



ENVISION BURLINGAME HOUSING ELEMENT

City of Burlingame 2023 – 2031 Housing Element



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Table of Contents

Chapter 1. Executive Summary	HE-5
Chapter 2. Introduction	HE-15
Chapter 3. Profile of the Community	HE-23
Chapter 4. Affirmatively Furthering Fair Housing	HE-47
Chapter 5. Housing Constraints	HE-57
Chapter 6. Community Resources and Opportunities	HE-103
Chapter 7. Housing Goals, Policies, and Action Programs: 2023-2031	HE-129



715

Chapter 1

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 eight years as well as for the housing needs of all economic segments of the city's population. This planning will be done in Burlingame by updating the City's 2015-2023 Housing Element of the General Plan. Broad based community participation is essential to preparing an implementable and locally meaningful housing policy and action program. The programs included in this document evolved from the participation and experience of local residents and representatives of agencies which provide housing and other social service assistance to city, county and regional residents.

Profile of the Community

Research on Burlingame community demographics identifies some themes of change through the years. While the city's total population has remained fairly stable over the past 40 years there has been an increase in ethnic diversity and number of children living at home as well as growth in the population approaching retirement. The median income in 2020 was \$138,344. The median prices of single-family homes (\$2,000,000+) reflected the rising home prices in a competitive housing market. More than three-quarters of the city's housing stock is over 50 years old, but most remain well maintained as exemplified by the number of building permits issued for improvements during the previous planning period.

Housing Constraints

Residential developers looking to build in Burlingame face zoning regulations and fees comparable to those in other San Mateo

cities. Like all cities in the state, but particularly because of our location on the edge of San Francisco Bay, the regulations of outside agencies have come to play an increasing role. These regulations tend to increase both processing time and cost of new residential development. Since, like our San Francisco Peninsula neighbors, there are few vacant properties, scarcity of land and high construction costs increase the cost of housing. While energy is a critical parameter to future growth throughout California today, Burlingame has been aggressive in implementing local conservation and recycling legislation (electric reach codes, etc.) as well as providing information on energy conservation programs offered by other agencies.

Community Resources

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

Because the land area of Burlingame is primarily built-out with few vacant properties, the majority of new housing opportunities will have to replace existing development. In the proposed planning program the key sites for residential reuse follow the compact, transit-oriented pattern of our past, building on the transit access

opportunities offered at the northern end of the city, in Downtown and along El Camino Real. Beyond these areas, additional sites in “buffer areas” offer opportunities to improve compatibility between low-scale residential and other land uses. The site selection program evaluated residential densities and affordability, and these opportunities were influenced by community goals such as situating housing within proximity to transit and providing sensitive transitions between existing lower-scale residential neighborhoods and other uses. The General Plan Update was adopted in 2019 confirming that services are available through collection and processing facilities that are in place to support these programs.

Community Opportunities

The 2015-2023 Housing Element set the foundation for policies and programs that provide the best opportunities to meet the city’s fair share of housing needs. Starting with the areas already identified for housing opportunities in the Downtown, North Burlingame and Rollins Road Mixed Use areas, additional opportunities were added within these areas and along the El Camino Real Priority Development Area. The most effective programs from the 2015-2023 Housing Element have been carried forward, as well as new programs which will affirmatively further fair housing opportunities to a range of households.

Evaluation of the 2015-2023 Housing Element

The update of the Housing Element provides an opportunity to reflect on past achievements and challenges, identifying what is working and where changes are needed in meeting Burlingame’s housing needs.

The following summary highlights key accomplishments and challenges from the previous Housing Element’s planning period (2015 to 2023). This information will help ensure that the updated element for 2023 to 2031 builds on success, responds to lessons learned, and positions the City to better achieve the community’s

housing priorities. A more detailed program-by-program review of progress and performance is found in Appendix A.

Achievements

There are several achievements relating to implementation of Burlingame's Housing Element over the past eight years:

- **Overall housing unit objectives were met.** Every Housing Element cycle, the state creates a housing need target called RHNA (Regional Housing Needs Allocation) for each jurisdiction, and Burlingame worked hard to meet the overall target numbers assigned to it. These numbers are also assigned to specific income categories. Developers built 995 new units of “above moderate income” housing between 2015 and 2022, exceeding Burlingame's housing need target (RHNA) for this income category by 345 percent (see Table HE-4). This is because the rents and sales prices developers can obtain for these units make the projects economically viable, and there has been plenty of demand. Although the market was the primary force behind the construction of housing for higher income categories, it was able to do so because the framework that Burlingame put in place made it possible.
- **Progress is being made on meeting affordable housing goals.** Through a combination of policy changes, planning, investment and use of city land, Burlingame is making progress toward meeting the city's affordable housing goals. Key projects included:
 - **The Village at Burlingame.** This 100% affordable housing development has been built on a city-owned parking lot in conjunction with a new public parking garage. It will provide 132 new housing units for lower income seniors and the city's workforce. The City Council played an important role in making this affordable housing happen instead of what was originally proposed as a market-rate development.

- **State Density Bonus.** Market-rate housing developments have utilized the State Density Bonus provisions to provide below-market units affordable to a greater range of households. Units are being provided for Moderate, Low, and Very Low Income households.
- **New policies and programs were implemented that will help fund and create more affordable housing into the future.** Burlingame faced a legal challenge to the city's inclusionary ordinance and replaced it with an impact fee-based program. Developers can choose to pay fees, but also have the option to provide housing units on site in lieu of paying these fees. Burlingame also adopted commercial linkage fees, resulting in the collection of more than \$3.8M in housing funds in the first four years of the program. The majority of housing developments so far have opted to provide units on site, with approximately 350 units of affordable housing now built or in the pipeline.
- **Groundwork has been laid for future housing and envisioned transit-oriented development.** There were significant upzonings completed in Burlingame's General Plan in order to achieve the city's housing goals. One way this was accomplished was through rezoning areas for residential uses, such as in the case of the North Rollins Road Mixed-Use (RRMU) zoning district, a light industrial area in the north end of the city near the Millbrae Intermodal Station. This has already had great success, with three projects already approved to build a combined total of 983 units. Another area where the city changed the zoning to create more housing opportunities is the North Burlingame Mixed-Use (NBMU) zoning district, also close to the intermodal station, where the allowed density was increased from 40 to 140 units per acre. Four new projects totaling more than 400 units were approved in this area within the first two years of the upzoning. And lastly, the Plan reintroduced housing along the

California Drive corridor, a transit-oriented location, as well as along Broadway's commercial zone.

- **More “missing middle” housing is being built.** “Middle housing” is different forms of house-scale multi-unit buildings located in walkable neighborhoods, such as duplexes, triplexes, townhomes, and garden apartments. Burlingame has seen a great deal of interest in this important kind of housing, particularly in the shape of townhomes for sale or rent. The City Council has expressed particular interest in supporting more of these housing types, and approved changes to the General Plan and Zoning Ordinance to help make it happen, with residential zoning along the California Drive corridor, and duplex zoning in the R-1 single family neighborhoods.
- **ADUs have increased.** Accessory dwelling units, or ADUs (often referred to as second units or in-law units), have become increasingly popular after the city adopted a series of new ADU ordinances in response to changes in State law. Interested homeowners can now more easily add ADUs to their property, and many are, helping to create new rental housing in existing neighborhoods. Burlingame has intentionally lowered permit fees and increased outreach and education, and the result has been very successful. While in the past Burlingame rarely saw more than 10 ADU permits a year, last year the city approved 70 ADU permits, and is on track to continue doing so this year. These units are being constructed not only on lots with existing homes, but are also included in new construction. Please refer to the discussion of ADUs on pages 52-53 and 101-102.

Persistent Challenges

While there were many achievements, there is a lot the city still needs to work on. Some of the challenges that kept Burlingame from achieving all of its' housing goals include:

- **Burlingame doesn't have enough sites that are readily available for housing development.** Developers approach Burlingame because they want to build here, and the city is faced with informing them that there is a lack vacant sites for them to build on. Housing projects rely on developable sites, and Burlingame's shortage is such that new housing developments are typically built on lots that already have other uses, which raises the cost of building. In such cases, it also often happens that existing owners of possible sites are not ready or do not want to sell.
- **Burlingame doesn't always agree on the future of housing in the community.** Some members of the community fear the impact that height and density could have on their neighborhoods, particularly in neighborhoods zoned for single-family homes. However, projects have been approved with overall community support, and the City Council and Planning Commission have recognized the need to address the jobs-housing imbalance that has been growing in our region. For this reason, they have worked hard to support the implementation of the General Plan, and projects that help meet the city's housing goals.
- **Burlingame schools need to keep up with the growing community.** The community is changing, and in past years student enrollment has outpaced increases to our schools' capacity. Accommodating students from new housing developments may present challenges to maintaining existing school enrollment boundaries if some schools become more heavily impacted than others. Burlingame is struggling to find new sites to build more classrooms, as well as to secure funding to do so. Burlingame will need to work together to ensure that these issues get solved.
- **Prices remain unaffordable.** Both rental and for-sale housing prices remain unaffordable for many households, but particularly for low- and moderate-income households. While Burlingame is on track to meet its total RHNA allocation of

homes, the city has struggled to meet the need for low and moderate-income homes.

Opportunities Ahead

There are some things already in motion based on existing work efforts and trends, and lessons learned that Burlingame is incorporating in the updated housing element:

- **Expanding efforts to preserve existing affordable housing.** There is concern that older “naturally affordable” housing won't stay affordable unless there is an incentive to do so. There is interest in potentially using funds accrued through development impact fees to support retention of older existing units that are more affordable than newly constructed units.
- **Choosing how to invest the funding from commercial linkage fees and residential impact fees.** Because these programs are relatively new, Burlingame is only now beginning to have conversations on how the fees collected from developments should be reinvested in housing in the community.
- **Finding creative solutions to site limitations.** Burlingame's experience with the Village at Burlingame showed that the city can build affordable housing by putting existing surplus city land to better use. These sites are spread throughout the community, typically in good locations near transportation and services, and are a promising resource for affordable housing development. Burlingame plans to replicate the experience.
- **Seeking to Affirmatively Further Fair Housing (AFFH).** This element of the Fair Housing Act requires the city to take meaningful actions to overcome patterns of segregation and foster inclusive communities. The first step is to identify all protected class groups that should be considered under AFFH, and then to create programs that will promote integration and equality in the community.

- **Making sure affordable housing is really affordable.** Many new units currently being built are within the “moderate” income category (which is defined as being anywhere from 80 to 120 percent of San Mateo County’s Average Median Income, or AMI). However, because the AMI in San Mateo County is high, the city is finding that this income threshold is resulting in rents that are too high for many households and are not serving the needs of the community. Burlingame wants to work to build more affordable housing that serves the needs of the workforce and community.

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 2023 and 2031. The Housing Element is unique because a quantified eight-year program is required. Each action program also has a specific time frame. These requirements form the basis of the annual progress report provided to the City Council. A more detailed program-by-program review of progress and performance is found in Chapter 6 - Housing Goals, Policies, and Action Programs.



Chapter 2

Introduction

Role and Organization of Housing Element

Each city and county in California is required to plan for the housing needs of all economic segments of its population. California Government Code Section 65400 sets forth requirements for a Housing Element, one of the seven mandatory elements of a local general plan. Communities in the nine Bay Area counties are required to update their Housing Elements by January 31, 2023.

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

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

- Providing adequate housing sites;
- Assisting in the provision of affordable housing;
- Retaining existing affordable housing;
- Removing governmental and other constraints to housing investment; and

- Affirmatively furthering fair housing opportunities

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

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

The Burlingame Housing Element is a statement of community housing goals and policies. It outlines the strategies that will be pursued to implement the community's housing objectives during the planning period (2023-2031). The action program identifies the strategies to be pursued 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 2023-2031 Burlingame Housing Element is included in this report as its own section.

Sources of Information

Burlingame's current Housing Element was prepared in 2014 for the 2015-2023 timeframe, and was certified by the California Department of Housing and Community Development (HCD) the same year. The present document is an update of the 2015-2023 Housing Element, but with heightened emphasis on affirmatively furthering fair housing. In preparing the Housing Element, various sources of information are consulted. Demographic, economic, and housing data, prepared by 21 Elements, became the basis for

analysis. It was supplemented by additional data from the U.S. Census and American Community Survey.

This updated element uses population data and housing and employment data from the 2010 and 2020 Census; the 2015-2020 American Community Survey; income limits from the Department of Finance; projections from the Association of Bay Area Governments Projections forecasts for the San Francisco Bay Area as part of their adopted Plan Bay Area 2050 project; ABAG's Certified Final 2031 Regional Housing Needs Allocation (RHNA); and current local perspectives and opportunities related to housing collected from local sources as referenced in the text. A list of all the data sources used in preparation of Burlingame's 2023-2031 Housing Element is included at the end of the document.

Civic Engagement

Civic engagement for the Housing Element began long before the official commencement of the RHNA 6 process. Realizing the importance of housing to the future of the city, and seeing a need for community engagement and conversations, the City (with the support of the County of San Mateo) initiated the "Burlingame Talks Together About Housing" initiative 2017. This was part of the County's "Home for All" initiative, which was created to understand how community perspectives about housing affect decisions made by local governments.

The goal was to gather a broad cross section of people who live and work in Burlingame to talk about current challenges related to housing and to share ideas. For outreach, staff prepared a comprehensive list of community stakeholders (referred to as a "community landscape" including:

- Community based organizations
- Faith-based organizations
- Arts groups
- Environmental groups

- Businesses, both large and small
- Schools and educational groups
- Community health and wellness businesses and clubs

Realizing it was also necessary to “meet people where they are” staff also conducted a series of “intercept” interviews in a range of locations around town. This included the various business districts, train and bus stops, the library, popular lunch locations to reach members of the workforce, and English as a Second Language (ESL) classes.

The main events of the “Burlingame Talks Together About Housing” initiative was a pair of workshops in early 2018. To make it easy to participate in workshops, attendees were provided with breakfast, as well as childcare and translation. A mix of short presentations and small group discussions allowed people of all backgrounds be able to contribute their thoughts and perspectives. Nearly 100 people from a diverse range of backgrounds attended each of the two workshops. Summaries of the workshops are provided in Appendix B.

The “Burlingame Talks Together About Housing” initiative occurred in the midst of the General Plan Update, and was a significant factor in the General Plan providing a range of new land uses districts to accommodate housing. The initiative also provided a robust contact list that has been used in the Housing Element Update itself.

As the Housing Element Update was initiated in 2021, staff participated in a series of countywide workshops hosted by 21 Elements known as “Let’s Talk Housing.” These meetings built upon lessons learned in the Home for All initiative, with a focus on inclusive outreach and discussions. Staff invited all of the organizations from the Burlingame Talks Together community landscape as well as prior workshop participants. Summaries of the “Let’s Talk Housing” webinars are included in Appendix B.

Following the countrywide outreach, The City created a series of local outreach and engagement activities in early 2022. Once again drawing on the invitation list from the prior housing initiatives, the City hosted two virtual community workshops, two in-person pop-ups (one during the Downtown Burlingame Farmer's Market, and one on Broadway during weekends), along with Planning Commission and City Council meetings open to the public. Outreach activities were publicly advertised in the City's eNewsletter, Facebook and Nextdoor pages, the Simplicity app, and distributed to separate interest lists. Attendees comprised Burlingame residents, employers, local organizations and affordable housing providers. The workshops and activities allowed residents to learn more about the Housing Element process and comment on housing issues, and the webinar format of the workshops allowed attendees to ask questions and make comments during the meeting itself, including use of the chat function. Summaries of the local outreach is included in Appendix B.

Planning Commission and City Council meetings will be held to review the Public Review Draft and receive comments from the public prior to initial submittal to the Department of Housing and Community Development (HCD). This will provide opportunities for additional public input in a more formal format.

Consistency with Other General Plan Elements

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

While the Housing Element is the primary document regarding housing, the other elements establish goals, policies, objectives and actions that have a relation to or directly affect housing:

- The Community Character (Land Use) Element establishes categories of net residential density which are confirmed on the plan diagram: low density up to 8 dwelling units per acre; medium density 8.1 to 20; medium high density 20.5 to 50; and high density 50.1 to 80 dwelling units per acre.
- The Mobility (Transportation) Element includes goals, policies, and programs that integrate transportation to land use.
- The Infrastructure Element addresses water and sewer priority requirements to support housing production.
- The Community Safety Element addresses public safety, emergency preparedness, disaster response, seismic and geologic hazards, airport hazards, sea level rise, and flood hazards and management.
- The Healthy People and Healthy Places (Conservation and Open Space) Element addresses public health, climate adaptation, parks and open space, and water resources. In 2023 the element will be amended to expand coverage of disadvantaged communities and environmental justice.
- The Climate Action Plan (CAP) presents the City's blueprint for responding to the challenge of climate change, including an emission inventory, reduction targets to lower annual greenhouse gas emissions, and strategies to reach zero waste, procure 100% renewable electricity, support green building and electric vehicles, and significantly cut exhaust emissions.
- Specific Plans for the Downtown area and North Rollins Road area have been adopted or are in the process of being adopted, and a specific plan for the Broadway area is underway. These Specific Plans are refinements of the General Plan and also specify residential densities.

Areas of the city identified as having potential for residential development include the North Burlingame area between El Camino Real and the railroad tracks, and along Trousdale Drive between Magnolia Avenue and Ogden Drive; in the North Rollins Road area; in the Downtown and Broadway districts; and along California Drive. Some of these areas were identified for future housing development in the 2015-2023 timeframe and continue to be areas of housing opportunity for the 2023-2031 Housing Element, while other areas are newly designated.

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

Preparation of the Housing Element

The Housing Element was prepared by the Burlingame Community Development Department staff with technical assistance provided by Baird & Driskell, along with outreach assistance provided by MIG. The Housing Element programs were developed building on the lessons learned through the implementation of the 2015-2023 Housing Element and by widening the scope of the successful Housing Element programs.



Chapter 3

Profile of the Community

Housing Needs Assessment

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

Demographic Profile

People

Population

Burlingame's population has been growing, but less than the Bay Area region overall with 7% growth in the city from 2000 to 2020, compared to 9% for the county and 15% for the Bay Area. This increase throughout the region is mostly due to natural growth (births minus deaths) and the strong economy drawing new residents to the region. As of the 2020 Census, there are an estimated 31,386 people living in Burlingame.

Income

Burlingame has a lower percentage of lower income households than the rest of the county and region, with 34% of households earning less than 80% of the Area Median Income (AMI)¹ compared to 40% of households in San Mateo County and 39% of households in the Bay Area as a whole.

¹ The Area Median Income is the middle spot between the lowest and highest incomes earned. The AMI for the San Mateo County in 2021 was \$104,700 for a single person, \$119,700 for a household of two and \$149,600 for a family of four.

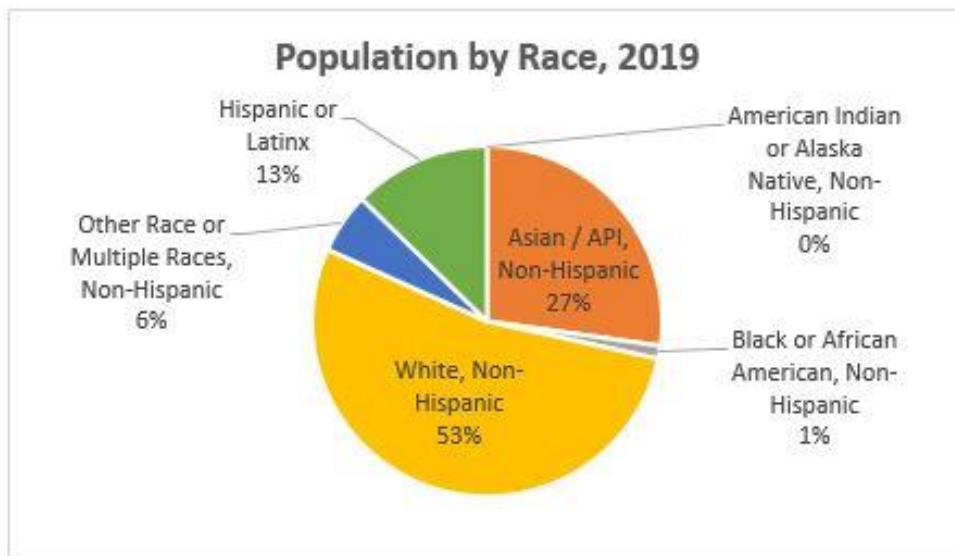
Age

Community members in Burlingame are overall slightly older than they were in the past. The median age has increased from 38.4 in 2000 to 39 in 2019. In that year, 24% of the population was under 18 and 14% was over 65.

