DRAFT

BURLINGAME DOWNTOWN SPECIFIC PLAN

Initial Study/Mitigated Negative Declaration

May 27, 2010

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Prepared for
City of Burlingame
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650.558.7200

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INTRODUCTION AND PURPOSE

This Initial Study was prepared pursuant to California Environmental Quality Act (CEQA) requirements and the State CEQA Guidelines (California Code of Regulations Section 15000 *et. seq.*) and in accordance with the regulations and policies of the City of Burlingame (City). This Initial Study addresses the potential environmental impacts of the Burlingame Downtown Specific Plan ("Downtown Specific Plan") in order to determine if either a Negative Declaration or Environmental Impact Report is warranted to satisfy CEQA requirements for environmental review for it. Mitigation measures are provided, where possible, to reduce environmental impacts to a less-than-significant level. These mitigation measures include:

D-1. *Prohibit Permanent Groundwater Dewatering*. For development under the Downtown Specific Plan, if subgrade structures are proposed, the project sponsor shall prepare a Geotechnical Study identifying the depth to the seasonal high water table at the project site. No permanent groundwater dewatering would be allowed. Instead, all residential uses must be elevated to above the seasonal high water table and all areas for non-residential uses shall be flood-proofed and anchored, in accordance with floodplain development requirements, to the design depth as recommended by geotechnical engineer. Final design shall be prepared by a qualified professional engineer and approved by the Burlingame Department of Public Works prior to receiving a building permit.

E-1. *Implement Current AQP Control Measures.* The project sponsor shall implement all appropriate control measures from the most currently adopted air quality plan at the time of project construction.

E-2. *Implement Feasible Control Measures for Construction Emissions of Criteria Pollutants.* The project sponsor shall ensure implementation of the following mitigation measures during project construction, in accordance with BAAQMD standard mitigation requirements:

- All exposed surfaces (e.g., parking areas, staging areas, soil piles, graded areas, and unpaved access roads) shall be watered two times per day.
- All haul trucks transporting soil, sand, or other loose material off-site shall be covered.
- All visible mud or dirt track-out onto adjacent public roads shall be removed using wet power vacuum street sweepers at least once per day. The use of dry sweeping is prohibited.
- All vehicle speeds on unpaved roads shall be limited to 15 mph.
- All roadways, driveways, sidewalks to be paved shall be completed as soon as possible. Building pads shall be laid as soon as possible after grading unless seeding or soil binders are used.

- Idling times shall be minimized either by shutting off equipment when not in use or reducing the maximum idling time to 5 minutes (as required by the California airborne toxics control measure Title 13, Section 2485 of the California Code of Regulations [CCR]). Clear signage shall be provided for construction workers at all access points.
- All construction equipment shall be maintained and properly tuned in accordance with manufacturer's specifications. All equipment shall be checked by a certified mechanic and determined to be running in proper condition prior to operation.
- Post a publicly visible sign with the telephone number and person to contact at the Lead Agency regarding dust complaints. This person shall respond and take corrective action within 48 hours. The Air District's phone number shall also be visible to ensure compliance with applicable regulations.

E-3. *Implement Construction Period Reduction Measures*. The project sponsor shall implement the following GHG reduction measures during construction activities.

- Alternative-Fueled (e.g., biodiesel, electric) construction vehicles/ equipment shall make up at least 15 percent of the fleet;
- Local building materials of at least 10 percent; and
- Recycle at least 50 percent of construction waste or demolition materials.

E-4. *Increase Parking Fees In Long-Term (More Than 2 Hours) Downtown Lots by at Least 25 Cents per Day to Encourage Employees to Use Alternative Modes of Transportation*.

E-5. *Provide Adequate Secure Bicycle Parking in the Plan Area at a Minimum Ratio of 1 Bicycle Spot for Every 20 Vehicle Spots*.

E-6. *Employers and Apartment Management Shall Post and Update Information on Alternate Modes of Transportation for the Area (I.E. Bus/Shuttle Schedules and Stop Locations, Maps)*.

E-7. *Long-Term Parking Lots Shall Provide Preferential Parking for Carpool/Vanpool Drivers as Well as Low/No Emission Vehicles*. This may include closer parking spots and/or reduced/eliminated fees.

E-8. *Incorporation Of Residential And Commercial Energy Efficiency Measures such that Energy Efficiency is Increased to 15% Beyond 2008 Title 24 Standards for Electricity and Natural Gas*.

E-9. *Incorporate Recycling Measures and Incentives Such That a Solid Waste Diversion Rate Of 75% is Achieved upon Occupation of Each Phase of Plan Development*.

E-10. *Incorporation of Residential and Commercial Water Efficiency Measures such that Water Consumption is Decreased by a Minimum of 10 Percent*.

F-1a. *California Drive/Lorton Avenue Intersection Signalization-*. The intersection of California Drive/Lorton Avenue should be converted from a Side-Street Stop Controlled (SSSC) intersection to a signalized intersection (with the application of 100 seconds of cycle length), by the year 2030. The City Engineer shall determine the cost associated with the installation of a new traffic signal. Costs would be shared by project sponsors in accordance with F-1b and F-1c, below.

F-1b. *California Drive/Lorton Avenue Intersection - Impact Assessment*. All development proposals in the Downtown Specific Plan Area that require a traffic study shall evaluate trip contribution to the California Drive/Lorton Avenue intersection. For projects that are determined to contribute trips to the California Drive/Lorton Avenue intersection, F-1c would apply.

F-1c. *California Drive/Lorton Avenue Intersection Signalization – Fee Collection*. In order to fund the installation of a new traffic signal, the City of Burlingame shall collect a fair share fee from each project sponsor identified under F-1b. The fair share fee shall be determined in consultation with the City Engineer.

F-2. *El Camino Real/Peninsula Avenue/Park Road Signal Timing Improvements*. The City of Burlingame shall coordinate with Caltrans to change the signal timing at the El Camino Real/Peninsula Avenue/Park Road intersection. The amount of signal green time shall be increased by ten seconds in the Peninsula Avenue westbound approach and Park Road southwest approach. In addition, ten seconds of green time shall be removed in the northbound and southbound El Camino Real approaches. Caltrans is currently implementing this signal timing improvement as a part of a larger signal timing project for all signals along El Camino Real in this area.

F-3. *California Drive/Howard Avenue Signal Timing Improvements*. The City of Burlingame Community Development Department shall recommend to the City Engineer, and the City Engineer shall implement signal timing improvements at the intersection of California Drive and Howard Avenue. The amount of signal green time shall be increased by five seconds in the California Drive northbound and southbound approaches. In addition, five seconds of green time shall be removed in the Howard Avenue eastbound and westbound approaches.

G-1. *Wetlands and Jurisdictional/Regulated Waters*. For development occurring in the Downtown Specific Plan Area, where avoidance of regulated wetlands and waters is not feasible, and before any construction activities are initiated in jurisdictional areas, the City shall consult with USACE, RWQCB, and CDFG to determine if permits would be required for construction activities. If deemed

necessary, the following permits shall be obtained, as applicable to the activities in question.

- *CWA Section 404 permit from the USACE.*
- *CWA Section 401 water quality certification from the RWQCB.*
- *CDFG Section 1602 streambed alteration agreement from CDFG.*

Copies of these permits shall be provided to the contractor, along with the construction specifications. The project sponsor shall be responsible for complying with all of the conditions set forth in these permits, including any financial responsibilities.

G-2. *Pre-construction Nesting Bird Survey*. Construction under the Downtown Specific Plan shall avoid the March 15 through August 31 avian nesting period to the extent feasible. If it is not feasible to avoid the nesting period, a survey for nesting birds shall be conducted by a qualified wildlife biologist no earlier than 7 days prior to construction. The area surveyed shall include all clearing/construction areas, as well as areas within 250 ft. of the boundaries of these areas, or as otherwise determined by the biologist. In the event that an active nest is discovered, clearing/construction shall be postponed within 250 ft. of the nest, until the young have fledged (left the nest), the nest is vacated, and there is no evidence of second nesting attempts.

G-3. *Protection of Street Trees and Protected Trees*. Prior to the removal of any protected tree associated with development under the Downtown Specific Plan, an application shall be submitted to the City's Parks and Recreation Department for a tree removal permit, meeting the regulations of the City's Municipal Code, Chapter 11.06 (Urban Reforestation and Tree Protection) and Chapter 11.04 (Street Trees), including any tree replacement requirements. Included with the permit application shall be a landscaping plan that illustrates species, numbers, and sizes of replacement trees. The City's General Plan – Conservation Element, encourages the planting of "indigenous materials." While the planting of non-native, ornamental species in landscaping the Plan Area would not violate any policies, preference shall be given to planting species native to the Plan Area.

I-1. *Phase I and/or Phase II Site Assessment*. For projects within the Plan Area that require excavation, a Phase I Environmental Site Assessment (and Phase II sampling where appropriate) would be required. For project sites that have the potential to contain underground storage tanks or contamination from previous use(s), as determined by a Phase I Environmental Site Assessment. If the Phase I Environmental Site Assessment determines that remediation is required, the project sponsor would be required to implement all remediation and abatement work in accordance with the requirements of the Department of Toxic

Substances Control (DTSC), Regional Water Quality Control Board (RWQCB), or other jurisdictional agency.

J-1. *Implement Best Management Practices to Reduce Construction Noise*. The City shall incorporate the following practices into the construction documents to be implemented by the project contractor.

- Maximize the physical separation between noise generators and noise receptors. Such separation includes, but is not limited to, the following measures:
  - Use heavy-duty mufflers for stationary equipment and barriers around particularly noisy areas of the site or around the entire site;
  - Use shields, impervious fences, or other physical sound barriers to inhibit transmission of noise to sensitive receptors;
  - Locate stationary equipment to minimize noise impacts on the community; and
  - Minimize backing movements of equipment.
- Use quiet construction equipment whenever possible.
- Impact equipment (e.g., jack hammers and pavement breakers) shall be hydraulically or electrically powered wherever possible to avoid noise associated with compressed air exhaust from pneumatically-powered tools. Compressed air exhaust silencers shall be used on other equipment. Other quieter procedures, such as drilling rather than using impact equipment, shall be used whenever feasible.

J-2. *Implement Measures to Reduce Construction Vibration*. The City shall require project sponsors to incorporate the following practice into the construction documents to be implemented by construction contractors:

The project sponsors shall require that loaded trucks and other vibration-generating equipment avoid areas of the project site that are located near existing residential uses to the maximum extent compatible with project construction goals.

L-1a. *Sanitary Sewer Infrastructure Improvements – Impact Assessment*. For any project proposed within the Plan Area that would increase sewer flows to the sanitary sewer system, the project sponsor shall coordinate with the City Engineer to determine if improvements to public sanitary sewer infrastructure are needed. If improvements are needed, L-1b shall apply.

L-1b. *Sanitary Sewer Infrastructure Improvements – Project Sponsor Coordination Plan and Contributions*. Prior to issuance of a building permit, project sponsors

shall develop a plan to facilitate sanitary sewer improvements. The plan shall include a schedule for implementing sanitary sewer upgrades that would occur within the development site and/or contribution of a fair share fee toward those improvements, as determined by the City Engineer. The plan shall be reviewed by the City Engineer.

L-2a. *Water Supply for Fire Suppression– Impact Assessment*. Prior to issuance of a building permit, development plans for projects proposed in the Plan Area, shall be reviewed by the Fire Marshal to determine if fire flow requirements would be met given the requirements of the proposed project, and the size of the existing water main(s). If the Fire Marshal determines improvements are needed for fire protection services, then L-2b would apply.

L-2b. *Water Supply for Fire Suppression – Implementation of Improvements*. Prior to issuance of a building permit the project sponsor shall be required to provide a plan to supply adequate water supply for fire suppression to the project site, consistent with the Fire Marshal's requirements. The plan shall be reviewed by the Fire Marshal. The project sponsor shall be responsible for implementation of the plan including installation of new water mains, and/or incorporation of fire water storage tanks and booster pumps into the building design, or other measures as determined by the Fire Marshal.

N-1. *Undiscovered Cultural Resources*. If evidence of an archeological site or other suspected cultural resource as defined by CEQA Guideline Section 15064.5, including darkened soil representing past human activity ("midden"), that could conceal material remains (e.g., worked stone, worked bone, fired clay vessels, faunal bone, hearths, storage pits, or burials) is discovered during construction-related earth-moving activities, all ground-disturbing activity within 100 feet of the resources shall be halted and the City of Burlingame shall be notified. The project sponsor shall hire a qualified archaeologist to conduct a field investigation. The City of Burlingame shall consult with the archeologist to assess the significance of the find. Impacts to any significant resources shall be mitigated to a less-than-significant level through data recovery or other methods determined adequate by a qualified archaeologist and that are consistent with the Secretary of the Interior's Standards for Archeological Documentation. Any identified cultural resources shall be recorded on the appropriate DPR 523 (A-J) form and filed with the NWIC.

N-2. *Unique Paleontological/Geological Features*. Should a unique paleontological resource or site or unique geological feature be identified at the project construction site during any phase of construction, the project manager shall cease all construction activities at the site of the discovery and immediately notify the City of Burlingame. The project sponsor shall retain a qualified paleontologist to provide an evaluation of the find and to prescribe mitigation

measures to reduce impacts to a less-than-significant level. Work may proceed on other parts of the project site while mitigation for paleontological resources or geologic features is carried out. The project sponsor shall be responsible for implementing any additional mitigation measures prescribed by the paleontologist and approved by the City.

N-3. *Human Remains*. If human remains are discovered at any project construction site during any phase of construction, all ground-disturbing activity within 100 feet of the resources shall be halted and the City of Burlingame and the County coroner shall be notified immediately, according to Section 5097.98 of the State Public Resources Code and Section 7050.5 of California's Health and Safety Code. If the remains are determined by the County coroner to be Native American, the Native American Heritage Commission (NAHC) shall be notified within 24 hours, and the guidelines of the NAHC shall be adhered to in the treatment and disposition of the remains. The project sponsor shall also retain a professional archaeologist with Native American burial experience to conduct a field investigation of the specific site and consult with the Most Likely Descendant, if any, identified by the NAHC. As necessary, the archaeologist may provide professional assistance to the Most Likely Descendant, including the excavation and removal of the human remains. The City of Burlingame shall be responsible for approval of recommended mitigation as it deems appropriate, taking account of the provisions of State law, as set forth in CEQA Guidelines section 15064.5(e) and Public Resources Code section 5097.98. The project sponsor shall implement approved mitigation, to be verified by the City of Burlingame, before the resumption of ground-disturbing activities within 100 feet of where the remains were discovered.

In addition to the mitigation measures listed above, the following improvement measures are suggested to further reduce impacts:

L-1. *Residential*. In the residential units, the installation of high-efficiency clothes washers and dishwashers would achieve significant water use savings as compared to conventional models. The incorporation of sub-metering, in which each multi-family unit would have its own smart water meter with leak detection capability, would reduce water use by maintaining price signals to the consumer and by minimizing water loss due to leaking toilets and other fixtures. Together, these measures may offer further reductions in overall potable water demand. The adoption of the advanced indoor conservation measures would reduce per capita residential indoor use to approximately 45 gpd, as documented in studies by the American Water Works Association (AWWA). This is per capita reduction of approximately 12 gpd compared to baseline levels. The incorporation of these advanced conservation measures would reduce indoor

potable water demands in new residential developments by approximately 20 percent.

L-2. *Landscaping and Irrigation.* Recycled water could be used for landscape irrigation within the Plan Area, per recommendations in the City's 2009 Climate Action Plan. This measure assumes that the City has access to recycled water supplies and has or would construct recycled water transmission and distribution facilities to serve the Plan Area.

CEQA applies to discretionary government activities that are defined as 'projects.' A project is defined as the whole of an action which has the potential for resulting in either a direct physical change in the environment or a reasonably forseeable indirect physical change in the environment. [CEQA Guidelines Section 15378(a); Public Resources Code Sec. 21065.] Here, the discretionary activity is the adoption of the Burlingame Downtown Specific Plan by the City of Burlingame. The information contained in this Initial Study will be used to inform local decision makers and the general public of any significant environmental impacts associated with the proposed project and assist City officials in reviewing, modifying, and adopting the Burlingame Downtown Specific Plan. The analysis contained in this draft Initial Study uses aspects of both program-level and project-level CEQA review, as described below.

Program-Level Review. According to the CEQA Guidelines Section 15168[a], a local agency may prepare a program-level environmental review to address a series of actions that can be characterized as one large project or series of actions because they are logically related. The series of actions can be related geographically; logical parts of a sequence of contemplated events; rules, regulations, or plans that govern the conduct of a continuing program; or individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental impacts that can be mitigated in similar ways.

Program-level review is used in connection with issuance of rules, plans, or other general criteria, to govern the conduct of a continuing or proposed program. For some site-specific purposes, a program-level environmental document may provide enough detail to enable an agency to make informed site-specific decisions within the program, allowing an agency to carry out an entire program without having to prepare additional site-specific environmental documents. In other cases, the formulation of details regarding site-specific issues is unknown until subsequent design development and the preparation of later project-level environmental documents. In such situations the program-level document may properly focus on "broad policy alternatives and programmatic mitigation measures," as well as "regional influences, secondary effects, cumulative impacts. . .and other factors that apply to the program as a whole," [CEQA Guidelines Section 15168(b)(4) and (d)(2).]

In this Initial Study, the cumulative effects of development under the Burlingame Downtown Specific Plan are evaluated, which are largely driven by increases in population and related increases in traffic volumes. Specifically, the Population and Housing, Hydrology and Water Quality, Air Quality, Traffic, Noise, Public Services/Recreation, Utilities and Service Systems, Aesthetics, and Cultural

Resources Sections evaluate the cumulative effect of the full program of development that could occur under the Downtown Specific Plan by 2030, the horizon year.

Project-Level Review. Under CEQA, project-level environmental analysis examines the environmental impacts of an individual project, and phases of the project, including construction and operation. Project-level analysis may be conducted once a sufficient level of detail is known regarding a proposed project. With a detailed project description and an understanding of the existing environmental conditions, the potential environmental effects of the proposed project may be understood and analyzed. Here, although not required under CEQA, the 'project-level' impacts of build out under the Burlingame Downtown Specific Plan are discussed to the extent that such impacts are known. Construction and operation-related impacts are also discussed, and mitigation measures are identified that would be applicable to various development projects occurring in the Plan Area.

CEQA documents on specific plans, policy documents or individual development proposals in the Burlingame Downtown Specific Plan Area may be tiered from this program-level document. Pursuant to CEQA Guidelines Section 15385, tiering may occur from a broader environmental analysis to a narrower environmental analysis, or site-specific environmental analysis, by incorporating by reference the general discussions and concentrating solely on the issues specific to the environmental document subsequently prepared. Pursuant to CEQA Guidelines Section 15183, streamlined environmental review is allowed for projects that are consistent with the development density established by existing zoning, community plan, or general plan policies for which an environmental document was certified, unless such a project would have environmental impacts particular to the project, or the project site. Section 15168 allows for the streamlining of environmental review for projects that are determined, pursuant to Section 15162, not to have additional environmental impacts or require additional information, beyond the recommendations and analysis contained in the program-level environmental document.

Further, CEQA Guidelines Section 15183.5 (adopted March 18, 2010) allows tiering and streamlining of the analysis of greenhouse gas emissions. Pursuant to CEQA Guidelines Section 15183.5[a], "Lead agencies may analyze and mitigate the significant effects of greenhouse gas emissions at a programmatic level, such as in a general plan, a long range development plan, or a separate plan to reduce greenhouse gas emissions. Later project-specific environmental documents may tier from and/or incorporate by reference that existing programmatic review.

If the Burlingame Downtown Specific Plan were adopted, subsequent specific environmental review would be necessary for each development application, with review incorporated into the development approval process. However, this program-level Initial Study will likely be used as a first-tier environmental document for the subsequent environmental review of specific plans, infrastructure improvements, zoning amendments, impact fees, and other development proposals in the Downtown Specific Plan Area.

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I. PROJECT INFORMATION

A. PROJECT TITLE

Burlingame Downtown Specific Plan

B. LEAD AGENCY NAME AND ADDRESS

City of Burlingame
Community Development Department
501 Primrose Road
Burlingame, CA 94010

C. CONTACT PERSON AND TELEPHONE NUMBER

Maureen Brooks
Planning Manager
City of Burlingame
(650) 558-7253

D. PROJECT SPONSOR'S NAME AND ADDRESS

City of Burlingame Community Development Department
501 Primrose Road
Burlingame, CA 94010

E. OTHER PUBLIC AGENCIES WHOSE APPROVAL IS REQUIRED

The adoption of the Burlingame Downtown Specific Plan would require the approvals of other public agencies. Caltrans has the authority to approve and implement any changes along El Camino Real/State Route 82 (SR 82), including changes to intersection signal timing. San Mateo County Airport Land Use Commission review is required for any land use changes within the boundaries of the San Francisco International Airport Land Use Plan.

F. PROJECT LOCATION

The City of Burlingame (City) is in San Mateo County, located east of the Pacific Ocean and Santa Cruz Mountains and west of the San Francisco Bay. The City lies approximately 10 miles south of San Francisco and 30 miles north of San Jose. Burlingame is surrounded by the City of Millbrae to the northwest, San Francisco Bay to the east, the City of San Mateo to the southeast, and the Town of Hillsborough to the southwest. The Bayshore Freeway (US 101) runs north-south within eastern Burlingame, Interstate 280 (I-280) runs north-south along the western boundary of the City, and El Camino Real, or State Route 82 (SR 82) traverses the City and runs north-south along the southwest boundary of the Plan Area. San Francisco

Figure 1 Project Location

International Airport is within one-mile of the City limits. Figure 1 depicts the regional location of the City of Burlingame.

As shown in Figure 2, the Plan Area in an irregularly-shaped, largely urbanized area that encompasses approximately 180 acres. Given the irregular shape of the Plan Area and its orientation, project-related conventions have been developed and will be used for reference throughout this document. El Camino Real is defined as running north/south. As a result, the Plan Area is generally bounded by Oak Grove Avenue to the north, the Caltrain right-of-way (Caltrain ROW) and Anita Road to the east, Peninsula Avenue to the south, and El Camino Real to the west.

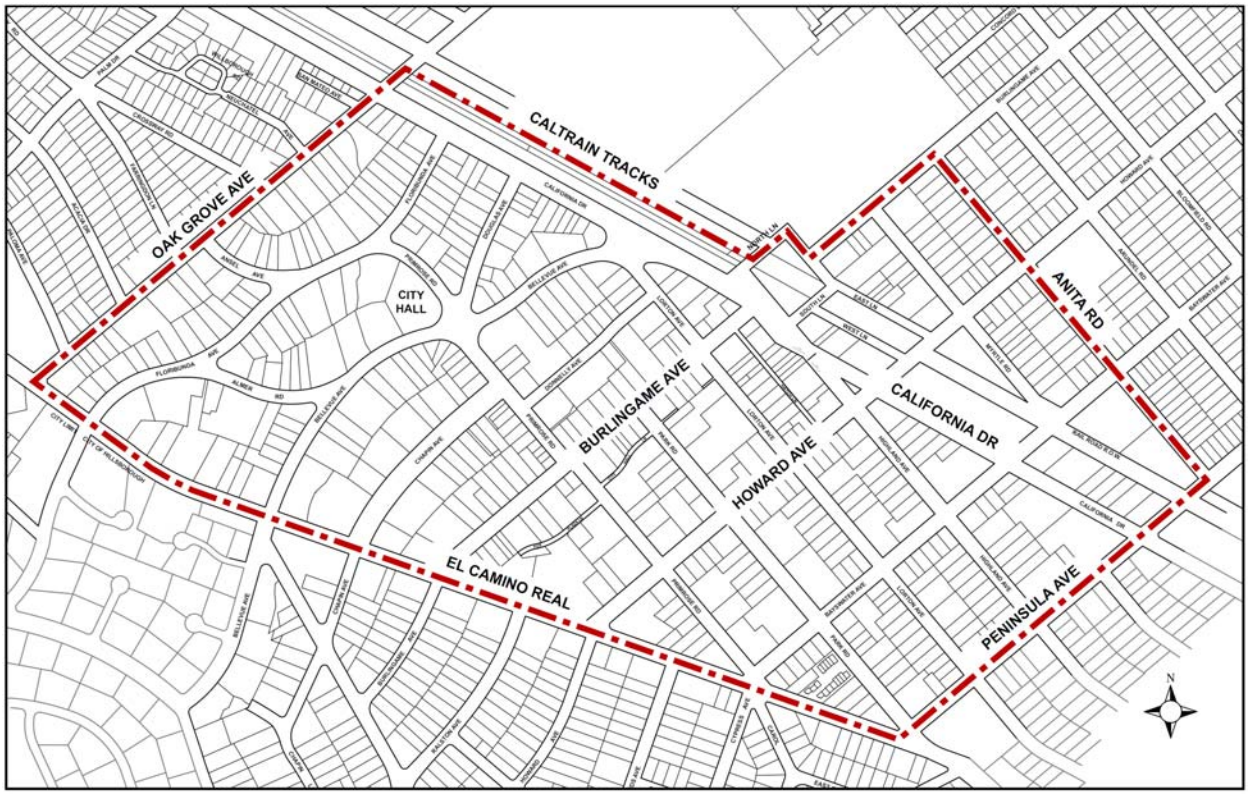

Figure 2 Downtown Specific Plan Area

G. ASSESSOR'S PARCEL NUMBERS

Please refer to Appendix A of this document for a list of the assessor's parcel numbers in the Plan Area.

H. APPLICABLE ZONING DISTRICTS AND GENERAL PLAN DESIGNATIONS

General Plan Designation. The Plan Area encompasses several land use designations under the City of Burlingame General Plan. Key features of these land uses in the Downtown include: high- and medium-high density residential uses in the area northwest of the Burlingame Avenue-Park Road shopping area; commercial areas in the Burlingame Avenue-Park Road area; pedestrian retail in the central core with convenience goods, services, and restaurants in peripheral locations; office uses along the west side of Chapin Avenue; auto row businesses along California Drive and Highland; medium-

high density residential development between Highland Avenue and Park Road; and apartments on periphery sites. Refer to Section A, Land Use, for the General Plan Map of the Downtown Area.

Zoning District. A large portion of the Plan Area is designated as Downtown Commercial (C-1), which generally allows for retail and customer service establishments and office and institutional uses. The area northwest of Bellevue Avenue and City Hall is zoned primarily as Residential-Low Density Multifamily (R-3) and Residential-High Density Multifamily (R-4). An area of R-4 zoning is also concentrated in a two-block area on Lorton Ave, south of Howard Avenue. The triangular area bounded by Chapin Avenue, Lorton Avenue, and El Camino Real is in a primarily C-1 zoning district, with a handful of parcels devoted to R-4 and R-3, which also includes Religious Institutions and Schools. The majority of the area located on California Drive and the Caltrain ROW is dedicated to Service Commercial (C-2), along with a parcel on the corner of Peninsula Avenue and Highland Avenue.

The commercial portions of the Plan Area are included in either the C-1 or C-2 zoning districts. However, in addition to the established zoning, there are specific overlay zones within these commercial areas. The Burlingame Avenue Commercial District overlay zones distinguish uses between Subareas A, B, B-1, and D, which are all located within the Plan Area. In general, Subarea B provides for a wider range of commercial uses than Subarea A, including certain types of offices, and requires the provision of on-site parking consistent with current code standards. Subarea A is designed for pedestrian-oriented commercial uses, retail sales, and service uses. First-floor retail and personal service uses are exempt from on-site parking requirements in Subarea A. In addition, Subarea B-1 requires a Conditional Use Permit for real estate and financial services and Subarea D promotes automobile sales, services, and other related uses. See Section A, Land Use, for a more detailed description of the overlay zones and associated map.

I. SURROUNDING LAND USES AND SETTING

The Burlingame Avenue Commercial District stretches between California Drive and El Camino Real, and between Howard Avenue and Chapin/Donnelley Avenues. Commercial activity in the district is concentrated on Burlingame Avenue, Howard Avenue, and Chapin/Donnelly Avenues, and the interceding side streets Lorton Avenue, Park Road, Primrose Road, and Highland Avenue. City Hall and the library are located just past the commercial area on Primrose Road.

The City's central commercial area occupies a relatively flat area of ten square blocks. Development in the Plan Area is diverse, but generally conveys a small town, suburban atmosphere. The main street that traverses the Plan Area is Burlingame Avenue, a pedestrian-oriented commercial district lined primarily by one- and two-story buildings. Burlingame Avenue itself features a mixture of restaurants, national retail stores, and many locally based retailers. The eastern end of Burlingame Avenue, near the Burlingame Caltrain Station, has a busy concentration of restaurants and is active during both day and evening hours, while the western end toward El Camino Real is quieter. The area south of Burlingame Avenue consists of a mix of uses, including retail and office along Howard Avenue, and multi-family residential uses between Howard and Peninsula Avenues.

North of Burlingame Avenue are Chapin Avenue and Donnelly Avenue. Chapin Avenue is characterized by a concentration of financial services and real estate offices while Donnelly Avenue features a range of commercial and service uses, interspersed with large surface parking lots. North of Chapin and Donnelly Avenues the area is residential, primarily consisting of multifamily apartments and condominiums.

