

### HOUSING TYPES IN BURLINGAME



Source: City of Burlingame Building Department

**Condition of Housing Stock:** Burlingame's housing stock is well-maintained. The 1994 housing element estimated that less than 5% of the housing stock was in need of rehabilitation and less than 1% were in need of replacement. Building permit activity shows that in the last year alone, 2000, almost 4.8% of all residential units applied for a building permit to make maintenance



repairs or improvements. From 1994 to 1998 a yearly average of 6.5% of all residential units applied for these types of building permits.<sup>9</sup>

The City also added a part-time Code Enforcement Officer in 1998 to monitor and address community complaints, code violations, and health and safety standards. The Officer estimates an average number of 2 cases a year related to housing deficiencies. Based on the Officer's observations, he estimates there are 3 housing units with serious deficiencies.<sup>10</sup>

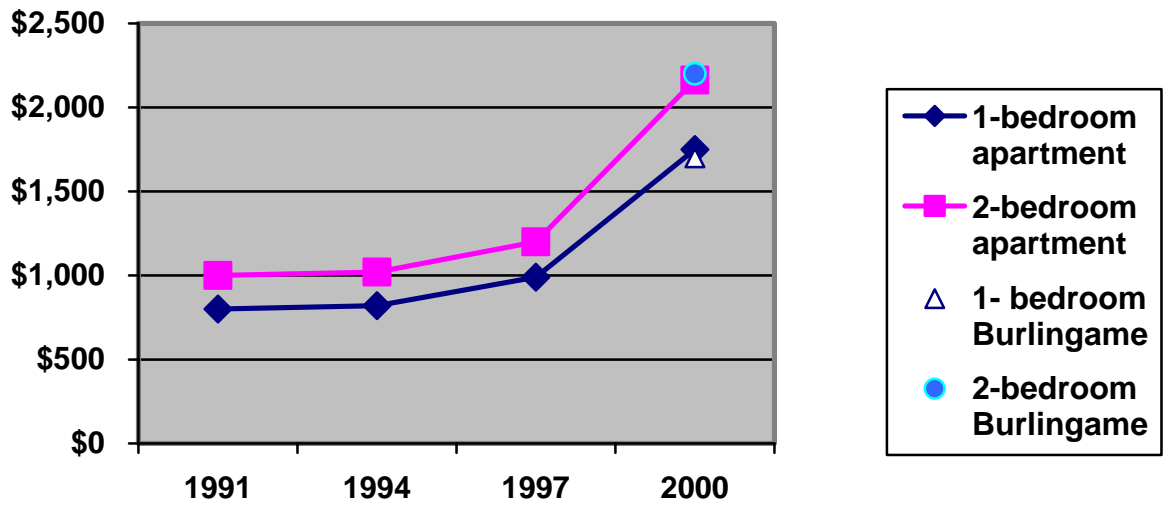
San Mateo County offers the HOME program for housing rehabilitation. The City of Burlingame advertises HOME through their second unit amnesty program. The program is funded through the Federal block grant monies and the County decides each year which projects will be funded. Eligible housing financing activities include:<sup>11</sup>

- acquisition
- new construction financing
- moderate rehabilitation (< \$25,000 per unit)
- substantial rehabilitation (\$25,000 or greater per unit)
- tenant based rental assistance
- relocation expenses
- site improvements
- project soft costs

**Cost of Housing:** The extremely low vacancy rate in Burlingame indicates that the demand for housing exceeds the supply. This has resulted in a dramatic increase in the cost of housing in the past decade. The median cost of a single family dwelling in Burlingame has more than doubled since 1990, from \$302,516 to \$811,418.<sup>8</sup> The median cost of a condominium in Burlingame has increased since 1990 from \$186,083 to \$382,005.<sup>8</sup> In Burlingame, where 51.6% of the housing stock is multiple family units, the average monthly rent is \$1,950. In Burlingame, the cost of housing has more than doubled in the past ten years where the median income has only increased by 61%.

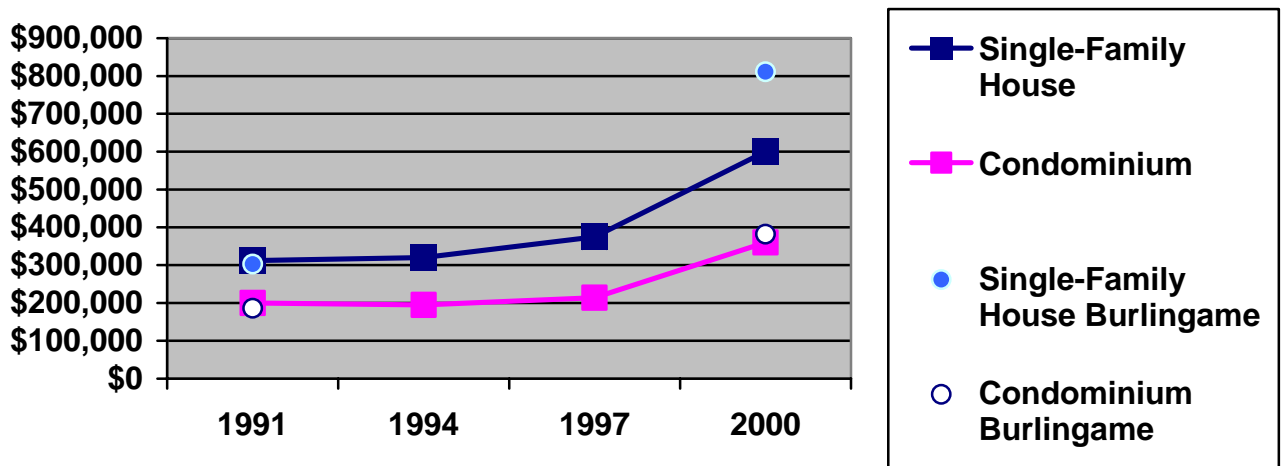
The median price for a single-family home for San Mateo County in 2000 is \$601,235. The median home price for California is \$248,000 and for the nation is \$167,000. The average price for a condominium in San Mateo County is \$360,000. The average monthly rent in San Mateo County is \$1,956.<sup>4</sup>