Race/Ethnicity

In 2019, 53% of the population was White, 27% was Asian, 13% was Latinx, and 1.2% was African American (see chart).

Figure HE-1: Race and Ethnicity



Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B03002.

Poverty

Currently, people of color in San Mateo County are more likely to experience poverty. The groups with the highest poverty rates in Burlingame are American Indian/Alaska Native residents (62.3%) and Native Hawaiian or Other Pacific Islander residents (25.3%). Asian and Black or African American residents have the lowest poverty rates (3.6% and 2.1% respectively).

Table HE-1: Poverty

Race and Hispanic or Latino Origin	Percent of Each Group Below Federal Poverty Level in Burlingame (2020)
White Alone	4.1%
Black or African American Alone	2.1%
American Indian or Alaskan Native Alone	62.3%
Asian Alone	3.6%
Native Hawaiian and Other Pacific Islander Alone	25.3%
Some other race alone	3.6%
Two or more races	2.2%
Hispanic or Latino origin (any race)	6.6%

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B03002.

Jobs

Employment

Generally, having a similar number of jobs and employed residents produces more benefits for a community, such as reducing traffic and climate impacts, and allowing people who work in the community to also live there. Both San Mateo County and Burlingame are job rich, meaning they have more jobs than employed residents. In Burlingame, there are 16,209 employed residents and 30,170 jobs, resulting in a jobs-to-resident-workers ratio of 1.86. Between 2002 and 2018, the number of jobs in Burlingame decreased by 22%.

Unemployment

Jurisdictions throughout the region experienced a sharp rise in unemployment in 2020 due to impacts related to the COVID-19 pandemic, though with a general improvement and recovery in the later months of 2020. As of January 2021, Burlingame's unemployment rate was 4.5%, which was lower than the regional unemployment rate of 6.6% and its pandemic-related high rate of 9.9% in April 2020. Burlingame's pre-pandemic unemployment rate was 2.2% (January 2020). (Source: California Employment Development Department, Local Area Unemployment Statistics (LAUS), Sub-county areas monthly updates, 2010-2021).

Housing and Households

New Homes Built

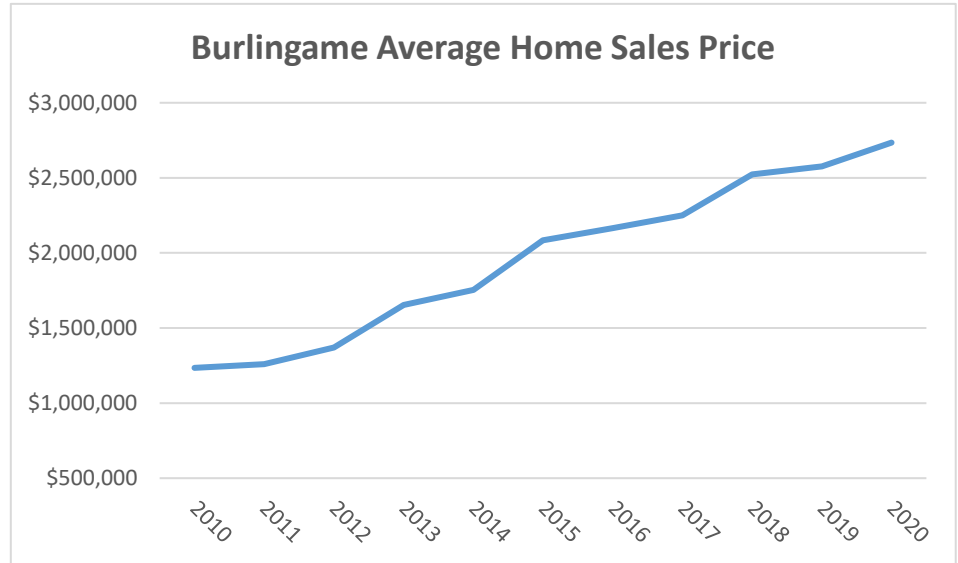
The number of new homes built in the Bay Area has not kept pace with the demand, resulting in longer commutes, higher prices, and greater displacement and homelessness. The number of homes constructed in Burlingame increased 0.8% from 2010 to 2020, which is substantially below the housing growth rate for San Mateo County and the Bay Area overall during this time period (4% and 5% respectively).

Home Prices and Rents

Given high job growth and low housing growth in the county, the cost of housing in Burlingame has increased significantly in the past decade:

- **Sales Price** – In 2020, the average sales price of a single family home in Burlingame was approximately \$2,734,651. Home prices increased by 174% from 2010 to 2020.
- **Rental Prices** – Rental prices increased by 74% from 2009 to 2019. The median rent in 2019 was \$2,120. To rent a typical apartment without cost burden, a household would need to make \$85,000 per year.

Figure HE-2: Average Home Sales Price between 2010 and 2020



Source: San Mateo Association of REALTORS Annual Reports 2010-2020.

Housing Type

In 2020, 48% of homes in Burlingame were single family detached, 4% were single family attached, 7% were units in small multifamily buildings (2-4 units), and 41% were in medium or large multifamily buildings (5+ units). Furthermore, Burlingame's housing consists of less detached single family homes than the region as a whole (48% as compared to 52% in the Bay Area).

Housing for Large Families

Large families are generally served by homes with 3 or more bedrooms, of which there are 5,122 units in Burlingame (42% of the housing). Among these 3+ bedroom units, 13% are renter-occupied and 87% are owner-occupied.

Unit Mix in New Construction

Based on several new multifamily residential construction projects that are under construction or recently approved, the most common unit types are 1-bedroom and 2-bedroom units, comprising of 60% and 28% of new units, respectively. The remainder of new construction units include studio (9%) and 3-bedroom units (3%).

Cost Burden

The U.S. Department of Housing and Urban Development (HUD) considers housing to be affordable for a household if the household spends less than 30% of its income on housing costs. A household is considered "cost-burdened" if it spends more than 30% of its monthly income on housing costs, while those who spend more than 50% of their income on housing costs are considered "severely cost-burdened." In Burlingame, 17% of households are cost burdened, while an additional 17% of households are severely cost burdened.

Neighborhood Equity

Some neighborhoods are identified as “Highest Resource” or “High Resource” by the State of California based on a range of indicators such as access to quality schools, proximity to jobs and economic opportunities, low pollution levels, and other factors. However, neighborhoods don’t always receive an equitable share of these community resources and may be designated as “Low Resource” if they lack these amenities. All Burlingame residents live in neighborhoods identified as “Highest Resource” or “High Resource”, meaning there are no “Low Resource” neighborhoods in Burlingame.

Displacement and Exclusion

Displacement, or the inability of residents to afford to remain in their homes, is a major concern in the Bay Area due to increasing housing prices. Displacement has the most severe impacts on low- and moderate-income residents. When individuals or families are forced to leave their homes and communities, they lose their support network. A related concern is the impact of gentrification or exclusion—when neighborhoods have limited or no housing opportunities for low- and moderate-income residents. According to research from The University of California, Berkeley, no households in Burlingame live in neighborhoods that are susceptible to or experiencing displacement or in areas at risk of or undergoing gentrification. However, approximately 32% of households in Burlingame live in neighborhoods where low-income households are likely excluded due to prohibitive housing costs.

Special Housing Needs

Some population groups may have special housing needs such as mobility and accessibility barriers. In Burlingame, 6.6% of residents have a disability and may require accessible housing. Additionally, 6.4% of Burlingame households are larger households with five or more people, who likely need larger housing units with three bedrooms or more. Also, 7.7% of households are female-headed families, which are often at greater risk of housing insecurity, or being at risk of losing their home.

Overcrowding

Some residents may be occupying overcrowded units, defined by the Census Bureau as one unit occupied by 1.01 persons or more per room (excluding bathrooms and kitchens). Units with more than 1.5 persons per room are considered severely overcrowded. Table HE-2 shows that in Burlingame, 326 residents lived in an overcrowded unit, while 504 live in very overcrowded units. These account for 1% and 1.6% percent of total residents, respectively.

Table HE-2: Overcrowding

OVER-02: Overcrowding Severity Universe: Occupied housing units				OVER-02: Overcrowding Severity Universe: Occupied housing units			
Geography	1.00 occupants per room or less	1.01 to 1.50 occupants per room	1.50 occupants per room or more	Geography	1.00 occupants per room or less	1.01 to 1.50 occupants per room	1.50 occupants per room or more
Burlingame	11,320	326	504	Burlingame	93%	3%	4%
San Mateo County	242,599	12,333	8,611	San Mateo County	92%	5%	3%
Bay Area	2,543,056	115,696	72,682	Bay Area	93%	4%	3%

Notes:

The Census Bureau defines an overcrowded unit as one occupied by 1.01 persons or more per room (excluding bathrooms and kitchens), and units with more than 1.5 persons per room are considered severely overcrowded

Notes on Data:

The data presented here is drawn primarily from US Census American Community Survey (ACS) 5-year data updated as of 2019 and the U.S. Department of Housing and Urban Development's Comprehensive Housing Affordability Strategy (CHAS). The ACS data set includes a broad range of demographic and economic variables not included in the decennial US Census, allowing for detailed cross tabulations and analysis of various demographic factors involving income and poverty, among other key topics related to local housing policy and planning. The recently released 2020 US Census data, though not as comprehensive as the ACS in terms of the types of variables covered, does provide updated data for the following key variables: population by sex, age, race and Hispanic origin, as well as housing data by occupancy, vacancy status, and tenure. This current 2020 decennial Census data is available from the US Census here: <https://data.census.gov/cedsci/>

These data are samples and as such, are subject to sampling variability. This means that data is an estimate, and that other estimates could be possible if another set of respondents had been reached. We use the five-year release to get a larger data pool to minimize this "margin of error" but particularly for the smaller cities, the data will be based on fewer responses, and the information should be interpreted accordingly.

Additionally, there may be instances where there is no data available for a jurisdiction for particular data point, or where a value is 0 and the automatically generated text cannot perform a calculation. In these cases, the automatically generated text is "NODATA." Staff should reword these sentences before using them in the context of the Housing Element or other documents.

Note on Figures:

Any figure that does not specify geography in the figure name represents data for Burlingame.

Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release.

Special Needs Populations

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

Senior Households

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

- **Income:** People over 65 are usually retired and living on a fixed income;
- **Health Care:** Because the elderly have a higher rate of illness and dependency, health care and supportive housing is important;
- **Transportation:** Some seniors are not able to drive, do not have access to a car, or are do not live within a convenient distance to transit. For those who can access transit, some have disabilities that require alternatives to transit;
- **Housing:** Many seniors live alone and rent.

Approximately 4,739 residents 65 years or older live in the City of Burlingame, representing 15.1 percent of the population.

Seniors who live on fixed and limited incomes may encounter difficulties in finding affordable housing. Nearly one-third of senior households (4% of the total population in the City) in Burlingame have incomes below the federal poverty level. Generally, persons 75 and older who are heads of household are homeowners, but

there are many who are in the Low, Very-Low and Extremely-Low Income categories.

Persons with Disabilities

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

The 2020 American Community Survey (ACS) estimates reported that 2,003 persons in Burlingame had one or more disabilities, accounting for roughly 6.7 percent of the population (compared to 10.7% for California). Table HE-3 shows the age and types of disabilities. It is important to note that a person may have multiple disabilities.

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

Developmentally Disabled

Persons with developmental disabilities are a separate population identified by the State of California, with differing housing needs from others with disabilities. The Lanterman Developmental Disabilities Act ensures that "patterns and conditions of everyday life which are as close as possible to the norms and patterns of the mainstream of society" are available to these individuals. Furthermore, the *Olmstead v. L.C. and E.W.* United States Supreme

Court case required an "Integration Mandate" that "States are required to place persons with mental disabilities in community settings rather than institutions...when determined to be appropriate." Despite these laws, people with developmental disabilities may find it difficult to find affordable, accessible, and appropriate housing that is inclusive in the local community.

A developmental disability is defined by the State as "a lifelong disability caused by a mental and/or physical impairment manifested prior to the age of 18 and are expected to be lifelong." The conditions included under this definition include intellectual disability, epilepsy, autism and/or cerebral palsy, and "Other Conditions needing services similar to a person with intellectual disability, but shall not include other handicapping conditions that are solely physical in nature."²

According to the 2020 American Community Survey 5-year estimates, there are 625 persons with developmental disabilities living in Burlingame. According to the Department of Social Services – Community Care Licensing Division (April 2022), there are 2 adult day care facilities in Burlingame, with a total capacity of 10 persons, capable of serving persons with developmental disabilities. Two adult residential facilities and one group home have the ability to accommodate persons with developmental disabilities and can serve up to 24 individuals at maximum capacity.

The housing needs of persons with developmental disabilities can vary from person to person. Many live with parents or guardians. Some can live independently or in community care facilities.

Accessible Accommodations

Both the Federal Fair Housing Act and the California Fair Employment and Housing Act impose an affirmative duty on local governments to make reasonable accommodations (i.e.

² Source: *California Welfare and Institutions Code, Division 4.5, Services for the Developmentally Disabled [4500-4885], Chapter 1.6 General Provisions [4507-4519.10], Section 4512*

modifications or exceptions) in their zoning and other land use regulations when such accommodations may be necessary to afford disabled persons an equal opportunity to use and enjoy a dwelling. For example, it may be a reasonable accommodation to allow covered ramps in the setbacks of properties that have already been developed in order to accommodate residents with mobility impairments. The Burlingame zoning ordinance has been amended to provide a process to request reasonable accommodations for these types of physical improvements to a residence.

Table HE-3: Age and Type of Disability

	Number			Percent		
	Burlingame	County	State	Burlingame	County	State
Under 18 with Disability	142	3,919	306,806	1.75%	1.9%	2.65%
Age 18-64 with Disability	717	23,680	1,944,580	3.9%	4.65%	7.45%
Age 65 + with Disability	1,144	34,818	1,895,565	27.9%	30.4%	36.4%
Any Age with Any Disability	2,003	62,417	4,146,961	6.7%	8.2%	10.7%
Any Age With Hearing Disability	785	19,065	1,147,500	2.6%	2.5%	3.0%
With Vision Disability	427	10,500	778,145	1.4%	1.4%	2.0%
With Cognitive Disability	625	22,911	1,585,969	2.2%	3.2%	4.4%
With Ambulatory Disability	701	30,648	2,118,765	2.5%	4.3%	5.5%
With Self Care Disability	366	14,141	964,579	1.3%	2.0%	2.6%
With Independent Living Disability	601	26,339	1,654,210	2.6%	4.4%	5.5%

Source: 2020 ACS 5-Year Estimates

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

Persons Experiencing Homelessness

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

According to the 2019 San Mateo County One-Day Homeless Count, there were 1,512 people experiencing homelessness in San Mateo County counted in 2019. Approximately 40.5 percent of these individuals were found in shelters; 59.5 percent were unsheltered. In the city of Burlingame, 25 persons were counted during this survey; all of whom were unsheltered. Although these numbers represent small fractions of the total population (less than one percent at both the city and county level), the shelter and care needs of persons experiencing homelessness are great.

Farmworkers

Farmworkers are traditionally defined as persons whose primary incomes are earned through seasonal agricultural work. Farmworkers have special housing needs because they earn lower incomes than many other workers and move throughout the season from one harvest to the next. However, there are no farms in or near Burlingame, and the 2020 American Community Survey 5-year Estimates reported 0 Burlingame residents working in

Agriculture and Natural Resources Jobs. This low percentage, combined with the lack of farms or farm labor housing in or near Burlingame, indicates that the number of actual farm workers in Burlingame is very small and, therefore, the City has no specialized housing programs targeted to this group beyond overall programs for housing affordability.

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

The CHAS (Consolidated Housing Affordability Strategy) 2014-2018 database reported 1,255 extremely-low income (ELI) households, representing 10.1 percent of the total occupied households (12,418) in Burlingame. In addition, 1,140 households were defined as very-low income, representing another 9.2 percent of total households. For the purposes of meeting the RHNA, half of the very-low income units are assumed to be needed by ELI households. This is consistent with the proportion determined by the CHAS data and HCD provisions.

Table HE-4 below contains 2015-2019 data of overpayment by tenure for lower-income households.

Table HE-4: Overpayment by Tenure

Income by Cost Burden: Renter Households	Cost burden > 30%	Cost burden > 50%	Total
Household Income <= 30% HAMFI	880	805	950
Household Income >30% to <=50% HAMFI	730	315	810
Household Income >50% to <=80% HAMFI	545	50	1,165
Household Income >80% to <=100% HAMFI	135	0	785
Household Income >100% HAMFI	45	0	2,595
Total	2,335	1,170	6,305

Income by Cost Burden: Owner Households	Cost burden > 30%	Cost burden > 50%	Total
Household Income <= 30% HAMFI	415	280	590
Household Income >30% to <=50% HAMFI	155	120	330
Household Income >50% to <=80% HAMFI	350	140	840
Household Income >80% to <=100% HAMFI	240	110	545
Household Income >100% HAMFI	425	30	3,540
Total	1,585	680	5,845
<p>Notes:</p> <ol style="list-style-type: none"> 1. The four housing problems are: incomplete kitchen facilities; incomplete plumbing facilities more than 1 person per room; and cost burden greater than 30%. 2. The four severe housing problems are: incomplete kitchen facilities; incomplete plumbing facilities; more than 1 person per room; and cost burden greater than 50%. 3. Cost burden is the ratio of housing costs to household income. For renters- housing cost is gross rent (contract rent plus utilities) 4. Cost burden is the ratio of housing costs to household income. For renters- housing cost is gross rent (contract rent plus utilities) 			

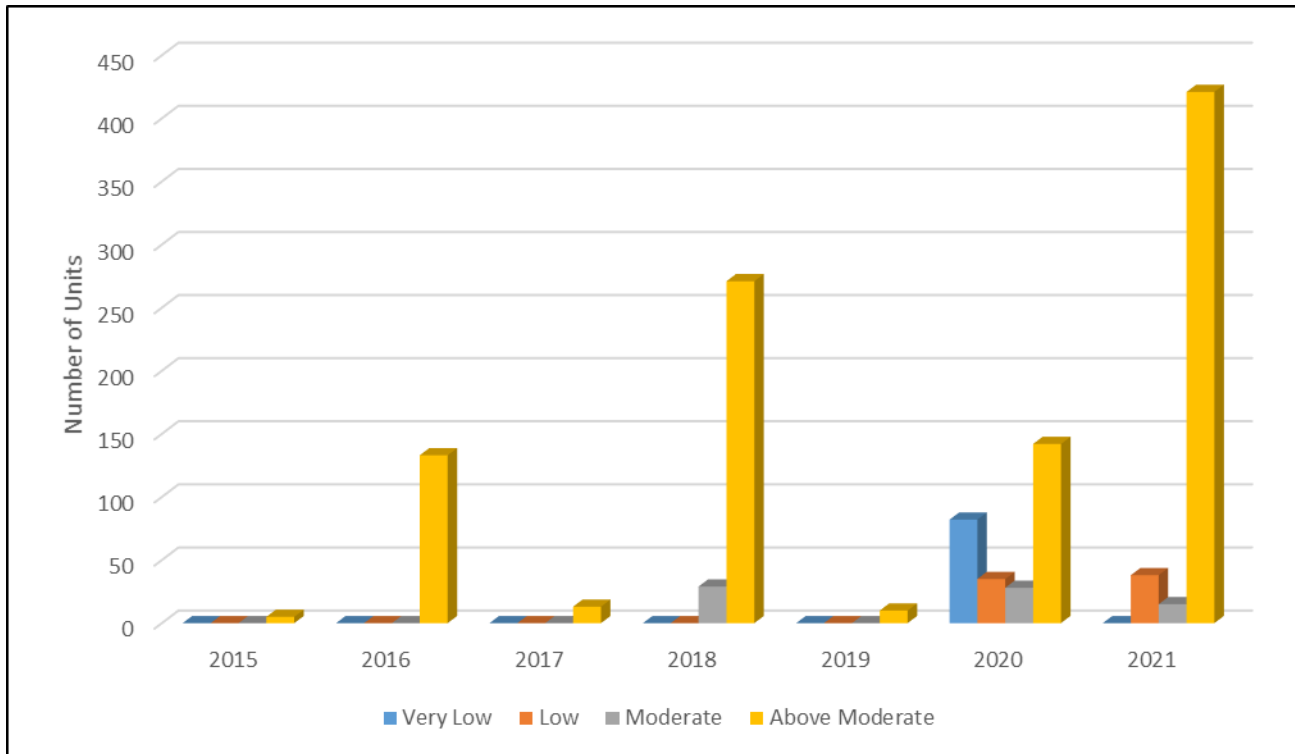
Housing Stock Characteristics

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

Number of Housing Units

In past decades, the total number of housing units has remained fairly stable. However the pace of housing construction has increased in recent years. Between 2015 and 2021, there was an average of 174 new units added per year (see Table HE-5). Housing growth has primarily been attributable to infill on redeveloped commercial sites resulting from additional zoning capacity identified in Downtown and in the North Burlingame and North Rollins Road areas.