Automobile-related uses dominate California Drive south of Burlingame Avenue. In addition, a portion of the triangle between the railroad tracks and Anita Road has historically been associated with automobile-related uses, as well as multifamily residential uses.

ENVIRONMENTAL FACTORS POTENTIALLY AFFECTED

The environmental factors checked below would be potentially affected by this project, involving at least one impact that is a "Potentially Significant Impact" as indicated by the checklist on the following pages.

☐ Aesthetics	☐ Agriculture Resources	☒ Air Quality
☒ Biological Resources	☒ Cultural Resources	☐ Geology /Soils
☒ Hazards & Hazardous Materials	☒ Hydrology / Water Quality	☐ Land Use / Planning
☐ Mineral Resources	☒ Noise	☐ Population / Housing
☐ Public Services	☐ Recreation	☒ Transportation/Traffic
☒ Utilities / Service Systems	☒ Mandatory Findings of Significance	

DETERMINATION

On the basis of this initial evaluation:

☐ I find that the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

☒ I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because revisions in the project have been made by or agreed to by the project proponent. A MITIGATED NEGATIVE DECLARATION will be prepared.

☐ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

☐ I find that the proposed project MAY have a "potentially significant impact" or "potentially significant unless mitigated" impact on the environment, but at least one effect 1) has been adequately analyzed in an earlier document pursuant to applicable legal standards, and 2) has been addressed by mitigation measures based on the earlier analysis as described on attached sheets. An ENVIRONMENTAL IMPACT REPORT is required, but it must analyze only the effects that remain to be addressed.

☐ I find that although the proposed project could have a significant effect on the environment, because all potentially significant effects (a) have been analyzed adequately in an earlier EIR or NEGATIVE DECLARATION pursuant to applicable standards, and (b) have been avoided or mitigated pursuant to that earlier EIR or NEGATIVE DECLARATION, including revisions or mitigation measures that are imposed upon the proposed project, nothing further is required.

Maureen Brooks — Signature
5/27/10 — Date

Maureen Brooks, Planning Manager — Printed Name
City of Burlingame — For

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II. PROJECT DESCRIPTION

A. BACKGROUND

The project that is being considered in this Initial Study is the proposed Burlingame Downtown Specific Plan ("Downtown Specific Plan" or "proposed project"). As stated in Section 65450 of the *California* Government Code, Specific Plans are prepared to address the systematic implementation of a general plan.

Purpose and Vision. The Downtown Specific Plan was prepared to provide an overall vision for the future of the City's Downtown district ("Plan Area"), an approximately 180-acre area[1] centered on Burlingame and Howard Avenues. The Burlingame Downtown Specific Plan is both a policy document and an implementation guide. The Downtown Specific Plan details proposed land uses and their distribution, proposed infrastructure improvements, development standards, and implementation measures required to achieve its goals. The Downtown Specific Plan also identifies area-wide projects, such as streetscape improvements and development of a parking district system to replace some of the on-site parking requirements.

Planning Process. The process for preparing the Downtown Specific Plan included small- and large-scale public involvement, and visioning and consensus-building activities. The vision for the Plan emerged through a participatory process. Activities included; small-scale discussion group meetings; Citizens' Advisory Committee (CAC) meetings, and large-format meetings and workshops. At key times during the planning process the City's Planning Commission and City Council were provided the opportunity to weigh in on the direction the Downtown Specific Plan was taking. As part of the planning process, two workbooks were prepared to provide background for development of the plan vision and framework:

- **Existing Conditions Workbook (October 2007).** Focused on existing opportunities and constraints in the Plan Area, including an evaluation of existing land use, urban design features, circulation, parking, transportation, the economic climate, historical resources, infrastructure, and environmental issues.
- **Options & Alternatives Workbook (March 2008).** Provided a series of concept alternatives based on community input, established draft goals and policies, and identified land use options for community consideration.

[1] The Burlingame Downtown Specific Plan is 179.44 acres.

Technical Studies. A number of technical studies were also prepared to inform the planning and environmental review process:

- Economics Research Associates (ERA), "Fiscal Impacts of Burlingame Downtown Specific Plan." May 17, 2006.[2]
- Wilbur Smith Associates, "Commercial District Parking Study" February 16, 2000.[3]
- Environmental Data Resources, Inc. (EDR), "The EDR Radius Map with GeoCheck – Howard Avenue/Park Road, Burlingame, CA 94010 – Inquiry Number 1968348.1s." June 29, 2007.[4]
- Willbur Smith Associates, "Burlingame Downtown Specific Plan: VMT Analysis Technical Memorandum." March 29, 2010. (Appendix C)
- Willbur Smith Associates, "Burlingame Downtown Specific Plan: Traffic Impact Analysis Technical Memorandum." March 27, 2009. (Appendix D)
- Wilbur Smith Associates, "Burlingame Downtown Specific Plan: Parking & Circulation Analysis Technical Memorandum." June 2, 2009. (Appendix E)
- Sandis Civil Engineers & Surveyors, "Burlingame Downtown Specific Plan Infrastructure Report." October 6, 2009. (Appendix H)
- PBS&J, "Water Supply Technical Study for the Downtown Specific Plan." April 2010. (Appendix I)
- Carey & Co., Inc. Architecture, "Inventory of Historic Resources, Burlingame Downtown Specific Plan." October 6, 2008. (Appendix J)

The analysis contained in this environmental document is largely based on these technical studies which are referenced throughout. The technical studies also supported the planning process for the Downtown Specific Plan, including the existing conditions analysis and the opportunities and constraints analysis.

This chapter provides an overview of the components of the Downtown Specific Plan and provides the basis for the environmental analysis addressed in Chapter 3. More detail and additional, full-sized figures showing the proposed changes are provided in the Downtown Specific Plan, itself.

B. PROJECT CHARACTERISTICS

The Downtown Specific Plan provides an overall vision for the future of Downtown Burlingame. The Downtown Specific Plan is a policy document, organized into elements that include goals and policies as well as implementation strategies, discussed further below.

[2] This report is on file with the City of Burlingame Community Development Department.

[3] This report is on file with the City of Burlingame Community Development Department.

[4] This report is on file with the City of Burlingame Community Development Department.

The Downtown Specific Plan includes area-wide projects, such as streetscape improvements throughout the commercial streets of the Downtown and development of a parking district system to supplement and partially replace on-site parking requirements. The Downtown Specific Plan also identifies six specific roadway improvements as well as three potential open space projects.

The implementation of the Downtown Specific Plan would allow for an increase in the intensity of development in the Plan Area through changes in height limits and possible reductions to some parking requirements. This Initial Study analyzes the maximum development intensity that could be built under the Downtown Specific Plan, as described under "Development Projections," below.

Downtown Specific Plan Elements

The Downtown Specific Plan includes the following elements that are described in further detail below:

- Goals and Policies
- Land Use
- Streetscapes and Open Spaces
- Design and Character
- Historic Resources
- Circulation and Parking
- Implementation

Goals and Policies

Goals and policies for the Downtown Specific Plan were developed based on extensive public input. The planning process included input from community workshops, discussion groups, and resident surveys. The goals and policies are grouped into the categories of Land Use, Parking, Streets & Circulation, Streetscape, Open Space, Design & Character, Infrastructure, and the Planning Process. The key goals identified in the draft Downtown Specific Plan (November 2009) are summarized in Table 1. As discussed above, the Downtown Specific Plan is intended to be a self-mitigating plan. Therefore, the mitigation measures identified in this environmental document may be converted into additional goals and policies or community standards for inclusion in the final Burlingame Downtown Specific Plan.

Table 1
Goals of the Burlingame Downtown Specific Plan

Land Use	
Goal LU-1	Promote more retail uses on Howard Avenue.
Goal LU-2	Provide incentives for a vibrant, diverse mix of uses.
Goal LU-3	Ensure sensitive transitions between the existing adjacent residential areas and the Downtown area.
Goal LU-4	Identify civic and cultural opportunities including social interaction opportunities.
Goal LU-5	Ensure an economically viable Downtown, with both local retailers and regional destination stores.
Parking	
Goal P-1	Explore creative parking solutions.
Goal P-2	Provide better management of existing parking spaces.
Goal P-3	Provide better access and way-finding to parking areas.
Goal P-4	Re-examine Downtown parking requirements.
Goal P-5	Ensure that the parking supply is adequate to serve future development.
Streets and Circulation	
Goal C-1	Encourage temporary street closures.
Goal C-2	Streets in the Downtown area should be friendly to pedestrians and bicycles.
Goal C-3	Create links and connections, both to Downtown and within Downtown.
Streetscape	
Goal S-1	Improve the streetscape, particularly at the pedestrian scale.
Goal S-2	Design a quality, cohesive streetscape including landscaping.
Goal S-3	Ensure that necessary utilities are provided to maintain the streetscape.
Goal S-4	Accommodate a variety of pedestrian experiences.
Open Space	
Goal OS-1	Create a “signature” Downtown open space.
Goal OS-2	Create small areas of relief, such as pocket parks.
Design and Character	
Goal D-1	Protect and preserve historic character.
Goal D-2	Develop policies and provide incentives for the restoration, preservation, and adaptive re-use of historic structures.
Goal D-3	Preserve and enhance small-town scale with walkable, pedestrian-scaled, landscaped streets.
Goal D-4	Promote a pedestrian-friendly Downtown that encourages people to walk.
Goal D-5	Explore ways of promoting green design in the Downtown area; promote design that decreases the carbon footprint.
Infrastructure	
Goal I-1	Ensure infrastructure is sufficient to provide for current and future land uses.
Goal I-2	Explore holistic approaches to utilities.
Goal I-3	Underground the utilities on commercial streets in the Downtown area.

Source: Burlingame Downtown Specific Plan (draft), November 2009, Kevin Gardiner and Associates.

Land Use

The land use chapter of the Downtown Specific Plan promulgates policies that encourage the success of the Downtown area and promote land uses that enliven the area. This chapter establishes land uses for the zoning districts within the Downtown, ground floor uses, potential mixed use neighborhoods, opportunities for additional parking, and open space. The land use chapter includes maximum allowed development envelopes for both residential and non-residential types of development. The land use chapter addresses development policies for private development including height limits and building envelopes.

As shown in Figure 3, the Plan Area is divided into 12 Planning Areas.

Figure 3 Downtown Specific Plan Planning Areas

Base Areas. Nine of the 12 Planning Areas are considered 'Base Areas' because they would retain their current development standards, as allowed by the current zoning, such as lot coverage and building heights. However, new development would be enhanced with design standards and guidelines specific to Downtown, and commercial areas would include enhancements such as new streetscape improvements. Nonetheless, the design standards and streetscape projects would not represent significant changes to development standards; therefore, from an environmental review perspective, the Base Areas are considered as "no change" or "no project." These nine Base Areas would be consistent with the General Plan land use designations and Municipal Code zoning.

Focus Areas. The remaining three Planning Areas have been identified in the Downtown Specific Plan as Focus Areas, where current land uses and development standards would be substantially modified. The Downtown Specific Plan provides incentives to encourage new development in the Focus Areas.

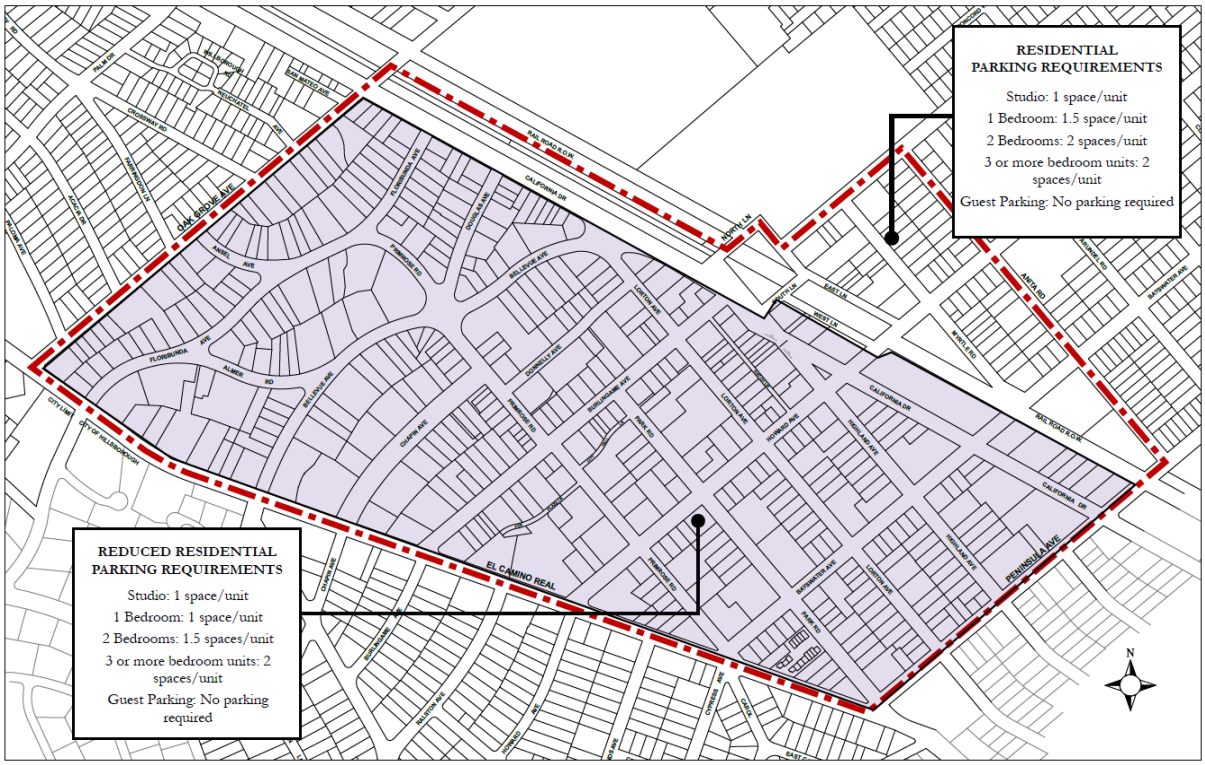
These areas include the Howard Avenue Mixed Use District, the California Drive Mixed Use District, and the R-4 Incentive District. The only proposed change in the R-4 Incentive District is a change in building height limits from a 35 foot permitted height with a 75 foot conditional use height to a 55 foot permitted height. Under the existing height limits, the average building height would be 55 feet[5], therefore the change to a 55 foot permitted height would not functionally change the expected development projections.

Thus, for the purposes of the development projection calculations, the R-4 Incentive District is treated as a Base Area. Since development regulations are not changing for Base Areas under the Downtown Specific Plan, the amount of new development will be consistent with current rates of development, currently estimated at 1.5 percent, annually, per the base case San Mateo City/County Association of Governments (C/CAG) model. Development projections are discussed further at the end of this chapter.

As with the Base Areas, new development proposed within these Focus Areas would be enhanced with design standards and guidelines specific to Downtown, and existing commercial areas would include enhancements such as new streetscape treatments.

In order to maximize development potential in the Focus Areas, the Land Use chapter of the Downtown Specific Plan explores reduced residential parking requirements in the majority of the Plan Area, as shown in Figure 4. Reduced residential parking requirements are summarized in Table 2, below, and described further under "Development Projections."

Figure 4 Residential Parking Requirements



[5] [(75 feet + 35 feet)/2] = 55 feet, assuming that half of the development would occur under the 75 foot conditional use option.

Table 2
Parking Requirements for Residential Uses

	Current Parking Requirements	Reduced Parking Requirements
Studio	1 space/unit	1 space/unit
1 Bedroom	1.5 spaces/unit	1 space/unit
2 Bedrooms	2 spaces/unit	1.5 spaces/unit
3 Bedrooms (or more)	2 spaces/unit	2 spaces/unit
Guest Parking	None Required	None Required

Source: PBS&J 2010

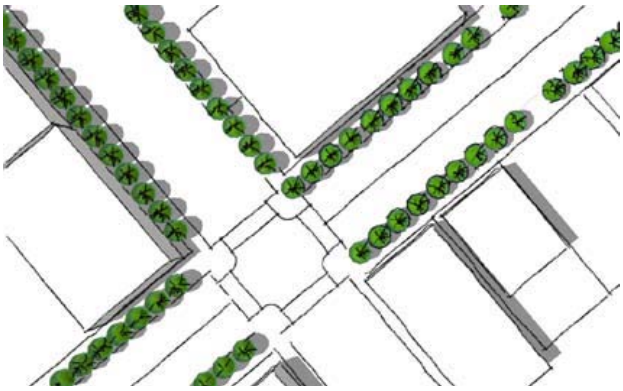
Streetscapes and Open Spaces

Streetscape Improvements

Streetscape improvements would occur in both the Downtown commercial area, as well as residential neighborhoods within the Downtown Specific Plan boundaries. The Downtown Specific Plan would implement a relatively consistent design approach for streetscapes through the Downtown commercial area. Streetscape improvements could include the planting of additional street trees, pedestrian features, pedestrian-scale lighting, landscaping, water hookups for irrigating planters, public art installations, such as benches, and mid-block and corner curb extensions (bulb outs) to reduce crossing distance for pedestrians. The Downtown Specific Plan recommends streetscape improvements on Burlingame Avenue, Howard Avenue, Chapin Avenue, and California Drive/Auto Row. The Downtown Specific Plan discusses a "center island" concept for Chapin Avenue and a reconfiguration of California Drive.[6] Incorporation of streetscape improvements would vary based on land uses in the area, and would consistently enhance the overall streetscape quality of the entire Plan Area. In some cases streetscape improvements would be implemented by the City, while in some instances developers would be required to provide streetscape improvements along the property frontages as development occurs.

[6] The reconfiguration of California Drive is not discussed at a project level in this Initial Study. If implemented, this design option would require a separate traffic impact analysis and subsequent environmental review.

Streetscapes in residential neighborhoods currently consist of mature canopy shade trees, continuous sidewalks, landscaped planter strips between the curb and sidewalk, and convenient on-street parking. Improvements to the streetscapes would primarily involve maintaining the street trees and landscaping, maintaining and repairing sidewalks where needed, and ensuring lighting is sufficient but not intrusive. On-street parking would be maintained and curb cuts minimized.



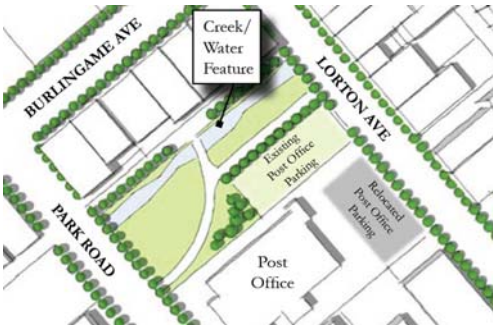
On Howard Avenue wide bulb-outs are recommended at each intersection to provide a more inviting and safer pedestrian experience.

Street Trees. Street trees are important for defining visual character and providing pedestrian shade. Street tree types for replacement or addition of street trees will be selected for continuity or themes on particular blocks as well as compatibility with "micro-climates." The Downtown Specific Plan identifies the following species for use in commercial areas: Chinese Pistache (*Pistacia chinensis*), Chinese Hackberry (*Celtis sinensis*), Aristocrat Pear (*Pyrus calleryana*), Trident Maple (*Acer buergerianum*), and Red Maple *(Acer rubrum)*.

Open Space

Open space improvements and public amenities would be designed to enhance the pedestrian environment and provide connectivity within the Plan Area. Public open space concepts proposed in the Downtown Specific Plan include:

Signature Downtown Open Space. Parking Lot E located between Lorton Avenue, Park Road, Burlingame Avenue, and Howard Avenue would be designated as the preferred location for a Signature Downtown Open Space. The Signature Downtown Open Space would be a central community gathering space in the Downtown area. As shown below, a creek-like surface water feature would be created to commemorate Burlingame Creek which is culverted beneath the site. Because Burlingame Creek could not be restored to a natural system the water feature would be a less complex and less costly alternative that would not trigger the engineering challenges of daylighting Burlingame Creek. The logical location for the beautification improvements would be the current location of the at-grade asphalt parking lots J and E between Park Road and Lorton Avenue. A creek-like surface water feature could provide a similar open space amenity, and have a more regular flow of water. This creek-like feature would be a unique amenity for the park. The impacts of such a water feature are discussed in Section D, Hydrology, and Section L, Utilities.



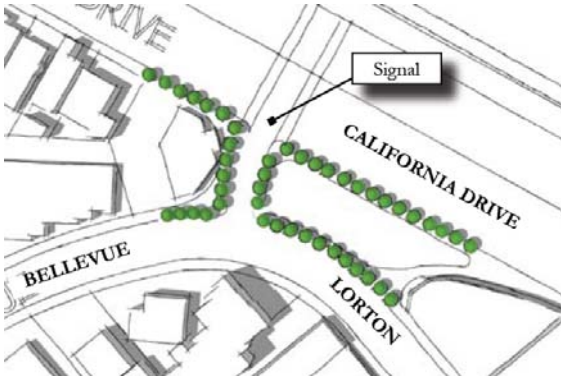
Civic-Center Circle. The existing divided traffic islands between City Hall and the library at the intersection of Primrose Road, Bellevue Avenue, and Douglas Avenue would be developed as open space. The existing islands would be replaced with a single traffic circle, and crosswalks would connect each corner of the streets leading to the circle. A small lawn area, bandstand, or pergola at the center of the circle could allow for small-scale recreational and ceremonial activities. A special paving pattern would surround the circle, designed to be closed off to form a plaza for special events.

Concept illustrating reconfiguration of Primrose/Bellevue/ Douglas intersection to create Civic Center Circle.

Other Open Space Areas. Existing underutilized open space areas within the Downtown area would be reconfigured to provide areas of visual relief and would include walkways, seating areas, and landscaping.

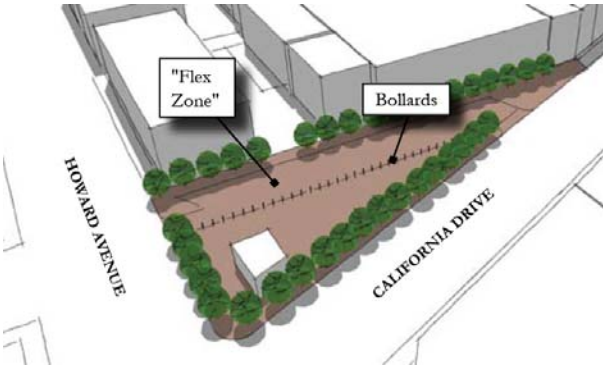
Open space areas considered include; Lorton and California, Highland Triangle, and the Washington Park Connection.

At the intersection of California Drive, Lorton Avenue, and Bellevue Avenue a small underutilized open space area could be reconfigured to accommodate usable open space area by signalizing the intersection or by creating a roundabout featuring landscaping. At the Highland Triangle a monument could be installed between Highland Avenue and California Drive adjacent to the former Greyhound Depot, and the triangular open space area could be reconfigured to create a more usable open space. At Highland Avenue a usable open space would be achieved by either replacing the street or parking with open space frontage or by creating a flexible zone where the parking area and traffic lane would be shared by pedestrians, bicyclists and automobiles. The Washington Park Connection would include a strong visual connection from the Burlingame Caltrain Station, across California Drive, and the Caltrain right-of-way (ROW), as well as a visual gateway to draw visitors into Washington Park. Since plans for this connection may need to be modified to accommodate the California High Speed Rail (CSHR) rail line, proposed to run along the Caltrain ROW, the Washington Park Connection is considered speculative and is not considered in this Initial Study.

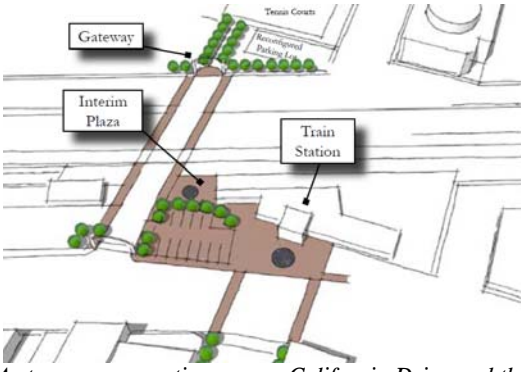


Lorton/California reconfigured intersection with traffic signal.

Lorton California roundabout concept.



Highland open space with "flexible zone" streetscape.



A stronger connection across California Drive and the railroad tracks, together with a view terminus at the park to convey its location could help draw Washington Park into the realm of Downtown.

Signage and Gateways. A comprehensive wayfinding signage program is suggested for reaching Downtown and its destinations, including; City Hall, the library, the post office, the principle commercial streets and Auto Row. Gateway features such as monuments, pillars, archways, and/or distinctive landscape treatments such as tree groves, alleys, and/or landscaped traffic circles or medians are suggested to announce entry into and departure from Downtown Burlingame.

Gateways might be considered at the following locations:

- Peninsula Avenue (at El Camino Real and California Drive)
- Howard Avenue (at El Camino Real)
- Burlingame Avenue (at El Camino Real and California Drive)
- Chapin Avenue (at El Camino Real)
- Lorton Avenue (at California Drive)
- Oak Grove Road (at El Camino Real and California Drive)

It should be noted that a gateway feature has already been included at Burlingame Avenue and El Camino Real as part of the recently constructed Walgreens project at 260 El Camino Real. In addition, a gateway feature is planned at Howard Avenue and El Camino Real as part of the recently approved Safeway project. Given that individual gateway projects have not been proposed at the other locations, a project level review of signage and gateways is not included in this Initial Study.

Design and Character

The Downtown Specific Plan contains design guidelines and development standards that will guide and define the character of new development in the Plan Area. The design guidelines are intended to implement the vision and goals of the Downtown Specific Plan to ensure high-quality design and architectural compatibility throughout Downtown. The design guidelines are intended to present a clear vision of the type and quality of development that is expected and desired in the Downtown Area. The design guidelines supplement Burlingame's Commercial Design Guidebook and will provide the City with additional tools to evaluate and guide future project design.

Wayfinding Signage

In addition to defining allowable land uses, the Design and Character element provides specific development standards for focus areas. Development standards include recommendations for: entrances, ground-level corner uses, ground-level treatment, design and placement of service areas, site access, on-site structured parking, parking design, design and placement of open spaces, building scale, building coverage, setbacks, upper-story setbacks (for Burlingame Avenue frontages), building massing, façade design and treatment (for front, rear and side facades), roof treatment, windows, and awnings.

The design guidelines in the Design and Character element emphasize design values including: architectural diversity, human-scale, pedestrian-oriented development, appropriate transitions between building massing on contiguous properties, protection of privacy for neighboring residents, sustainability through green building design, and preservation of historic buildings.

Following the adoption of the Downtown Specific Plan, the *Burlingame Municipal Code, Title 25, Zoning Code* would be amended to match the provisions of the Downtown Specific Plan, including the development standards and would become part of the development review process for future development.

The only design and character recommendations that may result in a noticeable environmental effect, are building height, setback, lot coverage, and landscaping recommendations. Maximum building heights in the Plan Area would be between 35 feet and 75 feet, with the tallest buildings located in the Howard Avenue Mixed Use area, the R-4 Incentive District, and potentially the R-4 Base District. In most Planning Areas, the maximum building height would be 35 feet unless a conditional use permit is obtained. In all Planning Areas that permit residential uses, the average residential unit size would be 1,250 square feet (sf), this maximum value is intended to provide a diverse range of unit types and sizes by balancing large units with smaller units. Development standards vary for each Planning Area, however in general, areas intended for primarily residential uses are subject to additional requirements with regard to setbacks, lot coverage and landscaping than those that apply to commercial areas. Because these standards are largely aesthetic and would not significantly affect physical or environmental conditions, they are not discussed in this Initial Study in detail. However, Section M,

Visual Quality, provides a general discussion of proposed architectural standards as they pertain to views, visual character and other elements of the visual environment.

Historic Resources

A key defining element of Downtown Burlingame is the variety and character of its buildings with a range of periods and architectural styles. There are a number of buildings in the Downtown area that may qualify as historic resources or contain features that contribute to the character of the Downtown. As described by Carey & Co. in the Inventory of Historic Resources, there are 23 structures within the Plan Area that appear to be eligible for the California Register of Historic Resources (CRHR) and the National Register of Historic Places (NRHP). In addition, there are 51 structures in the Plan Area that, although not eligible for the CRHR or the NRHP, still convey certain aspects of Burlingame's history and architectural heritage.[7] As described above, the Downtown Specific Plan applies design review to Downtown projects to ensure high-quality design and architectural compatibility throughout Downtown, including review of individual projects and to encourage preservation of historic structures. Implementation of the Downtown Specific Plan also would include the creation of the Downtown Burlingame Register of Historic Resources. The register would be voluntary and only the property owner may apply for designation of their property as a local resource. Section N, Cultural Resources, provides a more detailed discussion of specific historic resources and existing and proposed preservation programs.