### AVERAGE APARTMENT RENTS FOR SAN MATEO COUNTY



Source:  
e: Sustainable San Mateo County Yearly Report Card, 2001

### MEDIAN SINGLE FAMILY HOME/ CONDOMINIUM PRICE IN SAN MATEO COUNTY



Source: Sustainable San Mateo County Yearly Report Card, 2001

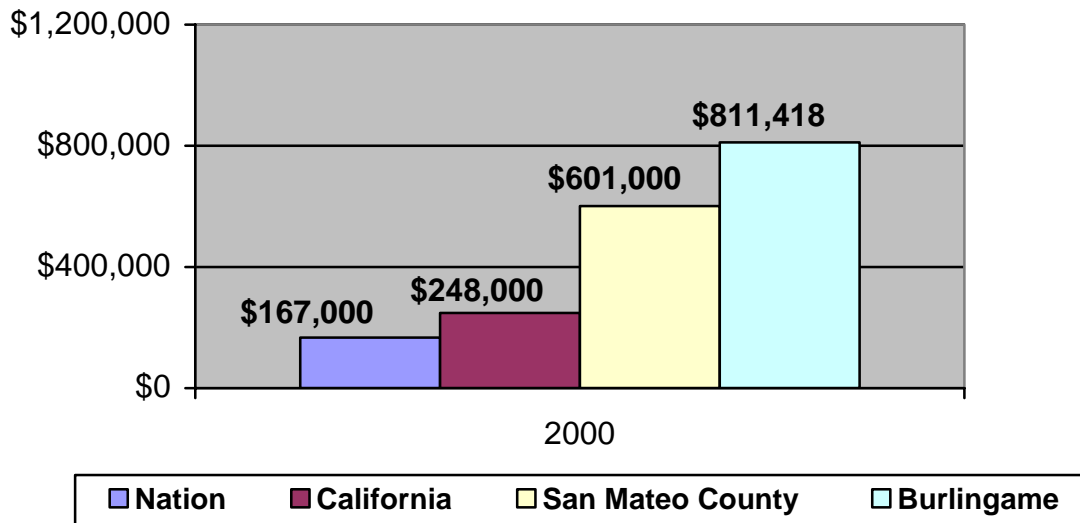
## HOUSING NEEDS

### Affordability

Burlingame was listed by the California Association of Realtors in 2001 as one of the top ten most expensive cities to live in the United States. The past decade, and in particular the six year period since the City's last housing element update, has been characterized by an economic boom in the Bay region. The increase in the number of jobs resulting from the explosive growth in technology-based industries in the region can be translated to a dramatic increase in demand for housing.

The 1994 Housing Element shows that based on the Census data available in 1990, 86% of Burlingame's existing rental units were affordable to very low, lower, and moderate-income families. The 2000 Census is not yet available; however based on the fact that the rent for a one bedroom apartment has increased by 119% in the last decade while the median income has only increased by 61%, it is likely that the percent of affordable units in Burlingame has decreased.<sup>4</sup>

### COST OF A SINGLE-FAMILY HOME



Source: Sustainable San Mateo County Yearly Report Card, 2001  
MetroScan for San Mateo County

The dramatic increase in the cost of a median-priced house shows that median-income families can no longer afford to be homeowners. A lack of affordable housing has many implications for the future housing needs of Burlingame and San Mateo County: it limits the ability of first time home buyers to purchase in the area; it causes fixed-income renters to slip below the poverty level; it can cause overcrowding and homelessness; and it forces people employed in the area, particularly service workers, to live in more affordable neighboring counties, increasing commute times and distances; and resulting in traffic congestion and air pollution.

### **Special Needs Housing**

This section of the housing element will address the housing needs of special groups which are different than the general population in terms of the special assistance they require to find appropriate and affordable housing. This group is broken down into the elderly, disabled, female-head of households, family housing, farmworkers, the homeless, students, service workers and first time homebuyers.

**Senior Housing:** The population of Burlingame's senior residents has been steadily declining as a proportion over the past 20 years. This is in contrast with the trends in San Mateo County and the Bay Area, which shows an increase in the proportion of the population over 60 years old. The Census 2000 shows that 19.1% (5,394) of Burlingame's population is over 60, while in 1990, 23.6% (6,291) of the population was over 60.

Based on data from Census 2000 of the 12,511 households in the City, 33.2% (4,154) of all households are headed by someone over 65 years old. Of that percentage, 10% are headed by individuals over 65 years old living alone.

Currently, there are over 13 facilities in Burlingame that cater to the special living and provide medical assistance for the needs of older individuals. These facilities have the capacity to care for and house over 500 persons or 9.27 % of the city's elderly population. The newest facility was approved in 1994 and completed in 1997. This facility has the capacity for 48-beds to serve the needs of the elder population, particularly those with Alzheimer's disease.

Even with a decrease in the number of older people in Burlingame, there is still a need and a desire by the City to ensure that their older residents are afforded the opportunity for safe, healthy and affordable housing. To help fill this need, the City Council created and appointed residents to the Burlingame Senior Commission. The mission of the Senior Commission includes the following:

- Be aware of the current needs and projected future requirements of Burlingame's and San Mateo County's senior citizens as key elements affecting the seniors' quality of life:
  - Housing/Security/Transportation
  - Medical Benefits
  - Recreation/Employment/Education
  - Public Benefits (Federal, State, County, City, etc.)
  - Health Services
  - Aging Research and Development
- Advise the Burlingame City Council on policy matters relating to and affecting seniors – take advocacy positions on legislation and programs.
- Assemble information and expertise for the Commission to act as a clearinghouse to support seniors and their caregivers and improve community understanding of senior-related activities, issues and programs.
- Facilitate access to activities and public and private program support systems that are available locally and nationally.
- Educate the community and decision-makers on senior activities, needs and issues.

- Develop programs that involve seniors in the community and recognize them as a resource and vital part of the community.

The Senior Commission, with the assistance of the Burlingame Recreation Department, also produces a Handbook for senior residents. This handbook provides information and contacts for housing assistance programs available in the city. These programs are offered by private and nonprofit agencies and provided by San Mateo County through the Federal Community Development Block Grant funding. With information derived from the Senior Commission, the City of Burlingame is better suited to address the needs of their elderly population.