Table HE-5: Number of Housing Permits Issued between 2015 and 2021 by Affordability



	2015	2016	2017	2018	2019	2020	2021	Affordability Total
Very Low	0	0	0	0	0	82	0	82
Low	0	0	0	0	0	35	38	73
Moderate	0	0	0	29	0	28	15	72
Above Moderate	5	133	13	271	10	142	421	995
Annual Total	5	133	13	300	10	287	474	1,222

Source: City of Burlingame, Annual Element Progress Report for Housing Element Implementation 2015-2021

Increase in Housing Stock

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

- Between 1994 and 1998, 152 net new housing units were built in the city.
- Between 1999 and 2007, 111 net new housing units were added to the city's housing stock.
- From 2008 to 2012, 70 net new units were added. This period coincided with an economic downturn.
- From 2013 to 2021, 1,232 net new housing units were built in the city.

Housing Type and Tenure

Table HE-6 presents the mix of housing types in Burlingame. Of the city's more than 13,000 housing units in 2020, 48 percent were single-family homes and 48 percent were multifamily units. The remaining 3-4 percent of units (approximately), are made up of "attached" single-family units such as townhomes. Burlingame has no mobile home units.

Renter Vs Owner Occupied

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

The 2015-2020 American Community Survey indicates that of Burlingame's occupied units, 51.3 percent were owner occupied and 48.7 percent were renter occupied. The number of owner-occupied units has increased from 49 percent in 2010.

Table HE-6: Households by Tenure

	Tenure	Percent
2011	Owners	49%
	Renters	51%
2020	Owners	51.3%
	Renters	48.8%

Source: 2015-2020 American Community Survey

Vacancy Rate

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

The 2020 Census reports a homeowner vacancy rate of 0.0 and a rental vacancy rate of 4.9. The vacancy rate decreased for owners since 2010, when the homeowner rate was 1.3 and the rental rate was 4.5.

Housing Age and Condition

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

Based on building permit activity, with many new homes replacing older homes, second floor additions and remodels, the overall condition of the housing stock in Burlingame has been improving. Between 2013 and 2021, the City issued 150 building permits for new single family dwelling units, most of which were replacement of single family dwellings on the same lot. Single family homes and properties continued to age, and therefore were upgraded or rehabilitated; approximately 3,350 building permits were issued for residential alterations.

Of the 13,170 units reported in the 2020 Census, approximately 81 percent were built prior to 1980. Typically, structures over 30 years old may be in need of major repairs, however, discussions with the City's Code Enforcement Officer revealed that only 3 units have been cited for property upkeep or identified as unfit for human habitation in the past seven years.

Assisted Housing at Risk of Conversion

The State Housing Element law and HUD Consolidated Plan regulations require cities to prepare an inventory including all assisted multifamily rental units which are eligible to convert to non-low-income housing uses due to termination of subsidy contract, mortgage prepayment, or expiring use restrictions. State Housing Element law requires this inventory to cover a ten-year evaluation period following the statutory due date of the Housing Element (January 31, 2023); whereas the HUD regulation requires the inventory to cover only the five-year planning period of the Consolidated Plan.

According to a study conducted by the California Housing Partnership Corporation published in 2014, the City of Burlingame has no HUD subsidized properties (with HUD 236 and 221 (d)(3) mortgages and/or Section 8). None have been added since that time. This means that there are no subsidized units at risk of conversion to market rate.

Multifamily residential developments in Burlingame are required to pay a residential impact fee, or provide below-market units in lieu of paying the impact fee. During the 2023-2031 Housing Element cycle, six moderate-income rental units and five moderate-income ownership units will convert to market rate as a result of their affordability restrictions expiring.

Regional Housing Needs

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

Existing Housing Needs

The projected housing need obligation for the 2023 to 2031 planning period is 3,257 units. Of these units, the city will need to accommodate 1,360 low to extremely low income housing units.

Eight-Year Projected Housing Need

State law requires that each community consider the housing needs of people of all income levels. In addition, State law requires that the regional housing needs should be balanced throughout the region so that communities will not be impacted with relatively

high proportions of lower income housing. In considering existing need, we also should give attention to the number of existing units needed to replace substandard structures or substandard living conditions generally marked by overcrowding and overpayment.

ABAG has the responsibility of projecting the housing needs for the 2023-2031 period based on the factors identified in State law. The eight-year housing need numbers include market rate housing as well as units for those with lower incomes. The projected need number is the number of dwelling units needed to provide for the total expected household growth and Burlingame's share of the projected regional housing need. The projected need number for the planning period (2023-2031) for Burlingame is 3,257 dwelling units.

Following are the projected housing need numbers for 2023 through 2031 for the City of Burlingame by income category:

Table HE-7: Projected Housing Need by Income Category

Income Category	Definition	No. of Units
Very Low	Household income up to 31-50% of AMI	863
Low	Household income up to 51-80% of AMI	497
Median Income	Area Median Income (AMI)	
Moderate	Household income up to 81-120% of AMI	529
Above Moderate	Household income above 120% of AMI	1,368
Total Current need		3,257
Average Yearly Need		814

Source: ABAG Regional Housing Needs Allocation for Burlingame

Chapter 4

Affirmatively Furthering Fair Housing

Assembly Bill (AB 686), introduced by the State of California in 2018, requires that all public agencies in the state affirmatively further fair housing (AFFH) beginning January 1, 2019. Public agencies receiving funding from the U.S. Department of Housing and Urban Development (HUD) must demonstrate their commitment to AFFH. The federal obligation stems from the fair housing component of the federal Civil Rights Act mandating federal fund recipients to take “meaningful actions” to address segregation and related barriers to fair housing choice.

Affirmatively Furthering Fair Housing

“Affirmatively furthering fair housing” means taking meaningful actions, in addition to combating discrimination, that overcomes patterns of segregation and fosters inclusive communities free from barriers that restrict access to opportunity based on protected characteristics. Specifically, affirmatively furthering fair housing means taking meaningful actions that, taken together, address significant disparities in housing needs and in access to opportunity, replacing segregated living patterns with truly integrated and balanced living patterns, transforming racially and ethnically concentrated areas of poverty into areas of opportunity, and fostering and maintaining compliance with civil rights and fair housing laws. The duty to affirmatively further fair housing extends to all of a public agency's activities and programs relating to housing and community development. (Gov. Code, § 8899.50, subd. (a)(1).)”

Source: California Department of Housing and Community Development Guidance, 2021, page 14.

This section summarizes the AFFH research and analysis prepared for Burlingame and the rest of San Mateo County by Root Policy Research (Appendix C).

History of Segregation in Burlingame and San Mateo County

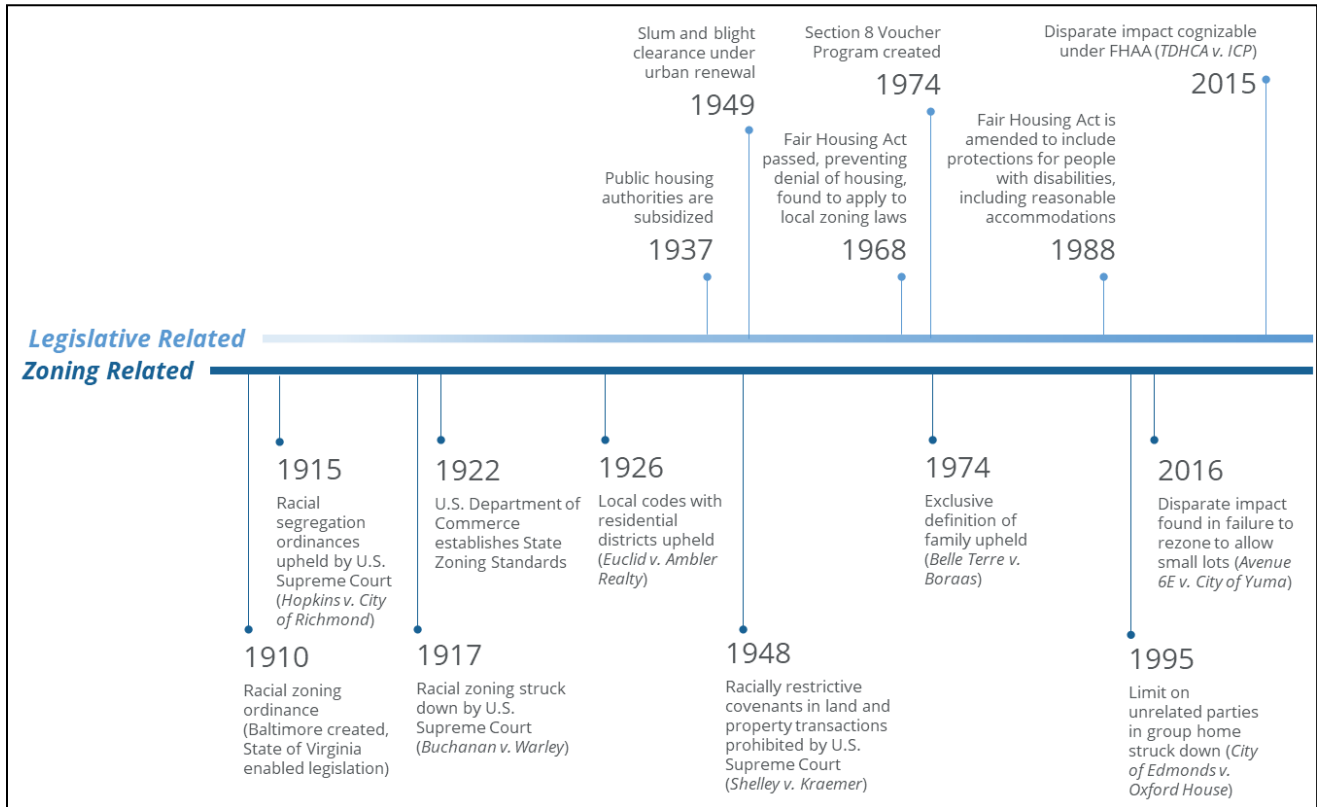
This history of segregation in the region is important not only to understand how residential settlement patterns came about—but, more importantly, to explain differences in housing opportunities among residents today. In sum, not all residents had the ability to build housing wealth or achieve economic opportunity. This historically unequal playing field in part determines why residents have different housing needs today.

In the early 1900s, the areas of modern-day Burlingame and Hillsborough were the playground of wealthy families in San Francisco, largely driven by the Burlingame Country Club. When the earthquake hit San Francisco in 1906, refugees flooded the area, primarily taking up residences in two largely small-lot subdivisions east of the El Camino Real.

Pre-civil rights San Mateo County faced resistance to racial integration. Local discriminatory practices were exacerbated by the actions of the Federal Housing Administration which excluded low-income neighborhoods, where the majority of people of color lived, from its mortgage loan program. Enforcement of racial covenants after World War II forced the migration of the county's African Americans into neighborhoods where they were allowed to occupy housing—housing segregated into less desirable areas, next to highways, and concentrated in public housing and urban renewal developments.

The timeline of major federal Acts and court decisions related to fair housing choice and zoning and land use appears on the following page. As shown in the timeline, exclusive zoning practices were common in the early 1900s. The Federal Fair Housing Act was not enacted until nearly 60 years after the first racial zoning ordinances appeared in U.S. cities. This coincided with a shift away from federal control over low-income housing toward locally-tailored approaches (block grants) and market-oriented choice (Section 8 subsidies)—the latter of which is only effective when adequate affordable rental units are available.

Figure HE-3: Major Public and Legal Actions that Influence Fair Access to Housing



Source: Root Policy Research

Burlingame's Fair Housing Assessment

Racial/Ethnic Disparities

City of Burlingame's population is less diverse with a greater portion of non-Hispanic White residents and higher income households, compared to San Mateo County. However, the City of Burlingame has experienced significant shifts in racial and ethnic makeup since 2000. The Asian share of the population in the city nearly doubled, and the population that identifies as some other race or multiple races increased by 5%.

Racial and ethnic minority populations are disproportionately impacted by living conditions compared to the non-Hispanic White population, such as poverty, low household incomes, overcrowding, and homelessness. Additionally, racial and ethnic minorities are more likely to be denied a home mortgage loan. These disparities are most prevalent in the Hispanic population (Figure II-4 and Figure II-5 in Appendix C).

Racial and ethnic minority students in the city experience lower educational outcomes compared to other students (served by the San Mateo Union High School District and the Burlingame Elementary School District). Pacific Islander, Hispanic, and Black students in the San Mateo Union High School district were less likely to meet the admission standards for a University of California (UC) or California State University (CSU) school. Dropout rates among Hispanic (7%), Black (6%), and Pacific Islander students are higher in San Mateo Union High School District (Disparate Access to Educational Opportunities in Appendix C).

Household Characteristics

There are disparities in housing cost burden in the City of Burlingame by race and ethnicity (Figure IV-11 in Appendix C). One in three (34%) of all renter households in the city are cost burdened—spending more than 30% of their gross income on housing costs—and 16% are extremely cost burdened—spending more than 50% of their gross income on housing costs.

Household sizes in the City of Burlingame are generally smaller than in San Mateo County, with 62% of households 2-person or smaller compared to 54% in the county (Figure II-16 in Appendix C). The city also has a greater share of single-person households and fewer single-parent households compared to the county (Figure II-17 and Figure II-18 in Appendix C).

Familial status can indicate specific housing needs and preferences. A larger number of nonfamily or single-person households indicates a higher share of seniors living alone, young adults living alone or with roommates, and unmarried partners. Higher shares of nonfamily households indicate an increased need for one and two-bedroom units.

The city has a greater share of households earning more than 100% of AMI compared to the county. All census tracts in the city have median household incomes greater than the 2020 State Median income of \$87,100 (Figure II-26 and Figure II-27 in Appendix C). However, there are a small number of census block groups in the city with a concentration of low to moderate-income households, primarily along Rollins Road alongside Highway 101 (Figure II-28 in Appendix C).

Challenges to Residents with Disability

Unemployment is disproportionately high among residents living with a disability (7%), compared to 4% for residents without a disability in the City of Burlingame—particularly when compared to the county (Figure III-20). The city has a share of 7% of the population living with at least one disability, and no census tracts with greater than 10% of the population with a disability (Figure II-14 in Appendix C). Lower proportions of residents living with a disability may indicate a lack of services, suitable housing options, or transportation for this population. Finally, the aging population is putting a strain on paratransit access countywide.

Geographic Inequality

The northeast area of the city has greater shares of both renters using housing vouchers (Figure I-7 in Appendix C) and low or moderate-income households (Figure II-27 in Appendix C), specifically along Rollins Road alongside Highway 101 and within the Oak Grove Manor and Burlingame Terrace neighborhoods. This area is also at greater risk for flooding (Figure IV-31 in Appendix C).

Resident Needs through Local Survey

A survey administered to capture residents' needs and support the AFFH found the following housing challenges:

- 14% of residents said their house or apartment is too small for their family;
- 13% of renters said they worry that if they request a repair they will experience a rent increase or get evicted;
- 14% of respondents indicated they had been discriminated against when looking for housing in San Mateo County.

The methodology for this survey is discussed in Appendix C.

Contributing Factors and Fair Housing Action Plan

Burlingame is characterized by high-resourced neighborhoods, where residents have good access to employment opportunities and strong educational outcomes. This is true even for the neighborhoods where low-income households are concentrated.

The fair housing issues—and the factors contributing to those issues—identified by the research conducted for this AFFH are summarized in Table HE-8 on the next page.

Table HE-8: Summary of Fair Housing Issues and Action Plan

Fair Housing Issue	Contributing Factors	Policy or Program Recommendations (see relevant section for more information)	Timeline
<p>Persons with disabilities and families are most likely to file complaints of housing discrimination and retaliation.</p>	<ul style="list-style-type: none"> - Housing discrimination against residents with disabilities and family households. <i>(High priority to address)</i> - Lack of understanding of reasonable accommodation requirements by landlords and property owners. <i>(High priority to address)</i> 	<ul style="list-style-type: none"> - H(B-1): Implement an outreach program for persons with disabilities - H(D-2): Improve livability of housing units for the disabled population. 	<ul style="list-style-type: none"> - (B-1) Develop outreach materials within two years of Housing Element adoption. - (D-2) Ongoing.
<p>Burlingame has proportionately lower shares of low and moderate-income households, residents living with a disability, residents who speak English less than very well, and racial and ethnic minorities than the county and the Bay area overall.</p>	<ul style="list-style-type: none"> - There is a lack of affordable housing opportunities throughout the city. <i>[High priority to address]</i> - Residents with a disability, who speak English less than very well, and racial and ethnic minorities have lower median household incomes. <i>[Medium priority - the city has limited power to influence income gaps but can provide more affordable housing opportunities]</i> - Historical and current discriminatory practices in lending and homeownership against people of color in the community. - <i>[Medium priority - the city has limited power to improve credit access but can provide more affordable housing opportunities]</i> 	<ul style="list-style-type: none"> - H(C-2): Provide incentives for developers to include additional affordable units in new residential projects. 	<ul style="list-style-type: none"> - (C-2) Within one year after adoption of the Housing Element.



Chapter 5

Housing Constraints

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

Governmental Constraints

Land Use Regulations

General Plan

The General Plan establishes land uses and land use densities for the city of Burlingame. Residential densities are as follows:

- Low Density Residential (up to 8 dwelling units per acre);
- Medium Density Residential (8.1 to 20 units per acre);
- Medium High Density Residential (20.5 to 50 units per acre);
- High Density (50.1 to 80.0 units per acre)
- California Mixed Use (up to 20 units per acre)
- Broadway Mixed Use (up to 50 units per acre)
- Live/Work (up to 70 units per acre)
- North Burlingame Mixed Use (20.1 to 140 units per acre)

Specific Planning Areas

North Rollins Road Specific Plan

The North Rollins Road Specific Plan, to be adopted in 2023, specifies areas in the northern portion of the Rollins Road corridor for multiple family residential uses with a maximum density of 70 units per acre. Mixed uses projects with a residential component are also allowed. The plan corresponds to the Live/Work land use designation in the General Plan, and the RRMU (Rollins Road Mixed

Use) zoning district. The adopted zoning for includes parking reductions given that the planning area is within proximity to the Millbrae Multimodal Transit Station.