Circulation and Parking

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

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

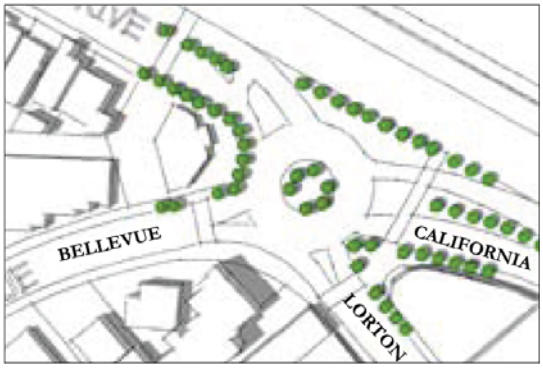
- El Camino Real/Howard Avenue
- Burlingame Avenue/Park Road
- Primrose Road/Chapin Avenue
- Primrose Road/Bellevue Avenue
- Primrose Road/Douglas Avenue
- California Drive/Lorton Avenue
- El Camino Real/Peninsula Avenue/Park Road
- California Drive/Peninsula Avenue
- California Drive/Howard Avenue/Highland Avenue

[7] Carey & Co. Inc. Architecture, *Inventory of Historic Resources: Burlingame Downtown Specific Plan*, October 6, 2008.

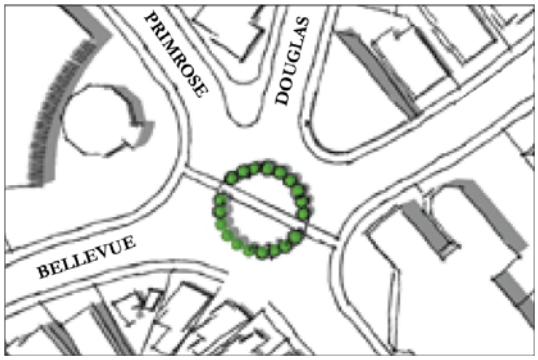
The Downtown Specific Plan identifies traffic impacts and potential mitigation measures, such as signalization, and signal timing adjustments and recommends roadway and intersection improvements including:

- California Drive and Lorton Avenue – signalization or roundabout
- Civic Center Circle - reconfiguration
- Highland Avenue – closure or narrowing
- California Drive - reconfiguration

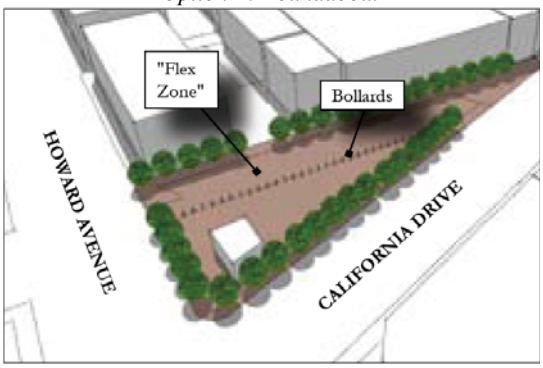
California Drive/Lorton Avenue
Option 1: Signalized Intersection



California Drive/Lorton Avenue
Option 2: Roundabout



Civic Center Circle



Highland Avenue Plaza

In order to improve traffic operations and safety conditions at the California Drive/Bellevue Avenue intersection and the Bellevue Avenue/Lorton Avenue intersection, a signal or a traffic roundabout could be installed. A roundabout is a road junction in which traffic would enter one-way around a center island (traffic circle), typically in a counterclockwise direction. Currently, both intersections are stop controlled, with free flowing traffic along California Avenue. Previous documentation has analyzed the feasibility of installing a roundabout and merging the California/Bellevue Avenue and California Drive/Lorton Avenue Intersections. The installation of a roundabout would require elimination of 10 on-street parking spaces, relocation of bus stops, and relocation of an existing fire department on the east corner of the California Drive/Lorton Avenue intersection. Additional requirements include, installing appropriate signage for automobiles, transit vehicles as well as pedestrians, relocate bus shelter, install new curb ramp and high visibility crosswalk; and install new "Yield" signs in all approaches. Major improvements would include reducing the number of travel lanes on California Drive from two lanes to one lane at the roundabout entrance. If approved, the installation of a

roundabout would be a project requiring CEQA review; thus a project-level evaluation of the potential impacts has not been included in this environmental document.

However, since the traffic impacts related to the creation of a roundabout at California Drive and Lorton Avenue were evaluated in the Parking and Circulation Study,[8] Section F, Traffic includes a level of service analysis for the roundabout operations for informational purposes. Signalization is also discussed.

Closure of a portion of Highland Avenue from California Avenue to Howard Avenue is suggested to accommodate the Highland Avenue Plaza shown above. This portion of Highland Avenue is about 260 feet long with two one-way travel lanes in the southbound direction and about 22 on-street parking spaces along both sides of the street. The closure of Highland Avenue would require an agreement between city officials, local business owners, and residents to determine whether it is a practical and feasible undertaking. Given that the closure of Highland Avenue is not under consideration by these parties at this time a project level analysis is not included. However, closure of Highland Avenue was analyzed in the Parking and Circulation Analysis Technical Memorandum[9] (Parking and Circulation Study), therefore a qualitative discussion of the traffic impacts is included in Section F, Traffic for informational purposes.

As stated in the Downtown Specific Plan, the reconfiguration of California Drive is beyond the scope of the Downtown Specific Plan, and it is not further discussed in this document. Also, the reconfiguration of Civic Center circle was not analyzed as part of the Parking and Circulation Study. A project-level traffic analysis and CEQA review would be required for implementation of this intersection improvement, and this is not further discussed in this document.

Pedestrian Circulation

Most of Downtown Burlingame is highly pedestrian-oriented and has a high amount of pedestrian traffic. Pedestrian activity is primarily the result of the amount of retail, office, and restaurant land uses in the heart of Downtown, as well as the proximity to surrounding residential neighborhoods and the Caltrain station. Increasing pedestrian convenience and safety is an objective in Downtown Burlingame, and several actions are proposed to improve pedestrian conditions. These include implementing traffic-calming measures (mid-block crossings, traffic circles, paving variations), increasing sidewalk "linkages" to improve connectivity to and within Downtown, and widening sidewalks. These measures are more thoroughly described above under Streetscapes and Open Space. Overall, these measures would improve pedestrian safety and encourage residents and visitors to patronize Downtown Burlingame. Improvements to pedestrian safety are discussed throughout this document.

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[8] Wilbur Smith Associates, Burlingame Downtown Specific Plan: Parking & Circulation Analysis Technical Memorandum. June 2, 2009, included as Appendix E.

[9] Wilbur Smith Associates, Burlingame Downtown Specific Plan: Parking & Circulation Analysis Technical Memorandum. June 2, 2009, included as Appendix E.

Parking

Parking supply for future development within the Downtown area would be met by a combination of on-site parking and an enhancement of the existing public parking facilities discussed further in Section F, Traffic.

The Downtown Specific Plan identifies a Parking Sector, as shown in Figure 5, which includes the following planning areas; the Burlingame Avenue Commercial District, the Howard Avenue Mixed Use District, and the Donnelly Avenue Area.

Figure 5 Downtown Parking Sector

Properties within the Parking Sector may utilize municipal parking facilities to satisfy parking requirements for some commercial uses but not residential uses. Residential parking is required to be provided on site. Generally within the Parking Sector, retail, restaurant, and personal service uses on the ground floor are exempt from parking requirements and new upper floor uses can either meet their parking needs on-site or through payment of an in-lieu fee which would be used to build structured parking at existing public parking lots in the Downtown Area. New development outside of the Parking Sector boundaries would be required to provide on-site parking. Overall, the Downtown Specific Plan proposes to add approximately 320 additional parking spaces, which would be created over the long-term by constructing a new parking structure (Lot J) and expanding existing parking structures (Lots A and A3). Further details regarding proposed parking requirements and existing parking lots (including J, A and A3) are provided in Section F, Traffic.

Implementation

The implementation section of the Downtown Specific Plan describes the ways in which the City of Burlingame will implement the recommendations in the Downtown Specific Plan to achieve the vision contained therein. This section lists and prioritizes the actions required for implementation, in some cases, identifies funding sources to finance the actions. Implementation steps include zoning code revisions; implementation of historic resource programs; prioritization and funding for streetscape, open space, and roadway improvements; strategies for maximizing parking facilities; upgrades to the water, sewer, and stormwater drainage infrastructure (discussed further below); and administration of the recommended design review processes. For the most part the implementation section does not introduce new actions that are subject to CEQA. However, the implementation section does introduce the infrastructure improvement plan, as follows.

To support development proposed in the Downtown Specific Plan, the backbone infrastructure system, including water, sewer, and storm drain utilities, would need to be expanded. A description of key improvements follows.

Storm Drain. The existing condition of the Downtown Burlingame area is predominantly impervious surfaces. The reconstruction/replacement of impervious surfaces in the Downtown area would not result in a significant increase of stormwater runoff due to the high level of existing imperviousness. However, future development could reduce stormwater flow to the system through the incorporation of onsite detention/retention and infiltration.

The State of California has implemented regulations (Provision C.3) for projects that involve the removal or replacement of over 10,000 square feet of impervious surfaces. This measure requires that stormwater quality treatment measures be implemented to cleanse runoff prior to leaving the site. This may be achieved through mechanical means (e.g. hydrodynamic separators and media filters) or "natural" means (e.g. bioswales, bio-retention planters, detention basins) or a "hybrid" system combining elements of both. Landscape-based treatment measures can also serve a dual purpose by slowing and reducing the rate and quantity of stormwater runoff from small storm events.

The Downtown Specific Plan also proposes the construction of a bypass stormwater transmission main to travel underneath Howard Avenue to mitigate the existing deficiencies in the Ralston Creek and Burlingame Creek Systems, as described further in Section D, Hydrology. The construction of these bypass transmission mains would alleviate the flow at bottlenecks in the system. To bring the Burlingame Creek system up to 30-year flood capacity, a new 60-inch bypass pipeline would be constructed to intercept flow as Burlingame Creek passes under El Camino Real. The 60-inch pipeline would then travel along Howard Avenue in the northeasterly direction and ultimately discharge directly into the San Francisco Bay. These improvements would be implemented as part of the Capital Improvements Plan (CIP).

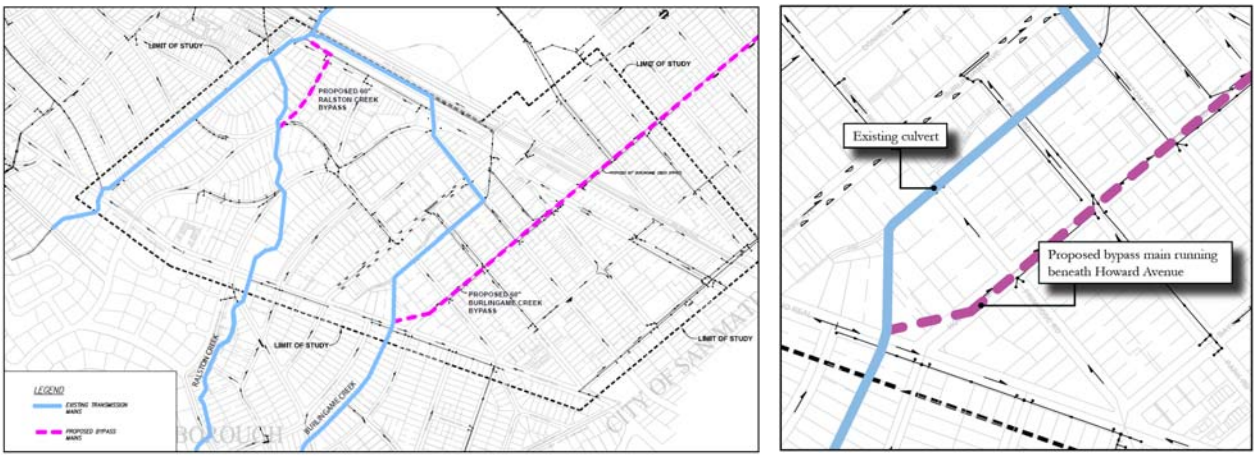
Sanitary Sewer. Over the long-term, the sanitary sewer system in the central portion of the Plan Area is planned to undergo rehabilitation as part of CIP in the City. However, the replacement of certain sections of sanitary sewer main may be advanced to coincide with other streetscape/beautification

projects along Burlingame Avenue and Howard Avenue to minimize the impact on surrounding neighborhoods, take advantage of equipment on-site, and avoid future utility work and trenching in newly paved streets. These improvements would be implemented under the CIP.

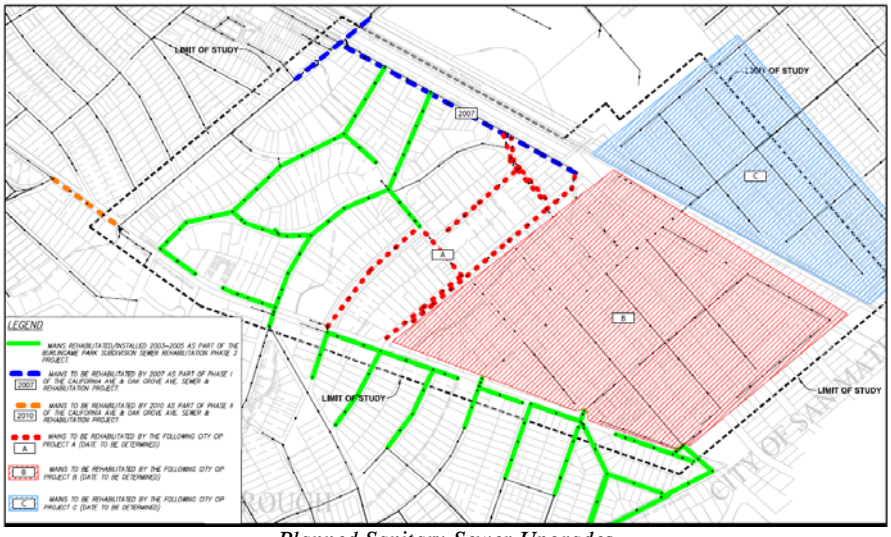
Water. To ensure fire flow requirements are met for future development in the Downtown area, the existing 6-inch and smaller mains would be enlarged to 8-inch and possibly 10-inch mains depending on projected demands. If large enough to warrant a main upgrade for fire protection purposes, future subdivision and/or retail developments could be required to upgrade mains at their own cost if necessary for fire protection purposes.

Additionally, the City has plans to upgrade an existing 6-inch main in Burlingame Avenue and the main in Howard Avenue. These upgrades would be implemented under the CIP.

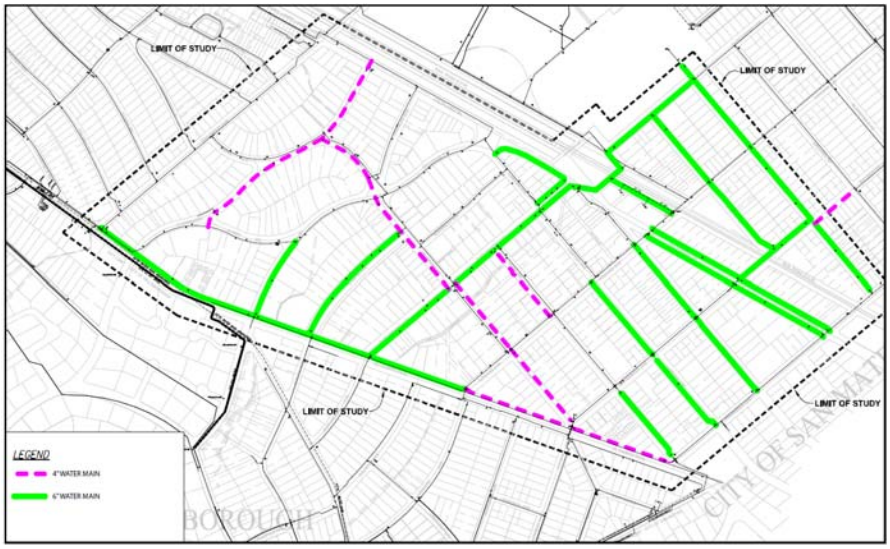
Upgrading the existing 4-inch piping in the Downtown area has also been proposed to enhance the flows available for fire suppression.



Planned Stormwater System Upgrades



Planned Sanitary Sewer Upgrades



Planned Water Upgrades

Development Projections

As described under Land Use, above, the 12 Planning Areas within the Plan Area are categorized into Base Areas and Focus Areas. The only change proposed in the R-4 Incentive District, one of the Focus Areas, is a change in building height limits that would not functionally change the expected development projections. Thus, for the purposes of the development projection calculations, the R-4 Incentive District is treated as a Base Area.

Since development regulations are not changing for Base Areas under the Downtown Specific Plan, the amount of new development would be consistent with current rates of development, currently estimated at 1.5 percent, per the base case San Mateo County C/CAG model, described in more detail in Section F, Traffic.

Figure 6 shows the Focus Areas that would change as a result of the Downtown Specific Plan; namely, the Howard Avenue Mixed Use District and the California Drive Mixed Use District. Table 2 shows the maximum net increase in potential development capacity for each block in the Focus Areas with current and revised parking standards.

Current and Revised Parking Standards. As shown in Figure 3, and summarized in Table 3, the Downtown Specific Plan promulgates reduced parking requirements for the Focus Areas of the Downtown Specific Plan. The parking standards are a key part of the development projection calculations because the requirement for provision of parking spaces effectively reduces the area available for development on any given site. The development projections for full build out potential of the Downtown Specific Plan have been calculated for two scenarios. The first is maximization of build out potential under the current parking standards, and the second is maximization for build out potential under the revised parking standards as described in Table 3.

Figure 6 Focused Block Key Plan

Table 3
Maximum New Development by Focus Area

Block	Net Change Commercial (sf)	Net Change Office (sq ft)	Net Change Residential Units – current parking standards (units)	Net Change Residential Units – revised parking standards (units)
15B	16,008	22,848	84	118
16B	6,348	-1,253	50	71
17B	-4,219	35,483	112	158
18	-8,081	23,903	57	80
21B	13,301	4,001	19	26
22A	12,572	-13,776	37	52
23A	16,718	-16,571	34	48
24A	3,334	4,819	34	48
25A	5,141	6,694	16	22
25B	17,572	38,494	91	128
26	44,735	46,010	109	153
32B	22,383	50,916	121	170
33	38,032	47,134	112	157
TOTAL	**183,843**	**248,702**	**875**	**1,232**

Source: City of Burlingame, "Downtown Specific Plan Development Program Summary," November 3, 2008.

Build out under the Downtown Specific Plan would occur over many years and would include the development of vacant parcels and the redevelopment of underutilized parcels. For the purposes of this Initial Study, the full build out of the maximum allowable development was projected to occur by the year 2030.

As shown in Table 4, maximum build out of the proposed project would allow an additional 183,843 gross square feet (GSF) of retail use, 248,702 GSF of office use, and a range of 875 (under current parking standards) to 1,232 residential units (under revised parking standards). In addition, an optional 120-bed hotel has also been considered, as a part of the allocated office space. The 120-bed hotel would require 100,000 GSF of allocated office uses, reducing the office use allocation to 148,702 GSF. Thus, for purposes of this analysis, four development scenarios are considered, as shown in Table 4.

Table 4
Downtown Specific Plan Development Scenarios

Use	Option 1	Option 2	Option 3	Option 4
Residential Units	875	1,232	875	1,232
Retail (sf)	183,843	183,843	183,843	183,843
Office (sf)	148,702	248,702	248,702	148,702
Hotel (beds)	120	0	0	120

Source: PBS&J, 2010

Notes: For each of the impact analysis sections the 'worst case' Option has been identified and analyzed to develop the most conservative impact assessment.

C. IMPLEMENTATION SCHEDULE

The Downtown Specific Plan would be implemented in several phases. The first phase of work would be streetscape improvements on Burlingame Avenue and Howard Avenue. These improvements would be coordinated and prioritized with infrastructure improvements included under the CIP for stormwater, sewer and water. The second phase of the Downtown improvements would be the construction of the parking structure on Lot J and the creation of the Lot E Signature Open Space. Because the open space would displace the existing Lot E parking spaces, the Lot J parking structure would be constructed first, before constructing the open space on Lot E.

It is anticipated that development under the Downtown Specific Plan would occur over time, according to market conditions and the progress of individual development applications. However, for the purposes of this analysis, full build out is assumed in 2030, and 50 percent build out in 2020.

D. REQUIRED PROJECT APPROVALS

In order for the Downtown Specific Plan to be adopted, the City of Burlingame will need to take a number of discretionary actions. The actions necessary for project approval include, but are not limited to, the following:

- Certification of an IS/MND pursuant to the California Environmental Quality Act and associated Guidelines
- Adoption of Standard Conditions of Approval for development under the Downtown Specific Plan
- Adoption of the draft Downtown Specific Plan
- Amendment of General Plan land use designations in the Plan Area
- Design Review for individual projects to implement the Downtown Specific Plan
- In the R-4 Incentive Area, change building height limits from a 35 feet permitted height with 75 feet conditional use height to simply a 55' permitted height
- In the Anita Road area, reduce the conditional height limit from 55 feet to 45 feet
- Rezoning of parcels within the Plan Area
- Zoning Code revisions for the "Focus Areas"
- Demolition, Grading, and Building Permits from the City of Burlingame for individual projects

Other responsible agencies that may have discretionary authority over the development of the Downtown Specific Plan include, but are not necessarily limited to, the following:

- State Regional Water Quality Control Board (Section 401 Water Quality Certification and compliance with existing NPDES Permit, Municipal Permit and Construction General Permits)
- California Department of Transportation (CalTrans) for improvements occurring within the Caltrans right-of-way

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III. ENVIRONMENTAL ANALYSIS

A. LAND USE

1. Setting

Existing Land Uses

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

The Plan Area is an irregularly-shaped area bounded by El Camino Real (SR 82) to the west, Peninsula Avenue to the south, Oak Grove Avenue to the north, and the Caltrain ROW to the east. The Plan Area also includes a small triangle of parcels across the Caltrain ROW, bounded by Anita Road and Washington Park. To the southwest, in the hills above the Plan Area, is the Town of Hillsborough. To the southeast, across Peninsula Avenue, is the City of San Mateo. The Plan Area is also a few blocks from the Bayshore Freeway (US 101) and is readily accessed by the Peninsula Avenue exit. The Coyote Point County Recreation Area and Burlingame Recreation Lagoon are both within a mile of the Plan Area. Downtown Burlingame is approximately 2 miles southeast of the San Francisco International Airport.

The Plan Area is the core of Burlingame's Downtown civic and business district. The area contains the City's main post office and library, as well as the Burlingame City Hall, and the local farmer's market. The Burlingame Caltrain Station is on Burlingame Avenue and California Drive. Washington Elementary School is in the northeast corner of the Plan Area, while Burlingame High School and Washington Park are adjacent to the Plan Area boundaries, north of the Caltrain ROW.

Existing land uses in the Plan Area consist of a mix of residential, commercial, civic, and open spaces. The Downtown Specific Plan divides the Downtown into a series of Planning Areas, as identified in Figure A-1. Each "area" or "district" provides for a different mix of uses and intensities, as described below.

- **Burlingame Avenue Commercial District.** The Burlingame Avenue area is the commercial and retail heart of Downtown Burlingame. Burlingame Avenue features a mixture of restaurants, national retail stores, and many locally based retailers. Ground floor retail use is required in the Burlingame Avenue area and office uses are allowed on the upper levels in commercial areas. New residential uses within the Burlingame Avenue Commercial District are not allowed.

Figure A-1 Downtown Burlingame Planning Areas

Figure A-2 Focused Key Block Plan

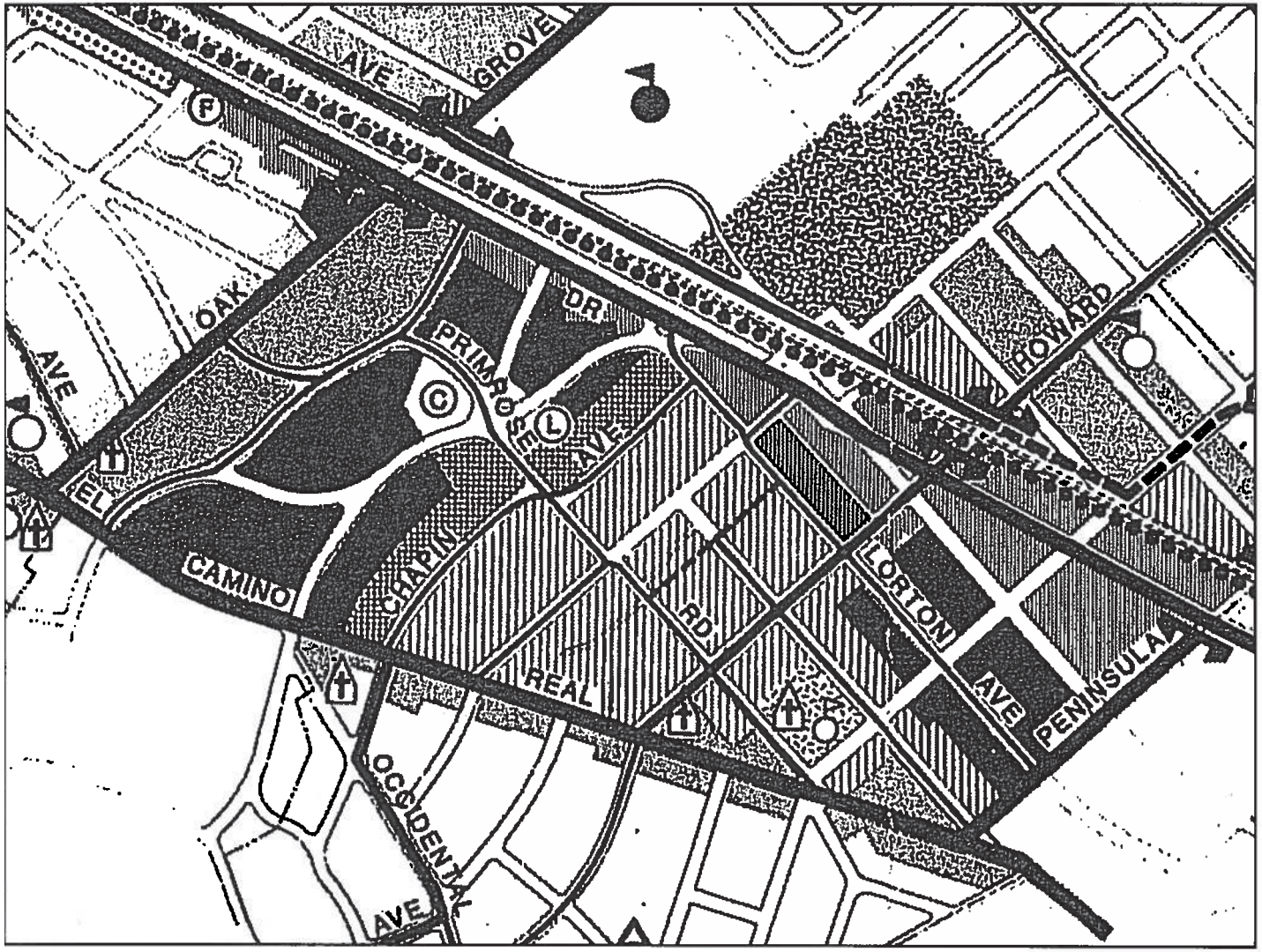
- **Howard Avenue Mixed Use District.** The Howard Avenue Area is the area to the south of Burlingame Avenue and consists of a mix of uses, including retail and office along Howard Avenue, and multifamily residential uses between Howard and Peninsula Avenues. Burlingame Avenue and Howard Avenue together form the "commercial Burlingame" area. Ground floor retail use is encouraged, and housing is allowed on the upper levels above commercial uses.
- **Chapin Avenue Area.** The Chapin Avenue Area consists of portions of land on either side of Chapin Avenue and is bounded by Primrose Road to the east and El Camino Real to the west. Chapin Avenue is characterized by a concentration of financial and real estate offices. Office uses are allowed on the ground floor in the Chapin Avenue area.
- **Donnelly Avenue Area.** The Donnelly Avenue Area consists of portions of land on either side of Donnelly Avenue between Primrose Road and Lorton Avenue. Ground floor retail use is allowed, but not required and office uses are permitted on the upper levels. Existing residential uses may remain and be improved, but new residential uses are not allowed.
- **California Drive Mixed Use District.** The Auto Row Area is the area along California Drive between Burlingame Avenue and Peninsula Avenue. Automobile-related uses dominate in this area. Auto showrooms, hotel or retail uses are permitted on the ground floor, and housing, offices, or hotel uses can be allowed on upper floors.
- **North California Drive Commercial District.** The North California Drive Commercial District is the area along the west side of California Drive north of Bellevue Avenue to Oak Grove Avenue. Service Commercial uses dominate in this area. Retail or hotel uses are permitted on the ground floor whereas offices or hotel uses can be allowed on upper floors.
- **Myrtle Road Mixed Use Area.** The Myrtle Road Mixed Use Area is centered on Myrtle Road and East Lane, east of the Caltrain ROW. The land use designation for this area is Mixed Use Retail/Residential. The area is meant to serve as a buffer between the Downtown commercial district and the residential neighborhoods to the east.
- **Anita Road Residential Area.** The Anita Road Area includes the blocks to the west of Anita Road between Burlingame Avenue and Bayswater Avenue. The land use is medium-density Multifamily Residential, with an existing neighborhood scale of small streets, small apartment buildings, and single-family homes. The area is meant to serve as a buffer between the Downtown commercial district and Myrtle Mixed Use District, and the single family neighborhood to the east.
- **R-3 Base District.** The R-3 Base District is the area bounded by Oak Grove Avenue to the north; the Caltrain ROW to the east; El Camino Real to the west and portions of land to the south of Floribunda Avenue, and is designated for medium-high density residential (R-3) uses. The land uses are predominantly multifamily residential including some lower intensity residential uses such as single family homes, duplexes, apartment homes, multifamily homes, and accessory buildings. Uses in this district also include public buildings, public parks and playgrounds, and religious facilities.