***Disabled:*** The 2000 Census identifies the portion of the population which are housed in group quarters. This population is broken down into institutionalized and noninstitutionalized populations. The current population of institutionalized individuals is 428 or 1.5% of the total population of Burlingame. Noninstitutionalized individuals make-up a very small proportion of the population with only 58 persons or 0.2% of the total.

Based on the breakdown from the 1990 Census, 90% of the group quarters were nursing homes, 3% were other institutions and 5.9% were other noninstitutional quarters. Using the percentages from the 1990 Census, we can estimate from the 2000 Census that a majority of institutionalized individuals are those in nursing homes with a small percentage making up other noninstitutional quarters.<sup>1, 2</sup>

***Female-Head of Households :*** The number of female heads of household in Burlingame has decreased over the last ten years, as has the proportion of them with school age children at home. Census 2000 shows that 7.7% (967 households) of the total population are female heads of household, with 45% (436 households) of these having children under 18 years of age in the household. In 1990, female heads of household represented 13.7% (1689 households) of the population, and 40% (676) of these had children under 18 years of age.

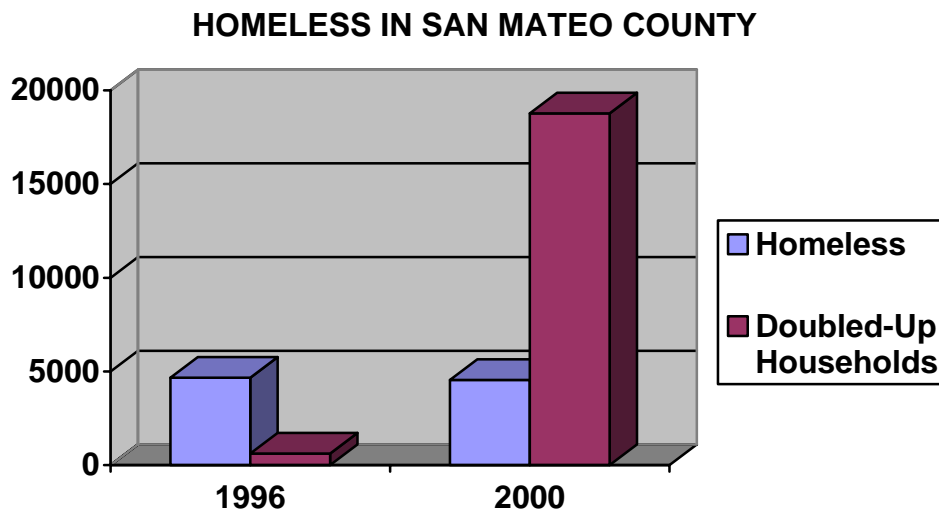
In even with a reduction in the population of female heads of households in Burlingame, there is still the need to provide suitable housing. With the high cost of housing, there is a need for special assistance to female-head of households and especially those with children. Some of these households are assisted through the Section 8 program and other programs throughout the county such as Shelter Network and The Samaritan House.

***Family Housing:*** Family housing is made up of a variety of different housing groups. These groups include female-head of households, single persons, married couples, large families with five or more persons, families with children and non-family households.

In Burlingame, the average household size is 2.93 persons per household compared to 3.29 persons per household in San Mateo County. Of the 12,511 households in Burlingame, 55.6% or 6,954 are family households; 24% of those families have children under the age of 18. Non-family households makeup 44.4% or 5,557 of the total households in Burlingame. Non-family households include householders living alone and householders over 65 years in age living alone.<sup>1</sup>

**Homeless:** The annual report by Sustainable San Mateo County estimates that in 1998 there were 4,545 homeless persons in San Mateo County. Of these homeless, 3,694 were adults and 851 were children. The total number of homeless has not increased significantly since the 1994 count, which totaled 4,499 persons. However, this count does not include doubled-up households: those where potentially homeless persons are living with family or friends. The number of doubled-up households has increased from 613 persons in 1996 to 18,769 persons in 1998.<sup>4</sup>

Although it is difficult to track the number of homeless by city since they are generally a mobile population, the Call Primrose Center of Burlingame estimates that there are 5 permanent homeless residents in the Burlingame and the 1990 Census recorded 2 visible homeless persons in the city. Data from the San Mateo County Interfaith Hospitality Network indicates that the category with the highest risk of homelessness is female-headed single parent households and that the main causes for homelessness are the break-up of families and the loss of employment, respectively.<sup>12</sup>



Source: Sustainable San Mateo County Yearly Report Card, 2001

Within Burlingame, the Call Primrose Center provides referrals to homeless persons for assistance with food and jobs, as well as information and referrals to many other homeless programs. The Center is privately supported, mainly by the Burlingame United Methodist and First Presbyterian Churches, but also by the cities of San Mateo and Burlingame. The Burlingame City Council also approved, in November 2000, a conditional use permit for the Interfaith Hospitality Network to operate a program for homeless families that includes a day center at 1720 El Camino Real and overnight shelter on a rotating basis. Three churches in the city participate along with three churches in other nearby cities. The program assists five homeless families with children and up to a maximum of 14 persons. There are no permanent homeless shelters for single individuals in Burlingame. However, there is a new temporary seasonal shelter that operates from December through March located in South San Francisco, approximately 2.5 miles to the north of Burlingame, in a building on the grounds of the San Francisco International Airport. Burlingame contributed \$30,000 to the construction of this facility and contributes annually for its operation.