Downtown Specific Plan

The Burlingame Downtown Specific Plan was adopted in 2010, and the implementing zoning for the plan was adopted in 2011.

Downtown Burlingame is divided into a series of Planning Areas, and each planning area or district provides for a different mix of uses and intensities. Multifamily residential uses are permitted in eight of the twelve areas, both on the ground floors and upper floors of buildings. The zoning districts within the Downtown Specific Plan area where multifamily residential uses are permitted are HMU (Howard Mixed Use), CAR (California Auto Row), MMU (Myrtle Mixed Use), BMU (Bayswater Mixed Use) as well as the R-3 and R-4 zoned properties within the Downtown Area. The adopted zoning for the downtown area includes parking reductions for sites within the downtown area based on the fact that they are within walking distance to the transit centers. There are no density limits within the mixed use districts of the Downtown Specific Plan. The R-3 and R-4 areas of downtown conform to the density limits of the respective districts.

Zoning Ordinance

The City of Burlingame's Zoning Ordinance, which was comprehensively updated in 2021, 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 ten mixed use districts that allow residential uses. All of the mixed use zoning districts are close to the city's major transportation nodes and corridors, encouraging residential development in these locations.

The minimum residential lot size in Burlingame is 5,000 square feet. There are some areas in the city, mostly hillside areas, where the minimum lot size is 7,000 and 10,000 square feet. There are also some nonconforming 3,000 and 4,000 square foot parcels in the city's older subdivisions. All R-1 zoned properties are eligible to be split for multifamily development under the Two-Unit Residential Overlay (R-1-2).

The lot coverage allowed for single-family development is 40%, and 50% coverage is allowed for multifamily development. Lot coverage on corner lots in R-3 and R-4 zoning districts is 60%. Side setback requirements are based upon lot width, range from 4 to 7 feet, and are required for all residential developments. The minimum front and rear setback requirement is 15 feet. Private and shared open space are required only for multifamily developments. These requirements are on a per unit basis, with 175 square feet of open space required per unit in either private or shared open spaces. Floor area ratio pertains only to single-family projects and depends on the lot size, location and placement of the house.

The lot coverage allowed for mixed-use development ranges from 60% in the RRMU district to 80% in the NMBU district. There are no lot coverage restrictions in the Downtown Specific Plan districts, except for 75% in the BMU district. Private and shared open space on a per unit basis, with 100 square feet of private open space required per unit in either private or common open spaces.

The density limits in the Zoning Ordinance correspond to the respective land use districts in the General Plan. Densities range from 8 units per acre in the R-1 zoning district to 140 units per acre in the NBMU zoning district. In multifamily development maximum densities can be exceeded through the utilization of State Density Bonus provisions.

In practice, the number of parking spaces that can be accommodated on a site is the ultimate determination of the

maximum number of units on a multifamily zoned lot. The parking requirement in Burlingame is based upon the number of bedrooms, per unit. One space is required for each studio unit, one and one-half spaces are required for each one-bedroom unit; and two parking spaces required for two bedroom or larger units. One guest parking space is required for every four units for projects greater than 10 units. Within the Downtown Burlingame area, Broadway Mixed Use, Rollins Road Mixed Use, and North Burlingame Mixed Use areas, and the R-4 district, the parking requirement for multifamily districts is reduced based on the proximity to the Caltrain and BART stations and regional bus routes. In these areas one space is required for each studio or one bedroom unit; one and on-half spaces for each two bedroom unit; and two spaces for units with three bedrooms or more. Guest parking is not required for projects within these areas. The parking requirement for micro-units is 0.75 spaces per unit in all districts.

The height limit for residential structures in the R-1 and R-2 zoning districts is two and one-half stories or 30 feet, and can be increased to 36 feet to accommodate design features of certain architectural styles. The R-3 zoning district has a height limit of 55 feet and the R-4 zoning district is 75 feet in height. In the Downtown Specific Plan area, heights up to 55 feet are allowed by right in the HMU and R-4 Incentive areas; within the MMU and BMU zoned areas, heights up to 35 feet are allowed by right and up to 45 feet (MMU) or 55 feet (BMU) are allowed with a Special Permit. At the north end of the city heights up to 80 feet area allowed in the RRMU district, and 100 feet in the NBMU district. However in the most northern portions of the city near the airport height limits are also imposed by the FAA and SFO Airport. The maximum height in the portions of this area affected by the flight paths is limited based on the Height Restrictions specified in the San Mateo County Comprehensive Airport Land Use Plan.

Comprehensive Airport Land Use Compatibility Plan

The City/County Association of Governments of San Mateo County (C/CAG) is in the process of reviewing the Burlingame 2023-2031 Housing Element is consistent with the policies established in the Comprehensive Airport Land Use Compatibility Plan. Policies that govern the safety of critical airways from obstructions beneath the calculated ascent and descent profiles are found under section 4.5.4 (Airspace Protection Policies) in the Plan. Proposed projects in Burlingame must be compliant with policies as established in the Plan, including: 1) notification and filing requirements (4.5.4, AP-1); 2) design recommendations from findings in FAA aeronautical studies (4.5.4, AP-2); 3) height restriction and filing requirements (4.5.4, AP-3); and 4) C/CAG review and project consistency with FAA regulations for land uses that may cause flight hazards (4.5.4, AP-4).

Federal Aviation Administration

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

In areas where there are airport height restrictions, the FAA requires that an applicant obtain a "Determination of No Hazard to Air Navigation." In the North Burlingame area, the airport height restrictions generally extend higher than the height limits in the NBMU and RRMU zone districts. However, since it is a sloped surface, there is the potential for the project to be affected. The applicant submits the proposed project plans to the FAA, the FAA staff reviews the height proposed by the project and compares it to the obstruction standards of the FAA regulations. This process is an administrative process, and generally takes about 30 days for a

determination. Of the projects reviewed by the FAA within the NBMU and RRMU areas, none have exceeded the FAA's obstruction standards.

Special Permits and Tiered Development Standards

Special permits are established for the purpose of allowing structures and development approaches to a development that are not permitted as a matter of right, but which may be considered compatible and appropriate if such uses or features are designed or arranged on a site or in a structure in a particular manner and in accordance with conditions imposed by the Planning Commission. In its review of a special permit application, the Commission may impose such requirements and conditions with respect to location, construction, architectural features, architectural consistency within the structure, site planning, and time limits for the special permit as it deems necessary for the protection of adjacent properties, the streetscape, the neighborhood, and the public interest. Such deviations may apply to, but not be limited to, building height, variety of roofline on a structure, daylight plane angle, façade articulation, and exterior finish materials.

The R-3, R-4, NMBU, and RRMU zoning districts utilize a "tiered" development structure, where the Planning Commission may grant increased density and height in return for provision of specific community benefits that would not otherwise be created. Increased density and height are structured in tiers, where each tier allows greater development in exchange for additional community benefits. Community benefits may include increased open space, community facilities, enhanced streetscapes, public art, net zero energy or water use, historic preservation, or unique site-specific benefits agreed upon by the developer and Planning Commission. The R-3 and R-4 districts have two tiers of development standards, and the NBMU and RRMU districts have three tiers. For Tier 2 and 3 projects, the Planning Commission makes findings that the project proposes public benefits in excess of the City's normal requirements

that improve the quality of life of employees, residents, and/or visitors, or assists the City in implementing an important plan or policy.

Accessory Dwelling Units (ADUs)

The zoning code has been amended to allow ADUs and junior accessory dwelling units (JADUs) in compliance with California Government Code Sections 65852.2 and 65852.22 and the Housing Element. ADUs may be converted from existing structures or built new. There is no minimum lot size, and there is no on-site owner requirement. New units may be up to 850 square feet, or 1,000 square feet for units with two or more bedrooms. The first 850 square feet is exempt from R-1 Floor Area Ratio (FAR) limitations. One off-street parking space is required except for the following circumstances:

- When a garage, carport, or covered parking structure is demolished in conjunction with construction of an ADU;
- When a garage, carport, or covered parking structure is converted into an ADU;
- ADU is located within ½ mile walking distance of public transit (bus stop or train station, where the public may access buses, trains, subways, and other forms of transportation that charge set fares, run on fixed routes, and are available to the public);
- ADU is located within an architecturally and historically significant historic district;
- When on-street parking permits are required but not offered to the occupant of the ADU; and/or
- When there is an established car share vehicle stop located within one block of the ADU.

ADUs are reviewed ministerially. Prior to applying for a building permit, approval of an ADU Permit is required from the Planning Division. This allows Planning Division staff to check the design of the proposed ADU to ensure compliance with zoning regulations prior

to the applicant developing detailed building permit construction documents.

Residential Design Review

Design review is required for second story additions, new construction and first floor additions which involve substantial construction in the residential zoning districts. Design review is administered by the Planning Commission and is required for both single family and multifamily projects.

Review of multifamily projects is subject to the Housing Accountability Act (HAA), codified in State of California Government Code Section 65589.5, which limits the ability of municipalities to deny a multifamily residential project that complies with applicable, objective general plan, zoning, and subdivision standards and criteria, including design review standards, in effect at the time that the application is determined to be complete. "Objective standards" are those that can be independently measured, such as height, density, and lot coverage.

Concurrent Processing

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

Factory-Built and Manufactured Homes

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

Shelters for Persons Experiencing Homelessness

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

In 2021, the City Council adopted updated zoning regulations which allow homeless shelters by right subject to performance standards in the Rollins Road Mixed Use (RRMU) and Innovation Industrial (I-I) areas. In addition to being near transit, these areas are appropriate for this type of facility because they are located near support services.

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

Low barrier navigation centers are allowed as a permitted use in the CMU, BRMU, RRMU, NBMU, BMU, CAR, HMU, MMU, and C-1 zoning districts. As with the zones allowing emergency shelters, these areas are near transit and support services.

The identified areas can accommodate a shelter large enough to have capacity for the City's unmet homeless need. The 2019 San Mateo County One-Day Homeless Count identified 25 unsheltered persons in Burlingame. Depending on the size of site required, and other amenities provided in a homeless shelter, an adequately sized facility could be accommodated in this zone. While the majority of the sites are less than one half acre, there are opportunities for site consolidation, as well as sites that are one acre or more.

Transitional and Supportive Housing

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

In 2021, the City Council adopted updated zoning which includes clear definitions for transitional and supportive housing as outlined in State law, and provides that these uses are allowed by right in all zones which allow residential uses, only subject to those restrictions that apply to other residential uses of the same type in the same zone.

LifeMoves, a non-profit organization which operates programs providing both emergency shelter and transitional housing throughout San Mateo County and Silicon Valley, now operates seven transitional housing facilities for families and eleven facility for single adults. Other programs also provide support for persons facing homelessness, such as the Housing First Program, which provides financial assistance for permanent housing to persons who are homeless but have reliable incomes, and the Bridges Program, which provides transitional housing while formerly homeless individuals enroll in schools to obtain job skills. The City of Burlingame contributes financial support to LifeMoves in its annual budget as well as other programs to increase housing options such

as HIP Housing, Samaritan House and Samaritan House Safe Harbor – Winter Shelter.

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

Single-Room Occupancy (SRO) Units

SRO Units would be considered similar in use to a multifamily development, permitted in multifamily residential zones in a new development, subject to Environmental Review. In 2021 the City Council adopted updated zoning regulations that classify SRO units as “Micro Units,” defined as small, self-contained, single-occupancy apartments that include space for sleeping (provided as part of the primary living area or as no more than one bedroom), sitting, a kitchenette, and a bathroom, ranging in size up to 450 square feet. Any new building or multifamily residential use requires these same entitlements, with the exception that micro units have a reduced parking requirement; therefore approval of SRO housing or micro units would not require additional regulatory requirements over and above similar uses in the same zone.

Burlingame Fair Property Rights Ordinance (“Measure T”) and Inclusionary Housing

In 1987, the voters of Burlingame passed an Ordinance called the Burlingame Fair Property Rights Ordinance (“Measure T”). This ordinance contains the provision that an owner of real property has the right to establish the price for which that property may be sold, leased, rented, transferred or exchanged. The ordinance further states that the City of Burlingame shall enact no law which imposes restrictions on the price for which real property may be sold, leased, rented, transferred or exchanged.

Some aspects of Measure T are preempted by Assembly Bill (AB) 1482, which limits annual rent increases, since the state-level legislation preempts local legislation such as Measure T. In order to implement a program that includes local rent control or rent stabilization that would be more stringent than SB 1482, the matter would need to be brought to the voters of the City of Burlingame to repeal the provisions of this ordinance that might be in conflict with the anticipated rent control program.

However, because of Measure T, the City cannot enact inclusionary affordable housing regulations that would require that new developments provide a percentage of units at below market rents. Because units would be priced below market, this would represent the City imposing restrictions on the price for which real property may be sold, leased, rented, transferred or exchanged. Although the City adopted inclusionary regulations in 2003, the requirements were repealed in 2015 in the face of a legal challenge.

Because of the restrictions of Measure T, the City cannot require below market units as a development regulation, but may offer an option to provide below market units *in lieu of* residential impact fees. In 2019 the City adopted residential impact fees for new residential development, but projects also have an in-lieu option where the developer can choose to provide an affordable unit or units on site in lieu of submitting the impact fee (see discussion in "Residential Impact Fees" section). To date, all multifamily residential projects approved since the adoption of residential impact fees have chosen to include affordable units on site rather than pay the fees, particularly because the affordable units qualify for density bonus under State Density Bonus Law.

Building Codes

The City of Burlingame applies the 2022 California Building Code (CBC) and California Fire Code (CFC) to review minimum health and safety standards for residential and commercial construction projects. There are local amendments that require more restrictive standards for certain items. The local amendments that apply to housing include a requirement for the installation of automatic fire sprinkler systems in all residential developments larger than 2,000 square feet in area and for structures taller than two stories. For all structures, residential included, all storm water roof drainage must be collected and conveyed to the public storm water system. There are seismic standards applied, and extra engineering may be required for structures in the hillside areas. Because Building and Fire Code standards are established for life safety reasons, it is not reasonable to consider not complying with the Code in order to reduce housing costs.

Burlingame enforces energy conservation standards enacted by the State. The standards may increase initial construction costs, but will reduce household costs over the long term by reducing energy costs. In addition, for residential remodels and new construction, applicants follow the Reach Code which encourages all electric construction and discourages use of natural gas.

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

Water/Sewer Capacity

As part of the Housing Element, jurisdictions must provide information regarding water and sewer capacity to accommodate future development. In addition, jurisdictions must include narratives about how they will comply with two specific pieces of legislation, SB 1087 and SB 244.

- **SB 1087 – Housing Elements** – Requires a city to immediately forward its adopted Housing Element to its water providers so they can grant priority for service allocations to proposed housing developments that include units affordable to lower-income households.
- **SB 244 – Land Use and General Plans** – Requires cities and counties, prior to adoption of a housing element, to address the infrastructure needs of disadvantaged unincorporated communities outside the city's limits but within the city's planning area. Because the city's planning area does not contain any unincorporated areas, no such conditions exist.

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.

Burlingame is a member of Bay Area Water Supply and Conservation Agency (BAWSCA) and purchases all of its potable water from the San Francisco Public Utilities Commission Regional Water System (SFPUC RWS). Water distribution, wastewater collection, water conservation, and maintenance of water quality are Burlingame's main water resource functions, as treated water purchased from the SFPUC RWS does not require further treatment.

The City's Individual Supply Guarantee (ISG) from the SFPUC is approximately 5.23 million gallons per day (mgd), or approximately 1,909 million gallons per year (mgy). The City's current and projected demand quantities are approximately equal to 1,193 million gallons (mg) in 2022 and 1,697 mg in 2045, respectively. The City's projected quantities are shown as within their ISG of 1,909 mgy. The RWS has historically met demand in its service area in all year types. Available water supplies from the RWS is constrained by hydrology, physical facilities, and the institutional parameters that allocate the water supply of the Tuolumne River. In addition, statewide regulations and other factors can impact the system reliability. For example, the adoption of the Bay-Delta Plan Amendment is anticipated to impact the reliability of the RWS supplies in the future. The adopted Bay-Delta Plan Amendment was developed with the stated goal of increasing salmonid populations in three San Joaquin River tributaries (the Stanislaus, Merced, and Tuolumne Rivers) and the Bay-Delta. The Bay-Delta Plan Amendment requires the release of 30-50 percent of the "unimpaired flow"¹² on the three tributaries from February through June in every year type. If the current Bay-Delta Plan Amendment (July 2018) is implemented, the proposed unimpaired flow volumes

would significantly reduce water supply available through the RWS during future drought condition. The City would be required to reduce their water use by as much as 53 percent during multi-year droughts if no new additional imported or local supplies are developed.

During normal hydrologic years, the City is expected to meet all projected demands through 2045 with or without implementation of the Bay-Delta Plan Amendment. The City also is expected to meet all projected demands through 2045 during single-dry year scenarios without implementation of the Bay-Delta Plan Amendment. Without implementation of the Bay-Delta Plan Amendment, the City is expected to meet nearly all projected demands through 2045 during multiple-dry year scenarios save for the fourth and fifth years of a 2045 multiple-dry year scenario. In this scenario, the City would experience an approximately 14 percent shortfall in water supply.

With implementation of the Bay-Delta Plan Amendment, the City would experience water supply shortfalls during all single-dry and multiple-dry year scenarios. The City would experience a shortfall of approximately 45 percent during a single-dry year scenario in 2045 and a shortfall of approximately 53 percent in fourth and fifth years of a 2045 multiple-dry year scenario. Shortfalls would be lesser for earlier years. The lowest estimated shortfall amount would be approximately 34 percent in 2025 during single-dry and the first year of a multiple-dry year scenario.

In response to anticipated future dry-year shortfalls, the City has developed a Water Shortage Contingency Plan (WSCP) that systematically identifies ways in which the City can reduce water demands during dry years. The overall reduction goals in the WSCP are established for six drought stages ranging from 10 percent to greater than 50 percent shortfalls. In addition, BAWSCA and SFPUC are pursuing the development of additional water supplies to improve the RWS and local supply reliability.

Wastewater Collection and Treatment

The City maintains the sewer system within the City boundaries. With few exceptions, the sewer system is gravity fed to lift stations located in the industrial sections of town, then to the Burlingame Wastewater Treatment Plant (WWTP) at 1103 Airport Boulevard. The WWTP provides treatment of domestic and commercial wastewater originating from the City of Burlingame, Town of Hillsborough, and the Burlingame Hills Sewer Maintenance District. The WWTP has an average dry weather flow of three million gallons per day (mgd) and a total capacity of 5.5 mgd, leaving approximately 2.5 mgd of excess capacity.

The WWTP is part of the North Bayside System Unit (NBSU), a joint powers authority that includes the cities of Burlingame, Millbrae, South San Francisco and San Bruno, as well as the San Francisco International Airport. Based on the joint use agreement, the WWTP discharges treated and disinfected effluent through the NBSU force main to the South San Francisco, and San Bruno Water Quality Control Plant, where the effluent is dechlorinated before being discharged into the Lower San Francisco Bay.

NPDES (National Pollutant Discharge Elimination System) Requirements

Burlingame is located at the foot and along the east side of the coastal ridge between the Pacific Ocean and San Francisco Bay. Seven creeks drain the area directly into San Francisco Bay. For these reasons, runoff and water quality are important considerations in development and construction. The Clean Water Act of 1972 prohibits the discharge of stormwater into United States waters unless the discharge is in compliance with a National Pollutant Discharge Elimination System (NPDES). To meet its mandate from the State, the City of Burlingame has joined with the other cities in San Mateo County, to obtain a regional discharge permit from the State Water Quality Control Board (SWQCB) for

stormwater water discharge. In order to reduce non-point pollution sources, each construction project is required to implement “best management practices” on job sites to minimize erosion, stop contaminated run-off and control construction site pollution. NPDES requirements also encourage site planning including swales, detention ponds and other design elements that can be incorporated into project design to reduce storm water run-off and contamination. The City of Burlingame requires stormwater run-off to be collected and channeled into a public storm water system. Current regulations focus on solutions that encourage on-site retention and recharge of stormwater, so that all drainage does not have to enter the storm drain system. This can result in a more affordable solution for accommodating storm water runoff.