- **R-4 Base District.** The R-4 Base District consists of properties on either side of Bellevue Avenue. The land uses for the High Density Residential District are predominantly higher density multifamily residential.
- **R-4 Incentive District.** The R-4 Incentive District consists of lands in the southern portion of Downtown, on either side of Bayswater Avenue between Highland Avenue and Park Road. The land uses for this area are predominantly higher density multifamily residential. The development standards for this district provide incentives to encourage high density residential uses. In addition to residential uses, small corner retail stores serving local residents would be allowed.
- **Bayswater Mixed Use Area.** The Bayswater Mixed Use area is centered on Bayswater Avenue between El Camino Real and Park Road. The area is meant to serve as a buffer between the Downtown commercial district and the residential neighborhoods to the south and east across El Camino Real, and would allow a mix of commercial and higher density residential uses.

General Plan Map and Uses

The City of Burlingame General Plan was initially adopted in 1969 and amended through 2002. Pursuant to State law, the General Plan is a comprehensive, long-term plan for the physical development for the City, and any land outside its boundaries that bears relation to its planning. The General Plan Map shows the general types of uses that the General Plan envisions for each part of the City, including the Downtown. Figure A-3 shows the General Plan Map for the Downtown area. Key features of these land use designations in the Downtown are:

- High and medium-high density residential uses to be located in the area northwest of the Burlingame Avenue-Park Road shopping area.
- Commercial areas in the Burlingame Avenue-Park Road area.
- Pedestrian retail in the central core with convenience goods, services, and restaurants in peripheral locations; office uses along the west side of Chapin Avenue; auto row businesses along California Drive and Highland; medium-high density residential development between Highland Avenue and Park Road; and apartments on periphery sites.
- Overall, the appearance and attractiveness of this area should be enhanced to provide an inviting entrance to Burlingame's Downtown center.



RESIDENTIAL USES

- LOW DENSITY up to 8 du/ac*
- MEDIUM DENSITY 9 to 20 du/ac
- MED. HIGH DENSITY 21 to 50 du/ac
- HIGH DENSITY 51 plus du/ac

*dwelling units per acre

COMMERCIAL USES

- SHOPPING & SERVICE
- SERVICE & SPECIAL SALES
- OFFICE USE
- WATERFRONT COMMERCIAL
- COMMERCIAL RECREATION
- HOTELS / MOTELS
- RESTAURANTS
- COMMERCIAL RESIDENTIAL

INSTITUTIONS

- ELEMENTARY SCHOOL
- JUNIOR HIGH SCHOOL
- HIGH SCHOOL
- PRIVATE SCHOOL
- Ⓟ POLICE DEPT Ⓕ FIRE DEPT
- Ⓒ CITY HALL Ⓛ LIBRARY
- CHURCH
- OTHER

PARKS

- NEIGHBORHOOD existing / proposed
- COMMUNITY
- PRESERVE

FIGURE A-3
General Plan Land Use Designations

***Source*:** City of Burlingame, 2008.

Table A-1, below, summarizes the land use designations per the General Plan in the Plan Area.

Table A-1
Existing General Plan Land Use Designations in Plan Area

Land Use Designation	Primary Permitted Uses
Medium-High Density Residential	21 to 50 dwelling units per acre, duplexes, one and two-story garden residential developments, two to three-story residential buildings, taller buildings would also be appropriate
High Density Residential	Over 51 dwelling units per acre, multi-story residential buildings
Shopping and Service	Retail and customer service establishments, and office and institutional uses
Service and Special Sales	Auto sales and services uses or other similar kinds of activity
Office	Office and professional administrative uses
Other	Facilities to serve members of associations, fraternal organizations, youth groups, social and welfare organizations, should be located in or adjacent to other business districts

Source: City of Burlingame General Plan, *Land Use Element*, 1969.

Municipal Code, Title 25, Zoning Ordinance

The Downtown Specific Plan would be required to be consistent with the policies of the Burlingame General Plan, per Section 65454, Title 7 of the California Government Code. Currently, the Municipal Code specifies several different zoning designations within the Plan Area; however, as shown in Figure A-4, a large portion of the Plan Area is designated as Downtown Commercial (C-1), which generally allows for retail and customer service establishments and office and intuitional uses. The area northwest of Bellevue Avenue and City Hall is zoned primarily as Residential-Low Density Multifamily (R-3) and Residential-High Density Multifamily (R-4). An area of R-4 zoning is also concentrated in a two-block area on Lorton Ave, south of Howard Avenue. The triangular area bounded by Chapin Avenue, Lorton Avenue, and El Camino Real is in a primarily C-1 zoning district, with a handful of parcels devoted to R-4 and R-3, which includes Religious Institutions and Schools. The majority of the area located on California Drive and the Caltrain ROW is dedicated to Service Commercial (C-2), along with a parcel on the corner of Peninsula Avenue and Highland Avenue.

As explained above, and shown in Figure A-4, the commercial portions of the Plan Area are included in either the C-1 or C-2 zoning districts. However, in addition to the established zoning, there are specific overlay zones within these commercial areas. The Burlingame Avenue Commercial District overlay zones distinguish uses between Subareas A, B, B-1, and D and all of these designated subareas are located within the Plan Area.

Figure A-4 illustrates the Burlingame Avenue Commercial District overlay zones. The subareas of the commercial district are differentiated as follows:

- Subarea A allows ground floor retail as a permitted use, which achieves "contiguous pedestrian-oriented retail frontage," as well as personal services. On the upper floors, hotel and office uses are permitted, except for health services, real estate, and financial services, which require conditional use permits.
- Subarea B allows as permitted uses all uses permitted in Subarea A, plus a greater range of office and service uses including real estate and financial services.
- Both subareas have a range of uses allowed with a condition use permit, such as grocery stores, schools, laundry and dry cleaning, and food services. Health services are allowed in Subarea B with a conditional use permit. Residential uses are allowed as a conditional use above the first floor in Subarea B, but are not allowed in Subarea A.
- First floor retail and personal service uses in Subarea A are exempt from parking requirements. All other uses in Subarea A, and all uses in Subarea B, including retail and personal service uses, are subject to parking requirements.
- Subarea B-1 requires a Conditional Use Permit for real estate and financial services.
- Subarea D promotes automobile sales, services, and other related uses.

San Mateo County Comprehensive Airport Land Use Plan

State law establishes an Airport Land Use Commission (ALUC) in each county to coordinate the compatibility of new developments near airports. The *San Mateo County Comprehensive Airport Land Use Plan* (ALUP) contains chapters that outline land use policies for every airport in the county. ALUP Chapter V, *San Francisco International Airport Land Use Plan*, applies to the geographic areas in incorporated cities and unincorporated areas in the vicinity of San Francisco International Airport (SFO) that are affected by aircraft noise, and that are subject to restrictions on the height of structures and/or objects near the airport, and airport/aircraft safety guidelines. Since the Plan Area lies within some of the safety zones delineated for SFO, the provisions of the ALUP are applicable to the Plan Area.

The ALUC has adopted Federal Aviation Regulation (FAR) Part 77, Objects Affecting Navigable Air Space that defines areas (called imaginary surfaces in the regulations) where height restrictions apply to natural and man-made objects.[10,11] Development projects that lie within these areas are subject to review by the Federal Aviation Administration (FAA) for their potential effects on aircraft safety. The

[10] Imaginary surfaces are imaginary planes around the approach/departure path that identify the objects, such as a building, to be evaluated for consistency with FAR Part 77, *Objects Affecting Navigable Air Space*.

[11] San Mateo County Comprehensive Airport Land Use Plan, Chapter V, San Francisco International Airport Land Use Plan, p. V.-1, V.-20, 1996.

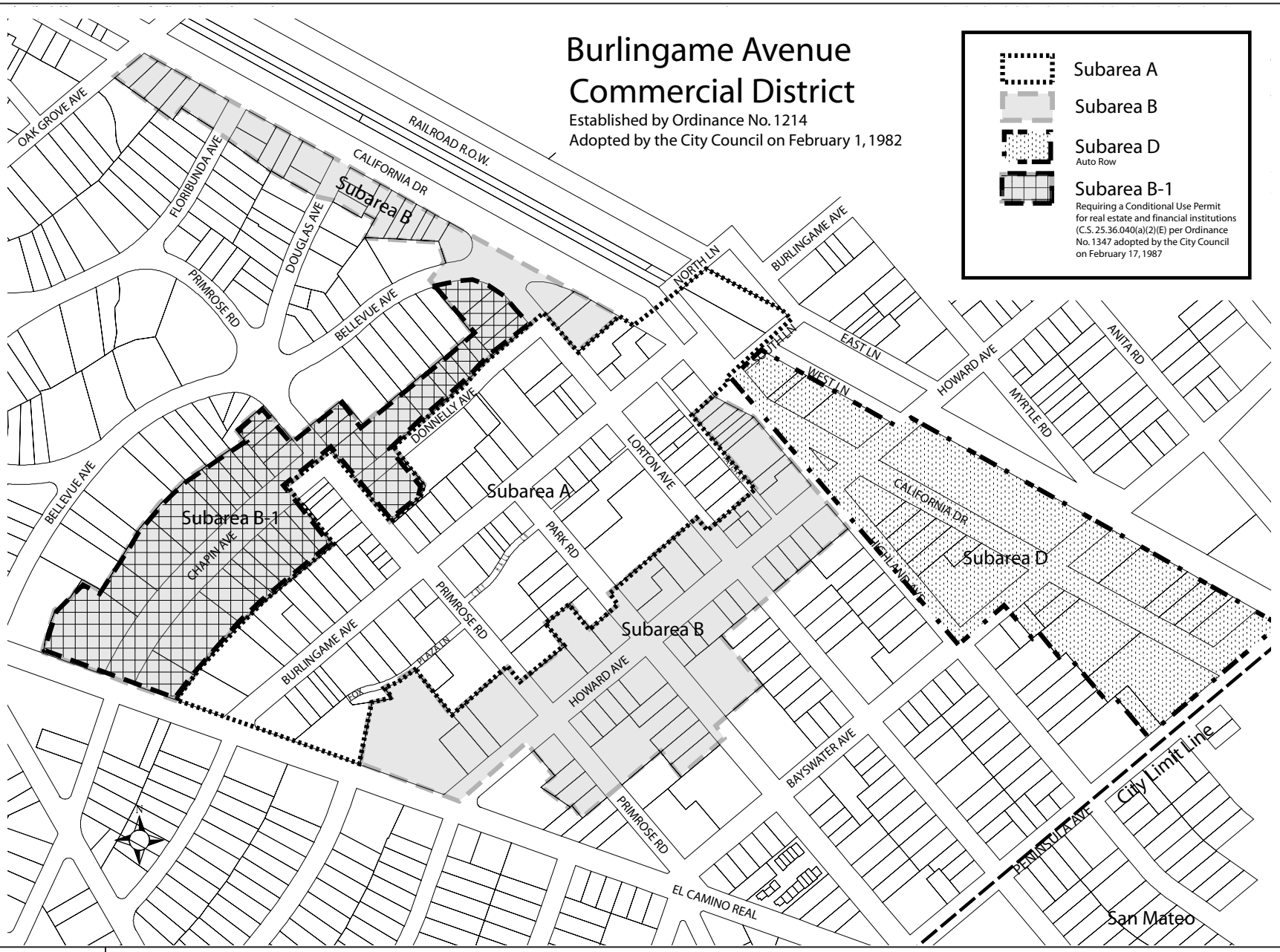


FIGURE A-4
Zoning Map

***Source*:** City of Burlingame, 1987.

Plan Area lies between the 300 and 350-foot height contours for SFO. Within this zone, the tallest point of all structures must be less than 300 feet above mean sea level.[12] In addition, the regulations address potential light, glare, and air emissions that could distract aircraft operators.

The Plan Area lies outside of the SFO's 60 CNEL Aircraft Noise Contour Measure.[13] Conformance with the noise policies in the ALUP is addressed in Section J, Noise.

2. Environmental Checklist and Discussion

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
1) Physically divide an established community?	❑	❑	■	❑
2) Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, Downtown Specific Plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect?	❑	❑	■	❑
3) Conflict with any applicable habitat conservation plan or natural community conservation plan?	❑	❑	❑	■

3. Discussion

Comment on A.1. The community within the Plan Area consists of commercial/retail, office, institutional, and residential uses. The Downtown Specific Plan seeks to build upon the existing Downtown by promoting new opportunities for areas with unrealized potential and by distinguishing this area from the suburban character of the rest of the City. The Downtown Specific Plan focuses on creating a more compact development pattern with greater building heights, consolidated public parking, a greater mixture of uses and activities, and increased pedestrian activity in Downtown Burlingame.

Although some existing development, such as surface parking lots, could be replaced by larger buildings and a greater intensity of uses, the proposed project would be compatible with the other existing uses in the immediate vicinity. The Plan Area has been established for many years with retail, commercial, residential, and institutional uses and the Downtown Specific Plan would continue this mix of uses. In addition, the proposed project would be subject to specific design criteria (discussed in more detail in Section M, Aesthetics) and the Zoning Ordinance, which aim to provide consistent aesthetic and architectural land use themes. As such, the proposed project would not divide an established community and would thus have a less-than-significant impact under this criterion.

[12] San Mateo County Comprehensive Airport Land Use Plan, Chapter V, San Francisco International Airport Land Use Plan, "Objects Affecting Navigable Airspace".

[13] San Mateo County Comprehensive Airport Land Use Plan, Chapter V, San Francisco International Airport Land Use Plan, "Aircraft Noise Contour Measured in CNEL."

Comment on A.2. The applicable land use plans for the proposed project include:

- The City of Burlingame General Plan (General Plan; adopted in 1969, and updated through 2002);
- The City of Burlingame Municipal Code/Zoning Code; and
- The San Mateo County Comprehensive Airport Land Use Plan (ALUP; adopted in 1996).

Consistency with the General Plan Land Use Designations and Zoning Code

The majority of the Plan Area would be consistent with the General Plan land use designations and the Zoning Code under the Municipal Code. These areas are identified below as "Base Areas." However, the underlying General Plan land use designations for a number of parcels within the Plan Area, referred to below as "Focus Areas," would conflict with the Downtown Specific Plan land use districts. Under the Downtown Specific Plan, the City would alter the types of uses allowed within certain land use designations. For this reason, a General Plan Amendment (GPA) and revisions to the City's zoning code would be required pursuant to adoption of the Downtown Specific Plan.

Base Areas. As explained in more detail above, and shown in Figure A-2, the Downtown is divided into 12 Planning Areas. Of these 12 Planning Areas, nine areas are considered Base Areas because they would retain their current development standards, as allowed by the current zoning, such as lot coverage and building heights. However, new development would be enhanced with design standards and guidelines specific to Downtown, and commercial areas would include enhancements such as new streetscape improvements. Nonetheless, the design standards and streetscape projects would not represent significant changes to development standards; therefore, from an environmental review perspective, the Base Areas are considered as "no change" or "no project." These nine Base Areas would be consistent with the General Plan land use designations and Municipal Code zoning, resulting in no impact.

Focus Areas. The remaining three Planning Areas have been identified in the Downtown Specific Plan as Focus Areas, where current land uses and development standards would be substantially modified. These areas include the Howard Avenue Mixed Use District, the California Drive District, and the R-4 Incentive District.

Although land uses and development standards would change under the Downtown Specific Plan, property owners would not be required to modify or alter existing properties. Existing development would be allowed to remain, and current development would not be required to conform to the new land use designations unless the property owner wished to perform substantial renovations or add new construction. The new land use designations are intended to guide future development based on market demand; only new development would be subject to the new development regulations.

Figure A-1 and Figure A-2 shows the Focus Areas that would change as a result of the Downtown Specific Plan. In addition, Figure A-2 shows the maximum net increase in potential development capacity for each block of the Focus Areas. Included in Figure A-1 and Figure A-2 and Table A-2 is the Howard Avenue Mixed Use District and the California Drive Mixed Use District. The R-4

Incentive District is not included because the only proposed change in the R-4 Incentive District is a change in building height limits from a 35 foot permitted height with a 75 foot conditional use height to a 55 foot permitted height. Under the existing height limits the average building height would be 55 feet,[14] therefore the change to a 55 foot permitted height would not functionally change the expected development projections. As discussed in the Project Description, for the purposes of the development projection calculations, the R-4 Incentive District is treated as a Base Area and is not discussed further, below.

Table A-2
Maximum New Development by Focus Areas

Block	Net Change Commercial (sf)	Net Change Office (sq ft)	Net Change Residential Units – current parking standards (units)	Net Change Residential Units – revised parking standards (units)
15B	16,008	22,848	84	118
16B	6,348	-1,253	50	71
17B	-4,219	35,483	112	158
18	-8,081	23,903	57	80
21B	13,301	4,001	19	26
22A	12,572	-13,776	37	52
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25B	17,572	38,494	91	128
26	44,735	46,010	109	153
32B	22,383	50,916	121	170
33	38,032	47,134	112	157
TOTAL	**183,843**	**248,702**	**875**	**1,232**

Source: City of Burlingame, *Downtown Specific Plan Development Program Summary,* November 3, 2008.

The Downtown Specific Plan also provides goals and policies that outline the land use changes in the Focus Areas. These goals and policies focus on promoting more retail uses on Howard Avenue by: strengthening and enhancing retail uses on side streets between Burlingame Avenue and Howard Avenue; encouraging local and independent retail uses on Howard Avenue; promoting development patterns on Howard Avenue that minimize curb-cuts and enhance pedestrian activity; and promoting Howard Avenue as an opportunity area for mixed use development including housing. In addition, a policy is included for development in the California Drive Mixed Use District that allows mixed uses that introduce residential/commercial development, encourage the retention of the auto dealers on Auto Row, and create appropriate transitions to adjacent uses.

[14] [(75 feet + 35 feet)/2] = 55 feet, assuming that half of the development would occur under the 75 foot conditional use option.

Other Areas. In addition to the zoning and land designation changes in the Focus Areas, the Myrtle Road Mixed Use Area and the Anita Road Residential Area would include the following changes:

- Create a mixed use district in the C-2 area east of the Caltrain ROW by Myrtle (in the Anita Road area) and adjust zoning district boundary;
- Designate uses allowed on each block to ensure auto-related uses do not encroach on blocks that are predominantly residential; and
- Evaluate strategies to ensure orderly, placed development.

If the Downtown Specific Plan is adopted, the City would revise its Zoning Code for these Focus Areas to match the provisions of the Downtown Specific Plan. This would include the additions of provisions to reflect development standards and provisions to have the design guidelines of the Downtown Specific Plan become part of the development review process. Therefore, once changes have been made to the Zoning Code and the development standards, the proposed project would be consistent with the General Plan land use designations and the Municipal Code zoning ordinances.

Consistency with the General Plan Goals and Policies

Each element within the General Plan contains a number of guiding goals and policies, implementing programs to carry out goals and policies, and background data to provide the basis for the goals and policies. The overall Downtown Specific Plan vision is consistent with the General Plan policies for Downtown Burlingame, specifically the Land Use, Housing, Open Space, Conservation, and Scenic Roads and Highways elements. The proposed project would be required to be consistent with the following goals, policies, and actions in the General Plan.

Community Development. The general community development goals within the City include:

Goal 1: Assure that Burlingame will continue to be a "well-rounded" City with residences, schools, business, industry, and space and facilities for social, recreational, and cultural activities. Policies under this goal encourage land uses diversity, mixing of uses, and the development of institutions and services to serve Burlingame residents.

Goal 2: Maintain and enhance the identity of the City and encourage a maximum sense of identification by residents with the City. Policies under this goal promote connectivity between land uses in various parts of the city, as well as outlining design guidelines for fostering visually distinct qualities.

Goal 4: Maintain and improve the quality of the environment to preserve the public health and enhance the prospects for enjoyment by residents and visitors. The policies under this goal generally address issues discussed in other sections of this document, such as water quality, air quality, and aesthetics.

Goal 5: Enhance the local economy and the prospects for economic well being for all residents. Policies for this goal encourage improved circulation and transportation as means of strengthening

the City's regional economic position. The policies also apply directly to the Plan Area in that they promote the functional efficiency, character, and quality of the Central and other business districts.

Land Use. The land use element describes categories of uses, indicates proposed land use relationships and indicates proposed land use relationships and identifies in general terms actions needed to achieve community goals. The Downtown Specific Plan would be consistent with the following land use element policies and actions.

- *Policy L(A):* In recognition of its special locational advantages of good access to all forms of transportation and proximity to the major Downtown Area high density, multi-story residential land use shall be encouraged.
  - *Action L(1):* High density residential uses shall be located in the area northwest of the Burlingame Avenue-Park Road shopping center.
- *Policy L(B):* In many instances to provide a transition between higher intensity uses and adjoining lower intensity uses, medium high density residential uses of two to three story apartment buildings, and in some cases higher buildings, are appropriate as follows:
  - *Action L(2):* As a part of the complex of activities around the Burlingame Plaza area and around the periphery of the Burlingame Avenue-Park Road center there should be medium high density residential uses.
  - *Action L(3):* The frontage along most of El Camino Real.
- *Policy L(C):* Medium density residential areas would be occupied in the main by duplexes and one and two story garden apartment developments.
- *Policy L(D):* For the most part existing low density residential areas occupy the remainder of the city and are well maintained and of good quality.
  - *Action L(4):* Require that present zoning be maintained to ensure protection for the useful life of the dwellings.
- *Policy L(G):* The City should retain three general categories of commercial uses: Shopping and Service, Service and Special Sales, and Office Use; as well as Waterfront Commercial along the waterfront area.
  - *Action L(13):* Burlingame Avenue-Park Road Center: provides outlets for a wide range of consumer goods and services for Burlingame residents and residents of adjoining communities including business service establishments, business and professional offices, civic buildings and some residential uses; and presents a prime opportunity to develop combinations of retail, office and residential uses in clusters of appropriately designed structures.
    - The center area uses should be organized with shopping goods outlets, in the main, located along Burlingame Avenue and Park Road in a pedestrian precinct; convenience goods stores, restaurants, and consume service outlets should not

occupy ground level street frontage space in the heart of the center but should be in more peripheral locations.

- The frontage of the west side of Chapin Avenue should be limited to office uses;
- The Service and Special Sales area indicated along California Drive and Highland Avenue recognizes the existing auto sales and service activities and provides space for expansion of "auto row" businesses or other similar kinds of activity;
- An area between Highland Avenue and Park Road is designed for medium high density residential development.
- Areas designed for shopping and service uses along Park and Primrose Roads south of Howard Avenue are appropriate locations for office and institutional uses, in addition to retail and consumer service establishments, and should be given particular attention to enhance appearance and attractiveness of this area to provide an attractive entrance to Burlingame's Downtown center.
- Sites on the periphery would be appropriate for apartments of single persons and families without children particularly those who want the advantages of a location near a center of activity and do not wish to own an automobile.
- An urban design plan for the entire Downtown Area should be developed.

- *Policy L(J):* Commercial -Residential Mixed Use are retail commercial and multiple family residential uses intended to create a transition between established retail commercial and residential zones so that the sense of residential activity is conserved.
  - *Action L(19):* Retail uses compatible with residential uses can serve to meld the adjacent wholly retail and residential areas.
  - *Action L(20):* Physically unique areas such as the properties with double street frontage on Edgehill and California Drives should be included.

Housing Element. The Housing Element is a statement of community housing goals and policies and outlines the strategies to be pursued in order to implement the community's housing objectives during the planning period. The Downtown Specific Plan would be consistent with the following housing element goals, policies, and actions.

Housing Goal A: Preserve residential character by encouraging maintenance, improvement, and rehabilitation of the City's neighborhood and housing stock.

- *Policy H(A-1):* Protect the character of existing residential neighborhoods.
  - *Action H(A-1):* In residential neighborhoods continue the maintenance and enhancement of public facilities such as streets, water supply and drainage by allocations from the general fund, gas tax revenue and, where appropriate, conditions of development.
- *Policy H(A-7):* Consider neighborhood quality when approving now and remodeled residences.

- *Action H(A-7):* Continue implementation of residential design review and zoning regulations including setbacks, floor area ratio, declining height; continue implementation of single family design review guidelines adopted in 1998.

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

  - *Action H(C-2):* Amend the zoning code to provide opportunities for density bonuses (through changes in parking requirements and/or height/bulk restrictions) for residential projects which include affordable units and are located within 1/3 mile of a transit station. Forge a partnership with a local non-profit agency to insure the units remain affordable.

Housing Goal E: Reduce residential energy use to conserve energy and help reduce housing costs.

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

  - *Action H(E-1):* In all plan checking for new residential construction and major additions, apply Title 24 energy conservation requirements; where possible in planning developments, require structural and landscaping design to make use of natural heating and cooling.

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

  - *Action H(E-2):* Distribute brochure on available energy conservation programs and measures at the Planning counter to all residents planning to expand or build new residences.

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

  - *Action H(F-2):* a. Maintain and update the area-by-area land use surveys, note changes in vacant and underutilized sites; share information with potential residential developers; b. Promote development of housing units by offering incentives for guarantees of long-term affordability (such as reduced parking requirements/increased height).

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

  - *Action H (F-3):* a. Encourage development of sites in C-R zone and where there is commercial zoning with a residential overlay; b. modify regulations to encourage mixed use and provide incentives for keeping units affordable; c. consider parking reductions for locations within one- third mile of transit hubs or along transit corridors; d. consider regulations for shared parking for mixed use with different day/night parking demands.

Open Space. For the purpose of this element of the General Plan, open space is defined as all of the space above the surface of the earth or water which is not occupied by structures. As such, there is existing open space in the Plan Area and the Downtown Specific Plan would comply with the following open space policies and actions:

- *Policy OS(A):* Preserve existing open space and open space lands to the fullest extent practicable, with spaces ranging in size from regional scale to small open spaces on individual lots.

- *Policy OS(B):* Increase privacy, amenity and safety, and assure provision of light and air.

- *Policy OS(D)*: Provide open space for recreational needs and for the preservation of sites of historical and cultural significance.
- *Policy OS(G):* Maintain open space to shape and guide development and to enhance community identity.
- *Policy OS(H):* Establish the basic framework for a continuing action program designed to protect valuable and limited open space resources.
  - *Action OS(1):* Areas that contribute to the maintenance of a quality living environment for both local and sub-regional residents should be preserved as open space. Areas that fall into this category include: a. Areas of visual dominance - Skyline Ridge, Canyons, Bay; b. Visual corridors; c. Areas of special ecological significance (wildlife and vegetation); and d. Areas of cultural and historic significance.
  - *Action OS(4):* Open spaces should be linked together visually and, where possible, physically to form a system of open spaces.
  - *Action OS(6):* Both public and private efforts should be directed to preserving historical landmarks which have open space value.
  - *Action OS(7):* In the design and execution of all new development, owners and developers should be required to preserve open space to the fullest extent possible.
  - *Action OS(8):* Measures should be taken to improve the quality of spaces for the pedestrian along roadways so the pedestrian can feel safe and comfortable while using these spaces.

Conservation Element. Although the Plan Area is highly developed, development and implementation programs outlined in the Conservation Element encompass the conservation of both the built environment and natural resources. As such, the following policies and actions would apply to the Downtown Specific Plan.

- *Policy C(B):* To prevent or eliminate damage to the environment and stimulate the health and welfare of the citizens of Burlingame.
- *Policy C(D):* To initiate, develop, and implement programs for the conservation of the built environment.
- *Policy C(G):* To promote economic growth which is consistent with an improvement in the quality of the environment.
  - *Action C(3):* Because projects being developed outside the corporate limits can adversely affect the City environment, Burlingame should monitor all major developments through the EIR process and other procedures.
  - *Action C(6):* To protect existing urban areas and structures from deterioration, Burlingame should insure that private places are properly maintained.

Scenic Roads and Highways. The *Scenic Roads and Highways Element* in the *General Plan* is intended to provide for the protection and preservation of attractive views from scenic routes for the public's enjoyment and to enhance the scenic qualities of Burlingame.[15] Goals related to the Scenic Roads and Highways Element are included below because El Camino Real (State Route 82) forms the western border of the Plan Area and is a San Mateo County Scenic Route, as designated in the *General Plan*. Specific implementation guidelines that would apply to scenic roads in the Plan Area are as follows:

- *Policy SR(A):* To retain a system of arterials and local roads that are beautiful and useful to local residents.
- *Policy SR(B):* To harmonize roads and highways with adjacent land use and roadside development.
- *Policy SR(C):* To enhance the traveler's view from the road.
    - *Action SR(2):* El Camino Real, state highway Route 82, is a scenic highway where views from the road are contained.
        - (a) These heritage trees give Burlingame a distinctive image.
        - (b) The segments of El Camino Real where abutting property is zoned first commercial are defined as scenic connectors. Commercial buildings and signs along El Camino Real should receive design review and satisfy all municipal codes. Trim abutting properties along the road provide a scenic character and add to the Burlingame image.
    - *Action SR(3):* Except where traffic hazards might be created, median strips, traffic islands, and excess highway rights-of-way should be landscaped.
    - *Action SR(5):* Explore fully all practicable regulatory approaches intended to protect views along scenic highways and Burlingame's scenic routes.
    - *Action SR(7):* Utility lines should be undergrounded wherever possible and sensitively sited where placement must be aboveground.
    - *Action SR(8):* Plant materials should be used to screen or hide objectionable views.