Resources for the homeless in San Mateo County include:

Program Name	Location	Service Provided	Category of Homeless Assisted
Call Primrose	Burlingame	Referral center	All
Interfaith Hospitality Network	Burlingame	Transitional Housing	Families with children
Samaritan House	San Mateo	Referral center	All
Shelter Network Programs			
Family Crossroads	Daly City	Transitional Housing	Families
Haven Family House	Menlo Park	Transitional Housing	Families
Redwood Family Housing	Redwood City	Transitional Housing	Families
1 <sup>st</sup> Step for Families	San Mateo	Emergency and Transitional Housing	Families
Maple Street	Redwood City	Emergency and Transitional Housing	Single Adults
Clara-Mateo Alliance Shelter	Menlo Park	Transitional Housing	All
Daybreak Shelter	Redwood City	Transitional Housing	Teens
County Winter Shelter	So. San Francisco	Seasonal Temporary (Dec.-Mar.)	All- primarily assist Single Adults

The City of Burlingame contributes yearly to community groups. In the 1999-2000 fiscal year, the city contributed \$ 2,000 to the Call Primrose Center, \$ 2,000 to the Shelter Network of San Mateo County, \$ 3,000 to the Samaritan House, and \$ 7,000 to the seasonal shelter.<sup>13</sup>

The National Coalition for the Homeless reports that despite a strong overall economy in the United States, homeless numbers have been increasing since 1979. Studies have shown that two trends are key factors in this increase: no growth in real wages for minimum wage earners and a lack of affordable housing. Despite increases in the minimum wage, the real value of the minimum wage in 1997 was 18.1% less than in 1979.<sup>15</sup>

**Housing for Farmworkers:** Housing elements are required by state law to evaluate the housing needs of farmworkers. ABAG projects that there will be no additional need for farmworker housing in San Mateo County. The 1990 census shows that only 1% of Burlingame residents were employed in farming, forestry and fishing occupations, which includes wholesale and horticulture businesses. This low percentage, combined with the fact that Burlingame has no agricultural lands within or adjacent to its incorporated limits, indicates that the number of actual farmworkers in Burlingame is very small and therefore, no there is no need for farmworker housing.

**Service Workers and Public Employees:** The housing needs for workers in these categories of employment should be assessed because they represent a significant portion of the jobs offered in the city and because the average wage for these workers currently places them in the categories of very low-income to median income in San Mateo County.

In San Mateo County, the average rent for a one-bedroom apartment is 62% more than the monthly income made by a minimum wage earner.<sup>3,4</sup> Based on figures from the Employment Development Department, workers in the employment categories that form the core of

Burlingame's economy may be earning an hourly wage that makes them unable to afford housing. For example, the average annual pay in 1999 for a person employed in the retail trade in San Mateo County is \$26,614.<sup>3</sup> An annual income of this amount places a one-person family in the retail industry in the very low-income category. In the services industry, the average annual income in 1999 was \$57,309. This annual income places a family of four with a single wage earner in the services industry in the low-income category. Based on housing costs in San Mateo County, this same family of four could only afford to rent the average priced one-bedroom apartment.

The City of Burlingame employs 322 persons in either a full or part-time capacity. This makes the City of Burlingame the fourth largest employer in the city. The median city employee income is \$69,564. This is 121% less than the income needed to afford the median priced house for sale in 2001 in Burlingame.<sup>13</sup> A survey by the Peninsula Congestion Relief Alliance Transportation Action Program done in 2000 found that 77% of employees of the city live outside of Burlingame. According to the Metropolitan Transportation Commission the average number of vehicle miles traveled to work in the San Francisco Bay region in 2000 is 18.7 miles. A total of 19% of the City of Burlingame's employees commute from a distance of 20 miles or farther. Currently, the City of Burlingame offers financial assistance for employees using mass transit to commute, but does not offer any housing assistance for employees.

***First Time Home Buyers:*** First-time homebuyers may be excluded from the housing market in San Mateo County because of the high down payment required. A median priced home in Burlingame would require a 20% down payment of \$162,283. San Mateo County offers several programs for first time home buyers, including a second mortgage loan program (START) and a mortgage credit certificate program (MCC). However, the START program was initiated in 1994 with first-time funds and is currently inactive until the initial qualifiers repay enough of the loan money to re-open the program. The MCC program requires that the purchase price of a home cannot exceed \$269,000, where in Burlingame the median price of a condominium in 2000 is \$382,005.

### **Current Housing Production**

The current housing need obligation for the city is 565 dwelling units between 2000 and 2006. Of these, 166 or 29 percent should be for very low and low income households. Between 1990 and 2000 the city added 158 net new dwelling units.<sup>9</sup> All of these were market rate.

From January 2000- May 2001 the city had 57 net new dwelling units under construction and a net of 13 new dwelling units for which building permits had not been issued. Together these proposed units would reduce the city's housing need number by 70 dwelling units to 495 net new dwelling units needed. Of the new units added between January 2000 and May 2001, one was low income affordable and 69 were market rate.

### **At-Risk Assisted Housing Development**

***Inventory of At-Risk Units:*** Section 65583 (a) (8) of the State Government Code requires an analysis of assisted housing developments that are eligible because of the expiration of Federal loan limitations to change from low-income to market rate housing during the next ten years. The



section further defines assisted housing and describes the analysis to be undertaken. In Burlingame, there are no locally subsidized units at risk, since no mortgage revenue bonds have been issued for many years, the city has not approved any density bonuses with financial assistance, does not have and in-lieu fee program.

### **ABAG Housing Needs Determination**

State law requires that in preparing a Housing Element each community consider the housing needs of people of all income levels. 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.

ABAG has the responsibility of projecting the housing needs for the 2001-2006 period based on the factors identified in State law. The five-year housing need numbers include market rate housing as well as units for those with lower incomes. The projected need number is the number of dwelling units needed to provide for the total expected household growth and Burlingame's share of ABAG's projected regional housing need. The projected need number for the planning period (2001 – 2006) for Burlingame is 565 dwelling units.

Following are the projected housing need numbers for 2001 through 2006 for the city of Burlingame by income category:

<b>Projected Housing Need by Income Category</b>		
<b>Income Category</b>	<b>Income for Family of 4</b>	<b>No. of Units</b>
<b>Very Low</b>	\$37,450	110
<b>Low</b>	\$58,300	56
<b>Moderate</b>	\$89,900	157
<b>Above Moderate</b>	Market Rate	<u>242</u>
<b>Total Current need</b>		<b>565</b>
<b>Average Yearly Need</b>		75

Source: Association of Bay Area Governments, letter ABAG Executive Certification of the Regional Housing Needs Determination (RHND) Appeal Process and Final RHND Allocation, March 23, 2001.

**Federal Income Limits**

The Federal government provides updated information on income limits for eligibility for Federally funded housing programs by County. For 2000, the Federal government set the following income limits for San Mateo County.