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

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 multifamily residential projects, one tree is required for each 2000 square feet of floor area. These trees can be 15 gallon up to 24" box size when planted. For properties along El

Camino Real (State Route 82), sidewalk and curb cut changes require Caltrans approval.

Communal amenities are also considered on-site improvements within a new housing development. While amenities such as swimming pools, club houses, on-site laundry facilities, etc. are not required, they are encouraged. If a new project proposes such an amenity, this would be seen as a positive aspect to the project which could attract potential tenants.

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.

Fees and Exactions

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

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

Planning Fees

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

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

Table HE-8: Burlingame Planning Fees

APPLICATIONS			ENGINEERING REVIEW	
Design Review			Single-Unit Dwelling <i>(New Construction)</i>	\$1,045.00
- Single-Unit, Two-Unit and Additions	\$1,373.00		Single-Unit Dwelling <i>(Addition)</i>	523.00
- FYI	458.00		Multi-Unit Dwelling	2,087.00
- Amendment	1,187.00		Commercial/Industrial	2,087.00
- As-Built Change	1,686.00		Traffic and Parking Studies	3,967.00
- Informational to Planning Commission	1,324.00		Creek Enclosure	3,350.00
- Multi-Unit: 25 units or fewer	2,209.00		Environmental Review	1,681.00
- Multi-Unit: 26 units or greater	3,261.00			
- Commercial: 5,000 SF or less	1,373.00		PARKS REVIEW	
- Commercial: 5,001 to 10,000 SF	2,209.00		Arborist Review	\$270.00
- Commercial: 10,001 SF or more	3,261.00			
Design Review Deposit	1,552.00		NOTICING	
Design Review Handling Fee	602.00		Design Review	\$1,013.00
Accessory Dwelling Unit	782.00		Other (Non-Design Review)	729.00
Accessory Dwelling Unit Amnesty Deposit	568.00		Minor Modification & Hillside Area Permit	847.00
Appeal to Planning Commission/City Council	631.00		General Plan Amendment/Rezoning	1,515.00
Cannabis Operator Permit			Environmental Impact Report	1,515.00
- Delivery Only	1,492.00		Accessory Dwelling Unit Amnesty	73.00
- Fixed Location	5,976.00		Wireless Communications	667.00
- Renewal - Delivery Only	1,492.00		City Council Appeal	114.00
- Renewal - Fixed Location	373.00		Replacement of Design Review Sign	380.00
Conditional Use Permit	2,143.00		ENVIRONMENTAL REVIEW	
Determination – Planning Commission	1,616.00		Categorical Exemption	\$134.00
Extensions/Amendments to permits	871.00		Environmental Document (prep. by staff)	6,908.00
Fence Variance	1,207.00		Environmental Document (prep. by consultant)	consultant cost + 10% of contract
Hillside Area Construction Permit	2,527.00		\$ _____ x 10% = \$ _____	
Legal Review for Development Projects	213.00/hour		Environmental Impact Report	consultant cost + 20% of contract
Minor Modification	2,527.00		\$ _____ x 20% = \$ _____	
Multi-Unit Residential Development			Environmental Posting Fee - Neg Dec & EIR	945.00
- 10 units or less	3,816.00		Negative Declaration Fish & Wildlife Fee	2,548.00
- 11-25 units	4,482.00		<i>(make check payable to San Mateo County)</i>	
- 26-50 units	5,260.00		EIR Fish & Wildlife Fee	3,539.25
- 51-100 units	6,176.00		<i>(make check payable to San Mateo County)</i>	
- 101 or more units	7,252.00		County Handling Fee	50.00
Reasonable Accommodation	492.00		PARKING IN LIEU FEE	
Rezoning/General Plan Amendment	8,218.00		All uses within Downtown Burlingame	\$61,764/space
Sign Variance/Master Sign Program	3,448.00			
Special Permit	4,690.00		PROJECT PLAN CHECKS	
Variance	4,902.00		Preliminary Plan Check <i>(New Construction)</i>	\$967.00 ¹
Wireless Administrative Use Permit	2,179.00		Preliminary Plan Check <i>(Addition)</i>	484.00 ¹
Zoning Verification/Property Profile Letter	114.00		Plan Recheck Fee – <i>more than 2 revisions</i>	795.00
			Plan Recheck Fee – <i>major redesign of plans</i>	957.00

¹ 50% of preliminary plan check fee will be credited toward required application fees if and when project is submitted as a complete application.

Source: Burlingame Community Development Department, 2022

Table HE-10: Example of Single Family and Multifamily Project Fees

	Fees/Costs	Single Family*	Multifamily**	
Entitlement Fees	Design Review	1,373	2,209	
	Multifamily Review	-	3,816	
	Engineering Plan Review	1,045	2,087	
	Parks Review	270	270	
	Noticing	1,013	1,515	
	CEQA Categorical Exemption	134	-	
	GP Amendment/Rezoning	-	8,218	
	EIR (estimate)	-	200,000	
	EIR Handling Fee (35% of contract)	-	70,000	
	Environmental Posting Fee	-	945	
	County EIR Fish & Game Fee	-	3,539	
	Condominium Map	-	7,559	
	Subtotal	3,835	300,158	
				<i>Per Unit</i>
Construction Fees	Building Permit	35,000	14,583	145,830
	Fire Sprinkler Permit	600	600	6,000
	Utility Connection	2,800	260	2,600
	Alarm Permit	-	100	1,000
	Subtotal	38,400	15,543	155,430
	Fees/Costs	Single Family*	Multifamily**	
Impact Fees	Public Facilities Impact Fees	9,162	16,360	
School Fees	Elementary & High School	14,370	69,695	
Total		65,767	541,643	

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

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

Building Fees

Building permit fees are charged in accordance with the fee tables set in the current City of Burlingame Master Fee Schedule plus the plan check fees. The total estimated construction valuation of a project is checked against the values set in the current Master Fee Schedule tables. The basic building plan check fee is 65% of the building permit fee. The Planning plan check fee is 25% of the building permit fee, the Public Works/Engineering plan check fee is 25% of the building permit fee, Central County Fire Department's plan check fee is 12%'s of the building permit fees and (when applicable), the energy plan check fee is an additional 25% of the building permit fee. The basic fee for electrical, plumbing and mechanical permits is \$47 dollars, with additional fees charged on a line item basis.

Public Facilities Impact Fees

Ordinance No. 1830 was adopted in 2008 by the Burlingame City Council in order offset the impacts of new development projects on City facilities. In establishing the fees, the City had a study conducted that provided information on the nexus between development projects and impacts on City facilities and set out a formula of fees that would serve to offset some of those impacts. The fees do not have an escalator and have not been updated since adopted. Public Impact Fees applicable to new residential development are shown on Table HE-11 below.

Table HE-11: Burlingame Public Facilities Impact Fees

Service Area	Single Family Fee per Dwelling Unit	Multifamily Fee per Dwelling Unit
General Facilities and Equipment	\$2,756	\$1,636
Libraries	\$2,383	\$1,415
Police	\$437	\$259
Parks and Recreation	\$590	\$350
Streets and Traffic	\$1,573	\$1,105
Fire	\$642	\$381
Storm Drainage	\$781	\$391

Source: Burlingame Planning Division, 2022

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

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

In 2019 the City Council adopted zoning standards in the NBMU and RRMU districts that require residential projects to include community benefits in exchange for allowing greater densities and building heights. In 2021 these standards were extended to R-3 and R-4 districts. Projects may include an open space amenity as a community benefit, provided the open space is accessible to the public. In these instances, the developer may dedicate the open space to the City as a park, or may retain ownership and maintenance of the open space and provide a public access easement. The City is amendable to either approach.

Residential Impact Fees

Affordable housing impact fees are used to support and build new homes for lower-income residents. The fees can be charged to developers of new commercial and residential projects and used for land purchase, construction costs, or site rehabilitation related to providing workforce housing.

In 2017 the City Council adopted an ordinance establishing commercial linkage fees for new commercial development in Burlingame, and in 2019 it adopted residential impact fees for new residential development in Burlingame. Over time, these fees will provide a dedicated source of funding for programs supporting workforce housing in Burlingame.

For new residential development, the adopted residential impact fees vary from \$14.00 to \$35.00 per square foot, depending on residential density (units per acre), whether a project is rental or for sale/ownership, and whether prevailing/area wages are utilized (see Table HE-12 below).

Residential projects also have an "in-lieu" option where the developer can choose to provide an affordable unit or units on site in lieu of submitting the impact fee:

- For Rental Multifamily projects, the project must provide at least ten percent (10%) of the units on site to be affordable to

moderate income households (in this instance 80% - 120% AMI) for a period of 55 years in order to waive the residential impact fee

For Sale Multifamily (Townhome/Condominium) projects, the project must provide ten percent (10%) of the units on site to be affordable to above-moderate income households (in this instance 120% - 150% AMI, with the price set at the 135% AMI level) for a period of 55 years in order to waive the residential impact fee.

Table HE-12: Residential Impact Fees

	Impact Fee – Per Square Foot	
	Base	With Prevailing / Area Wage
Rental Multifamily – 11 units and above*		
Up to 50 du/ac	\$17.00 / sq ft	\$14.00 / sq ft
51-70 du/ac	\$20.00 / sq ft	\$17.00 / sq ft
71 du/ac and above	\$30.00 / sq ft	\$25.00 / sq ft
For Sale Multifamily (Condominiums) – 7 units and above*		
	\$35.00 / sq ft	\$30.00 / sq ft
* Rental Multifamily with total of 10 units or fewer are exempt; For Sale Multifamily (Condominiums) with total of 6 units or fewer are exempt. Rental projects that convert to condominiums within 10 years of completion of construction would be subject to the fee differential as a condition of conversion. The fee differential shall be based on the fee structure in place at the time of conversion to condominiums, minus the fees originally submitted at the time of construction.		

Source: Burlingame Planning Division, 2022

Recycling Fees

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

Prior to permitting, applicants must complete a Recycling and Waste Reduction Form, then a City employee reviews the completed form to verify the estimated waste anticipated to be generated by the project. There are three types of deposits which are based on the type of project: additions/remodels, new structure, and demolition of an entire structure. Most projects consist of additions/remodels, in which case the applicant pays a deposit based on 1.5% of the valuation of the permit. For example, if a project is estimated to generate 10 tons of debris and has a valuation of \$100,000, the deposit would be \$1,500 (1.5% x \$100,000), and 5 tons would be 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 and water capacity fees, as shown on Table HE-13 below:

Table HE-13: Sewer and Water Capacity Fees

Sewer Capacity Fees	
Type	Capacity Charges
Single-Unit	\$10,219 per dwelling unit
Multi-Unit	
a) Studio and one bedroom	\$4,804 per dwelling unit
b) Two or more bedrooms	\$7,075 per dwelling unit
c) Detached Accessory Dwelling Unit > 150 SF	\$4.26 per SF

Water Capacity Fees	
Type	Capacity Charges
Single-Unit	\$6,699 per dwelling unit
Multi-Unit	
a) Studio and one bedroom	\$2,715 per dwelling unit
b) Two or more bedrooms	\$4,164 per dwelling unit
c) Detached Accessory Dwelling Unit > 150 SF	\$2.80 per SF

Source: *Burlingame Planning Division, 2022*

Sidewalk and special encroachment fees are range from \$262 to \$629. Fees for street frontage improvements commonly associated with housing development, including sidewalk, curb, gutter, and curb drain modifications, are \$453 plus \$10.00 for each square foot over 200.

School Fees

Two school districts serve Burlingame: the Burlingame Elementary School District and the San Mateo Union High School District. School fees are collected to offset costs of rehabilitation and maintenance of school buildings, with 60% of the fees collected going to the elementary school district and 40% to the high school district. Fees are collected on all new construction projects and residential remodels in Burlingame that add 500 square feet or more. Residential school development fees for 500 square feet or more of development are \$4.79 per square foot, and commercial and industrial projects are charged \$0.78 per square foot. Mini-storage buildings are also charged a fee of \$0.07 per square foot.

Comparison with Other Jurisdictions

The following series of tables compares fees assessed by the City of Burlingame with those of other jurisdictions in San Mateo County.

Tables HE-14 and HE-15 summarize total fees per unit (including entitlement, building permits, and impact fees) for each jurisdiction in San Mateo County. Fees for new single family homes in Burlingame are slightly higher than the median for the 21 jurisdictions in San Mateo County. Fees for small multifamily developments are slightly below the county median, and are exactly the median for large multifamily developments.

Table HE-14: Total Fees (includes entitlement, building permits, and impact fees) per Unit

	Single Family	Small Multifamily	Large Multifamily
Atherton	\$15,941	No Data	No Data
Brisbane	\$24,940	\$11,678	No Data
Burlingame	\$69,425	\$30,345	\$23,229
Colma	\$6,760	\$36,590	\$17,030
Daly City	\$24,202	\$32,558	\$12,271
East Palo Alto	\$104,241	No Data	\$28,699
Foster City	\$67,886	\$47,179	\$11,288
Half Moon Bay	\$52,569	\$16,974	No Data
Hillsborough	\$71,092	No Data	No Data
Millbrae	\$97,756	\$6,824	\$55,186
Pacifica	\$33,725	\$40,151	No Data
Portola Valley	\$52,923	No Data	No Data
Redwood City	\$20,795	\$18,537	\$17,913
San Bruno	\$58,209	\$72,148	\$39,412
San Mateo	\$99,003	\$69,549	\$44,907
South San Francisco	\$81,366	\$76,156	\$32,471
Unincorporated San Mateo	\$36,429	\$15,088	\$3,344
Woodside	\$70,957	\$82,764	No Data

Source: 21 Elements, 2022

Table HE-15: Total Fees per Unit - Distribution of Fees Charged by San Mateo County Jurisdictions

	Single Family	Small Multifamily	Large Multifamily
Quartile 1	\$27,136	\$17,365	\$14,651
Median	\$55,566	\$34,574	\$23,229
Quartile 3	\$71,058	\$63,957	\$35,942
Interquartile Range	\$71,057	\$63,956	\$35,941
Total Range	\$97,481	\$75,941	\$51,843

Source: 21 Elements, 2022

Table HE-16 summarizes the total fees as a percentage of total development costs. The fees as a percentage of development cost for single family homes in Burlingame are slightly higher than the median for the 21 jurisdictions in San Mateo County. For small multi-unit developments, they are slightly below the county median, and are exactly the median for large multifamily developments.

Table HE-16: Total Fees as a Percentage of Total Development Costs*

	Single Family	Small Multifamily	Large Multifamily
Atherton	0%	No Data	No Data
Brisbane	1%	1%	No Data
Burlingame	3%	4%	3%
Colma	0%	4%	2%
Daly City	1%	4%	2%
East Palo Alto	4%	No Data	4%
Foster City	3%	6%	2%
Half Moon Bay	2%	2%	No Data
Hillsborough	3%	No Data	No Data
Millbrae	2%	8%	7%
Pacifica	1%	5%	No Data
Portola Valley	1%	No Data	No Data
Redwood City	1%	2%	2%
San Bruno	2%	8%	5%
San Mateo	4%	8%	6%
South San Francisco	3%	9%	4%
Unincorporated San Mateo	1%	2%	0%
Woodside	2%	9%	No Data
Median	2%	5%	3%

* The above table is calculated using average soft costs (including an average of jurisdiction charged fees) and average land costs for the county. A more precise determination of fees as a percentage of total development costs can be calculated using *jurisdiction specific* land costs and fees.

Source: 21 Elements, 2022

Process and Permitting Procedures

Planning Process: Single Family Construction

Burlingame has single family residential design review guidelines for new single family construction, second story additions, and first floor additions involving substantial construction in the R-1 zoning district. 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 75 days. These average processing times include "out of court" time in which the applicant is revising drawings. The design review process has been extended to include all types of residential and commercial development.

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

The average processing times for these types of applications is about 8 to 10 weeks. This time line is generally driven by legal noticing requirements and Planning Commission hearing availability. The Burlingame Planning Commission meets the second and fourth Monday of each month. All applications require two meetings before the Commission; one for design review study and one for action. Three weeks is added to the review time if a

decision is appealed to the City Council because of the requirements to comply with the Ralph M. Brown Act provisions.

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

Planning Process: Two-Unit/Duplex Construction

In 2021 the City Council adopted zoning standards for two-unit residential development in compliance with California Government Code Sections 66452.6, 65852.21 and 66411.7 to allow two detached or attached housing units on one parcel, and ancillary uses and structures. A proposed two-unit housing development is considered ministerially, without discretionary review or a hearing, if the proposed housing development meets all of the development standards. The two-unit residential standards apply to any property in the R-1 zoning district. The average processing times for a ministerial permit (by right) is about 8 to 12 weeks.

Planning Process: Multifamily Construction

Apartment Development

Apartments are allowed by right in the R-3, R-4, CMU, BRMU, RRMU, NBMU, BMU, CAR, DAC, HMU, and MMU zoning districts, assuming all development standards of the district are met. However, these projects are subject to the design review process. The average processing times for a design review permit can range from 12 to 16 weeks for a smaller project, to up to 52 weeks for a larger project. Most applications may be approved by the Planning Commission and are not subject to City Council review unless appealed; an appeal to the City Council typically adds 4 to 6 weeks beyond the Planning Commission timeline.

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.

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. Condominium permits are reviewed concurrently with other entitlements, so there is no additional review time beyond that of an apartment application.

SB 35 Projects

Senate Bill (SB) 35 went into effect on January 1, 2018 and changed the local review process for certain development projects. SB 35 applies to California Cities and Counties where production of new housing has not met the state-mandated Regional Housing Need Allocation income targets, including Burlingame. These Cities and Counties must use a streamlined, ministerial review process for qualifying multifamily residential projects. At this time, qualified housing proposals with at least 10% affordable units may be eligible for the SB 35 streamlined process in Burlingame.

Housing projects qualify for SB 35 if they satisfy a number of criteria, including:

- Provide the specified number of affordable housing units;
- Comply with objective planning standards;
- Are in an urban area with 75% of the perimeter developed;
- Are on sites zoned or planned to allow residential use;
- Are not located in the coastal zone, agricultural land, wetlands, or fire hazard areas; and
- Pay prevailing wages (only for projects with 10 or more units).

The City must review applications for qualifying housing developments within a statutory time frame. The City must determine if the project is eligible for streamlined approval within 60 days of application submittal for projects of 150 or fewer units, or within 90 days for larger projects. If the application is eligible for review under SB 35, the City must review the project within 90 days after application submittal for projects of 150 or fewer units, or within 180 days for larger projects.

Ministerial review is based on compliance with set, objective standards³ and cannot involve subjective judgment. Qualifying projects are also not subject to environmental review under the California Environmental Quality Act.

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 Division while they are simultaneously going through the zoning review process. The intent of providing this option is to expedite the review process and shorten the timeframe between approval of planning entitlements and construction. However, there is a risk involved with this process in that construction documents and engineering and structural calculations may be required to be revised should there be changes to the project during review by the Planning Commission. Additional plan check fees are charged for revised plans. There is a 20 day performance standard for Planning Division review of building permit applications.

³ *“Objective zoning standards” and “objective design review standards” involve no personal or subjective judgment by a public official and are uniformly verifiable by reference to an external and uniform benchmark or criterion available and knowable by both the development applicant or proponent and the public official prior to submittal.*

Comparison with Other Jurisdictions

Table HE-17 summarizes the permit processing times for various categories of housing. As shown in the table, Burlingame permit processing times are comparable to other San Mateo County jurisdictions in all categories.