In addition, the consistency of the proposed project with other applicable General Plan policies, principles, and actions is discussed in the relevant topic areas of this Initial Study. For example, conformity of the proposed project with the Circulation Element is discussed in Section F, Traffic, while its consistency with the Noise Element is discussed in Section J, Noise.

Consistency with the San Mateo County Comprehensive Airport Land Use Plan

As discussed in Section I, Hazardous Materials, under certain atmospheric conditions, the air space above the Plan Area is used as a flight corridor for planes landing at or taking off from SFO. On average, the Plan Area is approximately 40 feet above mean sea level and the tallest buildings under

[15] City of Burlingame, *City of Burlingame General Plan. Scenic Roads and Highways Element*, 1975.

the Downtown Specific Plan would not exceed 75 feet. Thus, the building heights in the Plan Area would be within the imaginary 300-foot to 350-foot high surface boundary of the ALUP, and the proposed project would not conflict with the ALUP height restrictions. In addition, the Plan Area would be consistent with noise policies of the ALUP as discussed in Comment J.5 of the Noise section of this Initial Study.

Consistency with the Downtown Specific Plan Goals and Policies

In addition to the existing plans and policies in the City, the Downtown Specific Plan presents land use policies specific to the area. The land use policies in the Downtown Specific Plan attempt to build upon the existing success of the Downtown core while promoting amenities, services, and live-work-play opportunities. A mix of land uses, including residential, would enhance the pedestrian quality of the street and add richness and character to the Downtown. The Land Use goals and policies presented in the Downtown Specific Plan are intended to promote new opportunities for increased vitality, particularly in areas of Downtown that have unrealized potential, while setting forth a strategy to sustain the existing success of the Downtown. The proposed project would be consistent with these goals and policies.

Comment on A.3. The proposed project would not conflict with any known habitat conservation plans, natural community conservation plans, or other approved local or regional conservation plans because there are no approved plans that apply to the Plan Area.

4. Conclusion

The proposed project would have a less-than-significant impact on the division of the community within or surrounding the Plan Area. The Downtown Specific Plan would change the land use designations and zoning for the three Focus Areas, resulting in a potentially significant conflict with the General Plan and Municipal Code. However, the adoption of the Specific Plan would amend the General Plan and, as a result of the proposed project, the City would revise its Zoning Code for these Focus Areas to match the provisions of the Downtown Specific Plan. As such, the proposed project would not conflict with applicable plans, policies, and regulations. The proposed project would not conflict with the applicable ALUP or any habitat conservation plans, natural community conservation plans, or other approved local or regional conservation plans. Thus, there would be no significant land use impacts.

B. POPULATION AND HOUSING

1. Setting

Population. As of January 1, 2010, there were about 29,342 people living in the City of Burlingame.[16] Although the City of Burlingame is considered to be built-out, the household population is expected to increase to 29,400 by 2010, 30,600 by 2020, and 31,500 by 2030.[17] Table B-1 shows population projections in both the City of Burlingame and San Mateo County, along with the estimated population growth percentages.

Table B-1
City of Burlingame and San Mateo County
Household Population Estimates and Projections

	Population			Population Growth (%)	
	2010	2020	2030	2010-2020	2020-2030
Burlingame	29,400	30,600	31,500	3.9 %	2.9 %
San Mateo County	729,000	788,200	830,100	7.5%	5.0%

Source: 2007 Association of Bay Area Governments (ABAG) projections. Based on the Burlingame 'subregional study area.'

According to the City of Burlingame, 2007-2014 Housing Element (adopted March 31, 2010), the average household size in owner occupied units (single-family or multiple-family condominium) is 2.58 persons and the average household size of rental units is 1.87 persons. This brings the average number of persons living in each household in the City of Burlingame to 2.21, while the average in San Mateo County is 2.74 persons. As outlined in Table B-2, below, the average persons per household is expected to remain relatively stable through 2030.

Employment. In 2005, there were about 22,910 total jobs in the City. The number of total jobs provided in Burlingame is expected to increase to 24,340 jobs in 2010, 28,040 jobs in 2020, and 30,680 in 2030. Between 2005 and 2030, the number of employment opportunities in the City is expected to increase by 6,340 jobs. By 2010, 2,010 (8.2 percent) of the total jobs in Burlingame are expected to be in the retail sector, rising to 8,910 (8.5 percent) total retail jobs by 2030. Financial and professional service jobs are projected to comprise of 26 percent of the total jobs by 2010 and 29 percent by 2030.[18] Refer to Table B-3 for a more detailed breakdown of the City employment estimates and projections.

[16] *State of California, Department of Finance, E-5 Population and Housing Estimates for Cities, Counties and the State, 2001-2010, with 2000 Benchmark.* Sacramento, California, May 2010.

[17] Association of Bay Area Governments, *Projections 2007: Forecasts for the San Francisco Bay Area to the Year 2035,* December 2006. Based on the Burlingame 'subregional study area.'

[18] Association of Bay Area Governments, *Projections 2007: Forecasts for the San Francisco Bay Area to the Year 2035,* December 2006. Based on the Burlingame 'subregional study area.'

Table B-2
City of Burlingame Household Population Estimates and Projections

	2010	2020	2030
Population	29,400	30,600	31,500
Number of Households	13,250	13,730	14,230
Average Household Size	2.22	2.23	2.21

Source: 2007 Association of Bay Area Governments (ABAG) projections. Based on the Burlingame 'subregional study area.'

Table B-3
City of Burlingame Employment Estimates and Projections

	2010	2020	2030
Retail Jobs	2,010	2,250	2,620
Financial and Professional Service Jobs	6,350	6,400	8,910
Total Jobs	24,340	28,040	30,680

Source: 2007 Association of Bay Area Governments (ABAG) projections. Based on the Burlingame 'subregional study area.'

2. Environmental Checklist and Discussion

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
1) Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?	❑	❑	■	❑
2) Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere?	❑	❑	❑	■
3) Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?	❑	❑	❑	■

3. Discussion

Comment on B.1.

Residential Units. The Downtown Specific Plan would allow construction of up to 875 residential units if current parking standards are maintained (Option 1). If the parking standards are revised, up to 1,232 residential units could be allowed under the Downtown Specific Plan (Option 2), as discussed in the Project Description. As shown in Table B-4, based on the household size estimated in the ABAG 2007 Projections, the residential component of the Downtown Specific Plan would increase the population of Burlingame by 977 (Option 1) or 1,374 (Option 2) persons by the year 2020. This would represent partial build out of the Downtown Specific Plan. By the year 2030, when the Downtown

Specific Plan would be at full build out, the residential component would directly increase the population by 1,934 persons (Option 1) and by 2,723 persons (Option 2) if parking requirements are revised to require fewer parking spaces per residential unit.

Table B-4
City of Burlingame Direct Household Projections

	2010	2020	2030
ABAG Projected Population[a]	29,400	30,600	31,500
Projected Number of Households[a]	13,250	13,730	14,230
Projected Average Household Size[a]	2.22	2.23	2.21
Downtown Specific Plan Number of Units[b] (Option 1/ Option 2)	0	438 / 616	875 / 1,232
Downtown Specific Plan Population[c] (Option 1/Option 2)	0	967 / 1,374	1,934 / 2,723
Number of Households With Downtown Specific Plan (Option 1/ Option 2)[d]	13,250	13,688 / 13,866	14,125 / 14,482
Total Population With Downtown Specific Plan (Option 1/ Option 2)[e]	29,400	30,367 / 30,774	31,334 / 32,123
Variance between population with and without the Downtown Specific Plan (Option 1/Option 2)[f]	0%	- 0.76% / +0.47%	-0.53% / +2.0%

Notes:

a. Source: 2007 Association of Bay Area Governments (ABAG) projections. Based on the Burlingame 'subregional study area.'

b. This assumes that all of the development allowed under the Downtown Specific Plan would occur by the year 2030, and that 50 percent would occur by the year 2020.

c. Number of Units * Average Household Size for corresponding year

d. Source: 2007 Association of Bay Area Governments (ABAG) projections. Based on the Burlingame 'subregional study area.'

e. 2010 population, Downtown Specific Plan population (50 percent build out) + 2010 population, and Downtown Specific Plan (100 percent build out) + 2020 population, respectively.

f. (Projected Population with the Downtown Specific Plan – Projected Population)/(Projected Population)

Employment – No Hotel Scenario (Options 2 and 3). In addition to the proposed residential units, the Downtown Specific Plan could include retail uses. As explained above, the Downtown Specific Plan could allow up to 183,843 sf of retail uses, which would employ approximately 561 people.[19] The Downtown Specific Plan could also allow up to 248,702 sf of office space, which would employ up to 754 people.[20] In total, the retail and office components of the Downtown Specific Plan could result in up to 658 new jobs in 2020 (partial build out) and up to 1,315 new jobs in 2030 (full build out).

Employment – Hotel Scenario (Options 1 and 4). As described in the Project Description, the Downtown Specific Plan could include a hotel with 120 beds, which would employ approximately 108 people.[21] However, under the hotel scenario, only 148,702 sf of office space could potentially be

[19] Based on the "Fiscal Impact of Burlingame Downtown Specific Plan," prepared by Economics Research Associates (ERA), May 26, 2009: Commercial uses require an average of 1,000 square feet per 3.05 employees. (3.05 * 183,843/,1000 = 560.7 = 561 employees).

[20] Based on the "Fiscal Impact of Burlingame Downtown Specific Plan," prepared by Economics Research Associates (ERA), May 26, 2009: Office uses require an average of 1,000 square feet per 3.03 employees. (3.03 * 248,702 /1,000 = 753.56 = 754 employees).

[21] Based on the "Fiscal Impact of Burlingame Downtown Specific Plan," prepared by Economics Research Associates (ERA), May 26, 2009: Hotel uses require an average of 0.9 employees per room. (0.9 * 120 = 108 employees).

developed, resulting in the employment of approximately 451 office workers.[22] In addition, the retail component would employ approximately 561 people. In total, the hotel, office, and retail components of the Downtown Specific Plan, Hotel Scenario, would increase result in 1,120 new jobs by 2030 (full build out).

Table B-5, below, outlines the employment projections for the City in years 2010, 2020, and 2030. As shown, the estimated amount of employment generated under the Downtown Specific Plan would not exceed ABAG projections.

Table B-5
City of Burlingame Employment Projections

	2010	2020	2030
ABAG Projections[a]			
Retail Jobs	2,010	2,250	2,620
Office Jobs	6,350	7,400	8,910
Total Jobs	24,340	28,040	33,430
Downtown Specific Plan			
Retail (183,843 sf)	0	281	561
Office (248,702 sf / 148,702 sf)	0	377 / 226	754 / 451
Hotel (120 beds)	0	108	0
Total Jobs With Downtown Specific Plan[b] (without hotel / with hotel)	0	658 / 615	1,315 / 1,120
Total Projections			
Retail Jobs With Downtown Specific Plan[c]	2,010	2,291	2,571
Office Jobs With Downtown Specific Plan (248,702 sf / 148,702 sf)[d]	6,350	6,727 / 6,576	7,104 / 6,801
Total Jobs With Downtown Specific Plan[e] (without hotel / with hotel)	24,340	24,998 / 24,955	25,655 / 25,460
Variance between total jobs with and without the Downtown Specific Plan[f] (without hotel / with hotel)	0%	-10.8% / -11.0%	-23.3% / -23.8%

Notes:

a. Source: 2007 Association of Bay Area Governments (ABAG) projections. Based on the Burlingame 'City Sphere of Influence.'

b. This assumes that all of the development allowed under the Downtown Specific Plan would occur by the year 2030, and that 50 percent would occur by the year 2020.

c. Downtown Specific Plan retail jobs (50 percent build out) + 2010 retail jobs / Downtown Specific Plan retail jobs (100 percent build out) + 2010 retail jobs

d. Downtown Specific Plan office jobs (50 percent build out) + 2010 office jobs / Downtown Specific Plan office jobs (100 percent build out) + 2010 office jobs

e. Downtown Specific Plan total jobs (50 percent build out) + 2010 Total Jobs / Downtown Specific Plan total jobs (100 percent build out) + 2010 Total Jobs

f. (Projected Jobs with the Downtown Specific Plan – Projected Jobs)/(Projected Jobs)

[22] Based on the "Fiscal Impact of Burlingame Downtown Specific Plan," prepared by Economics Research Associates (ERA), May 26, 2009: Office uses require an average of 1,000 square feet per 3.03 employees. (3.03 * 148,702 /1,000 = 450.56 = 451 employees).

Total Population Increases - No Hotel Scenario (Options 2 and 3). As explained above, the proposed project would allow development of up to 183,843 sf of retail uses, which would employ approximately 561 people. Based on resident worker characteristics for similar cities, it is estimated that approximately 25 percent of the new employees generated by the Downtown Specific Plan, or about 140 workers, could relocate to Burlingame. If it were conservatively assumed that each of these employees forms a single new household in the City, the retail employment under the Downtown Specific Plan could add approximately 310 additional residents occupying 140 dwelling units in the City.[23] However, not all of the employees would occupy new single-person households.

The Downtown Specific Plan would also allow up to 248,702 sf of office space, which could employ up to 754 people.[24] It is estimated that approximately 25 percent of the new employees generated by the office component of the Downtown Specific Plan, or about 188 workers, could relocate to Burlingame. If each of these employees forms a single new household in the City, these households could add approximately 416 additional residents occupying 188 dwelling units to the City.[25] In total, the retail and office components of the Downtown Specific Plan would result in up to 726 new Burlingame residents and the need for up to about 328 housing units.

Total Population Increases – No Hotel Scenario (Options 2 and 3). As explained above, the proposed project would allow development of 183,843 sf of retail uses, which would employ approximately 561 people. Based on resident worker characteristics for similar cities, it is estimated that approximately 25 percent of the new employees generated by the Downtown Specific Plan, or about 140 workers, could relocate to Burlingame. If it is conservatively assumed that each of these employees forms a single new household in the City, the retail employment under the Downtown Specific Plan could add approximately 310 additional residents, occupying 140 dwelling units to the City.[26]

The Downtown Specific Plan would also allow up to 248,702 sf of office space, which could employ up to 754 people.[27] It is estimated that approximately 25 percent of the new employees generated by the office component of the Downtown Specific Plan, or about 188 workers, could relocate to Burlingame. If each of these employees forms a single new household in the City, these households could add approximately 416 additional residents and occupying 188 dwelling units to the City.[28] In total, the retail and office components of the Downtown Specific Plan would result in up to 726 new Burlingame residents and the need for up to 328 housing units.

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[23] 140.25 worker households x 2.21 persons per household = 309.95 = 310 additional residents.

[24] Based on the "Fiscal Impact of Burlingame Downtown Specific Plan," prepared by Economics Research Associates (ERA), May 26, 2009: Office uses require an average of 1,000 square feet per 3.03 employees. (3.03 * 248,702 /1,000 = 753.56 = 754 employees).

[25] 188 worker households x 2.21 persons per household = 416.35 = 416 additional residents.

[26] 140.25 worker households x 2.21 persons per household = 309.95 = 310 additional residents

[27] Based on the "Fiscal Impact of Burlingame Downtown Specific Plan," prepared by Economics Research Associates (ERA), May 26, 2009: Office uses require an average of 1,000 square feet per 3.03 employees. (3.03 * 248,702 /1,000 = 753.56 = 754 employees)

[28] 188 worker households x 2.21 persons per household = 416.35 = 416 additional residents

As a result of the residential, retail, and office components of the Downtown Specific Plan, the population in the City of Burlingame could increase by 2,660 individuals if current parking standards are maintained (Option 2) and 3,449 individuals if the parking standards are revised (Option 3). In addition, the Downtown Specific Plan would require the construction of 1,203 units (Option 2) or 1,560 units (Option 3) to meet the demand of the additional residents. However, this is considered the maximum potential that would be generated by the project at build-out, and assumes no vacancies, which is an unlikely scenario. Therefore, actual employment generation would be somewhat lower than indicated, depending on the rate of project build-out and regional business and economic conditions. The actual employment due to purely economic conditions could be substantially less. In addition, this estimate is conservative because it assumes that none of the new employment opportunities associated with the Downtown Specific Plan would be filled by existing City residents. The estimates also assume that none of the new employees would live in the housing units proposed under the Downtown Specific Plan. Table B-6, below, shows the total projected population increases due to the Downtown Specific Plan.

Table B-6
Total City of Burlingame Population Projections
Under the Downtown Specific Plan (Without Hotel)

	2020	2030
ABAG Projected Population[a]	30,600	31,500
Downtown Specific Plan Housing Units Population (Option 2/Option 3)	1,374 / 967	2,723 / 1,934
Downtown Specific Plan Employment Population[b]	363	726
Total Downtown Specific Plan Population Increase	1,330 / 1,725	2,660 / 3,449
Total Population With Downtown Specific Plan (Option 2/Option 3)[c]	30,730 / 31,125	32,060 / 32,849
Variance between population with and without the Downtown Specific Plan[d]	+0.4% / +1.7%	+1.8% / +4.3%

Notes:

a. Source: 2007 Association of Bay Area Governments (ABAG) projections. Based on the Burlingame 'subregional study area.'

b. Assumes that 25 percent of total employees would move to the City of Burlingame and their households would consist of 2.21 persons per household.

c. 2010 population (29, 400), Downtown Specific Plan population (50 percent build out) + 2010 population, and Downtown Specific Plan (100 percent build out) + 2020 population, respectively.

d. (Projected Population with the Downtown Specific Plan – Projected Population)/(Projected Population)

Total Population Increases - Hotel Scenario (Options 1 and 4). As described in the Project Description, the Downtown Specific Plan could also include a hotel with 120 beds, which would employ approximately 108 people.[29] If 25 percent these hotel employees move to Burlingame, then the proposed project could create an additional demand of about 27 new housing units and would increase the population by 60 individuals (at the current ratio of 2.21 persons per household). Under this Hotel

[29] Based on the "Fiscal Impact of Burlingame Downtown Specific Plan," prepared by Economics Research Associates (ERA), May 26, 2009: Hotel uses require an average of 0.9 employees per room. (0.9 * 120 = 108 employees)

Scenario, only 148,702 sf of office space would be constructed, which would employ approximately 451 people.[30] Assuming that all of these office employees currently live outside of Burlingame, and 25 percent move to the City, the Downtown Specific Plan could create an additional demand of about 113 housing units in the City and could increase the population by 249 individuals. The retail component would add approximately 310 additional residents, occupying 140 dwelling units to the City. In total, the retail, office, and hotel components of the Downtown Specific Plan, Hotel Scenario, would increase Burlingame's population by approximately 619 new residents by 2030 and 280 housing units.

Including the development of the housing units and retail, office, and hotel space, the Downtown Specific Plan could increase by 2,553 individuals (Option 1) and 3,342 individuals (Option 4). In addition, the Downtown Specific Plan would require the construction of 1,155 units or 1,152 units (depending on the revised parking standards) to meet the demand of the additional residents. However, as explained above, this is considered the maximum potential that would be generated by the project at build out, and assumes: no vacancies; that none of the new employment opportunities would be filled by existing Burlingame residents; and that none of the employees would live in the new residential units proposed under the Downtown Specific Plan. Table B-7, below, shows the total projected population increases due to the Downtown Specific Plan (with the hotel).

Table B-7
Total City of Burlingame Population Projections
Under the Downtown Specific Plan (With Hotel)

	2020	2030
ABAG Projected Population[a]	30,600	31,500
Downtown Specific Plan Housing Units Population (Option 1/Option 4)	967 / 1,374	1,934 / 2,723
Downtown Specific Plan Employment Population[b]	339[c]	619
Total Downtown Specific Plan Population Increase	1,306 / 1,713	2,553 / 3,342
Total Population With Downtown Specific Plan (Option 1/Option 4)[d]	30,706 / 31,113	31,953 / 32,742
Variance between population with and without the Downtown Specific Plan[e]	+0.3% / +1.7%	+1.4% / +3.9%

Notes:

a. Source: 2007 Association of Bay Area Governments (ABAG) projections. Based on the Burlingame 'subregional study area.'

b. Assumes that 25 percent of total employees would move to the City of Burlingame and their households would consist of 2.21 persons per household.

c. Also assumes that the hotel would be at full build out in 2020 while the retail and office components would be at partial build out.

d. 2010 population (29, 400), Downtown Specific Plan population (50 percent build out) + 2010 population, and Downtown Specific Plan (100 percent build out) + 2020 population, respectively.

e. (Projected Population with the Downtown Specific Plan – Projected Population)/(Projected Population)

[30] Based on the "Fiscal Impact of Burlingame Downtown Specific Plan," prepared by Economics Research Associates (ERA), May 26, 2009: Office uses require an average of 1,000 square feet per 3.03 employees. (3.03 * 148,702 /1,000 = 450.56 = 451 employees)

Although the Downtown Specific Plan would induce population growth, the amount of growth would not be significant. According to the Housing Element, ABAG's Regional Housing Needs Allocation states that the City of Burlingame must plan to accommodate 650 housing units by 2014 in order to meet projected demand.[31] Therefore, population growth is already anticipated in the City.

The City of Burlingame 2009-2014 Housing Element action program builds on the successes of the 2002 work program in order to accomplish the City's fair share of dwelling units. The most effective programs which form the basis of the 2009-2014 work program include: legislative (zoning) incentives to build housing and affordable units; continuation of existing effective programs for housing maintenance and affordability such as second unit amnesty and design review; code enforcement; and developing successful partnerships with non-profit housing providers. Consistent with the Regional Housing Needs Allocation, the 2009-2014 Housing Element plans to accommodate 650 housing units within the City.

Although the Downtown Specific Plan could eventually result in the construction of more housing units within Burlingame than projected in the 2007 ABAG Projections, the population increase would not be considered a significant impact. As stated above, the estimated population numbers are conservative. In addition, the housing units, retail uses, office space, and hotel, as outlined in the Downtown Specific Plan, project the maximum amount feasible. Therefore, it is likely that not all of these uses would be developed. The development of the Downtown Specific Plan would also occur over an extended period of time, spreading the linear population increases over a long-term period. However, even with the maximum development potential under the Downtown Specific Plan, the variance between the ABAG projected population and the population estimated under the Downtown Specific Plan is in all cases less than five percent and would be considered incremental, as shown in the tables above. As such, the Downtown Specific Plan would not induce substantial population growth in the area.

Comment on B.2 and B.3. The proposed project could potentially result in the replacement of parking lots that do not employ people. As such, the Downtown Specific Plan would not displace any housing or people. Instead, it would encourage residential uses in the Plan Area. Thus, the Downtown Specific Plan would not result in the displacement of housing or persons, or require the replacement of housing elsewhere.

4. Conclusion

Development under the Downtown Specific Plan would create new housing and employment opportunities that could lead to population growth. However, as discussed above, the population estimates are contingent on economic conditions and assumes: no vacancies; that none of the new employment opportunities would be filled by existing Burlingame residents; and that none of the new employees would live in the new residential units proposed under the Downtown Specific Plan. In addition, the Downtown Specific Plan includes all feasible development within the Plan Area; therefore, not all of the projected uses may be constructed. However, even if all of the residential, commercial, office, and hotel uses would be constructed under the Downtown Specific Plan, the

[31] Association of Bay Area Governments, *San Francisco Bay Area Housing Needs Plan, 2007-2014*, June 2008.

population increases would be distributed over an extended period of time. In addition, the Downtown Specific Plan would not result in the displacement of housing or persons. As such, the Downtown Specific Plan would have a less-than-significant impact on population and housing within the City of Burlingame.

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C. GEOLOGY AND SOILS

1. Setting

a. Physical Setting

Faults. The Plan Area is in the Coast Ranges geomorphic province, in eastern San Mateo County, on the broad alluvial plain that is adjacent the San Francisco Bay. The region is characterized by the seismically active San Andreas Fault System. The Peninsula segment of the San Andreas fault is just outside the City's western limits, about 2.6 miles southwest of the Plan Area, as shown in Figure C-1. The Serra fault, considered potentially active by the City, runs through north Burlingame about 1.7 miles west of the Plan Area. It is considered to have common roots with the main trace of the San Andreas fault and is assumed to be potentially active, posing possible future problems of surface rupture and damage to any structure built over its trace.[32]

There are several active and potentially active fault zones within the San Andreas Fault System that could affect the Plan Area. The San Gregorio, San Andreas, Hayward, Calaveras, and Greenville fault zones are all, at least partially, historically active.[33] The Hayward fault is approximately 16 miles northeast of the City at the base of the East Bay hills. Historically, this fault has produced the most moderate-sized earthquakes in the Bay Area. Active traces of the Seal Cove segment of the San Gregorio fault are about 12 miles southwest of the Plan Area. The Calaveras fault and Greenville fault are 25 miles and 37 miles east of the Plan Area, respectively.

The Alquist Priolo Earthquake Fault Zoning Act of 1972 mandates the preparation of Earthquake Fault Zone Maps (called Special Studies Zone Maps prior to 1994) around active and potentially active faults. To reduce fault rupture risks, the Act prohibits structures for human occupancy from being built across a known active or potentially active fault and requires special seismic design considerations to be applied to development adjacent to active or potentially active faults. The only officially delineated Earthquake Fault Zone in the vicinity of the Plan Area is around the Peninsula segment of the San Andreas fault. The Plan Area is not crossed by any Alquist-Priolo Earthquake Fault Zones.[34]

Seismicity and Groundshaking. The City of Burlingame, San Mateo County, and the rest of the Bay Area are in one of the most active seismic regions in the United States. Each year, low and moderate magnitude earthquakes occurring in or near the Bay Area are felt by residents of the City. Since the

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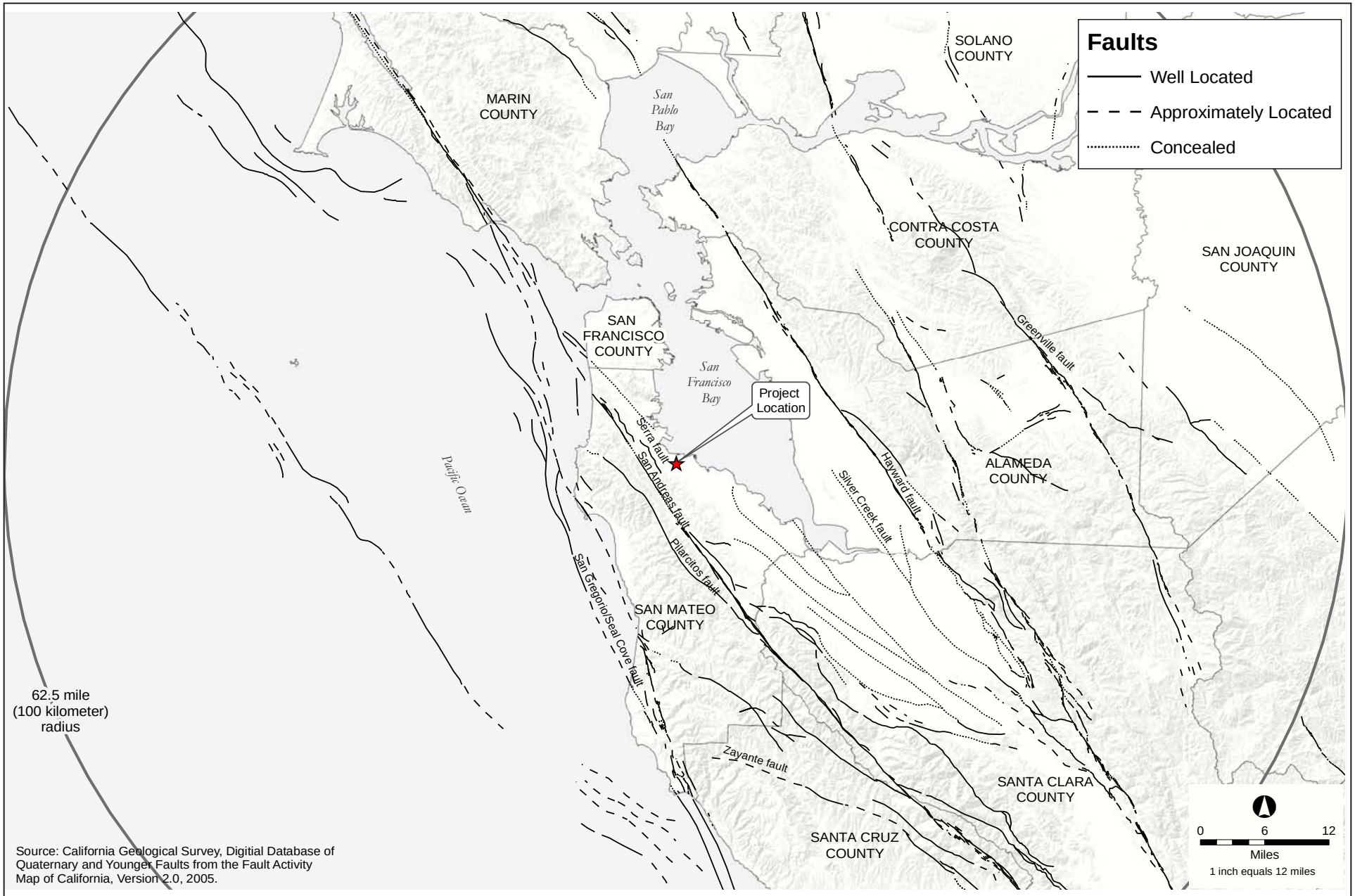
[32] City of Burlingame, *General Plan: Seismic Safety Element*, 1981. Information in the City's Seismic Safety Element is based on a County of San Mateo review of regional seismic safety hazards, a Geologic Fault Hazard Zone study in the Western Hills of the City, and soil reports from bayland properties.