**Federal Income Limits**

	<b>NUMBER OF PERSONS IN FAMILY</b>							
	1	2	3	4	5	6	7	8
Very Low Income	26,200	29,950	33,700	37,450	40,450	43,450	46,450	49,450
Lower Income	40,800	46,650	52,500	58,300	63,000	67,650	72,300	77,000
Median Income	52,450	59,900	67,400	<b>74,900*</b>	80,900	86,900	92,900	98,850
Moderate Income	62,950	71,900	80,900	89,900	97,100	104,300	111,500	118,650

\*Median Income standard is based on a family of four

**APPENDIX B – GUIDE TO ENERGY CONSERVATION**



**THE CITY OF BURLINGAME'S  
GUIDE TO ENERGY CONSERVATION**



## INTRODUCTION

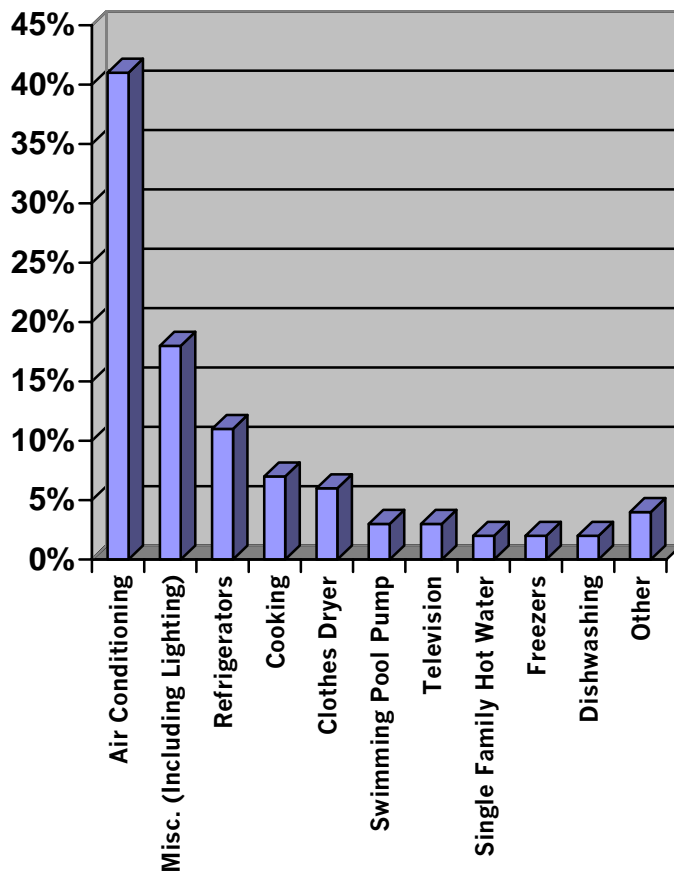
Since the deregulation of energy companies in 1998, the price of energy in California has skyrocketed. With such an increase in prices, energy costs are becoming a substantial portion of housing costs. Effective energy conservation measures built into or added to existing housing can help residents manage their housing costs over time. This packet provides residents of Burlingame information that can assist them in lowering the cost of their energy bills and conserving energy.

## WHERE WE USE OUR ENERGY

Electricity use is consumed by five primary sectors. Those sectors include commercial, industrial, governmental, agricultural and residential with commercial and residential sectors consuming a majority of the usage. Together commercial and residential sectors comprise approximately 70% of statewide electricity load at peak statewide use times.

The following graph represents the amount of summer residential electricity usage by category or appliance.

*Residential Summer Usage*



## **RESIDENTIAL ENERGY SAVING TIPS**

### **No Cost Tips**

- 1) Eliminate Wasted Energy – Turn off all appliances, lights and equipment when not in use. You can also save by unplugging electronic devices and chargers and turning off computers and printers at the power strip.
- 2) Clothes washer and dryers – Do only full loads. Wash in cold water and clean dryer lint trap after each use. To save even more energy, line dry your clothes.
- 3) Water heater – Lower the temperature to 120 degrees.
- 4) Dishwasher – Set temperature to 140 degrees. Only wash full loads, use the energy saver, air dry cycle or open the door and let dishes dry naturally.
- 5) Air conditioner – Clean filters regularly and provide shading for air conditioner unit. A poorly maintained air conditioner uses 10% – 30% more energy than necessary.
- 6) In summer – Set your thermostat to 78 degrees.
- 7) Avoid running large appliances such as washers, dryers and electric ovens during peak demand hours from 5:00am – 9:00am and 4:00pm – 7:00pm.
- 8) Close blinds, shades and drapes at night to reduce the amount of heat lost through windows.
- 9) Close your fireplace damper when the fireplace is not in use.
- 10) Clean and check the refrigerator coils at least twice a year. Dirty coils make it harder for the refrigerator to work.

### **Low Cost Tips**

- 1) Use energy efficient lighting – Replace regular incandescent light bulbs with Energy star compact fluorescent light bulbs. Buy Energy Star certified table lamps, light fixtures or torchieres. Please be aware that compact fluorescent light bulbs contain mercury and are hazardous to human health and the environment if damaged.
- 2) Wrap your water heater – Wrap your water heater with a water heater blanket and insulate the pipes for additional savings.
- 3) Plug up your home's leaks – Caulk, seal or weather-strip around windows and doors, seal ducts, plug gaps around pipes, fans and vents and install foam gaskets behind outlet covers.
- 4) Install energy-saver showerheads – You can reduce hot water use and water costs by 10% – 15% without sacrificing comfort.
- 5) Install an Energy Star thermostat – This can save you up to 3% of your electricity use.
- 6) Install shade devices – Shade screens and window tints are an effective way of providing passive cooling for your home.
- 7) Repair all leaky faucets and toilets.

### **Investment Tips**

- 1) Use energy efficient windows – Replace old windows with new, high performance efficient windows. Check the National Fenestration Rating Council's (NFRC) standards for new windows
- 2) Install a whole house fan.

- 3) Install a ceiling fan.
- 4) Purchase Energy Star appliances.
- 5) Increase attic insulation – Insulate your attic to R-30 standards.
- 6) Replace your air conditioning unit, furnace, refrigerator and water heater if more than 10 years old.
- 7) Install Energy Star hardwired lighting fixtures.