Table HE-17: Permit Processing Times (in months)

	ADU Process	Ministerial By-Right	Discretionary By-Right	Discretionary (Hearing Officer if Applicable)	Discretionary (Planning Commission)	Discretionary (City Council)
Atherton	1 to 2	1 to 3	2 to 4	N/A	2 to 4	2 to 6
Brisbane	1 to 2	2 to 6	N/A	N/A	4 to 12	6 to 14
Burlingame	1 to 2	2 to 3	2 to 3	N/A	3-4 standard project; 12 major project	13 months
Colma	1 to 2	1 to 2	1 to 3	2 to 4	N/A	4 to 8
Daly City	1 to 2	2 to 4	N/A	N/A	4 to 8	8 to 12
East Palo Alto	1 to 3	8 to 12	6 to 14	20 to 40	20 to 40	20 to 40
Foster City	1 to 2	1 to 2	1 to 2		3 to 6	6 to 12
Half Moon Bay		1 to 2	2 to 4	3 to 6	4 to 12	6 to 15
Hillsborough	-	-	-	-	-	-
Millbrae	0 to 2	3 to 6	1 to 3	3 to 8	3 to 8	4 to 9
Pacifica	1 to 2	2 to 3	4 to 5	5 to 6	5 to 6	7 to 8
Redwood City	2 to 3	3 to 4	N/A	8 to 10	12 to 18	18 to 24
San Bruno	2	3 to 6	N/A	3 to 6	9 to 24	9 to 24
San Mateo	4 to 8	1 to 2	4 to 7	N/A	9 to 12	9 to 13
South San Francisco	1	1	2 to 3	2 to 3	3 to 6	6 to 9
Unincorporated San Mateo	1 to 3	3 to 6	4 to 9	6 to 12	6 to 18	9 to 24
Woodside	1 to 2	1 to 2	N/A	N/A	2 to 6	3 to 8

Source: 21 Elements, 2022

Public Works

Since Burlingame operates its own wastewater treatment plant, and it must meet the operating requirements of the San Francisco Region Water Quality Control Board, it is a part of the City's permit that a sewer lateral test be completed prior to the sale of a house that is 25 years old or older and before renovations occur where two or more plumbing fixtures are added. Typically these tests cost \$468, 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 BFC, which allows development of hotels, offices, restaurants and commercial recreational uses but does not allow residential uses. Therefore there is no housing allowed within the area that falls within BCDC's jurisdiction.

Constraints to Housing for Persons with Disabilities

Existing Regulations

Building Code

The City of Burlingame has adopted the California Building Code and Uniform Fire Code, 2022 Editions for reviewing construction plans. Burlingame has adopted amendments to the California Building Code which relate to the appeals procedure and requirements for lighted street addresses, roof covering, drainage, reroofing, retaining walls, slab thickness, bracing framed walls and suspended ceiling upgrades. None of these amendments would impact additions of accessibility features to a home or upgrades required for a group home.

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

Zoning Code

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

families. The maximum occupancy for a residential use is based on the safety requirements of the fire and building codes.

Group residential facilities for the elderly are allowed in the RRMU, NBMU, BMU, HMU, and MMU zoning districts with a conditional use permit. Parking for group residential facilities is required at the rate of one parking space per 3.5 beds.

Communal Housing (including Rooming and Boarding Houses) are also allowed as a permitted use in the R-3, R-4, CMU, BRMU, RRMU, NBMU districts, and as a conditional use in the BMU, CAR, HMU, and MMU districts; they have a parking requirement of one space Per 1.5 occupants, or 1.5 spaces per bedroom, whichever is greater.

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.

The zoning code has provisions which allow supportive and transitional housing to be considered as a residential use, and only subject to those restrictions that apply to other residential uses of the same type in the same zoning district. Supportive housing is defined as housing occupied by a target population, with no limit on length of stay, that is linked to on-site or off-site services that assist the supportive housing resident(s) in retaining the housing, improving their health status, and maximizing their ability to live and, when possible, work in the community. A target population means persons with low incomes having one or more disabilities, including mental illness, HIV or AIDS, substance abuse, or other chronic health conditions, or individuals eligible for services

provided under the Lanterman Developmental Disabilities Services Act (Welfare and Institutions [W&I] Code Section 4500) and may include—among other populations—adults, emancipated youth, families, families with children, elderly persons, young adults aging out of the foster care system, individuals exiting from institutional settings, veterans, and homeless people. Supportive housing may be designed as a residential group living facility or as a regular residential use and includes both facilities that provide on-site and off-site services.

Opportunities to Remove Constraints to Housing for Persons with Disabilities

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

Non-Governmental Constraints

Environmental

Geotechnical/Noise

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

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

Land and Construction Costs

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

In general lots are small in Burlingame with the typical lot between 5000 and 6000 SF. There are fewer than 30 acres of vacant undeveloped land in the city, and most new development will occur by re-use of already developed land. For single family construction, it has become common practice to see proposals that include the demolition of an existing single family dwelling and reconstruction of a larger single family dwelling on the lot, often with a new ADU included. Many of these proposals are made by developers who intend to market these homes on the high-end real estate market. For multifamily construction, larger proposals typically involve the replacement of older commercial, office or industrial buildings with new apartments or condominiums; smaller proposals often involve the replacement of single family homes or small apartment buildings with larger apartment or condominium buildings.

The cost of construction for residential development has dramatically increased in recent decades as well. Per a cost analysis prepared for 21 Elements in 2022, the hard costs for single family construction (both a hypothetical 2,600 and 5,000 sf house) are around \$420 per square foot for the smaller prototype, and assuming higher finishes, \$525 for the larger one. The hard costs for multifamily construction are around \$522 per square foot for a smaller project (10 units) and \$522 for the smaller prototype and \$517 for larger projects (100 units).

Soft costs are generally assumed to be around 30% of hard costs (plus 5% contingency). In the 21 Elements analysis, single family soft costs per square foot were \$133 for the smaller 2,600 square foot prototype) and \$147 per square foot for the larger 5,000 square foot prototype. For multifamily, the cost per square foot was \$165 for the smaller 10-unit prototype, and \$159 per square foot for the larger 100-unit prototype.

Financing and Affordability

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

According to the San Mateo County Association of Realtors, the average sales price in 2020 for a single family detached home in San Mateo County was \$2,153,231 (compared to \$934,860 in 2010). The average price in 2020 for a condominium in San Mateo County was \$999,107 (compared to \$449,467 in 2010). In Burlingame, the average price for a single family detached home in Burlingame in 2020 was \$2,734,651 (compared to \$1,550,000 in 2010). The average sales price in 2020 for a condominium in Burlingame was \$1,240,393 (compared to \$548,341 in 2010). And where 52 percent of the housing stock is multifamily units, the average monthly rent in Burlingame was \$2,120 in 2019, up from \$1,563 in 2009.



Chapter 6

Community Resources and Opportunities

Legislative Context for the Housing Element’s Inventory of Sites

Per State law, the State of California, in conjunction with Association of Bay Area Governments (ABAG), has projected future population figures for the nine Bay Areas counties which translates into the need for additional housing units. Each jurisdiction is then assigned a portion of the regional need based on factors such as growth of population and adjusted by factors including proximity to jobs, and high resource areas that have excellent access to amenities such as good school and employment centers. This assignment is known as the Regional Housing Needs Allocation (RHNA). Each jurisdiction must ensure that there is enough land at appropriate zoning densities to accommodate its RHNA in its Housing Element in four income categories (very low-, low-, moderate- and above moderate-income). The RHNA for City of Burlingame for the Housing Element 2023-2031 is 3,257 units, which are broken down by income category in Table HE-18.

Table HE-18 – Burlingame RHNA Targets Summary

Income Category	Very Low 50% AMI	Low 80% AMI	Moderate 120% AMI	Above Market Rate	Total
2023-31 Allocation	863	497	529	1,368	3,257

Table Source: Housing Element Cycle 6 RHNA Allocation

A key component of the Housing Element is a projection of a jurisdiction's housing supply. State law requires that the element identify adequate sites for housing, including rental housing, factory-built housing, and mobile homes, and make adequate provision for the existing and projected needs of all economic

segments of the community. This sites list is required to include an inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, including analysis of the development capacity that can realistically be achieved for each site.

The purpose of the Sites Inventory is to evaluate whether there are sufficient sites with appropriate zoning to meet the RHNA goal. It is based on the City's current land use designations and zoning requirements. The analysis does not include the economic feasibility of specific sites, nor does it take into consideration the owner's intended use of the land now or in the future. It does not dictate where residential development will actually occur, and the decision whether or not to develop any particular site always remains with the owner of the property, not the City. Based on previous Housing Elements, the City anticipates that some of the sites on the list will be developed with new housing, some will not, and some housing will be built on sites not listed in the inventory.

The Sites Inventory is further outlined below, with a breakdown of the units in Table HE-24. The complete Sites Inventory is included as Appendix D.

A number of new housing laws have significantly changed how a sites inventory is developed, introducing changes to the following components of the site inventory:

- Design and development of the site inventory (SB 6, 2019)
- Requirements in the site inventory table (AB 1397, 2017 and AB 1486, 2019)
- Capacity calculation (AB 1397, 2017)
- Infrastructure requirements (AB 1397, 2017)
- Suitability of nonvacant sites (AB 1397, 2017)
- Size of site requirements (AB 1397, 2017)
- Locational requirements of identified sites (AB 686, 2018)
- Sites identified in previous housing elements (AB 1397, 2017)

- Non-vacant site replacement unit requirements (AB 1397, 2017)
- Rezone program requirements (AB 1397, 2017)

Site Inventory Methodology

City staff inventoried vacant and underutilized parcels in Burlingame to determine what land is available for development at various levels of density. Types of sites included:

- Vacant sites zoned for residential use.
- Vacant sites zoned for nonresidential use that allow residential development.
- Residentially zoned sites, including non-residentially zoned sites with a residential overlay, that are capable of being developed at a higher density (non-vacant sites, including underutilized sites).
- Sites owned or leased by a city, county, or city and county.

The number of units that might be able to be developed at various affordability levels was then estimated, e.g., available land zoned at higher densities can be counted toward the very low- and low-income level needs, and land zoned at lower densities are counted toward the moderate and above moderate-income housing need. The analysis was then completed using the actual average residential densities for developments built on land with various zoning designations over the past five years.

The City of Burlingame's Sites Inventory for future housing includes property zoned for multifamily use that is currently vacant as well as land that is severely underutilized. Sites that are zoned commercial or office but allow residential uses were included. As seen in Table HE-24 below, the adequate sites analysis demonstrates that there is enough land to meet the City's RHNA. The analysis for affordable housing units for extremely low, very low, and low-income households is based on the assumption that land zoned at densities higher than 30 units to the acre can facilitate affordable housing development, given the City's affordable housing requirements of

10%. More than 50% of the City's below market rate housing would be developed on lands that are underutilized. However, the city is experiencing a high volume of residential and mixed-use development projects looking to revitalize these sites and seeking density bonus and other incentives to achieve higher density residential development.

Site Inventory Approach

Staff conducted a site-by-site review of all potential development sites, citywide. As will be demonstrated below, staff currently believes that the RHNA, plus a reasonable buffer, can be accommodated within the existing zoning densities.

Zoned Versus Realistic Capacity

When establishing realistic unit capacity calculations, the jurisdiction must consider current development trends of existing or approved residential developments at a similar affordability level in that jurisdiction, as well as the cumulative impact of standards such as maximum lot coverage, height, open space, parking, and floor area ratios. The capacity methodology must be adjusted to account for any limitation as a result of availability and accessibility of sufficient water, sewer, and dry utilities. For non-residential zoned sites (i.e., mixed-use areas or commercial sites that allow residential development), the capacity methodology must account for the likelihood of residential development on these sites. While a site may be zoned to accommodate, for example, 100 units, site constraints or other development standards that may preclude development to the full 100 units need to be considered.

Since the certification of the last Housing Element, a series of new laws have been implemented that make it easier for developers to use the State density bonus provisions by providing a certain percentage of units in proposed developments as affordable. As a result, many developers are taking advantage of the additional density offered, which has resulted in significant changes to the realistic capacity for development. The following table illustrates

that during the past Housing Element cycle, from 2015-2022, a number of residential development projects have been proposed and/or approved at densities even above 100% of zoned density. Although the State has specifically stated that cities cannot rely on density bonuses alone to calculate capacity (primarily because use of the density bonus is optional), cities can use up to 100% of zoned density as the realistic capacity as long as the city can demonstrate that as-built densities are consistently above zoned density.

The following sections provide an overview of the approved densities for key planning areas in Burlingame, and through the analysis of the approved densities identifies the density assumptions used in the sites inventory for each planning area.

Downtown Specific Plan

The *Burlingame Downtown Specific Plan* was adopted in 2010. Given the proximity of Downtown to the Burlingame rail station, an objective of the Specific Plan has been to create opportunities for carefully located, more intense development projects that take advantage of easy transit access, and that respond to the desire of existing and prospective new residents to live in a walkable environment with ample services. The specific plan has a strong emphasis on developing new housing, including a “form-based” development framework that has no maximum residential density standards. However because there are no density standards, the sites inventory assumptions must consider the actual densities of projects that have been approved. Table HE-19 below provides an overview of the residential development projects that have been approved in the downtown area since 2015.

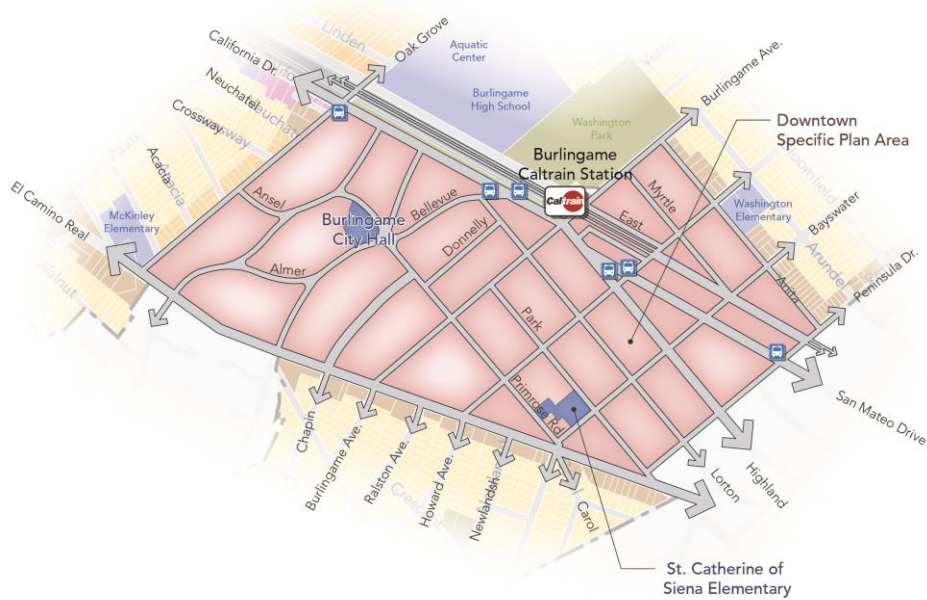


Table HE-19 – 2015-2022 Downtown Specific Plan Project Densities

Address	Acres	Number of Units	Units per Acre
920 Bayswater Ave	1.20	128	107
1418 Bellevue Ave	0.22	15	70
601 California Dr	0.24	25	106
619-625 California Dr	0.45	44	99
1214 Donnelly Ave	0.36	14	39
1128-32 Douglas Ave	0.36	27	76
556 El Camino Real	0.35	21	61
1433 Floribunda Ave	0.21	8	38
128 Lorton Ave	0.17	19	110
1491-93 Oak Grove Ave	0.20	10	50
21 Park Road	0.35	7	35
150 Park Road	0.69	132	192
Average Units per Acre			93

Source: Burlingame Planning Division, 2022

The twelve projects approved in the downtown area comprise 450 units across a total of 4.8 acres of development area, for a density of 93.75 units per acre across the sites. To be conservative, the sites inventory assumes a density of **90 units per acre** for sites within the Downtown Specific Plan area.

North Rollins Road Mixed Use Area

The North Rollins Road area has historically been a light industrial area, but the 2019 General Plan Update established a live/work land use for the northern portion of the corridor. The area is within proximity of the Millbrae multimodal transit station, and the intention is to establish a new neighborhood of medium- and high-density creative live/work and residential units. The General Plan envisions creation of a complete new neighborhood, where residents and creative businesses have ready access to transit, supportive commercial businesses, and public and private open space amenities. The maximum residential density is 70 units per acre. Since the General Plan Update, three mixed use residential projects have been approved, as shown in Table HE-20.

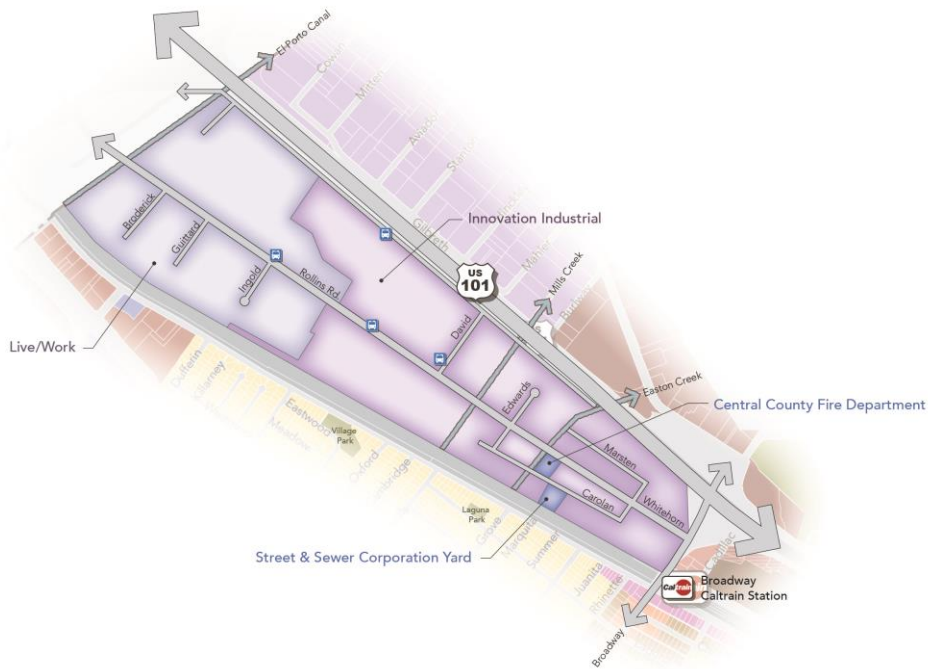


Table HE-20: 2019-2022 North Rollins Road Mixed Use Project Densities

Address	Acres	Number of Units	Units per Acre	Base Density	Percent of Base Density
1 Adrian Ct	2.83	265	94	70	134%
30 Ingold Rd	3.20	298	93	140	133%
1855-81 Rollins Rd	4.98	420	84	70	120%
Average Units per Acre			89		

Source: Burlingame Planning Division, 2022

The three projects approved in the North Rollins Road area comprise 983 units across a total of 11 acres of development area, for a density of 89 units per acre across the sites. The average is higher than the maximum density of 70 units per acre, as a result of developers taking advantage of the additional density allowed through density bonuses. Although the State has specifically stated that cities cannot rely on density bonuses alone to calculate capacity (primarily because use of the density bonus is optional), cities can use up to 100% of zoned density as the realistic capacity as long as the city can demonstrate that as-built densities are consistently above zoned density. Given the average density of approved projects within the North Rollins Road area exceeds the maximum density, the sites inventory assumes the maximum **70 units per acre** for residential sites within the North Rollins Road Mixed Use area.