[33] Bortugno, E.J., R.D. McJunkin, and D.L. Wagner, *Map Showing Recent of Faulting, San Francisco-San Jose Quadrangle*, California Geological Survey, Regional Geologic Map Series, No. 5A, 1991, sheet 5, scale 1:250,000.

[34] Hart, E.W., and Bryant, W.A., *Fault-Rupture Hazard Zones in California, Alquist-Priolo Earthquake Fault Zoning Act with index to Earthquake Fault Zones Maps*, California Geological Survey, Special Publication 42, Interim Revision 2007, Online only, latest update October, 10 2007.



Source: California Geological Survey, Digitial Database of Quaternary and Younger Faults from the Fault Activity Map of California, Version 2.0, 2005.

FIGURE C-1
Regional Faults

***Source*:** California Geological Survey, 2008

mid-nineteenth century, about 2,000 earthquakes have affected San Mateo County. The April 1906 earthquake on the San Andreas fault, estimated at about Moment Magnitude (M_w) 7.9 (M8.3 on the Richter scale), probably was the largest seismic event felt in the City. Most recently, the M_w 6.9 (M7.1) Loma Prieta earthquake of October 1989 on the Santa Cruz Mountains segment of the San Andreas fault caused severe damage throughout the Bay Area, including about $294 million of property damage in San Mateo County, but no reported deaths in the county.[35]

Recent studies by the United States Geological Survey (USGS) indicate that there is a 63 percent mean probability of a M_w 6.7 or higher earthquake occurring in the Bay Area within the next 30 years, and a 21 percent mean probability that one or more earthquakes of a M_w 6.7 or greater will occur on the San Andreas fault within the same timeframe.[36] The Plan Area could experience a range of groundshaking effects during an earthquake on a Bay Area fault, particularly the San Andreas fault. A characteristic earthquake on the San Andreas fault could result in very strong (Modified Mercalli Intensity VIII) groundshaking intensities.[37,38] Groundshaking of this intensity would result in heavily damaged or destroyed masonry, damage to foundations, and shifting of frame structures (if not bolted down) off their foundations. Under seismic conditions, most Burlingame soils are reasonably stable.[39]

Soils. The Plan Area is covered with pavement, buildings, and landscaping. It is underlain by less than 10 feet of medium- to fine-grained Holocene alluvial deposits, at least 150 feet of dense gravelly and clayey sand or clayey gravel Pleistocene alluvium, and by the Colma and Merced formations consisting mainly of inter-bedded sands, gravels, and silty and sandy clays. Both alluvial formations are water bearing. The water table is a few feet below the ground surface but fluctuates seasonally.[40] The stiff clays have low to moderate plasticity and expansion potential. The Plan Area is mapped as Urban Land (more than 85 percent covered by asphalt, concrete, buildings, and other structures) by the Natural Resources Conservation Service.[41] Because of their density, particle size mix, and nearly level ground surface, these soils do not normally erode easily, even when disturbed for foundation construction. Because they are slightly to moderately expansive they have the potential to shrink and

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35 McNutt, S.R., "Summary of Damage and Losses Caused by the Loma Prieta Earthquake," in: *The Loma Prieta (Santa Cruz Mountains), California, Earthquake of 17 October 1989*, S.R. McNutt and R.H. Sydnor, editors, California Geological Survey, Special Publication 104, 1990, pages 131 to 138.

36 2007 Working Group on California Earthquake Probabilities, The Uniform California Earthquake Rupture Forecast, Version 2 (UCERF 2), United States Geological Survey, Open File Report 2007-1437, 2008, pages 66 and 74.

37 Shaking intensity is a measure of groundshaking effects at a particular location, and can vary depending on the magnitude of the earthquake, distance to the fault, focus of earthquake energy, and type of underlying geologic material at the Plan Area. The Modified Mercalli Intensity (MMI) scale is used commonly to measure earthquake effects caused by groundshaking. The MMI values range from I (earthquake not felt) to XII (damage nearly total).

38 Association of Bay Area Governments (ABAG), Shaking Intensity Map, www.abag.ca.gov/bayarea/eqmaps/gif99/burls06m.gif, accessed August 1, 2007.

39 City of Burlingame, General Plan: Seismic Safety Element, 1981.

40 U.S. Geological Survey, *Geology of the Onshore Part of San Mateo County, California: A Digital Database*, Open File Report 98-137, 1998.

41 United States Department of Agriculture, Natural Resources Conservation Service, *Soil Survey of San Mateo County, Eastern Part, and San Francisco County, California*, 1991, page 35 and Sheet Number 5.

swell during repeated drying and wetting cycles, which has the potential to damage foundations. Their low to moderate plasticity (ability to resist deformation under pressure) and relatively shallow water table indicate a slight possibility that saturated pockets of uniformly sized, fine-grained materials could liquefy under seismic loading, thereby damaging foundations.

Liquefaction. Liquefaction in soil and sediments occurs when granular material is transformed from a solid state to a liquid state because of increases in pressure generated by a vibration. Earthquake-induced liquefaction occurs most often in low-lying areas with soils or sediments composed of unconsolidated, saturated, clay-free, uniformly sized sands and silts, but can occur in dry granular soils, or saturated soils with some clay content. The Plan Area is in the flat-lying area underlain by geologic materials consisting of stiff gravely and clayey sand, which have a low potential for liquefaction, but could contain potentially liquefiable layers of saturated fine sand at depths.

Landslides. The Plan Area slopes gently to the northeast toward San Francisco Bay with a grade change across the site of about 15 feet (less than 1 percent slope). Consequently, landslides are not considered a hazard. Slope stability issues related to excavations are regulated by Chapter 33 of the 2007 California Building Code as adopted by the City of Burlingame.

b. Regulatory Setting

Regulations and standards related to geology, soils and seismicity in the City of Burlingame are included in state regulations, City ordinances, and plans adopted to protect public health and safety. The regulatory context under which geology, soils and seismic hazards are managed is summarized briefly in this section of the Initial Study. Agencies with responsibility for protecting people and property within the Plan Area from damage associated with soil conditions and geologic hazards are indicated below.

State Regulations. The State of California provides minimum standards for structural design and site development through the California Building Code (CBC – California Code of Regulations (CCR), Title 24, Part 2). Until January 1, 2008, the CBC was based on the then current Uniform Building Code, and contained Additions, Amendments and Repeals specific to building conditions and structural requirements in the State of California. The 2007 CBC, effective January 1, 2008, is based on the current (2006) International Building Code. The more precise requirements for fire safety, equal access for disabled persons, and environmentally friendly construction are among the most obvious differences. [42] Each jurisdiction in the state may adopt its own building code based on the 2007 CBC. Local codes are permitted to be more stringent than Title 24, but, at a minimum, are required to meet all state standards and to enforce the regulations of the 2007 CBC beginning January 1, 2008. The City of Burlingame has adopted the 2007 CBC as the basis for the City Building Code (Ordinance No. 1813, adopted November 5, 2007). The City's enforcement of its Building Code ensures the project would be consistent with the CBC.

[42] California Building Standards Commission, *2007 California Building Code*, California Code of Regulations, Title 24, Part 2, Volumes 1 and 2, effective January 1, 2008.

Chapters 16 and 16A of the 2007 CBC deal with Structural Design requirements governing seismically resistant construction, including (but not limited to) factors and coefficients used to establish seismic site class and seismic occupancy category for the soil/rock at the building location and the proposed building design. Chapters 18 and 18A of the 2007 CBC include (but are not limited to) the requirements for foundation and soil investigations (Sections 1802 & 1802A); excavation, grading, and fill (Sections 1803 & 1803A); allowable load-bearing values of soils (Sections 1804 & 1804A); and the design of footings, foundations, and slope clearances (Sections 1805 & 1805A), retaining walls (Sections 1806 & 1806A), and pier, pile, driven, and cast-in-place foundation support systems (Sections 1808, 1808A, 1809, 1809A, 1810 & 1810A). Chapter 33 of the 2007 CBC includes (but is not limited to) requirements for safeguards at work sites to ensure stable excavations and cut or fill slopes (Section 3304) and the protection of pedestrians (Section 3306) and adjacent properties (Section 3307) from damage caused by such work. Appendix J of the 2007 CBC includes (but is not limited to) grading requirements for permits, inspections, the design of excavations and fills (Sections J106 & J107), setbacks, drainage and terracing, and erosion control (Section J110).

Local Regulations. The Burlingame General Plan addresses seismic and geological issues as they relate to public health and safety and natural resources. The City's Department of Public Works regulates construction at the local level based on enforcement of the CBC as adopted by the City.

State and local regulations require a design-level geotechnical investigation for the foundations of each structure for human occupancy proposed in the Plan Area, including specific recommendations to reduce or eliminate post-construction settlement. The design-level geotechnical investigation would be reviewed by the City Department of Public Works for compliance with existing building codes and ordinances. Implementation of the recommended site preparation activities would be inspected by the City.

2. Environmental Checklist

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
1) Expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving:				
a) Rupture of a known earthquake fault, as described on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault? (Refer to California Geological Survey Special Publication 42.)	❑	❑	❑	■
b) Strong seismic groundshaking?	❑	❑	■	❑
c) Seismic-related ground failure, including liquefaction?	❑	❑	■	❑
d) Landslides?	❑	❑	❑	■
2) Result in substantial soil erosion or the loss of topsoil?	❑	❑	■	❑

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
3) Be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction or collapse?	❑	❑	■	❑
4) Be located on expansive soil, as defined in Section 1802.3.2 of the California Building Code (2007), creating substantial risks to life or property?	❑	❑	■	❑
5) Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater?	❑	❑	❑	■

3. Discussion

Comment on C.1(a). The Plan Area is not in a designated Alquist-Priolo Earthquake Fault Zone. Thus, the proposed project is not expected to expose people to potential substantial adverse effects caused by the rupture of a known fault. Therefore, no impact would occur.

Comment on C.1(b). The City and the larger San Francisco Bay Area are in a seismically active region. Recent studies by the USGS indicate that there is a 63 percent mean probability of a M_W 6.7 or higher earthquake occurring in the Bay Area within the next 30 years, and a 21 percent mean probability that one or more earthquakes of M_W 6.7 or greater will occur on the San Andreas fault within the same timeframe. The California Geological Survey (CGS) Probabilistic Seismic Hazards Assessment Program estimates peak ground accelerations for the alluvium in the Plan Area would be 0.667g. The 2007 CBC incorporates attenuation relationships developed by the CGS's Program and considers vibration contributions from multiple seismic sources, including those generated by the nearby San Andreas fault and those of other more distant, but still potentially damaging, faults in the South and East Bay. The resultant map (Figure 1613.5(3) of the 2007 CBC) of short term (0.2 second) ground response indicates the Plan Area would be subjected to average peak ground accelerations as high as 1.96g for the largest earthquakes in the San Francisco Bay area. The 2007 CBC requires the design earthquake (i.e., the maximum considered earthquake acceleration response for a given site) to be calculated using 2/3 of the mapped acceleration value – in this case, 1.31g, which accords reasonably well with the CGS calculated probabilistic short term ground response of 1.47g for alluvium in the plan area. The Plan Area could experience a range of groundshaking effects during an earthquake on a Bay Area fault, particularly the San Andreas fault. A characteristic earthquake on the San Andreas fault could result in very strong (Modified Mercalli Intensity VIII) groundshaking

intensities.[43, 44] Groundshaking of this intensity would result in heavily damaged or destroyed masonry, damage to foundations, and shifting of frame structures (if not bolted down) off their foundations. Development in the Plan Area would be required to comply with construction standards and seismic design criteria contained in the CBC as adopted by the City.

Although the potential for seismic groundshaking to occur in the Plan Area is unavoidable, the risk of excessive, permanent damage to buildings is anticipated to be relatively minor because the structural design would be required to adhere to Building Code standards. Therefore, groundshaking hazards are considered less than significant.

Comment on C.1(c). Because the Plan Area is in a seismically active region, some potential for seismic-related ground failure exists. The Plan Area is flat-lying and is underlain by geologic materials consisting mostly of dense Pleistocene epoch (1.6 million to 10,000 years ago) alluvial fan and fluvial gravely and clayey sand or clayey gravel that fines upward to stiff sandy clay. Near the northwest corner and along the southwest boundary of the Plan Area the geologic materials are younger: medium dense to dense Holocene epoch (less than 10,000 years ago) alluvial fan and fluvial gravely sand or sandy gravel grading upward to sandy or silty clay.[45] The texture and density of alluvial and fluvial deposits can vary widely across relatively short distances. These same types of deposits were encountered during a recent geotechnical investigation near the middle of the southwest boundary of the Plan Area and were found to contain deeply buried layers of fine sand that have a moderately high potential for liquefaction.[46]

Before construction of any new buildings in the Plan Area, the City's Building Code requires a site-specific soils report that identifies any potentially unsuitable soil conditions (such as expansive, liquefiable, or compressive soils) and contains appropriate recommendations for foundation type and design criteria, including provisions to reduce the effects of these soils. The recommendations made in the soils report for ground preparation and earthwork are required to be incorporated in the construction design. The soils evaluations must be conducted by registered soil professionals, and the measures to eliminate inappropriate soil conditions must be applied. The design for soil support of foundations must conform to the analysis and implementation criteria described in the City's Building Code. As required by the Building Code, foundation design and implementation would be reviewed and verified, or amended as necessary, prior to the building permits being issued. Compliance with the City's Building Code would reduce liquefaction hazard in the Plan Area to less than significant.

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[43] Shaking intensity is a measure of groundshaking effects at a particular location, and can vary depending on the magnitude of the earthquake, distance to the fault, focus of earthquake energy, and type of underlying geologic material in the Plan Area. The Modified Mercalli Intensity (MMI) scale is used commonly to measure earthquake effects caused by groundshaking. The MMI values range from I (earthquake not felt) to XII (damage nearly total).

[44] ABAG, Shaking Intensity Map, www.abag.ca.gov/bayarea/eqmaps/gif99/burls06m.gif, accessed May 22, 2008.

[45] U.S. Geological Survey, *Geology of the Onshore Part of San Mateo County, California: A Digital Database*, Open File Report 98-137, 1998.

[46] TRC Solutions, *Geotechnical Investigation, 260 El Camino Real, Burlingame, California*, Report No. 872-22 prepared for W.L. Butler, Inc., Redwood City, California, October 9, 2007, pages 2 and 3.

Comment on C.1(d). Construction in the Plan Area could involve remove existing paving and underlying fill or native materials prior to site grading for the construction of foundations and pavements. Because the Plan Area is not a steep or unstable slope and does not have an irregular surface, natural slope instability is not an concern. Excavation wall stability would be regulated by Chapter 33 of the CBC. Therefore, because the ground surface in the Plan Area is flat with no steep or unstable adjacent slopes, and because of the required code compliance of the grading activities, there would be no impact from landslide hazard.

Comment on C.2. Development under the Downtown Specific Plan is not expected to create substantial erosion or loss of topsoil because most of the Plan Area is paved or landscaped and would be paved or landscaped at the completion of construction. Construction activities would be required to comply with Appendix J of the CBC, which regulates drainage and erosion control activities for excavations. Soil erosion after construction would be controlled by implementation of approved landscape and irrigation plans, as needed. Conformance with City grading standards and the County's Stormwater Management Plan (described under Checklist Item D, Hydrology and Water Quality) would ensure that substantial erosion would not occur as a result of construction associated with implementation of the Burlingame Downtown Specific Plan. Consequently, this potential impact would be less than significant.

Comment on C.3 and C.4. Development under the Downtown Specific Plan would conform to the City's Building Code requirement that site-specific soils reports identify any potentially unsuitable soil conditions (such as subsidence, liquefaction, expansion, or collapse) at each building site and incorporate design recommendations accordingly, as described previously in Section C.1 of this chapter of this Initial Study. Because of the shallow groundwater conditions encountered during the previously mentioned geotechnical investigation in the Plan Area, the geotechnical consultant recommended excavation for the removal of existing fill and/or native soils unacceptable for foundation support be undertaken during the dry season to reduce the amount of groundwater withdrawal necessary to maintain safe, dry working conditions. Similar recommendations may be expected for other sites within the Plan Area, although each proposed construction project would be required to be investigated on a site-specific basis. Excavation would be required to comply with Chapter 33 of the CBC, which specifies the safety requirements to be fulfilled for site work, including the protection of adjacent properties from damage during excavation. This would include the prevention of subsidence of pavement or foundations caused by dewatering. Consequently, the proposed project would have a less-than-significant impact associated with soil instability related to subsidence or expansive, liquefiable, or collapsible soils.

Because the Plan Area is characterized and surrounded by flat topography, lateral spreading of soils away from the Plan Area would not be a concern. The surrounding soil and geological materials form a buttress that would prevent the lateral movement of soil during liquefaction or lurching caused by an earthquake. The soils and/or geologic materials supporting the building foundations in the Plan Area would be required by the City's Building Code to be engineered to prevent liquefaction and to resist the lateral forces imposed by earthquakes. Adherence to the requirements of the CBC would ensure the

maximum practicable stability of buildings in the Plan Area and would reduce the potential for lateral spreading and liquefaction to a less-than-significant level.

Comment on C.5. Sewer mains are available to the Plan Area and would be used for wastewater disposal. Consequently, there would be no impact related to the capability of the soil to support septic tanks or alternative disposal systems.

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D. HYDROLOGY AND WATER QUALITY

1. Setting

a. Physical Setting

The Plan Area is located in a developed area that is primarily residential, commercial, and retail land uses. The Plan Area slopes gently to the northeast toward San Francisco Bay with a grade change across the area of about 15 feet, from about 40 feet above mean sea level (msl) to 25 feet above msl.[47] The Plan Area receives an average rainfall of about 24.5 inches per year,[48] with almost 80 percent occurring between the months of December and March.[49] Soils underlying the Plan Area are primarily urban lands with high runoff potential (Hydrologic Group D).[50]

According to the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map[51], most of the City of Burlingame, including the entire Plan Area, is located within the Zone B 500-year floodplain, the area that has a 0.2 percent chance of flooding in any given year, as shown in Figure D-1. The flooding within that occurs within the area is primarily a result of inadequacy of the existing storm drain system, as opposed to tidal flooding. A portion of the Plan Area, along the railroad alignment, is located in a FEMA Zone A 100-year floodplain (1 percent change of flooding in any given year). This area is entirely contained in the storm drain channel. Tidal flooding would likely occur on the near shore area on the north and east sides of Highway 101 these areas are within the 500-year flood zone, with a 0.2 percent chance of flooding each year.

The Plan Area does not contain any natural surface drainages; it is located in the Burlingame/Ralston watershed and stormwater runoff in this watershed is entirely contained within a storm drain system.[52] Burlingame Creek, Ralston Creek, and Terrace Creek, located within the northwestern portion of the Plan Area, have been channelized and/or placed underground in storm drains and are part of the area storm drainage system. Natural streams closest to the Plan Area are Sanchez Creek, located approximately 3,700 feet north and west of the Plan Area, and San Mateo Creek located approximately 5,000 feet east-southeast of the Plan Area.

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47 U.S. Geological Survey. San Mateo, California, United States Topomap. Revised 7/1/1998.

48 Wilsey & Ham, *City of Burlingame Storm Drainage Study*, "Mean Annual Rainfall," Plate 1, W&H Project No 140-1801, July 1992.

49 Department of Water Resources, Division of Planning and Local Assistance, *California's Groundwater, Update 2003*, Bulletin 118, Draft, March 2003.

50 Soil Survey Staff, Natural Resources Conservation Service, United States Department of Agriculture. Web Soil Survey. Available online at http://websoilsurvey.nrcs.usda.gov/ accessed August 1, 2007.

51 Federal Emergency Management Agency (FEMA), Q3 Flood Data, May 1996.

52 City of Burlingame. Citywide Facilities Improvements Storm Drain Improvements Report, 2004. www.burlingame.org/Modules/ShowDocument.aspx?documentid=914 Accessed August 1, 2007.

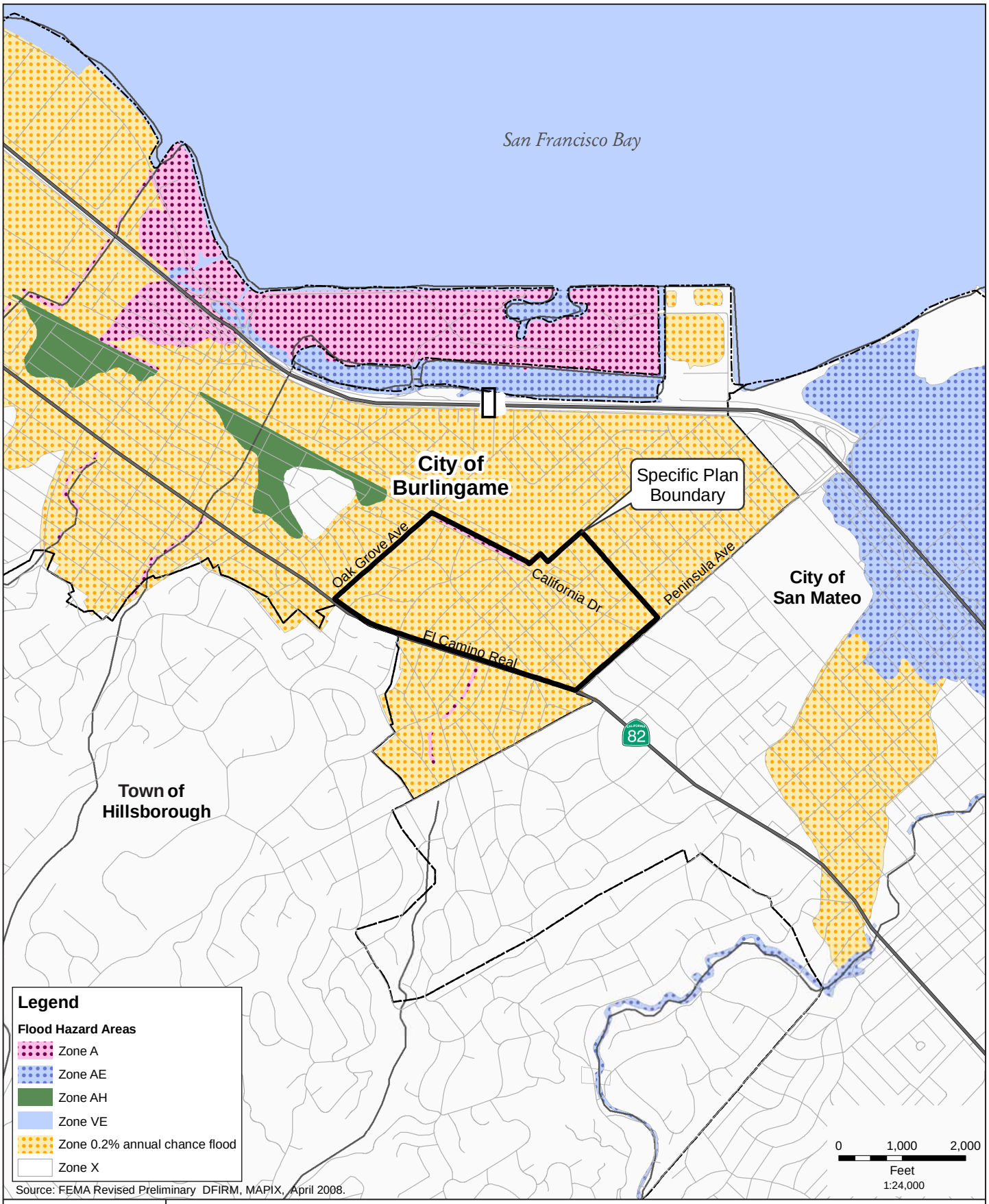

FIGURE D-1
Flood Plains Map

***Source*:** FEMA, 1996.

Stormwater from the Burlingame/Ralston watershed passes under El Camino Real and enters a box culvert system which carries the stormwater through the Downtown Area under Burlingame Avenue to an open channel parallel to the Caltrain ROW. Local stormwater from the Downtown Area is collected and deposited into the box culvert system. The stormwater drains by gravity through two parallel 90-inch pipelines within Oak Grove Avenue to San Francisco Bay. Stormwater from the residential area bounded by Peninsula Avenue, Oak Grove Avenue, California Drive and Rollins Road also drains into the system.

The Burlingame/Ralston watershed experiences flooding in the following areas: areas upstream from El Camino Real at Heritage Park and Crescent Avenue, the Burlingame Avenue Downtown business area, the Ralston Creek area, and the residential area bounded by California Drive and Rollins Road. In addition to flooding, other issues in this watershed include debris and sediment in the channel adjacent to the Caltrain ROW, sewer overflows, and curb and gutter ponding.

Flooding within the Burlingame/Ralston watershed is a result of undersized drainage facilities. The combined Burlingame Creek and Ralston Creek storm drain system has a capacity of a 10-year storm event as opposed to the City's 30-year storm capacity standard. There are two undersized box culverts beneath Burlingame Avenue in the Plan Area; and there are two undersized pipelines along Oak Grove Avenue to San Francisco Bay. The City has proposed the following improvements to remedy these drainage issues[53]:

- Install a 60-inch pipeline bypass from Burlingame Creek at El Camino Real along Howard Avenue to San Francisco Bay with floodgates.
- Install a 60-inch bypass pipeline from Ralston Creek to the channel along the Caltrain ROW.

The Plan Area is located underlain by the Santa Clara Valley Groundwater Basin, San Mateo Subbasin (No. 2-9.03).[54] Natural recharge occurs by infiltration of water from streams that enter the valley from the upland areas within the drainage basin and by percolation of precipitation that falls directly on the valley floor. Imported surface water currently meets approximately 90 percent of the demand in San Mateo County. Designated beneficial uses for this groundwater basin include: municipal supply, industrial process supply, industrial service supply, and agriculture.[55]

The Plan Area drains directly to the San Francisco Bay (San Francisco Bay Lower) through the existing storm drain system. The designated beneficial uses for the San Francisco Bay Lower include: industrial service supply; ocean, commercial, and sport fishing; shellfish harvesting; estuarine habitat; fish migration; preservation of rare and endangered species; wildlife habitat; water contact and non-

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53 City of Burlingame, "Citywide Facilities Improvements, Storm Drain Improvements Report," 2004.

54 California Department of Water Resources. Santa Clara Valley Groundwater Basin, San Mateo Subbasin San Francisco Bay Hydrologic Region Santa Clara Valley Groundwater Basin Groundwater Basin. California's Groundwater Bulletin 118 February 7, 2004.

55 San Francisco Bay Regional Water Quality Control Board. Water Quality Control Plan for the San Francisco Bay Basin. December 22, 2006. http://www.waterboards.ca.gov/sanfranciscobay/basinplan.htm

contact recreation; and, navigation.[56] Potential beneficial uses include fish spawning; and, warm freshwater habitat.[57] The San Francisco Bay Lower is listed as water quality impaired by: chlordane, DDT, dieldin and mercury from nonpoint sources; dioxin compounds and furan compounds from atmospheric deposition; PCBs, and dioxin-like PCBs from unknown nonpoint sources; exotic species from ballast water; and mercury from a variety of point and nonpoint sources.[58]

b. Regulatory Setting

Clean Water Act and Porter-Cologne Water Quality Control Act. The Federal Clean Water Act and the California Porter-Cologne Water Quality Control Act require that large urban areas discharging stormwater into the San Francisco Bay or the Pacific Ocean have an NPDES stormwater discharge permit. In California, the responsibility for implementing the NPDES permit program has been delegated to the State Water Resources Control Board (SWRCB) and its Regional Water Quality Control Boards (RWQCB). Certain types of businesses or municipal entities, for example wastewater treatment plants, must apply for individual coverage with the State Water Resources Control Board for disposal of non-stormwater discharges. Permits can be issued by the SWRCB or RWQCBs as individual Waste Discharge Requirements (WDRs) or NPDES Permits, or as general permits for certain types of discharges.

Construction General NPDES Permit. The SWRCB permits all regulated construction activities under NPDES General Permit for Storm Water Discharges Associated with Construction Activity (Order No. 2009-0009-DWQ, NPDES No. CAR000002), adopted September 2, 2009. Every construction project that disturbs one or more acres of land surface or that are part of a common plan of development or sale that disturbs more than one acre of land surface would require coverage under this Construction General Permit. To obtain coverage under this Construction General Permit, the landowner or other applicable entity must file Permit Registration Documents prior to the commencement of construction activity, which include a Notice of Intent, construction SWPPP, and other documents required by the Construction General Permit, and mail the appropriate permit fee to the State Water Board. The SWPPP must include specific minimum best management practices (BMPs) for stormwater quality depending upon the project's sediment risk to receiving waters.