### **Landscaping Ideas**

Residential landscaping is a cost effective and beautiful way to lower your energy bills and to help conserve energy. A well-designed landscape can cut summer and winter energy costs dramatically, protect your house from winter wind and summer sun, reduce the consumption of water, pesticides and fuel used for landscaping and lawn care and help control noise and air pollution.

Plant shade trees – Plant deciduous trees (trees that lose their leaves in the winter) on the east, south or west side of a house, the sunniest sides, can reduce your cooling load in hot summer months by up to 30%. Also, vines or trellises placed directly on a west wall can lower the wall's surface temperature by as much as 40 degrees. Ground covers and lawns can also help keep your home naturally cool. A lawn is 10-15 degrees cooler than bare ground and also assists in the absorption of rain water. Be sure to select drought-tolerant plants when considering your landscaping to save money and water.

### Alternative Energy Sources

Opportunities exist for residents of Burlingame to take advantage of state offered rebates for the installation of renewable energy generating systems. Renewable energy generating systems can provide residents with an energy source that is less polluting, less susceptible to blackouts and the fluctuations of the energy market. Currently, the State is offering rebates on the installation of renewable energy systems at the rate of \$4.50 a watt or 50% of the cost, whichever is less. Systems included in this program are:

- Photovoltaics (PVS) – Solar cells that convert sunlight directly to electricity.
- Small Wind Turbines – Wind turbines with an output of 10 kilowatts or less. Wind turbines are usually not a feasible option in residential areas.
- Fuel Cells – Devices that use a chemical process to convert renewable fuels like hydrogen into electricity.
- Solar Thermal Electricity Systems – Systems that use solar heat to generate electricity.

Please contact the California Energy Commission for more details on the California Renewable Energy Buydown Program at the

California Energy Commission  
Emerging Renewables Buydown Program  
1516 Ninth Street, MS-45  
Sacramento, CA 95814

Phone: 1-800-555-7794; e-mail: [renewable@energy.state.ca.us](mailto:renewable@energy.state.ca.us); website: [www.energy.ca.gov](http://www.energy.ca.gov)

## REBATE PROGRAMS AVAILABLE TO RESIDENTS

### **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. The following are some programs that are available to residents of Burlingame, including programs for residents who qualify as low income.

#### ***Programs Available to All Residents***

- **1-2-3 Cashback** – A PG&E residential program that offers free suggestions on energy savings tips, low-cost home improvement projects and investments you can make to save energy in the future.
- **Residential Appliance Rebate** – PG&E offers rebates to homeowners who purchase an Energy-Star appliance. This program includes the purchase of an Energy-Star refrigerator, clothes washer/dryer, dishwasher, air conditioner, programmable thermostat and heating and cooling equipment. The amount of the rebate varies from appliance to appliance.
- **Residential Contractor Program** – PG&E's residential contractor program makes available to both contractors and homeowners cost-saving vouchers. The vouchers aid in the purchase of energy efficient home improvements. Rebates range from \$30 - \$750 depending on the voucher.
- **20/20 Energy Rebate** – Residential customers who reduce their Summer 2001 electricity load by 20% are eligible for a 20% credit on their bill.
- **Energy Efficient Mortgage** – This program allows residents to make improvements that increase the energy efficiency of their home and finance these improvements through their mortgage.
- **Miscellaneous Programs** – PG&E also offers rebates for the purchase and installation of compact fluorescent lights, Energy Star floor lamps, hardwired indoor fluorescent fixtures, hardwired outdoor fluorescent fixtures, motion sensors, gas water heaters, electric water heaters, programmable thermostats and whole house fans. All of which are available for purchase through PG&E.

#### ***Programs for Residents Who Qualify with Low Incomes***

(Low income residents are individuals and families who earn less than half the current median income (\$74,900) in San Mateo County.)

- **Energy Partners Program** – PG&E's free weatherization program available to low income customers. Qualified, pre-screened contractors make weatherization repairs and improvements for residents who qualify for the program.
- **CARE (California Alternate Rates for Energy)** – PG&E's discount program for low income households and housing facilities. The CARE program provides a 20% discount to low-income residents meeting certain standards. It also insures that low income residents are not affected by new surcharges. The CARE program is broken into five categories:
  6. *CARE Residential Single Family Program*
  7. *CARE Sub-Metered Tenant Program*
  8. *CARE for Qualified Nonprofit Group Living Facilities*
  9. *CARE for Qualified Agricultural Employee Housing Facilities*
  10. *CARE Education and Outreach*

- **REACH (Relief for Energy Assistance through Community Help)** – The REACH program is a one-time energy assistance program sponsored by PG&E and administered by the Salvation Army to assist low income customers particularly the elderly, disabled, sick, working poor or unemployed, in paying for their energy needs.
- **Strategic Alliance Project** – The Strategic Alliance Project examines community, regulatory and political issues affecting PG&E's low income customers and works with community organizations to determine how these clients can benefit from their programs.

For additional information on PG&E programs and how to apply, please visit their website at [www.pge.com](http://www.pge.com)

## **The State of California**

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

- **Emerging Renewables Buy-Down Program** – Rebate upon the installation of a renewable energy system in the home. This includes small wind turbine generation systems, fuel cell powered generation systems, solar thermal electricity generation systems and photovoltaics powered generation systems. The current rebate is \$4.50 per watt or 50% of the system cost (whichever is less).
- **Solar Energy and Distribution Generation Grant Program** – Provides rebates to residents for the installation of solar battery backups and storage systems, solar water heaters, internal combustion generators, solar swimming pool heating equipment and other distributed generation systems. Rebates vary based on the generation system.