North Burlingame Mixed Use Area

The North Burlingame Mixed Use Area has the highest residential densities in Burlingame given the proximity to the Millbrae multimodal transit station. Residential densities were significantly increased in 2019 through the updated General Plan and Zoning Ordinance, allowing a maximum residential density of 140 units per acre. Table HE-21 below provides an overview of the residential development projects that have been approved since the General Plan was updated in 2019.

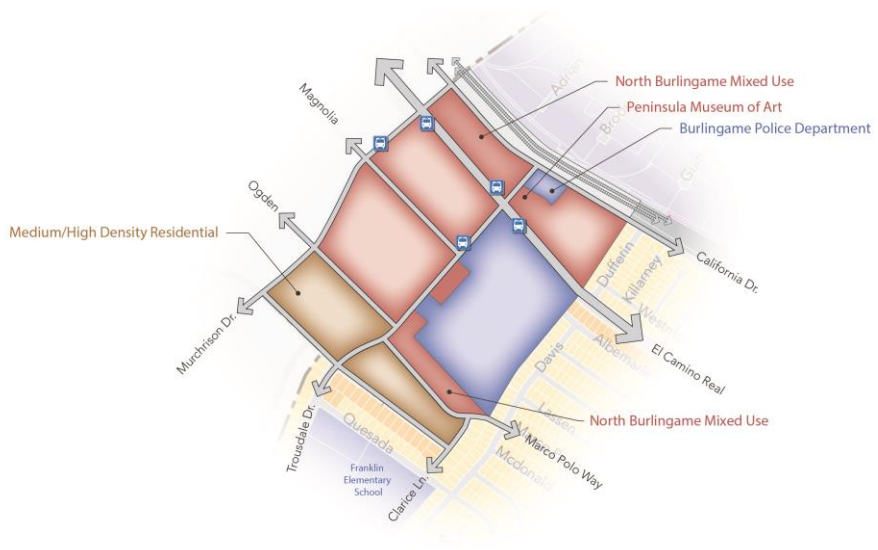


Table HE-21: 2019-2022 North Burlingame Mixed Use Project Densities

Address	Acres	Number of Units	Units per Acre	Base Density	Percent of Base Density
1766 El Camino Real	1.70	311	183	140	131%
1870 El Camino Real	1.15	169	147	140	105%
1814-20 Ogden Dr	0.76	90	118	140	85%
1868 Ogden Dr	0.90	120	134	140	95%
Average Units per Acre			153		

Source: Burlingame Planning Division, 2022

The four projects approved in the North Burlingame area comprise 690 units across a total of 4.51 acres of development area, for a density of 153 units per acre across the sites. The average is higher than the maximum density of 140 units per acre, as a result of developers taking advantage of the additional density allowed through density bonuses. Although the State has specifically stated that cities cannot rely on density bonuses alone to calculate capacity (primarily because use of the density bonus is optional), cities can use up to 100% of zoned density as the realistic capacity as long as the city can demonstrate that as-built densities are consistently above zoned density. Given the average density of approved projects within the North Burlingame area exceeds the maximum density, the sites inventory assumes the maximum **140 units per acre** for residential sites within the North Burlingame Mixed Use area.⁴

⁴ With the exception of properties comprising the Burlingame Plaza shopping center. Please refer to the notations in the sites inventory.

Identification of Sites for Affordable Housing

Sites on the Inventory must also be classified as suitable for various income levels including very low, low, moderate and above moderate. Several housing laws impact how sites are selected for inclusion by income category. In general, sites less than 0.5 acres cannot be considered as available for lower income development **unless** the jurisdiction demonstrates that it has a track record of affordable developments at this size of lot.

While Burlingame has a history of approving residential projects on small lots, for this inventory only six individual sites are less than 0.5 acres. Each has particular circumstances that would suggest potential for housing development:

- 129 Park Road (0.47 acres) is a City-owned surface parking lot located in the Downtown Specific Plan area, and is across the street from another former city-owned parking lot that has been redeveloped into 132 affordable workforce and senior apartments.
- 1818 El Camino Real (0.25 acres) and 1825 California Drive (0.27 acres) are part of a lot consolidation with 1810 El Camino Real (0.57 acres). All are under common ownership, and together would provide a 1.09 acre development site.
- 1825 Trousdale Drive (0.20 acres) is the administrative offices for the Burlingame School District. The District has indicated an interest in relocating the offices to redevelop the site into affordable housing.
- 1811 El Camino Real (0.39 acres) and 1819 El Camino Real (0.34 acres) are part of the Burlingame Plaza shopping center. Owners have approached city staff with interest in mixed use development with housing. Most likely these parcels would be included in a larger lot consolidation.

Sites larger than 10 acres are generally considered unavailable for affordable housing, unless the Housing Element can demonstrate a track record for developing such sites of this size, or the city can

demonstrate it is otherwise feasible to develop affordable housing. There are no sites in the inventory larger than 10 acres, including those where lot consolidation could be anticipated.

The new requirements for Affirmatively Further Fair Housing (AFFH; AB 686) dictate that the city avoid, to the extent possible, the location of potential affordable housing in the inventory in a manner that would exacerbate existing concentrations of poverty, as well as contribute to increasing the number of lower-income households in lower-income neighborhoods. The city must also consider locating housing away from environmental constraints such as sea level rise, and near areas of higher or highest opportunities, including quality schools, parks, and educational opportunities. The State indicates that jurisdictions consider the following factors when determining the best locations for affordable housing.

- Proximity to transit
- Access to high performing schools and jobs
- Access to amenities, such as parks and services
- Access to health care facilities and grocery stores
- Locational scoring criteria for Low-income Housing Tax Credit (TCAC) Program funding
- Proximity to available infrastructure and utilities
- Sites that do not require environmental mitigation
- Presence of development streamlining processes, environmental exemptions, and other development incentives

One measurement tool to evaluate neighborhood amenities and resources is the Tax Credit Allocation Committee (TCAC) Opportunity Area Map. The Sites Inventory, which includes properties in three key planning areas, complies with these

requirements, in that all sites are in either the “High Resource” or “Highest Resource” category.⁵

Distribution of Units by Affordability

Consistent with State guidance, the distribution of units by income category fell into two types:

1. For sites in the pipeline, the actual proposed distribution of units by affordability was included, with the exception of the Moderate Income category (see explanation in the discussion of Pipeline Projects below).
2. For all other sites, the distribution of units by affordability is in the same proportion as the RHNA allocation.

The State recommends using the proportion of units in the RHNA allocation as a guide for allocating units among sites. This mathematical process is intended to demonstrate that there are enough sites zoned at appropriate densities to accommodate all of the RHNA allocation, rather than an assumption about where affordable units will actually be built. In part, this is because the city does not determine specific sites for affordable housing, but rather reviews and evaluates projects as they are proposed by outside developers.

⁵ According to the 2022 TCAC/HCD Opportunity Map, Downtown and North Rollins Road Mixed Use, and North Burlingame Mixed Use east of El Camino Real are designated “High Resource.” North Burlingame Mixed Use west of El Camino Real is designated “Highest Resource.”

Table HE-22: RHNA Income Distribution

Income Category	Very Low 50% AMI	Low 80% AMI	Moderate 120% AMI	Above Market Rate	Total
2023-31 Allocation	863	497	529	1,368	3,257
Percentage	27%	15%	16%	42%	100%

Source: Housing Element Cycle 6 RHNA Allocation

Thus, for a 1-acre site at 50 du/ac, the distribution would be as follows:

Table HE-23: Sample RHNA Income Distribution

Income Category	Very Low 50% AMI	Low 80% AMI	Moderate 120% AMI	Above Market Rate	Total
1 acre site 50 du/ac	14	7	8	21	50

In addition, because of new rules in the Housing Accountability Act's "No Net Loss" provisions (SB 166 of 2017), the land inventory and site identification programs in the Housing Element must always include sufficient sites to accommodate the unmet RHNA, in terms of the number of housing units, as well as the level of affordability. When a site identified in the Element as available for the development of housing to accommodate the lower-income portion of the RHNA is developed at a higher income level, the locality must either (1) identify and rezone, if necessary, an adequate substitute site, or (2) demonstrate that the land inventory already contains an adequate substitute site. By distributing units to sites according to the distribution of the RHNA allocation – including above moderate income – it will be easier to ensure ongoing compliance with the No Net Loss provisions.

Pipeline Projects

In addition to the sites potentially available for development or redevelopment, projects that have been approved, permitted, or received a certificate of occupancy since the beginning of the RHNA projected period may be credited toward meeting the RHNA allocation based on the affordability and unit count of the development. For these projects, affordability is based on the actual or projected sale prices, rent levels, or other mechanisms establishing affordability in the planning period of the units within the project. These sites are included in the Sites Inventory (Appendix D), as each will have received its Certificate of Occupancy (C of O) after June 30, 2022. If any of these projects do not continue, the spreadsheet will be modified accordingly.

For pipeline projects, there is an assumption that a proportion of unrestricted market-rate units will be affordable to Moderate Income households (up to 120% AMI). This is based on a survey of newly built multifamily residential projects in Burlingame conducted in August 2022:

- The Bayswater Apartments located at 920 Bayswater Avenue opened in August 2022. Of the 93 units available at the time of the survey, 63% were determined to be affordable to Moderate Income households in San Mateo County, based on the published 2022 San Mateo County Income Limits. This included all of the studio units, 87% of the 1-bedroom units, 33% of the 2-bedroom units, but none of the 3-bedroom units.
- The Anson Apartments, located at 1008 Carolan Avenue, opened in 2021. Of the 21 units available at the time of the survey, 81% were determined to be affordable to Moderate Income households in San Mateo County, based on the published 2022 San Mateo County Income Limits. This included 60% of the 1-bedroom units, all of the 2-bedroom units, but none of the 3-bedroom units.

The inventory of pipeline projects assumes 30% of the market-rate units in approved projects will be affordable to Moderate Income households. Based on the survey of the Bayswater and Anson apartments, this is a conservative estimate, but would provide ample room for potential market variations or changes in the San Mateo County median income levels in the future.

Accessory Dwelling Units

The State now allows jurisdictions to count projected development of accessory dwelling units (ADUs) based on prior years' production averages. Substantial changes in State law pertaining to ADUs in the last several years have made it much easier for homeowners to create ADUs throughout Burlingame. According to City records, building permits for 52 ADUs or JADUs were issued in 2021, and permits for 21 ADUs or JADUs were issued in 2020, demonstrating increases in their development over prior years, where an average 10 permits were issued each year. This inventory includes a projection of 21 ADUs annually over the eight-year Housing Element period, resulting in 168 new ADUs.

A study conducted by the Association of Bay Area Governments (ABAG) from September 2021 found that ADUs are rented at a variety of rates and often meet lower income affordability requirements based on the incomes of the occupants and/or their rental rates. Based on these findings, local jurisdictions are justified in using certain percentages to meet their affordable housing allocations. Although the State has not yet officially approved the conclusions of the study, it has agreed that jurisdictions can allocate ADUs towards a range of income levels.

The study's recommended affordability breakdown that a Bay Area jurisdiction can use for ADUs, which is as noted as being conservative, is 30% very low, 30% low, 30% moderate and 10% above moderate. Thus, the Sites Inventory will be using this affordability mix (30/30/30/10) to estimate ADU affordability in Burlingame.

SB9 Small Multifamily Residential Projects

In 2021 the City Council adopted zoning standards for two-unit residential development in compliance with Senate Bill 9 (SB-9) to allow two detached or attached housing units on one single family parcel, together with ancillary uses and structures. The two-unit residential standards apply to any property in the R-1 zoning district. On a typical 6,000 square foot lot, the standards would one unit up to 3,020 square feet, two units up to 1,510 square feet each, or with a lot split four units up to 755 square feet each. Variations would also allow ADUs.

Given the recent adoption of the regulations, and the lack of history of such developments, the housing projections do not have any reliance on new units developed under SB9.

Sites Inventory

Based on the methodology and approach outlined above, the Sites Inventory includes a range of sites located citywide that could be developed to reach the RHNA target of 3,257 units.

To ensure that sufficient capacity exists in the housing element to accommodate the RHNA throughout the planning period, the State recommends that the jurisdiction create a buffer in the housing element inventory of at least 15 to 30 percent more capacity than required, especially for capacity to accommodate the lower income RHNA. It is important to note that the Housing Element does not assume significant housing production beyond the RHNA target of 3,257; the buffer is only to ensure that adequate sites are available should development projects be built at lower densities than anticipated, and/or if entitled projects do not proceed to construction.

The buffers range from 10% to 136% depending on income category. These buffers are likely greater than what would be indicated by the track record of approvals and construction. Since 2015, the City of Burlingame has approved entitlements for 1,858 multifamily residential units, consisting of 22 projects. Of those, 63.6% of the approved projects (14 of 22) submitted a building permit application, representing 1,477 (93%) of the 1,858 approved residential units. Generally the larger projects on the larger sites have been most likely to be constructed, hence the high percentage of units relative to number of projects.

Table HE-24 provides a high-level summary of the sites listed on the Sites Inventory broken down by income, including buffers. A map showing where each site is located within the city and the housing opportunity areas is included in Appendix D.

Table HE-24: Sites Inventory Affordability Breakdown

	Very Low	Low	Moderate	Above Moderate	Total Units
RHNA	863	497	529	1368	3257
Pipeline Projects	147	188	72	2005	2412
ADUs	50	50	50	17	167
Key Vacant / Nonvacant Sites	898	385	461	1202	2946
Total	1095	623	583	3224	5525
Buffer	27%	25%	10%	136%	170%

Source: Housing Resources Sites Inventory

The Sites Inventory was developed to meet all applicable statutory requirements and provide a realistic and achievable roadmap for the city to meet and potentially exceed its RHNA. The Sites Inventory is summarized as follows:

- The housing sites are primarily in three key planning area. All sites are located in high and highest resource areas, to meet AFFH requirements.
- The housing projections utilize existing land use and zoning densities, and no rezoning is necessary.
- The city has a significant number of pipeline projects that are anticipated to be completed by the end of this housing cycle.
- 675 housing units are currently under construction; and
- 1,100+ housing units are approved or entitled.
- The housing projections do not have any reliance on new units developed under SB9 and a low reliance on new ADU production.

The analytical process that went into creating the Sites Inventory and the justification for commercial site redevelopment are fully detailed in the Sites Inventory Approach and Methodology sections above. The full list of sites adequate for housing development identified by the city is included in Appendix D.

Housing Funding Opportunities

A critical component to implement any of these preservation options is the availability of adequate funding, which can be difficult to secure. In general, Low-Income Housing Tax Credit funding is not readily available for rehabilitation and preservation, as the grant application process is highly competitive and prioritizes new construction. However, commercial linkage fees and residential impact fees are a new, local funding source. Additional available funding sources that can support affordable housing preservation include sources from the federal and state governments, as well as local and regional funding.

Federal Funding

- HOME Investment Partnerships (HOME) Program
- Project-Based Vouchers (Section 8)
- Section 811 Project Rental Assistance
- Veterans Affairs Supportive Housing (VASH) Vouchers

State Funding

- Affordable Housing and Sustainable Communities (AHSC) Program
- Golden State Acquisition Fund (GSAF)
- Project Homekey
- Housing for a Healthy California (HHC)

- Multifamily Housing Program (MHP)
- National Housing Trust Fund
- Predevelopment Loan Program (PDLP)

Regional, Local, and Nonprofit Funding

- Burlingame Affordable Housing Fund

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.

Human Investment Project for Housing (HIP) is a non-profit organization located in San Mateo County that has programs to assist people with special needs, either from income or circumstance, to live independent, self-sufficient lives in decent, safe, low cost housing. HIP Housing's Home Sharing program matches those who have space in their home with those who need an affordable place to live, maximizing housing inventory and turning existing housing stock into a new affordable housing option. It is the only program of its kind in San Mateo County and provides a housing option for over 700 people each year. Over 90% of those using the Home Sharing program are low to extremely low income.

Energy Conservation Opportunities

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

number of programs offered by the City of Burlingame, the local energy provider (PG&E) and the State of California, which provide cost-effective energy saving programs.

Energy Programs Offered by the City of Burlingame

Primary Programs

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

Secondary Programs

- The City of Burlingame enforces a tree preservation and reforestation ordinance. Part of the ordinance requires that when additions are made or new residences are built, property owners shall plant one (1) landscape tree for every 1,000 square feet of lot coverage or habitable space for single family homes or duplexes; and one (1) landscape tree for every 2,000 square feet of lot coverage for apartment houses and condominiums. New trees planted shall be 15 gallon to 24" box size, and shall not be fruit trees. In addition, the ordinance provides for the protection of the larger, existing trees in the city. With the proper siting of trees to allow sun exposure in the winter and shade in the summer, a homeowner can save up to 25% of a household's energy consumption for heating and cooling. Computer models

devised by the U.S. Department of Energy predict that the proper placement of only three trees will save an average household between \$100 and \$250 in energy costs annually.

- The City of Burlingame adopted an ordinance requiring the recycling and salvaging of construction and demolition materials. Enforcement of this ordinance reduces the amount of materials going to landfills and also conserve energy through the reuse and recycling of these materials. The Steel Recycling Institute reports that steel recycling, the number one recycled material in the U.S., saves enough energy to electrically power the equivalent of 18 million homes for a year.

Local Energy Suppliers (PG&E)

Pacific Gas & Electric (PG&E)

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

Peninsula Clean Energy (PCE)

Peninsula Clean Energy (PCE) is San Mateo County's official electricity provider. PCE was formed by the County of San Mateo and all 20 of its cities to help jurisdictions meet local climate action goals. PCE offers a choice of two electricity options, each with a different percentage of sustainable energy. ECOplus is the default, with 50% of the electricity provided to its customers being sourced renewably. With ECO100, 100% of the electricity is sourced from renewable sources. PCE has a strategic goal of sourcing 100%

California RPS eligible renewable electricity by 2025. By 2030, the entire portfolio will be 100% GHG free, and customers will no longer have to opt into ECO100 to realize the strides made by PCE (i.e., 100% GHG-free electricity will be the default plan).

PCE offers a number incentive programs to assist households with energy-efficient retrofits, such as zero-interest loans, heat pump water heater rebates, and a home upgrade program that provides income-qualified homeowners with home repairs and energy efficiency upgrades at no cost.

The State of California

California Energy Commission and Public Utilities Commission Rebate Programs

Open to all residents of California, independent of their income. Rebates are provided based on current funding. Rebate opportunities are updated by the California Energy Commission.

The Public Utilities Commission offers programs to assist low income households, such as discounts on electric and gas bills, energy upgrade assistance, and emergency assistance.

Public Outreach

The City of Burlingame website includes information for residents highlighting the available energy conservation programs. In addition, the City of Burlingame publishes a recreation brochure that is mailed to all residents twice a year. An advertisement is included in this brochure to direct residents to the energy conservation programs. Information is also distributed through the City's email newsletter (eNews), and social media including Facebook and Nextdoor.



Chapter 7

Housing Goals, Policies, and Action Programs: 2023-2031

The types of programs proposed in the 2023-2031 Housing Element will build on the success and experience of the 2015-2023 Housing Element, and add new programs to respond to new and emerging housing needs. These include the following policies:

These policies are outlined in more detail in the following Goals, Policies and Implementation Programs, which outlines the specific programs, eight-year objectives, funding sources, responsible agencies and time frames for implementation. Each program is designated in the table below as one of three priority levels:

- **High:** Planned implementation within 1-2 years of Housing Element adoption
- **Medium:** Planned implementation within 4 years of Housing Element adoption
- **Low:** Ongoing/continuous implementation, or planned implementation within 8 years of Housing Element adoption

Table HE-25: 2023-2031 Goals, Policies and Action Programs

GOAL A: ACHIEVE INCREASED AFFORDABILITY OF HOUSING.
POLICIES:
Policy H(A-1): Improve balance of housing type, tenure and affordability by encouraging development of the sites and locations listed below to serve the income levels indicated.
Policy H(A-2): Maintain data base of existing residential and mixed use zoning districts to remain aware of the number of additional units that could be developed on "under-developed" parcels in these areas.
Policy H(A-3): Encourage construction of mixed commercial-residential projects.
Policy H(A-4): Encourage conversion of existing accessory living units to legal, safe and sanitary housing units.
Policy H(A-5): Encourage non-profit housing corporations to develop affordable housing in appropriate sites in Burlingame.
Policy H(A-6): Work for expansion of Section 8 program in Burlingame.
Policy H(A-7): Encourage first-time buyer and other ownership assistance programs.
Policy H(A-8): Maintain zero-net-loss of housing units.
Policy H(A-9): Encourage the development of a variety of housing types that are affordable to very low and extremely low-income households.
Policy H(A-10): Encourage use of underutilized City land (particularly surface parking lots) for housing developments for lower-income categories.
Policy H(A-11): Provide affordable housing opportunities throughout the city.