TMDLs. The CWA Section 303(d) also established the Total Maximum Daily Load (TMDL) Program. The purpose of the TMDL program is for states to identify streams, lakes, and coastal waters that do not meet certain water quality standards and are not expected to meet standards solely through technology-based controls of point source discharges. For such watersheds, a TMDL for the constituent(s) for which the water body is impaired must be determined. The TMDL is a calculation of

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[56] California Water Quality Control Board San Francisco Bay Region (SFRWQCB). 2007. San Francisco Bay Region (Region 2) Water Quality Control Plan (Basin Plan). Incorporating all amendments approved by the Office of Administrative Law as of January 18, 2007.

[57] California Water Quality Control Board San Francisco Bay Region (SFRWQCB). 2007. San Francisco Bay Region (Region 2) Water Quality Control Plan (Basin Plan). Incorporating all amendments approved by the Office of Administrative Law as of January 18, 2007.

[58] San Francisco Bay Regional Water Quality Control Board. 2006 CWA Section 303(d) List of Water Quality Limited Segments. USEPA approved June 28, 2007 http://www.swrcb.ca.gov/tmdl/docs/303dlists 2006/approved/r2_06_303dlist.pdf

the maximum amount of a pollutant that a waterbody can receive and still achieve the target water quality objective. All sources of the constituent(s) must be identified and loads quantified. Load reductions are determined and then allocated among the sources. Finally, an implementation plan is prepared to achieve the load reductions.

TMDLs have been developed for mercury and a PCB TMDL is currently being developed for the Lower San Francisco Bay. TMDLs for other constituents listed as causing or contributing to impairment of the Lower San Francisco Bay are scheduled for completion between 2008 to 2019.

Water Quality Standards. The City of Burlingame falls under the jurisdiction of the Regional Water Quality Control Board (RWQCB), Region 2, San Francisco Bay Region and its associated Water Quality Control Plan for the San Francisco Bay Basin (Basin Plan).[59] Designated beneficial uses and water quality objectives, as outlined in the Basin Plan, comprise the relevant water quality standards.

National Flood Insurance Program (NFIP). Federal Emergency Management Agency (FEMA is responsible for determining flood elevations and floodplain boundaries based on U.S. Army Corps of Engineers studies. Under the NFIP, FEMA allows non-residential development in the floodplain; however, construction activities are restricted within the flood hazard areas depending upon the potential for flooding within each area. Federal regulations governing development in a floodplain are set forth in Title 44, Part 60 of the Code of Federal Regulations (CFR).

California Regional Water Quality Control Board San Francisco Bay Region Municipal Regional Stormwater NPDES Permit (MRP). Municipal stormwater and urban runoff discharges from development in the Alameda, Contra Costa, San Mateo, and Santa Clara Counties, and Fairfield-Suisun, and Vallejo areas are subject to the NPDES municipal stormwater program (NPDES Permit No. CAS612008, Order No. Order R2-2009-0074). One of the primary objectives of the regulations for pollutant dischargers is the reduction of pollutants in urban stormwater through the use of best management practices (BMPs). The City of Burlingame participates in the San Mateo Countywide Pollution Prevention Program (STOPPP), which is a co-permittee under the MRP.

Regulated Projects, as defined in the MRP (Provision C.3.b.), are required to implement Low Impact Development (LID) source control BMPs, site design BMPs, and stormwater treatment BMPs onsite or at a joint stormwater treatment facility, unless the Provision C.3.e alternate compliance applies. Regulated Projects include public and private projects that create or replace 10,000 square feet or more of impervious surfaces. The full implementation date for LID requirements is December 1, 2011. Until full implementation, projects with full discretionary approval would be required to comply with the previous term stormwater NPDES permit conditions for BMP implementation (Order No. R2-2003-0023 Amending Order No. 99-059, NPDES Permit No. CAS0029921 and Order No. R2-2007-0027, NPDES Permit No. CAS002992 Amendment revising Order No. 99-059).

[59] San Francisco Bay Regional Water Quality Control Board. Water Quality Control Plan for the San Francisco Bay Basin. December 22, 2006. http://www.waterboards.ca.gov/sanfranciscobay/basinplan.htm

Effective immediately, Regulated Projects must provide permanent/post-construction treatment controls for stormwater according to specific numeric sizing criteria (Provision C.3.d). For projects where increased flow and/or volume is likely to cause increased erosion of creek beds and banks, silt pollutant generation, or other impacts to beneficial uses, NPDES permit Provision C.3.g requires additional management controls.

A Hydromodification Management (HM) Project is a Regulated Project that creates and/or replaces one acre or more of impervious surface and is not specifically excluded in the MRP because it would not increase the amount of directly-connected impervious area or is in an area exempt from HM controls (see Attachment E of the MRP for areas exempt from HM controls).

Additionally, this MRP incorporates requirements for TMDLs and other pollutant source load reductions within the San Francisco Bay Region including Pesticides Toxicity Control (Provision C.9.), Trash Load Reduction (Provision C.10.), Mercury Controls (Provision C.11.), Polychlorinated Biphenyls (PCBs) Controls (Provision C.12.), Copper Controls (Provision C.13.), Polybrominated Diphenyl Ethers (PBDE), Legacy Pesticides and Selenium (Provision C.14.).

City of Burlingame General Plan. Implementing objectives of the City of Burlingame General Plan Conservation Element include maintenance and improvement the quality of water in San Francisco Bay and in the streams flowing through the City (Goal IV b). Other objectives and actions are identified for conservation of City resources.

City of Burlingame Municipal Code. The City of Burlingame has incorporated measures to prevent stormwater pollution in Chapter 15.14 Storm Water Management and Discharge Control.[60] Regulations and requirements, including design standards, for development and building within a flood hazard area are included Chapter 18.22 Flood Damage Prevention of the City Municipal Code.[61]

Burlingame Downtown Specific Plan. The following goals of the Burlingame Downtown Specific Plan would pertain to/create hydrologic effects.

Open Space

Goal OS-1: Create a "signature" downtown open space. The applicable policies under Goal OS-1 would designate Parking Lot E as the preferred location for a downtown open space and provide a water feature in the Signature Open Space.

Goal OS-2: Create small areas of relief, such as pocket parks. The applicable policy under Goal OS-2 would provide additional green open space in Downtown, including walkways and seating areas.

[60] City of Burlingame. City of Burlingame Municipal Code Current through Ordinance 1803 and the June 2007 code supplement. Quality Code Publishing. http://qcode.us/codes/burlingame/ Accessed August 1, 2007

[61] City of Burlingame. City of Burlingame Municipal Code Current through Ordinance 1803 and the June 2007 code supplement. Quality Code Publishing. http://qcode.us/codes/burlingame/ Accessed August 1, 2007

Infrastructure

Goal I-1: Ensure infrastructure is sufficient to provide for current and future land uses.

Goal I-2: Explore holistic approaches to utilities. The applicable policies under Goal I-2 would include the installation of solar (photovoltaic) panels and/or small wind turbines on top of parking lots/structures and encourage re-use of stormwater for irrigation purposes.

2. Environmental Checklist and Discussion

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
1) Violate any water quality standards or waste discharge requirements?	❑	❑	■	❑
2) Substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level which would not support existing land uses or planned uses for which permits have been granted)?	❑	■	❑	❑
3) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner which would result in substantial erosion or siltation on-or off-site?	❑	❑	■	❑
4) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner which would result in flooding on-or off-site?	❑	❑	■	❑
5) Create or contribute runoff water which would exceed the capacity of existing or planned storm water drainage systems or provide substantial additional sources of polluted runoff?	❑	❑	■	❑
6) Otherwise substantially degrade water quality?	❑	■	❑	❑
7) Place housing within a 100-year flood hazard area as mapped on a Federal Flood Hazard Boundary or Flood Insurance Rate Map or other flood hazard delineation map?	❑	❑	❑	■
8) Place within a 100-year flood hazard area structures which would impede or redirect flood flows?	❑	❑	❑	■
9) Expose people or structures to a significant risk of loss, injury, or death involving flooding, including flooding as a result of the failure of a levee or dam?	❑	❑	❑	■
10) Be subject to inundation by seiche, tsunami, or mudflow?	❑	❑	❑	■

3. Discussion

Comments on D.1. The currently applicable waste discharge requirements (WDRs) for development under the Downtown Specific Plan include the MRP (NPDES Permit No. CAS612008, Order No. Order R2-2009-0074), Statewide Construction General NPDES Permit (Order No. 98-08-DWQ and NPDES No. CAS000002), Burlingame Wastewater Treatment Plant (WWTP) individual NPDES Permit (No. CA00037788), and an individual WDR or NPDES permit, if substantial groundwater dewatering is required. The relevant water quality standards for the San Francisco Bay Lower and San Mateo Subbasin are listed in the Basin Plan.

The Regional Water Quality Control Board (RWQCB) has prepared the applicable NPDES permits and WDRs to be protective of water quality. If an individual WDR or NPDES permit is required for construction dewatering, it would include discharge limitations and monitoring requirements to be protective of water quality based on the discharge characteristics; minor amounts of construction dewatering are covered under the Construction General NPDES Permit. Therefore, compliance with the existing WDRs, Municipal Code, and CBC would ensure that water quality standards are not violated.

The discharge of non-storm water discharges to the city storm sewer system is prohibited. All discharges of material other than storm water must be in compliance with an individual NPDES Permit issued for the discharge (Municipal Code Section 15.14.110). Additionally, discharge into the sanitary sewer system is prohibited without first obtaining a permit from the city to do so. As noted in Section L, Utilities, the Burlingame WWTP has sufficient capacity to treat wastewater from the developed Plan Area and discharge of wastewater from the Plan Area would not result in violation of this WDR (NPDES No. CA00037788).

Development under the Downtown Specific Plan would have to comply with the 2007 California Building Code (CBC) and Municipal Code Section 18.20.060 regarding excavations and erosion and sediment transport protection during construction activities and grading permit requirements. City Engineering or Building Division staff would inspect the project site after rough grading and after work is complete to ensure compliance with the grading permit (Municipal Code Section 18.20.080). The City stormwater coordinator monitors and inspects active construction sites in the City to ensure that erosion and sediment control measures are in place. Building inspectors note if these measures are in place during their routine inspections. If the site does not have erosion and sediment control measures in place the building inspector will report this to the stormwater coordinator and will refer the owner and/or contractor to work with the stormwater coordinator. Municipal Code (Section 15.14.120) expressly prohibits any discharge that would result in or contribute to a violation of NPDES Permit No. CAS0029921, liability for any such discharge shall be the responsibility of the person(s) causing or responsible for the discharge. Furthermore, in accordance with CAS0029921and the MRP, projects are reviewed for compliance with permit requirements during the planning application and design review process.

Given existing regulatory requirements (Grading Permit review and grading inspection, 2007 CBC, Municipal Code, STOPPP Stormwater NPDES Permit compliance reporting), it is unlikely that development under the Downtown Specific Plan would violate WDRs. Construction of all projects in the Plan Area, existing construction and new construction, would be required to comply with the Construction General Permit, including implementation of specific minimum BMPs in the SWPPP, by July 1, 2010.

The new MRP replaces the existing stormwater NPDES permit (CAS0029921) and would require substantial changes to post-construction stormwater quality design, treatment, and management for projects that have not yet received the final, major, staff-level discretionary review and approval (e.g., development permit or grading permit) by December 1, 2011. Given the two-year implementation schedule, it is expected that sufficient time is provided for development projects to comply with the MRP. Therefore, potential violation of WDRs would not be substantial and impacts associated with violation of WDRs and water quality standards would be less than significant.

Comments on D.2. The San Francisco Public Utilities Commission (SFPUC) supplies all of the City of Burlingame potable water. These water supplies are from surface water resources: 91 percent from the Hetch-Hetchy system, and 9 percent from watersheds in Alameda and San Mateo Counties.[62] No groundwater wells would be required as part of the Downtown Specific Plan.

The Plan Area is composed of urban land soils with high runoff properties (Hydrologic Group D) and large amount of impervious surfaces. Development in accordance with the Downtown Specific Plan would not be expected to substantially alter site infiltration (groundwater recharge) characteristics. In fact, elements of Chapter 5, Design and Character, of the Downtown Specific Plan include maximizing on-site stormwater management through landscaping and pervious pavement. Chapter 3, Land Use sets forth development standards (Table 3-2 Development Standards) for the Plan Area. In accordance with the Downtown Specific Plan, over half the Plan Area would have a maximum lot coverage of 75 percent or less and about half the area would have a maximum lot coverage of 50 percent. Over half the Plan Area would also have minimum landscape area requirements. Additionally, a Signature Open Space element is proposed for an existing impervious parking lot area. These features would ensure that overall development under the Downtown Specific Plan would not substantially increase the amount of impervious surfaces or otherwise impede stormwater infiltration and groundwater recharge.

The depth to groundwater in some locations may be less than 8 feet below ground surface (bgs). Groundwater dewatering may be required during construction if excavations extend to below the local groundwater table. Any groundwater dewatering required during construction would be temporary and would not substantially affect groundwater levels. The Downtown Specific Plan Design and Character chapter encourages the use of underground parking or semi-depressed parking. In areas where parking structures would intersect the seasonal high groundwater table, flood-proofing or permanent groundwater dewatering may be required. The local, shallow groundwater is not used as a local water supply; water supply in the City of Burlingame is from surface water resources. Potential impacts of

[62] City of Burlingame. Burlingame 2005 Water Quality Report. http://www2.burlingame.org/pdf/engineering/2005_Water_Quality_Report.pdf. Accessed August 1, 2007.

depleting groundwater supplies or reducing groundwater recharge would be less than significant. However, lowering the local shallow groundwater table could contribute to land subsidence and reduce the aquifer volume. Therefore, impacts of development under the Downtown Specific Plan on groundwater would be potentially significant.

MITIGATION MEASURE. Compliance with the following Mitigation Measure would ensure no permanent groundwater dewatering and would reduce potential impacts on the local groundwater table and aquifer volume to less-than-significant levels.

D-1. Prohibit Permanent Groundwater Dewatering. For development under the Downtown Specific Plan, if subgrade structures are proposed, the project sponsor shall prepare a Geotechnical Study identifying the depth to the seasonal high water table at the project site. No permanent groundwater dewatering would be allowed. Instead, all residential uses must be elevated to above the seasonal high water table and all areas for non-residential uses shall be flood-proofed and anchored, in accordance with floodplain development requirements, to the design depth as recommended by geotechnical engineer. Final design shall be prepared by a qualified professional engineer and approved by the Burlingame Department of Public Works prior to receiving a building permit.

Comments on D.3. There are no natural drainage features in the Plan Area; no natural drainage features would be altered. During construction activities, development under the Downtown Specific Plan would expose surface soils to erosion and sediment transport. In accordance with existing regulations, stormwater quality BMPs, including erosion and sediment controls, would be required and would minimize the potential for erosion, sediment transport, and siltation (2007 CBC, Municipal Code Section 18.20.060, and Construction General NPDES Permit and associated SWPPP).

The potential for off-site erosion depends upon the amount and rate of stormwater runoff and the nature of the area receiving stormwater runoff. The Plan Area is primarily built out and impervious areas have high runoff potential. It is unlikely that development under the Downtown Specific Plan would substantially alter overall impervious surface area or drainage patterns such that runoff peak rate and duration is substantially affected. Furthermore, the Plan Area does not drain to a drainage feature subject to hydromodification effects and therefore, there are no limitations on peak runoff rates and duration of flow. The Plan Area drains to a storm drain system composed of lined channels, culverts, and underground pipes that ultimately discharge to the San Francisco Bay. The City Engineering or Building Division staff would inspect the project site after rough grading to ensure compliance with the grading permit (Municipal Code Section 18.20.080). Therefore, alterations in Plan Area drainage could affect runoff peak rate or duration, but impacts on off-site erosion would be less than significant.

Existing regulations for storm drainage and grading would ensure that otherwise on-site flooding impacts associated with development under the Downtown Specific Plan would be less than significant. The City of Burlingame Municipal Code requires that all storm drain systems be designed to remove stormwater from the area at a maximum rainfall intensity of 1 inch per hour and that lots are graded to provide stormwater removal at this rainfall rate (Municipal Code Section 26.16.090).

The Plan Area is primarily built out and impervious areas have high runoff potential. It is unlikely that development in accordance with the Downtown Specific Plan would substantially alter overall impervious surface area or drainage patterns such that runoff is substantially increased. As noted above, Chapter 3, Land Use, and Chapter 5, Design and Character, of the Downtown Specific Plan include design and development standards to incorporate landscaping and pervious surfaces into development projects to reduce runoff potential. In addition, the water feature could provide additional stormwater conveyance from the immediate area. Consequently, the potential effect of the proposed project on off-site flooding is less than significant.

Comments on D.5. Although development under the Downtown Specific Plan is not expected to substantially increase the amount of impervious surfaces and, therefore, stormwater runoff, the existing storm drain system is already over capacity, which results in flooding within the watershed. Any increase in stormwater runoff would therefore be a significant increase and could cause or contribute to flooding. The City has proposed improvements to remedy these drainage issues that take into account the Plan Area's already predominantly impervious surface. These improvements have been funded by a bond measure. As such, potential impacts on existing or proposed storm drain system capacity are less than significant.

The potential for development under the Downtown Specific Plan to contribute substantial additional sources of pollutants in stormwater runoff would depend on the amount of stormwater runoff and changes in land use that could alter the amount or type of pollutants available for transport in stormwater runoff. Changing land use and/or increased stormwater runoff could result in additional sources of polluted runoff. All development and redevelopment under the Downtown Specific Plan would be subject to existing regulations including NPDES permits, Municipal Code, and STOPPP, or programs and permits in place at the time of development. These regulations require implementation of stormwater quality BMPs for new and redevelopment that would reduce potential pollutants sources in stormwater. The Plan Area, in its current state, is essentially built out. The Downtown Specific Plan includes design and development standards to reduce runoff potential. As such, development under the Downtown Specific Plan would alter on-site drainage patterns by site grading and development, but surface runoff would not substantially increase compared to existing conditions. Furthermore, it is unlikely that the potential changes in land use or impervious area within the Plan Area would be so dramatic that there would be the potential for a substantial increase in pollutants in stormwater. Existing regulatory requirements and Downtown Specific Plan characteristics would ensure that impacts associated with additional pollutants in stormwater runoff would be less than significant.

Comments on D.6. Potential effects of the Downtown Specific Plan on water quality are addressed in D.1 through D.5.

Comments on D.7 and D.8. As shown in Figure D-1, the Plan Area is within a flood hazard area mapped as Zone B in FEMA's FIRM for Burlingame, except for the channel along the railroad

tracks.[63] The 100-year flood event is entirely contained in the channel and the Downtown Specific Plan would not involve development within the channel. Therefore, the Downtown Specific Plan is not subject to 100-year flood events and there would be no impact associated with 100-year flood hazards.

Comments on D.9. The Plan Area is not located in an area protected by levees; upgradient drainages are conveyed in below grade channels or underground storm drains.[64] Three large reservoirs (Burlingame/Crocker, Burlingame, and Crystal Springs) are located within an area that could subject portions of the City of Burlingame to flood inundation during a dam failure event. The Plan Area is also not located in an area subject to inundation by failure of a dam,[65] resulting in no impact.

Comments on D.10. Seiches are earthquake induced waves in lakes and reservoirs. There may be a limited hazard from such waves in the inner lagoon between Highway 101 and the Burlingame Bayfront Area.[66] The Plan Area is not near this lagoon that might be subject to seiche conditions and is on the other side of Highway 101. Tsunamis are seismically induced sea waves, often called tidal waves. Seismic activity could create conditions resulting in tsunamis reaching or originating in the San Francisco Bay area. However, the City of Burlingame is located on the southwest shore of the San Francisco Bay, which effectively shields the City from these major ocean waves.[67] Secondary waves could cause limited inundation of the lower baylands if a large wave was to pass through the Golden Gate Bridge. However, the Plan Area is located at an elevation of at least 25 feet above msl and even if a large wave (33 feet) made it through the Golden Gate Bridge, it would dissipate to less than 18 feet by the time it reached the City of Burlingame.[68] The Plan Area is not located in a tsunami run-up area, for a 20-foot wave entering at the Golden Gate Bridge, or seiche-affected area. [69] Mudflow hazards typically occur where unstable hill slopes are located above gradient or where site soils are unstable and subject to liquefaction, and when substantial rainfall saturates soils causing failure. There is no mudslide hazard in the Plan Area because the Plan Area is fully-developed with no erosion-prone slopes within or adjacent to the Plan Area. [70] Plan Area soils have a very low liquefaction hazard

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63 Federal Emergency Management Agency (FEMA). Flood Insurance Rate Map (FIRM) – City of Burlingame, California, San Mateo County. Community-Panel Number: 065019 0004 C. Effective date: September 16, 1981.

64 Federal Emergency Management Agency (FEMA). Flood Insurance Rate Map (FIRM) – City of Burlingame, California, San Mateo County. Community-Panel Number: 065019 0004 C. Effective date: September 16, 1981.

65 Association of Bay Area Governments (ABAG). 2003. Bay Area Dam Failure Inundation Maps from ABAG. http://www.abag.ca.gov/cgi-bin/pickdamx.pl, Accessed August 24, 2009.

66 City of Burlingame General Plan, Seismic Safety Element, 1981.

67 City of Burlingame General Plan, Seismic Safety Element, 1981.

68 Local Government Committee Northern California Chapter. Tsunami Fact Sheet. February 2005. http://www.quake06.org/quake06/best_practices/fact_sheets/TsunamiR4.pdf. Accessed August 1, 2007.

69 County of San Mateo. n.d. San Mateo County General Plan, General Plan Maps, Natural Hazards. http://www.sforoundtable.org/P&B/gp/maps/gp%20natural%20hazards%20(11x17).pdf.

70 County of San Mateo. n.d. San Mateo County General Plan, General Plan Maps, Natural Hazards. http://www.sforoundtable.org/P&B/gp/maps/gp%20natural%20hazards%20(11x17).pdf.

potential[71] and soils are composed of a stable urban fill. [72] Therefore, there would be no substantial mass earth movement during saturated soil conditions.

4. Conclusion

The proposed project would not significantly alter the amount of runoff, because the Plan Area is already largely impervious and the impervious area would not significantly change with implementation of the Specific Plan. Development under the Specific Plan would also not significantly alter the amount of pollutants in stormwater runoff because the land use would remain essentially the same. Adherence to the City's Municipal Code, which includes compliance with NPDES permits and WDRs, would ensure that runoff associated with the proposed project does not violate water quality standards. Depth to groundwater in the Plan Area is in some places quite shallow and lowering the shallow groundwater table could lead to land subsidence and lowering of the aquifer volume. Implementation of Mitigation Measure D-1 would prohibit permanent de-watering and reduce associated impacts to a less than significant level. Since there are no natural drainage features in the Plan Area, none would be altered. Under the Specific Plan a water feature may be provided in the Signature Open Space. The water feature would be a re-circulating water feature, which would not lead to erosion or siltation. The Plan Area is not located in a 100-year flood zone or an area prone to flooding or hazard by dam failure inundation, tsunami, seiche, or mudslide. Therefore, the proposed project would have no or less-than-significant impacts on hydrology and water quality with incorporation of mitigation.

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[71] Association of Bay Area Governments. Liquefaction Hazard Map for Burlingame/Millbrae/Hillsborough Scenario: 1906 San Francisco Earthquake. 2001 http://www.abag.ca.gov/cgi-bin/pickmapliq.pl Accessed August 1, 2007.

[72] Soil Survey Staff, Natural Resources Conservation Service, United States Department of Agriculture. Web Soil Survey. Available online at http://websoilsurvey.nrcs.usda.gov/ accessed August 1, 2007.

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E. AIR QUALITY

1. Setting

Air quality is monitored, evaluated, and regulated by federal, state, and regional regulatory agencies, including the United States Environmental Protection Agency (EPA), the California Air Resources Board (CARB), and the Bay Area Air Quality Management District (BAAQMD). The EPA, CARB, and the BAAQMD develop rules and/or regulations to attain the goals or directives imposed by legislation. Both state and regional regulations may be more, but not less, stringent than federal regulations. The CARB establishes state ambient air quality standards and motor vehicle emission standards, conducts research, and oversees the activities of regional Air Pollution Control Districts and Air Quality Management Districts. Ambient air quality standards are established for criteria pollutants, which include ozone, carbon monoxide (CO), nitrogen dioxide (NO_2), sulfur dioxide (SO_2), particulate matter, and lead. Reactive organic gases (ROG) and nitrogen oxides (NO_x) are also regulated as criteria air pollutants because they are precursors to ozone formation. With regard to particulate matter, air quality standards have been adopted for suspended particulate matter less than ten microns in diameter (PM_{10}) as well as for smaller respirable particles that are 2.5 microns in diameter or less ($PM_{2.5}$). The San Francisco Bay Area air basin, which includes the City of Burlingame, is designated as non-attainment for ozone and $PM_{2.5}$ under both state and federal standards, and non-attainment for PM_{10} under state standards, meaning that the Bay Area does not meet the air quality standards for these air pollutants.

The BAAQMD has adopted a number of air quality plans and rules and regulations as needed to achieve the federal and state air quality standards and meet other air quality obligations. In its most recent air quality planning actions, on November 16, 2005 BAAQMD adopted its Particulate Matter Implementation Schedule, pursuant to California Senate Bill 656, to implement further feasible measures to control emissions of particulate matter. On January 4, 2006, BAAQMD adopted the 2005 Ozone Strategy to identify further steps needed to continue reducing the public's exposure to unhealthy levels of ozone. In addition, the Air District is required to submit an attainment plan to U.S. EPA by April 2012 that demonstrates attainment of the new national 24-hour $PM_{2.5}$ standard by April 2014.

The Draft Bay Area 2010 Clean Air Plan was released for review and comment in March 2010. Although this plan has yet to be adopted, it provides insight into the changes anticipated to be made towards improving the air quality of the Bay Area. The Bay Area 2010 Clean Air Plan will:

- Update the Bay Area 2005 Ozone Strategy in accordance with the requirements of the California Clean Air Act to implement "all feasible measures" to reduce ozone;
- Provide a control strategy to reduce ozone, particulate matter (PM), air toxics, and greenhouse gases in a single, integrated plan;
- Review progress in improving air quality in recent years; and
- Establish emission control measures to be adopted or implemented in the 2010-2012 timeframe.

In December 2009, BAAQMD published the latest draft update to the 1999 BAAQMD CEQA Air Quality Guidelines (Draft Guidelines). In their Draft Guidelines, BAAQMD has recommended new significance thresholds, assessment methodologies, and mitigation strategies for construction and operational emissions. While these recommended thresholds have not been adopted, they are more stringent than the existing thresholds, and for the purposes of this analysis are used to determine potentially significant impacts of the project.

Greenhouse Gases. Gases that trap heat in the atmosphere are called greenhouse gases because they transform the light of the sun into heat, similar to the glass walls of a greenhouse. Common greenhouse gases include water vapor, carbon dioxide, methane, nitrous oxides, chlorofluorocarbons, hydrofluorocarbons, perfluorocarbons, sulfur hexafluoride, ozone, and aerosols. Without the natural heat trapping effect of greenhouse gas, the earth's surface would be about 34°C cooler.[73] However, it is believed that emissions from human activities, such as electricity production and vehicle use, have elevated the concentration of these gases in the atmosphere beyond the level of naturally occurring concentrations. Global atmospheric concentrations of carbon dioxide, methane, and nitrous oxide have increased markedly since the late 18th century as a result of human activities and now far exceed pre-industrial values.

The greenhouse gas emissions from an individual project, even a very large development project, would not individually generate sufficient greenhouse gas emissions to measurably influence global climate change.[74] However, climate change has an irreversible, significant cumulative impact on a global scale. Consideration of a project's impact to climate change, therefore, is essentially an analysis of a project's contribution to a cumulatively significant global impact through its emission of greenhouse gases.

Individual greenhouse gases have varying global warming potentials and atmospheric lifetimes. The carbon dioxide equivalent is a consistent metric for comparing greenhouse gas emissions since it normalizes various greenhouse gas (GHG) emissions to a single value. The reference gas for global warming potential is carbon dioxide; carbon dioxide has a global warming potential (GWP) of one. By comparison, methane's GWP is 21, as methane has a greater global warming effect than carbon dioxide on a molecule to molecule basis. Nitrous oxide has a GWP of 310.[75]

Climate change could have a number of adverse effects. These effects would have global consequences and, in most cases, would not disproportionately affect any one site or activity over another. In other words, many of the effects of climate change are global rather than site-specific. Emission of greenhouse gases would contribute to the changes in the global climate, which would in turn, have a number of physical and environmental effects. The general effects which may occur in the vicinity of

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73 CARB, 2006. CARB Proposed Early Actions to Mitigate Climate Change in California.