### ***Programs for Residents Who Qualify with Low Incomes***

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

For additional information on these programs and the California Energy Commission, please visit their website at [www.energy.ca.gov](http://www.energy.ca.gov)

## **CONTACT INFORMATION AND ADDITIONAL RESOURCES**

California Department of General Services, energy information: [www.flexyourpower.ca.gov](http://www.flexyourpower.ca.gov)

California Energy Commission: 1-800-555-7794; [www.energy.ca.gov](http://www.energy.ca.gov)

California Independent System Operator: [www.caiso.com](http://www.caiso.com)



Consumer Energy Center, California Energy Commission: [www.consumerenergycenter.org](http://www.consumerenergycenter.org)

The Energy Efficiency and Renewable Energy Clearinghouse (EREC): 1-800-363-3732;  
[www.eren.doe.gov](http://www.eren.doe.gov)

Energy Star Products: [www.energystar.gov](http://www.energystar.gov)

Energy Star Rebates: [www.consumerenergycenter.org/rebate/index.php](http://www.consumerenergycenter.org/rebate/index.php)

Energy Quest, California Energy Commission: [www.energy.ca.gov/education](http://www.energy.ca.gov/education)

Environmental Protection Agency: [www.epa.gov](http://www.epa.gov)

Pacific Gas and Electric: [www.pge.com](http://www.pge.com)

The following resources provide information on landscaping for energy efficiency.

American Association of Nurserymen (AAN)  
1240 I Street, NW, Suite 500  
Washington, D.C. 20005  
(202) 789-2900

AAN serves as a network of organizations representing garden centers, landscaping and horticultural interests.

American Society of Landscape Architects (ASLA)  
4401 Connecticut Avenue, NW  
Washington, D.C. 20008  
(202) 686-2752

ASLA is dedicated to the advancement of knowledge, education and skill in the art and science of landscape architecture.

National Arbor Day Foundation (NADF)  
100 Arbor Avenue  
Nebraska City, NE 68410

NADF is a nonprofit educational organization dedicated to tree planting and conservation. NADF sponsors National Arbor Day each spring.

## APPENDIX C - HOUSING FUNDING OPPORTUNITIES IN SAN MATEO COUNTY

There are several grants and low interest loan opportunities that are available for housing rehabilitation, construction, acquisition, and preservation from the State Department of Housing and Community Development (HCD). Some of these are accessed through the County Office of Housing and Community Development. Listed below is a brief summary of some of these programs and the contact information for each.

1. ***CalHome Program***

The intent of this program is to assist low and very-low income households to become or remain homeowners. This is done by offering grants to local public agencies and nonprofit developers to help individual households obtain deferred-payment loans; direct, forgivable loans to assist development projects involving multiple ownership units, including single family dwelling subdivisions.

Contact: Denise Boswell (916) 327-3586 or [dboswells@hcd.ca.gov](mailto:dboswells@hcd.ca.gov)

2. ***California Indian Assistance Program (CIAP)***

This program provides technical assistance to tribal governments and Native American communities to obtain funds from other agencies for housing, infrastructure, community and economic development projects.

Contact: (916) 445-4727

3. ***California Self-Help Housing Program (CSHHP)***

CSHHP provides grants to local government agencies and non-profit corporations that provide technical assistance to low and moderate income families that wish to build and rehabilitate their homes with their own labor.

Contact: Program administration (916) 445-0877  
Management of existing loans (916) 324-8654  
Fiscal service on existing loans (916) 327-3717

4. ***Downtown Rebound Planning Grants Program***

This program offers funding to cities and counties to assist in the construction of in-fill housing in downtown areas, and the redevelopment and conversion of commercial and industrial spaces into residential units.

Contact: Robert Maus (916) 323-3180 or [rmaus@hcd.ca.gov](mailto:rmaus@hcd.ca.gov)

5. ***Downtown Rebound Program***

Similar to the new Downtown Rebound Planning Grants Program, this existing program provides low interest loans to local public agencies, in addition to for-profit and nonprofit corporations, limited equity housing cooperatives, Indian reservations and rancherias, and limited partnerships in which an eligible applicant or an affiliate of the applicant is a general partner, to revitalize urban downtown areas with the addition of residential units.

Contact: Sharon Sarno (916) 327-8255 or [ssarno@hcd.ca.gov](mailto:ssarno@hcd.ca.gov)

6. ***Emergency Housing Assistance Program (EHAP)***

EHAP offers grants to local government agencies and nonprofit corporations that provide emergency shelters and supportive services for homeless individuals and families.

Contact: (916) 445-0845

7. ***Federal Emergency Shelter Grant Program (FESG)***

Similar to the EHAP, the purpose of the Federal Emergency Shelter Grant Program is to provide transitional housing for homeless individuals and families in addition to emergency shelter and supportive services. These funds are targeted for smaller communities that do not receive shelter funds directly from the U.S. Department of Housing and Urban Development (HUD).

Contact: (916) 445-0845

8. ***HOME Investment Partnerships Program (HOME)***

The Home Investment Partnership Program (HOME) is one of the most active loan programs operating in the county. The intent of the program is to assist cities, counties and nonprofit community housing development organizations (CHDOs) to create and retain affordable housing. San Mateo County HOME Consortium (comprised of 16 San Mateo County cities, including Burlingame) receives federal block grants from which they fund housing projects. The San Mateo County Office of Housing and Community Development is the lead agency for the Consortium. The participating cities, along with the unincorporated area of the County compete for funding from this grant.

Contact: (916) 322-0356 or  
San Mateo County Office of Housing and Community Development  
Jack Marquis (650) 802-5035  
Marina Yu (650) 802-5039  
Norman Pascoe (650) 802-5008

9. ***Multifamily Housing Program (MHP)***

This program provides deferred payment loans to local public entities, for-profit and nonprofit corporations, limited equity housing cooperatives, individuals, Indian reservations and rancherias, and limited partnerships in which an eligible applicant or an affiliate of the applicant is a general partner, to construct new low income housing, or rehabilitate and preserve permanent and transitional rental housing for lower income households.

Contact: Anne Gilroy (916) 327-2886 or [agilroy@hcd.ca.gov](mailto:agilroy@hcd.ca.gov)

10. ***State Community Development Block Grant Program (CDBG)***

As stated in number 6 above, San Mateo County's CDBG Program (called an Urban County program) is based on the participation of 16 cities (through cooperation agreements) and the unincorporated area of the County. The program is a federal block grant with the County's annual entitlement grant calculated by a formula with the following components: (1) population, (2) extent of poverty, (3) overcrowded housing units, (4) number of housing units built before 1940. Projects funded with CDBG funds must primarily benefit very low and low-income persons.