IMPLEMENTATION PROGRAMS:			
<p>Program H(A-1): Promotion of Accessory Dwelling Units (ADUs)</p> <p>Continue to promote the Accessory Dwelling Unit (ADU) program with bi-annual informational workshops. Continue to maintain the ADU informational webpage at www.burlingame.org/adu as a clearinghouse for ADUs.</p>	<p>Eight Year Objective:</p> <p><i>Process at least 21 ADU applications per year.</i></p>		
	Funding Source	Responsible Agency	Time Frame & Priority
	City funds	Community Development Dept., Building	Ongoing; Low Priority
<p>Program H(A-2): Prioritize the redevelopment of city-owned surface parking lots for affordable housing</p> <p>Prioritize the redevelopment of city-owned parking lots in the Downtown and Broadway areas for housing affordable to low, very low, and/or extremely low income households.</p>	<p>Eight Year Objective:</p> <p><i>150 units affordable to low, very low, and/or extremely low income households</i></p>		
	Funding Source	Responsible Agency	Time Frame & Priority
	Non-profit and public sources	Community Development Dept., City Manager, City Council	RFP issued within two years of Housing Element Update; High Priority

IMPLEMENTATION PROGRAMS:			
<p>Program H(A-3): First-time Homebuyer Program</p> <p>Consider use of commercial linkage fees to assist first-time buyers purchase a home or condominium in Burlingame. Continue to promote HEART first-time buyer program through the City's eNews newsletter and by hosting first-time buyer workshops.</p>	<p>Eight Year Objective:</p> <p><i>Obtain assistance for 15 households. Host one HEART first-time buyer workshop per year at city hall.</i></p>		
	Funding Source	Responsible Agency	Time Frame & Priority
	City funds, Housing Fund	Community Development Dept., City Manager, Council	Review use of commercial linkage fees within one year of Housing Element adoption.; High Priority
<p>Program H(A-4): Zero-Net-Loss of Housing Units</p> <p>Require new housing developments that replace existing units to build equal to or more than the number of units previously on the site, in compliance with density regulations.</p>	<p>Eight Year Objective:</p> <p><i>No loss of housing stock.</i></p>		
	Funding Source	Responsible Agency	Time Frame & Priority
	City funds	Community Development Dept.	As development applications are reviewed.; Low Priority

GOAL B: PROVIDE AFFIRMATIVELY FURTHERING FAIR HOUSING BY PROMOTING HOUSING OPPORTUNITIES FOR ALL PERSONS REGARDLESS OF AGE, SEX, RACE, COLOR, MARITAL STATUS, DISABILITY, NATIONAL ORIGIN OR OTHER BARRIERS.

POLICIES:

- Policy H(B-1): Promote equal housing opportunities for all Burlingame residents and those working in Burlingame.
- Policy H(B-2): Promote development of rental and ownership housing that is affordable to prospective residents.
- Policy H(B-3): Work with San Mateo County to remove racially-restrictive covenants from land deeds.
- Policy H(B-4): Encourage and provide affordable housing opportunities throughout the city.

IMPLEMENTATION PROGRAMS:

Program H(B-1): Implement an outreach program for persons with disabilities.

Work with agencies such as the Golden Gate Regional Center, a state-funded nonprofit organization serving individuals with developmental disabilities in Marin, San Francisco and San Mateo counties, InnVision Shelter Network, Call Primrose, and Center for Independence of Individuals with Disabilities to implement an outreach program that informs families in Burlingame about housing and services available for persons with disabilities. The program could include the development of an informational brochure, providing information on services on the City's website, and providing housing-related training for individuals/families through workshops.

Eight Year Objective:

Provide information regarding housing to families of persons with developmental disabilities.

Funding Source	Responsible Agency	Time Frame & Priority
City funds	Community Development Dept.	Develop outreach materials within two years of Housing Element adoption.; High Priority

<p>Program H(B-2): Provide fair housing information on City website. Provide summaries of fair housing contributing factors, programs to address, and other information to affirmatively further fair housing on City website.</p>	<p>Eight Year Objective: <i>Provide summaries of fair housing contributing factors, programs to address, and other information to affirmatively further fair housing on the City website. Update periodically as new legislation is adopted or programs created.</i></p>		
	Funding Source	Responsible Agency	Time Frame & Priority
	City funds	Community Development Dept.	Within one year of Housing Element adoption; High Priority
<p>Program H(B-3) Pursue environmental justice for underrepresented community groups most impacted by pollution. Develop and adopt an Environmental Justice Element to better comply with SB 1000 and provide guidance for achieving equitable outcomes across all sectors of the population.</p>	<p>Eight Year Objective: Develop and adopt an Environmental Justice Element to better comply with SB 1000 and provide guidance for achieving equitable outcomes across all sectors of the population.</p>		
	Funding Source	Responsible Agency	Time Frame & Priority
	City funds	Community Development Department	RFP process is out; within one year of Housing Element adoption; High Priority

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

POLICIES:

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

Policy H(C-2): Require inclusion of affordable dwelling units in multifamily 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, and hospital and service sector workers.

IMPLEMENTATION PROGRAMS:

Program H(C-1): Refer eligible employees to housing assistance programs.

Promote newly available affordable units to staff of local agencies and employers as units become available; refer interested parties to the application portal; conduct regularly-scheduled orientations so interested parties can become familiar with opportunities and application processes.

Eight Year Objective:

Four orientation workshops per year.

Funding Source	Responsible Agency	Time Frame & Priority
Housing Fund	Community Development Dept.	Continuous; Medium Priority

IMPLEMENTATION PROGRAMS:			
<p>Program H(C-2): Provide incentives for developers to include additional affordable units in new residential projects.</p> <ol style="list-style-type: none"> 1. Amend the zoning code to allow additional affordable units to be counted as a community benefit in the tiered zoning structure. 2. Adopt incentives to encourage larger unit sized affordable units suitable for families (i.e. two-bedroom and three-bedroom units). 3. Amend the Density Bonus Ordinance and Residential Impact Fee in-lieu option to extend the affordability time restrictions on subsidized housing. 	<p>Eight Year Objective:</p> <p><i>Provide 50 percent of total units built in the city at Low- and Very Low- income levels.</i></p>		
	Funding Source	Responsible Agency	Time Frame & Priority
	Private, City	Community Development Dept.	Within one year after adoption of the Housing Element; High Priority
<p>Program H(C-3): Update of the commercial linkage fee.</p> <p>Update the commercial linkage fee that requires developers of employment-generating commercial and industrial developments to contribute to the supply of low- and moderate-income housing. Update the current fees through a nexus impact fee study or feasibility analysis to reflect changes in the commercial development market.</p>	<p>Eight Year Objective:</p> <p><i>Update commercial linkage fee study twice during RHNA 6 cycle. Generate in-lieu fees to contribute toward the creation of low and moderate income housing. Establish Housing Opportunity, Priorities and Education (HOPE) Community Advisory Committee to prioritize how to best distribute funds to produce affordable housing.</i></p>		
	Funding Source	Responsible Agency	Time Frame & Priority
	Housing Fund	Community Development Dept.	Study was last updated in 2022. Update at least every four years to reflect market

IMPLEMENTATION PROGRAMS:			
<p>Program H(C-4): Update of the residential impact fee in-lieu fee option.</p> <p>Update the residential impact fee in-lieu option to require a greater percentage of affordable units and/or deeper levels of affordability.</p>	<p>Eight Year Objective:</p> <p><i>Increase the construction of affordable units and/or generate additional impact fees to contribute toward the creation of very low, low and moderate income housing.</i></p>		
	Funding Source	Responsible Agency	Time Frame & Priority
	City funds	Community Development Dept.	Study is being updated in 2022-23. Update at least every four years to ensure fees reflect changing market conditions; High Priority
<p>Program H(C-5): Encourage public agency partnerships to provide housing, reduce commute time, and facilitate retention of groups like teachers, public employees, and hospital and service sector workers.</p> <p>Coordinate with public and private agencies and institutions to encourage them to include a provision for housing in any facility expansion plans.</p>	<p>Eight Year Objective:</p> <p><i>Provide 20 new affordable housing units per year in the vicinity of public agency workplaces and private institutions.</i></p>		
	Funding Source	Responsible Agency	Time Frame & Priority
	Public Agencies	Community Development Dept.	As projects are reviewed; Low Priority

IMPLEMENTATION PROGRAMS:

Program H(C-6): Provide incentives for developers to build space for child care facilities or services as part of new residential, commercial and industrial developments.

This can include but is not limited to: density bonuses, increases in floor area ratios, parking reductions, community benefits credits, traffic impact fee exemptions, expedited entitlements, or modifications to zoning regulations. Work with developers, where feasible, to incorporate child care that serves families of all incomes and children of all ages. Include child care facility space as a priority in Request for Proposals (RFPs) for city land or Notices of Funding Available (NOFAs) for affordable housing developments. Support inclusion of specially designed and located housing units in multifamily dwellings for licensed Family Child Care Home providers.

Eight Year Objective:

Provide child care service capacity for 50 children as part of new residential projects.

Funding Source	Responsible Agency	Time Frame & Priority
Private and non-profit developer funding sources, Public Agencies	Community Development Dept.	As projects are reviewed; Medium Priority

GOAL D: ENCOURAGE SPECIAL PURPOSE HOUSING.

POLICIES:

Policy H(D-1): Provide adequate, affordable housing for the City's senior population.

Policy H(D-2): Encourage alterations to existing structures that improve access for physically disadvantaged, including the developmentally disabled population.

Policy H(D-3): Encourage housing opportunities for single-parent families.

Policy H(D-4): Encourage housing opportunities for low income single persons.

Policy H(D-5): Support county-wide program for homeless persons.

IMPLEMENTATION PROGRAMS:

Program H(D-1): Increase affordability for senior households.

- a. Coordinate with the Age Friendly Task Force on the development of the Age-Friendly Action Plan that will optimize the opportunities for active aging such as age-friendly services, settings, and structures to support age-related needs.
- b. Continue to encourage and streamline the Accessory Dwelling Unit (ADU) program to allow creation of accessible accessory units for seniors.
- c. Continue to allow upon request curbside disabled accessible parking spaces in single family neighborhoods.
- d. Continue to provide incentives for new senior housing by maintaining the code provision that allows reduced parking requirements for assisted living projects and other group residential facilities for seniors.
- e. Continue City financial support to non-profit agencies which administer housing programs for seniors (home sharing, emergency rent assistance).
- f. Refer seniors who are homeowners to the Human Investment Project (HIP) for Housing Home Sharing Program, to find eligible tenants to share their housing.

Eight Year Objective:

Provide 100 affordable senior units by 2027, and 100 additional affordable senior units by 2031.

Funding Source	Responsible Agency	Time Frame & Priority
City funds, private funds, volunteers	Community Development Dept., City Manager, City Council, Parks and Recreation Department	Ongoing; Low Priority

IMPLEMENTATION PROGRAMS:			
<p>Program H(D-2): Improve livability of housing units for disabled population.</p> <p>a. Continue to follow the adopted Reasonable Accommodations Ordinance, which provides individuals with disabilities reasonable accommodation in rules, policies, practices and procedures that may be necessary to ensure equal access to housing by providing a process for individuals with disabilities to make requests for reasonable accommodation in regard to relief from the various land use, zoning, or building laws, rules, policies, practices and/or procedures of the City. This policy offers a process to modify certain development standards, such as lot coverage and setback requirements for ramps and landings added to residences and group homes in order to provide access for the disabled.</p> <p>b. Continue to allow supportive and transitional housing in residential and mixed use districts subject to the same restrictions that apply to other residential districts in the same zone.</p> <p>c. Allow the conversion of single-family homes into assisted living facilities for the developmentally disabled.</p> <p>d. Continue to allow persons with disabilities to request disabled parking curb markings in the single family residential areas.</p> <p>e. Monitor progress towards a quantitative goal of 50 new Extremely Low Income housing units that are subject to a preference for people with developmental disabilities needing the coordinated services provided by Golden Gate Regional Center to live inclusively in affordable housing.</p>	<p>Eight Year Objective:</p> <p><i>Provide 50 new Extremely Low Income housing units that are subject to a preference for people with developmental disabilities.</i></p>		
	Funding Source	Responsible Agency	Time Frame & Priority
	<p>Private funds for alterations; Housing Fund; State and Federal funds for assistance with unit acquisition</p>	<p>Community Development Dept.</p>	<p>Ongoing; Medium Priority</p>

f. Encourage the inclusion of people with developmental and other disabilities in affordable housing by recognizing their transit dependence and establishing lower parking ratios for units targeted to people with developmental and other disabilities than would otherwise be required for affordable housing.

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IMPLEMENTATION PROGRAMS:			
<p>Program H(D-3): Add affordable housing units for larger families.</p> <p>Continue to assign staff to carry out the following actions: Adopt incentives to encourage larger unit sized affordable units suitable for families (i.e. two-bedroom and three-bedroom units). Work with and continue to offer financial assistance to the Human Investment Project for Housing (HIP), a non-profit housing corporation which administers a home-sharing program which is available for Burlingame residents. Maintain website and literature regarding availability of housing programs</p>	<p>Eight Year Objective:</p> <p><i>20% of affordable units provided in new developments to have either two or three bedrooms.</i></p>		
	Funding Source	Responsible Agency	Time Frame & Priority
	Housing Fund, General Fund	Community Development Dept., City Council	Funding confirmed each fiscal year; inclusionary units as applications are reviewed.; Medium Priority
<p>Program H(D-4): Provide affordable studio, one-bedroom, or micro-units units for single occupants.</p> <p>a. Consider allowing micro-units and group/common facilities developments to be counted as community benefits in tiered zoning districts. b. Consider waiving residential impact fees for market-rate micro-unit projects. c. Amend the Accessory Dwelling Unit (ADU) Ordinance as required to comply with changes in State Law. d. Pursuant to California Health and Safety Code (HSC), Section 65583(c)(7), create a program incentivizing and promoting ADUs that can be offered at affordable rents for very-low to moderate income households. This will likely involve allocating some portion of the Housing Funds to incentivize permanently deed-restricted ADUs to the affordability levels above</p>	<p>Eight Year Objective:</p> <p><i>At least 10 percent of new residential units to be micro or studio units.</i></p>		
	Funding Source	Responsible Agency	Time Frame & Priority
	City funds for code revisions, private/HCD /MTC funds for development. Housing Funds may be used for ADU incentives.	Community Development Dept., City Council, private developers	Zoning amendments to incentivize micro units and group housing to be considered within 1 year of adoption of the Housing Element. ADU amendments per requirements of State Law; High Priority

IMPLEMENTATION PROGRAMS:

Program H(D-5): Provide local share of support for county-wide programs

- a. Continue financial contributions to agencies which provide service to the people experiencing homelessness in San Mateo County; continue to allow group facilities for people experiencing homelessness in conjunction with church facilities as a conditional use; continue to support financially and work with local and non-profit providers in San Mateo
- b. Maintain the zoning code provisions that allow emergency shelters and low-barrier navigation centers by right in multiple zoning districts.
- c. Maintain the zoning code provisions that allow transitional and supportive housing by right in all zone districts which allow residential uses only subject to those restrictions that apply to other residential uses of the same type in the same zone.

Eight Year Objective:

Continue financial support of County-wide programs. Staff to continue to facilitate process necessary to provide such services in the city.

Funding Source	Responsible Agency	Time Frame & Priority
General Fund	City Council, Community Development Dept.	Programs have been completed but will require to be maintained. ; Low Priority

GOAL E: PRESERVE THE CITY'S "NATURALLY AFFORDABLE" HOUSING STOCK.

POLICIES:

Policy H(E-1): Rehabilitate structures in poor condition or with structural defects.

Policy H(E-2): Maintain rental opportunities by discouraging large-scale conversion of affordable rental units to condominiums.

Policy H(E-3): Promote programs that protect the city's "naturally affordable" housing stock.

Policy H(E-4): Pursue federal and State funds for the rehabilitation of lower and moderate income housing.

IMPLEMENTATION PROGRAMS:

Program H(E-1): Housing Rehabilitation.

Through regulations and/or financial assistance, encourage owners of residential buildings with known structural defects such as unreinforced garage openings, "soft story" construction, unbolted foundations, and inadequate sheer walls to take steps to remedy the problem by retrofitting buildings to meet current life-safety engineering standards.

Eight Year Objective:

Retrofit 10 multifamily residential buildings per year.

Funding Source	Responsible Agency	Time Frame & Priority
Housing Fund, CDBG funds	Community Development Dept.	Establish program within two years of adoption of the Housing Element. Ongoing thereafter.; Medium Priority

IMPLEMENTATION PROGRAMS:			
<p>Program H(E-2): Discourage large-scale condominium conversions.</p> <p>Maintain the existing zoning controls which prohibit conversion of residential rental projects with fewer than 21 units to condominiums.</p>	<p>Eight Year Objective:</p> <p><i>Limit conversion of existing rental stock to condominiums to no more than 10 units per year/80 units total.</i></p>		
	Funding Source	Responsible Agency	Time Frame & Priority
	N/A	Community Development Dept.	Ongoing.; Low Priority
<p>Program H(E-3): Ensure affordability of existing units.</p> <p>Encourage use of available programs and housing funds to assist non-profit housing corporations in acquiring, rehabilitating and managing existing apartment units for long-term affordability.</p>	<p>Eight Year Objective:</p> <p><i>Utilize funds to assist 40 existing units to achieve long term affordability.</i></p>		
	Funding Source	Responsible Agency	Time Frame & Priority
	Housing Fund, County Funds	Community Development Dept., City Manager, City Council	5 units per year over 8 years; Medium Priority

Data Sources

City of Burlingame

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

California Housing and Community Development

Census 2000, 2010, 2020

2014-2019 and 2015-2020 American Community Survey

California Department of Finance, 2013

21 Elements

- San Mateo County Department of Housing
- Zillow Real Estate
- San Mateo County Association of Realtors
- 2019 San Mateo County One Day Homeless Count

2019 Flood Insurance Rate Maps, City of Burlingame

Demographic, economic, and housing data, prepared by 21 Elements

Projections from the Association of Bay Area Governments
Projections forecasts for the San Francisco Bay Area as part of their adopted Plan Bay Area 2050 project, in addition to ABAG's Certified Final 2031 Regional Housing Needs Allocation (RHNA)

San Mateo Association of REALTORS Annual Reports 2010-2020.

U.S. Department of Housing and Urban Development (HUD),
Comprehensive Housing Affordability Strategy (CHAS) ACS
tabulation, 2013-2017 release.

2019 San Mateo County One-Day Homeless Count

City of Burlingame, Annual Element Progress Report for Housing
Element Implementation 2015-2021

California Housing Partnership Corporation Study, 2014

Root Policy Research

San Mateo County Comprehensive Airport Land Use Plan

Appendices

Appendix A: Review of RHNA Programs

Appendix B: Community Outreach Summary

Appendix C: Affirmatively Furthering Fair Housing Analysis

Appendix D: Sites Inventory