Contact: Program Administration (916) 445-6000  
San Mateo County Office of Housing and Community Development  
Jack Marquis (650) 802-5035  
Marina Yu (650) 802-5039  
Norman Pascoe (650) 802-5008

11. ***Urban Predevelopment Loan/Preservation Program***

This program provides short-term loans to local government agencies, nonprofit corporations, cooperative housing corporations, and limited partnerships where all general partners are nonprofit mutual or public benefit corporations, to finance the initial costs of preserving existing affordable housing developments for their existing tenants.

Contact: New loans (916) 445-0877 or [agilroy@hcd.ca.gov](mailto:agilroy@hcd.ca.gov)  
Fiscal service on existing loans (916) 327-3717

12. ***Urban Predevelopment Loan/Jobs-Housing Balance Program***

This program provides short-term loans to local government agencies and nonprofit corporations, including cooperative housing corporations, to finance the initial cost of constructing, converting, preserving or rehabilitating assisted housing developments near transit stations.

Contact: New loans (916) 445-0877 or [agilroy@hcd.ca.gov](mailto:agilroy@hcd.ca.gov)

13. ***Human Investment Project for Housing (HIP)***

a. Homesharing

Homesharing is when two or more unrelated people share either a house or apartment, each having his or her own sleeping room while they share the common areas. This program provides matches for home providers and home seeker who will may rent as well as home seekers who agree to provide services to the home providers in lieu of paying rent.

b. Property Development

One of HIPs affiliates, HAND is a recognized Community Housing Development Organization and is therefore eligible to receive federal funding for housing development. With this funding HIP Housing works with local jurisdictions to identify, acquire, and rehabilitate existing multi-family properties in order to expand the availability of affordable housing and upgrade and maintain existing affordable housing.

c. Home Equity Conversion

This program provides loans and educational counseling to older homeowners to help them make use of the equity in their home without requiring them to move. The funds that result from a home equity conversion can be used for living expenses, home repairs, in-home care and to improve the quality of life for the elderly homeowners. In order to qualify for this program an applicant must be 60 years or older and own their single family home, townhouse or condo free and clear or have very small mortgage balance.

Contact: (650) 348-6660 or [Mailbox@HIPHousing.org](mailto:Mailbox@HIPHousing.org)

14. MTC's Transportation for Livable Communities (TLC)

Planning grants are available under this program, to provide funding for community planning of small-scale transportation projects such as streetscapes and pedestrian, transit and bicycle oriented compact housing developments to help revitalize local communities. MTC offers up to \$75,000 per project, however a local match is required for the planning work.

Contact: Ashley Nguyen (510) 464-7809 or [anguyen@mtc.ca.gov](mailto:anguyen@mtc.ca.gov)

## APPENDIX D – PUBLIC PARTICIPATION

In order to be effective and implementable, housing policy must reflect the values of the community and to do so it must be the product of participation of a broad base of local interests. Burlingame's Housing Element update program included: two widely advertised public work shops, including direct invitations to all local and county-wide housing providers; an advertised and invitational study meeting of Planning Commission; and public hearings on the preliminary draft before the Planning Commission and City Council prior to initial submittal to the Department of Housing and Community Development (HCD). Following is a summary of public participation in preparation of the Draft Housing Element.

**Workshop One:** The first workshop on the Housing Element update was held on Saturday, June 23, 2001 from 9:00 a.m. to 12:00 noon at Burlingame City Hall. The purpose of the first workshop was to explain the Housing Element update process, review the community characteristics and receive input on three topics: 1) review of the existing housing goals and policies; 2) ways to build more housing; and 3) where to build housing. Notice of the workshop was published in 3 local newspapers and the Chamber of Commerce newsletter, and notice was also posted on the City's website, at City Hall, local libraries and at the Chamber of Commerce offices. The Planning Commission and City Council also announced the date of the workshop at the four meetings preceding the workshop. Notices were mailed to 9 community groups representing various housing interests. Following the workshop, a feedback report confirming the input of the public at the workshop and summarizing the consensus was mailed to all participants, was posted on the city's website and was handed out to any interested parties at the Planning Department counter.

**Workshop Two:** The second workshop on the Housing Element was held on Wednesday, September 19, 2001 from 7:00 p.m. to 10:00 p.m. at Burlingame City Hall. The purpose of the second workshop was to focus on potential housing sites in Burlingame, and what types and densities of housing would be appropriate in each of the areas selected. The workshop participants were divided into three work groups to discuss these issues. At the end of the discussion groups, each group made a presentation on their group's consensus regarding housing sites and densities. Notices of the workshop were published in 3 local newspapers, the Chamber of Commerce newsletter, the City's recreation brochure. The notice also ran as an ad on the local cable television channel. Notices were also posted on the City's website, at local libraries, the chamber of commerce, city hall, local schools and grocery stores. The Planning Commission and City Council announced the workshop at the two meetings prior to the workshop. Notices were mailed to local community groups, all participants in workshop one, and over 100 residents who had requested notice. Following the workshop, a feedback report confirming the input of the public at the workshop and summarizing the consensus was mailed to all participants, was posted on the city's website and was handed out to any interested parties at the Planning Department counter.

**Planning Commission Study Session:** On December 19, 2001, the Planning Commission held a special meeting for the purpose of reviewing the Draft Housing Element. This was held at a special meeting in order to allow ample time to hear public comments on the Draft Housing Element. Planning staff had prepared a Draft Housing Element using the input received at the two workshops as a basis for selecting housing sites and developing policies and programs.

The Planning Commission took testimony from interested citizens and agency representatives, and gave input to staff on a few recommended additions to the policies and programs. Notices of this meeting were published in two local newspapers, and posted on the City's website, at local libraries and at City Hall. The Planning Commission announced the workshop at their meeting prior to the workshop. There were 180 notices mailed to local community groups, participants of the first two workshops, and residents who had requested notification. Recommendations which came from this meeting were incorporated into the Draft of the Housing Element reviewed by the City Council.

**City Council Study Session:** On January 7, 2002, the City Council held a study session on the Draft Housing Element. Public testimony was taken and the Council discussed the draft and endorsed it. The Council then directed staff to submit the Draft Housing Element to the State Department of Housing and Community Development for review. Notices of this meeting were published in two local newspapers, posted on the City's website, posted at local libraries and at City Hall, and 180 notices were mailed to interested community groups, participants of the previous workshops and study session, and residents who had requested notification.