74 Association of Environmental Professionals (AEP). 2007. Alternative Approaches to Analyzing Greenhouse Gas Emissions and Global Climate Change in CEQA Documents. http://www.califaep.org/userdocuments/File/ AEP_Global_Climate_Change_June_29_Final.pdf; and OPR, Technical Advisory, CEQA and Climate Change: Addressing Climate Change Through CEQA Review, June 19, 2008, p. 6.

75 EPA, 2006. Non CO_2 Gases Economic Analysis and Inventory. Global Warming Potentials and Atmospheric Lifetimes. http://www.epa.gov/nonco2/econ-inv/table.html.

the project site include: sea level rise and flooding; decrease in water supply and quality; stress on ecosystems; decrease in biodiversity; and increased risks to human health.[76]

California is the second largest contributor of greenhouse gas emissions in the U.S. and the sixteenth largest in the world.[77] In 2004, California produced 427 teragrams ([Tg] equal to one million MT) of carbon dioxide equivalent (CO_2e),[78] which is approximately six percent of 2004 U.S. emissions and 0.9 percent of global emissions. In California, the most common greenhouse gas is CO_2 from fossil fuel combustion, which constitutes approximately 81 percent of all greenhouse gas emissions.[79] The remainder of greenhouse gases only makes up a small percentage of the total: nitrous oxide constitutes 6.8 percent, methane 5.7 percent, high GWP gases 2.9 percent, and non-fossil fuel CO_2 emissions constitute 2.8 percent.[80] CO_2 emissions in California are mainly associated with fossil fuel consumption in the transportation sector (40.7 percent), with electricity production (from both in-state and out-of-state sources) as the second-largest source (22.2 percent).[81] Industrial, agriculture & forestry, commercial, and residential activities comprise the balance of California's greenhouse gas emissions.

In the Bay Area, fossil fuel consumption in the transportation sector (on-road motor vehicles, off-highway mobile sources, and aircraft) is the single largest source of the Bay Area's GHG emissions, accounting for just over half of the Bay Area's 85 million tons of GHG emissions in 2002. Industrial and commercial sources were the second largest contributors of GHG emissions with about one-fourth of total emissions. Domestic sources (e.g., home water heaters, furnaces, etc.) account for about 11 percent of the Bay Area's GHG emissions, followed by power plants at 7 percent. Oil refining currently accounts for approximately 6 percent of the total Bay Area GHG emissions.

In 2005, in recognition of California's vulnerability to the effects of climate change, Governor Schwarzenegger established Executive Order S-3-05, which sets forth a series of target dates by which Statewide emissions of GHG would be progressively reduced. The reduction schedule is: by 2010, reduce GHG emissions to 2000 levels; by 2020, reduce GHG emissions to 1990 levels; and by 2050, reduce GHG emissions to 80 percent below 1990 levels.

In 2006, California passed the California Global Warming Solutions Act of 2006 (Assembly Bill No. 32; California Health and Safety Code Division 25.5, Sections 38500, et seq., or AB 32), which requires CARB to adopt rules and regulations that would achieve GHG emissions equivalent to Statewide levels of 1990 by 2020 through an enforceable Statewide emission cap which will be phased in starting in the year 2012. Emission reductions shall include carbon sequestration projects (projects that would remove carbon from the atmosphere), and best management practices that are technologically feasible and cost effective.

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76 City of Burlingame, City of Burlingame Climate Action Plan, June 2009.

77 CEC, 2006. Inventory of California Greenhouse Gas Emissions and Sinks: 1990 to 2004.

78 CEC, 2006. Inventory of California Greenhouse Gas Emissions and Sinks: 1990 to 2004.

79 CEC, 2006. Inventory of California Greenhouse Gas Emissions and Sinks: 1990 to 2004.

80 CEC, 2006. Inventory of California Greenhouse Gas Emissions and Sinks: 1990 to 2004.

81 CEC, 2006. Inventory of California Greenhouse Gas Emissions and Sinks: 1990 to 2004.

The State Resources Agency certified and adopted the CEQA guideline amendments on December 29th 2009, and the California Office of Administrative Law (OAL) codified them into law on February 16, 2010, which became effective on March 18, 2010. The Office of Planning and Research (OPR) does not identify a threshold of significance for GHG emissions, nor has it prescribed assessment methodologies or specific mitigation measures. The amendments encourages lead agencies to consider many factors in performing a CEQA analysis, but preserves the discretion granted by CEQA to lead agencies in making their own determinations based on substantial evidence. The amendments also encourage public agencies to make use of programmatic mitigation plans and programs from which to tier when they perform individual project analyses. The technical advisory suggests three components for CEQA disclosure: quantification of GHG emissions from a project's construction and operation, determination of significance of the project's impact to climate change, and if the project is found to be significant, the identification of suitable alternatives and mitigation measures. The analysis contained herein follows this guidance.

The Bay Area Air Quality Management District (BAAQMD) is in the process of updating its CEQA Air Quality Guidelines. The thresholds of significance proposed in the draft BAAQMD CEQA Air Quality Guidelines were developed to assist local jurisdictions and agencies in complying with the requirements of CEQA regarding potentially adverse impacts to air quality and the global climate. The draft BAAQMD CEQA Air Quality Guidelines include plan-level thresholds, thresholds intended to be used to assess the significance of programmatic actions in a General Plan update, and project-level thresholds, thresholds intended to address the impacts of individual development projects. The May 2010 BAAQMD CEQA Air Quality Guidelines state that a project would be considered to have a less-than-significant impact if it would meet at least one of the following thresholds:

For Plan-Level Actions:

- Be consistent with the policies of a qualified Climate Action Plan; or
- Produce per capita emissions of less than 6.6 MT CO_2e annually.

For Project-Level Actions:

- Be consistent with the policies of a qualified Climate Action Plan; or
- Produce total emissions of no more than 1,100 MT CO_2e annually; or
- Produce per capita[82] emissions of less than 4.6 MT CO_2e annually.

Local jurisdictions, such as the City of Burlingame, have the authority and responsibility to reduce air pollution through their police power and decision-making authority. The City Council adopted the Burlingame Climate Action Plan (CAP) in June 2009. The GHG emissions inventories for the City of Burlingame are calculated in the CAP. In 2005, GHG emissions for the City were 336,944 MT of CO_2e. The population of Burlingame in 2005 was approximately 28,315.[83] Thus, based upon the 2005

[82] The per capita emissions total includes both the residents and employees of a proposed development project.

[83] City of Burlingame, City of Burlingame Climate Action Plan, June 2009.

inventory in the CAP, emissions were 11.9 MT CO_2e per capita. Growth projections used in the CAP for the City determined that without reduction measures GHG emissions would increase to approximately 408,780 MT of CO_2e by 2020, or a per capita rate of 13.1 MT CO_2e, based on the projected population in 2020 of 31,200 persons.[84]

In order to address climate change impacts, the BCAP set a target for reducing GHG emissions to 286,402 MT CO_2e by 2020, which is 15 percent below 2005 levels, or a reduction of 29.9 percent below the predicted 408,780 MT of CO_2e that would otherwise occur in 2020 due to population and business growth in the City. The estimated reduction in emissions is anticipated to result in 9.2 MT CO_2e per capita for 2020. Although the BCAP offers a number of valid reduction measures that projects can adopt to reduce the emission of greenhouse gases, the BCAP has not been adopted through the CEQA process and therefore, according to the BAAQMD requirements, is not a "Qualified" Climate Action Plan. Therefore, although compliance with the BCAP may eventually be required by the City, compliance with the BCAP does not substitute the BAAQMD quantitative thresholds for GHG emissions shown in the draft BAAQMD CEQA Air Quality Guidelines. However, determining if a project complies with the reduction measures in the BCAP is useful in responding to Checklist Item 6 in the Environmental Checklist, below.

2. Environmental Checklist and Discussion

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
1) Conflict with or obstruct implementation of the applicable air quality plan?	❑	■	❑	❑
2) Violate any air quality standard or contribute substantially to an existing or projected air quality violation?	❑	■	❑	❑
3) Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is classified as non-attainment under an applicable federal or state ambient air quality standard including releasing emissions which exceed quantitative thresholds for ozone precursors?	❑	■	❑	❑
4) Expose sensitive receptors to substantial pollutant concentrations?	❑	■	❑	❑
5) Create objectionable odors affecting a substantial number of people?	❑	❑	■	❑
6) Conflict with any plan, policy, or regulation of an agency adopted for the purpose of reducing emissions of greenhouse gases?	❑	❑	■	❑
7) Generate greenhouse gas emissions, either directly or indirectly, that would have a significant impact on the environment?	❑	■	❑	❑

[84] Association of Bay Area Governments, ABAG Projections 2007.

3. Discussion

Comment on E.1. The BAAQMD CEQA Air Quality Guidelines indicate that planning documents, such as the Downtown Specific Plan, should focus on an analysis of the plan's consistency with the most recently adopted regional air quality plan by demonstrating that over the planning period the plan will incorporate the current Air Quality Plan control measures as appropriate to the Plan Area. Further the plan must demonstrate that the rate of increase in vehicle miles traveled (VMT) or vehicle trips within the Plan Area is equal to or lower than the rate of increase in the population projected for the proposed plan. At the time of this writing, the most recently adopted regional air quality plan is the Bay Area 2005 Ozone Strategy. However, as the draft 2010 Clean Air Plan has been submitted for public review, the majority of the development completed under the Burlingame Downtown Specific Plan will be subsequent to the adoption of the 2010 Clean Air Plan. In order for the City of Burlingame to aggressively work towards the reduction of air quality impacts, compliance with the 2010 Clean Air Plan (once adopted) is included as mitigation.

The City of Burlingame is anticipated to have up to a 4.56 percent increase in population with incorporation of the Downtown Specific Plan by build out year 2030. In comparison, the anticipated increase in VMT during the planning period is 0.59 percent. This marginal increase in VMT is attributed to the robust transit, bicycle, and pedestrian networks. The anticipated increase in VMT from the incorporation of the Downtown Specific Plan is less than the anticipated increase in population; and with the incorporation of the appropriate control measures included in the 2005 Ozone Strategy and the 2010 Clean Air Plan, impacts associated with the proposed project are less than significant.

> MITIGATION MEASURE. Based on the recommendations in the BAAQMD CEQA Air Quality Guidelines, implementation of Mitigation Measure E-1 below would ensure that development under the Downtown Specific Plan would be consistent with the applicable air quality plan.
>
> *E-1. Implement Current AQP Control Measures.* The project sponsor shall implement all appropriate control measures from the most currently adopted air quality plan at the time of project construction.

Comment on E.2. The proposed project would generate short-term air emissions associated with construction activities. Construction activities associated with the proposed project would generate localized fugitive dust (measured as PM_{10} and $PM_{2.5}$) from grading, demolition, and other construction activities. Dust and equipment exhaust generated by construction activities can pose a nuisance to the nearby sensitive receptors such as schools, parks, and residents. Therefore, dust emissions would be a potentially significant impact on a localized level. The BAAQMD recommends best management practices to reduce dust emissions to less-than-significant levels. The incorporation of those practices, which are specified below in Mitigation Measure E-2, would avoid violations of PM_{10} standards.

Emissions of NO_X and ROG would be generated from operation of construction equipment. Construction projects using typical construction equipment which temporarily emit ozone precursors

are already included in the emission inventories of state- and federally-required air plans and would not have a significant impact on attainment and maintenance of air quality standards.

For operational impacts of planning documents, such as the Downtown Specific Plan, the BAAQMD CEQA Air Quality Guidelines recommend that the analysis should focus on the plan's consistency with the most recently adopted regional air quality plan by demonstrating that over the planning period the plan will incorporate the current Air Quality Plan control measures. Further, the plan must demonstrate that the rate of increase in vehicle miles traveled (VMT) or vehicle trips within the Plan Area is equal to, or lower than, the rate of increase in the population projected for the proposed plan. As noted under Checklist Item E.1, the anticipated increase in VMT with the incorporation of the Downtown Specific Plan is less than the anticipated increase in population. Also, with the incorporation of Mitigation Measure E-2, the proposed project would not contribute substantially to an existing or projected air quality violation, and would have a less-than-significant operational impacts related to these criteria pollutants.

MITIGATION MEASURE. Based on the recommendations in the BAAQMD CEQA Air Quality Guidelines, for projects with ground disturbance during construction, basic control measures such as watering, covering loose materials during transport, and sweeping would be sufficient to reduce PM_{10} to less-than-significant levels.[85] Implementation of Mitigation Measures E-1 (discussed above) and E-2 (presented below) would reduce potentially significant localized dust emissions to a less-than-significant level.

E-2. Implement Feasible Control Measures for Construction Emissions of Criteria Pollutants. The project sponsor shall ensure implementation of the following mitigation measures during project construction, in accordance with BAAQMD standard mitigation requirements:

- All exposed surfaces (e.g., parking areas, staging areas, soil piles, graded areas, and unpaved access roads) shall be watered two times per day.
- All haul trucks transporting soil, sand, or other loose material off-site shall be covered.
- All visible mud or dirt track-out onto adjacent public roads shall be removed using wet power vacuum street sweepers at least once per day. The use of dry sweeping is prohibited.
- All vehicle speeds on unpaved roads shall be limited to 15 mph.
- All roadways, driveways, sidewalks to be paved shall be completed as soon as possible. Building pads shall be laid as soon as possible after grading unless seeding or soil binders are used.
- Idling times shall be minimized either by shutting off equipment when not in use or reducing the maximum idling time to 5 minutes (as required by the California airborne toxics control measure Title 13, Section 2485 of the

[85] BAAQMD. *BAAQMD CEQA Air Quality Guidelines, Assessing the Air Quality Impacts of Projects and Plans*, December 2009.

California Code of Regulations [CCR]). Clear signage shall be provided for construction workers at all access points.

- All construction equipment shall be maintained and properly tuned in accordance with manufacturer's specifications. All equipment shall be checked by a certified mechanic and determined to be running in proper condition prior to operation.
- Post a publicly visible sign with the telephone number and person to contact at the Lead Agency regarding dust complaints. This person shall respond and take corrective action within 48 hours. The Air District's phone number shall also be visible to ensure compliance with applicable regulations.

Comment on E.3. Construction of the proposed project would contribute to air emissions in the San Francisco Bay Area, which is designated as non-attainment for ozone at the federal and state levels and PM_{10} at the state level. For the purposes of this analysis, the cumulative context is the San Francisco Bay Area, and the City of Burlingame. Build out under the Downtown Specific Plan is expected to occur by 2030. According to the BAAQMD CEQA Air Quality Guidelines, any proposed project in combination with other proposed and foreseeable projects in its vicinity would have a potentially significant cumulative air quality impact if it were not consistent with the local general plan (in this case, the City of Burlingame General Plan), if the General Plan is not consistent with the most recently adopted regional air quality plan or if the project has significant air quality impacts.

Development under the Downtown Specific Plan would temporarily increase PM_{10} emissions during grading, demolition, and construction activities, as noted in Checklist Item E.2. These dust emissions could combine with emissions from other development projects within the area, resulting in a potentially significant cumulative impact. However, the recommended mitigation measures would reduce the proposed project's contribution to the cumulative PM_{10} emissions to a less-than-significant level.

The proposed project would also contribute ozone precursors during both construction and operation. Since the Bay Area is designated as non-attainment for ozone, this project in combination with other projects would contribute to an existing air quality impact. However, as noted above under Checklist Item E.2, ROG and NO_x emissions (which contribute to ozone formation) from construction activities are already included in the Bay Area's planning emission inventories and so they would not have a significant cumulative impact on regional attainment of ozone standards. Similarly, on a long-term basis, as discussed under Checklist Item E.1, the proposed project would be consistent with the most recently adopted air quality plan, the Bay Area 2005 Ozone Strategy; thus it would not have a significant cumulative impact on regional attainment of ozone standards. Therefore, the proposed project's cumulative air quality impacts for ozone would be less than significant.

MITIGATION MEASURE. Implementation of Mitigation Measure E-1 would reduce the project construction dust emissions to less than significant. Therefore, this measure would reduce the project's contribution to less than cumulatively considerable.

Comment on E.4. On a localized level sensitive receptors could be exposed to substantial pollutant concentrations of PM_{10} (fugitive dust), CO, and Toxic Air Contaminants (TACs). The majority of these pollutants would be emitted by vehicular traffic and, to a lesser degree, by construction activity.

PM_{10} Hot Spots. The proposed project is situated in Downtown Burlingame, which contains land uses that are considered sensitive receptors such as schools and residential communities. Construction activities associated with the proposed project would create a potentially significant localized increase in PM_{10} emissions that could affect nearby medical, residential, and educational uses.

Carbon Monoxide Hot Spots. Increases in traffic from the proposed project would contribute to localized CO emissions. The BAAQMD CEQA Air Quality Guidelines recommends that CO emissions should be estimated when vehicle emissions of CO would exceed 550 lbs or when project traffic would impact intersections operating at Level of Service (LOS) D or worse. As shown in Section F, Traffic, under cumulative conditions would result in intersection operation levels below LOS D at five intersections for both Option 1 and Option 2 as described by the Traffic Study[86]. Under Option 1 , in 2030 the El Camino Real/Howard Avenue, El Camino Real/Peninsula Avenue/Park Road, and California Drive/Lorton Avenue intersections would operate at a LOS F and the intersections of California Drive/Howard Avenue, and Primrose Road/Bellevue Avenue would result in a LOS D, in the PM peak hour. Under Build Option 2, in 2030 cumulative conditions with the project, the El Camino Real/Howard Avenue, El Camino Real/Peninsula Avenue/Park Road, and California Drive/Lorton Avenue intersections would operate at LOS F; the intersections of California Drive/Howard Avenue would operate at LOS E; and Primrose Road/Bellevue Avenue would operate at LOS D, in the PM peak hour. 1-hour and 8-hour CO concentrations were determined at 25 feet from the impacted intersections using a simplified CALINE4 screening model. As shown in Table E-1, these concentrations would be below the federal and state 1-hour standards of 35 ppm and 20 ppm, respectively, and the 8-hour standard of 9 ppm for both state and federal. Because the proposed project would not exceed CO standards, it is considered to have a less-than-significant impact on localized carbon monoxide emissions at intersections affected by project traffic. Therefore, long-term CO impacts would be less than significant.

[86] Wilbur Smith Associates, Burlingame Downtown Specific Plan: Traffic Impact Analysis Technical Memorandum. March 27, 2009, included as Appendix D.

Table E-1
Cumulative CO Emissions from the Proposed Project

Intersection	Level of Service	Peak Hour Volume	1-Hr Conc. (ppm)	8-Hr Conc. (ppm)	Significant?
Federal / State Standards			35 / 20	9 / 9	
Option 1					
El Camino Real/Howard Ave.	F	3,521.0	1.5	2.6	No
Primrose Road/Bellevue Avenue	D	758.0	0.7	2.0	No
California Drive/Lorton Ave.	F	2,574.0	1.2	2.4	No
El Camino Real/Peninsula Ave.	F	3,498.0	1.5	2.6	No
California Drive/Howard Ave.	D	2,828.0	1.3	2.4	No
Option 2					
El Camino Real/Howard Ave.	F	3,821.0	1.6	2.6	No
Primrose Road/Bellevue Avenue	D	845.0	0.8	2.1	No
California Drive/Lorton Ave.	F	2,654.0	1.3	2.4	No
El Camino Real/Peninsula Ave.	F	3,611.0	1.6	2.6	No
California Drive/Howard Ave.	E	2,860.0	1.3	2.4	No

Source: PBS&J, 2010. Calculation methods and sources are provided in Appendix B.

Notes:

As measured at a distance of 10 feet from the corner of the intersection predicting the highest value. CO values include background concentrations of 0.4 and 1.8 ppm for 1- and 8-hour concentrations. Eight-hour concentrations are based on a persistence factor of 0.7 of the 1-hour concentration.

Toxic Air Contaminants. The California Air Resources Board (CARB) identifies 244 substances as TACs that are known or suspected to be emitted in California and have potential adverse health effects. Public health research consistently demonstrates that pollutant levels are significantly higher near freeways and busy roadways. In 2005, CARB issued guidance on preventing roadway related air quality conflicts, suggesting localities "avoid siting new sensitive land uses within 500 feet of a freeway [or other] urban roads with volumes of more than 100,000 vehicles/day."[87] However, there are no existing federal or state regulations to protect sensitive land uses from roadway air pollutants.

In the Plan Area, El Camino Real (State Route 82) is the road that has the greatest vehicles/day volume. According to Caltrans' traffic counts, El Camino Real has an annual average daily vehicle volume of 46,200 vehicles. This is well below the 100,000 vehicles/day threshold and therefore, the proposed project would not be significantly impacted by TACs.[88]

> MITIGATION MEASURE. Implementation of Mitigation Measure E-1 would reduce the short-term impacts from project construction dust emissions on nearby sensitive uses to less than significant.

[87] California Air Resources Board, *2005 Air Quality and Land Use Handbook: A Community Health Perspective,* http://www.arb.ca.gov/ch/landuse.htm, accessed September 8, 2008.

[88] California Department of Transportation, http://www.dot.ca.gov/hq/traffops/saferesr/trafdata/2008all/r082-86i.htm, accessed June 1, 2009.

Comment on E.5. Residential and commercial uses are not among the land uses that the BAAQMD has identified as prime sources of odors (wastewater treatment plants, sanitary landfills, certain manufacturing plants, by contrast, would be more commonly expected to generate odors). Residents, schools, medical uses, and businesses in the Plan Area may experience occasional odors from diesel equipment exhaust and the application of architectural coatings during construction. This effect would be intermittent, would be contingent on prevailing wind conditions, and occur only during construction activities. The generation of diesel odors during construction would occur during daytime hours only and would be isolated to the immediate vicinity of the construction site and activity, and these emissions would not affect a substantial amount of people; therefore, odor impacts are considered less than significant.

Comment on E.6. Emissions estimates for the Downtown Specific Plan were based on two build options to provide a high and low end estimate for the proposed project. As described in the Project Description, Option 1 includes 183,843 gross square feet (GSF) of retail use; 148,702 GSF of office use; a 120-bed hotel; and 875 residential units. Option 2 includes 183,843 GSF of retail use; 248,702 GSF of office use; and 1,232 residential units. Anticipated service population for the build options are 2,618 and 3,472, respectively.

The BCAP offers a number of valid reduction measures that projects can adopt to reduce the emission of greenhouse gases. Recommendations for reducing greenhouse gases in the BCAP include incorporating energy efficiency and green building measures into new and existing developments on a voluntary basis before the year 2012, and becoming mandatory for new development after 2012. Other recommendations include the promotion of alternative transportation in the City through land use and transportation planning, including through the City's Bicycle Transportation Plan, North Burlingame/Rollins Road Downtown Specific Plan, and the Downtown Specific Plan.

The proposed project encourages densification within the Downtown Area. The proposed project could potentially encourage redevelopment, replacing older buildings with new, more efficient, structures. In addition, the proposed project encourages the use of alternate fueled vehicles as well as pedestrian, bicycle, and transit use as an alternative to private vehicle use. As shown in Table E-2, the goals and policies in the Downtown Specific Plan would be consistent with the City's BCAP reduction strategies and therefore both Option 1 and Option 2 would be less than significant. Based on the review of the Burlingame Downtown Specific Plan's consistency with the CAP, the proposed project would result in a less-than-significant impact to any plan, policy, or regulations pertinent to the Project Area (City of Burlingame) related to the reduction of greenhouse gas emissions.

Table E-2
BCAP Reduction Strategy Compliance

Recommendation	BCAP Reduction Strategies	Downtown Specific Plan Compliance	Compliance
BCAP reduction recommendations include the adoption of ordinances and policies which would thereafter be required by the City with respect to all development. Compliance for this analysis is determined by current goals and policies from the Burlingame Downtown Specific Plan that encourage following or are incorporating all or part of the as such un-adopted ordinances.			
BCAP Recommendations for Implementation Prior to 2012			
1	Adopt Water Efficient Landscape Ordinance, as required by AB 1881.	Although the Downtown Specific Plan cannot ensure the City passes the suggested ordinance, the following policy within the Downtown Specific Plan will comply with the proposed ordinance if passed. Policy I-2.2: Encourage re-use of stormwater for irrigation purposes.	Yes
2	Adopt a Residential Energy Conservation Policy \ to provide professional residential energy efficiency and water efficiency audits for residents at reduced cost. Promote the "Residential and Water Efficiency Checklist."		N/A
3	Research and Consider Solar and Energy-Efficiency Financing Program for residents and commercial.	Policy I-2.1: Consider including solar (photovoltaic) panels and/or small wind turbines on top of parking lots/structures.	Yes
4	Adopt Green Building ordinance for residential new construction/major remodel projects.	Goal D-6: Explore ways of promoting green design in the Downtown Area; promote designs that decrease the carbon footprint. The Downtown Specific Plan has included a number of sustainable measures that will be considered in the site and building designs. These include optimizing building orientation for heat gain, shading, daylighting, and natural ventilation; landscaping to create comfortable micro-climates and reduce heat island effects; and designing lighting, plumbing, and equipment for efficient energy use; among others.	Yes
5	Adopt Commercial Green Building Ordinance to require major new commercial construction properties (greater than 10,000 square feet) and major remodels to meet LEED standards.	Under the sustainability and green building design portion of the Downtown Specific Plan goals and policies, all projects (regardless of size) are encouraged to follow LEED standards and appropriate certification.	Yes
6	Develop Commercial Energy Efficiency Policy. Provide energy-efficiency technical assistance and Incentive/Recognition Program. Encourage commercial business applying for new or renewal of business licenses to complete PG&E energy-efficiency audit. Expand Burlingame's participation in Bay Area		N/A

Table E-2
BCAP Reduction Strategy Compliance

Recommendation	BCAP Reduction Strategies	Downtown Specific Plan Compliance	Compliance
	Green Business Program.		
7	Establish policy that requires Transportation Demand Management (TDM) Strategies for new development of large commercial properties that encourage shuttle use, carpool, bicycle and transit.	Policy P-1.1: Encourage the use of "alternative" vehicle types with ample bicycle parking and free parking for electric cars. Policy P-2.1: Explore creative parking solutions including parking pricing strategies. Policy P-3.1: Strengthen pedestrian connections between parking lots and destinations, including between Burlingame Avenue and the Donnelly Avenue parking lots. Policy P-4.1: Downtown parking requirements should promote more efficient use of land. For example, consider shared parking, proximity to transit, and walking distance. Policy C-2.2: Promote alternative traffic patterns, including bicycle circulation with appropriate way-finding. Policy C-2.4: Provide well-marked access points to Downtown to encourage bicyclists and pedestrians to come Downtown. Policy C-2.5: Enhance and optimize transit opportunities through access street design. Policy C-3.3: Develop strong links and connections that would reduce the need to rely on the automobile to get into and around Downtown. Policy C-3.6: Promote California Drive as a continuous connector from the BART Station in Millbrae to Peninsula Avenue as well as Broadway and Downtown through landscaping improvements, better accommodations for bicyclists, and lane reconfigurations to improve efficiency and calm traffic.	Yes
8	Adopt policy to provide prioritized parking for hybrid, rideshare, or alternative-fuel cars in city streets, garages, lots. Modify policy as technology advances to increase accommodation of hybrids/ alternative-fuel vehicles.		Yes
9	Incorporate bicycle-friendly intersections in street design and modifications. Ensure new developments provide safe/convenient travel by walking, bicycling or public transportation.		Yes
10	Research methods to increase ridership and expand shuttle service and partner with local groups to increase public transportation alternatives.		Yes
11	Upgrade residential/commercial recycling service to: "Single stream" recycling collection service for residential and commercial Weekly collection of single stream recycling for residential Weekly collection of organics/food collection for residential.		N/A
12	Adopt Commercial Recycling Ordinance that requires businesses to divert recyclables, organics, cardboard, paper.		N/A
13	Encourage development of community group ("Burlingame Green") to expand promotion and education of climate		N/A

Table E-2
BCAP Reduction Strategy Compliance

Recommendation	BCAP Reduction Strategies	Downtown Specific Plan Compliance	Compliance
	action programs.		
14	Dedicate part-time (.50) FTE Sustainability Coordinator.		N/A
15	Develop "City Green Team" (City departments to implement sustainable practices).		N/A
	BCAP Recommendations for Implementation between 2012 and 2020		
16	Identify and implement methods to expand solar and renewable energy generation for residential and commercial. Streamline the permit process for solar and other renewable energy and provide a Renewable Energy Incentive Program		N/A
17	Adopt Commercial Energy Conservation Policy (voluntary) to encourage inclusion of "Energy and Water Efficiency Checklist" for commercial properties sold to comply with minimum energy efficiency and water conservation.		N/A
18	Adopt a mandatory Commercial Energy Conservation Ordinance to require compliance with minimum energy efficiency and water conservation standards in the "Energy and Water Efficiency Checklist" for commercial properties sold or with transfer of title.		N/A
19	Adopt a mandatory Residential Energy Conservation Ordinance to require compliance with minimum energy efficiency and water conservation standards in the "Energy and Water Efficiency Checklist" for residential properties sold or with transfer of title.		N/A
20	Research methods to expand and enhance shuttle, public transportation services to increase shuttle ridership and public transportation alternatives.	See Recommendations 7 – 10 above	Yes
21	Encourage development that is mixed use, infill and higher density.	Policy LU-1.3: Promote Howard Avenue as an opportunity area for mixed use development including housing. Policy LU-2.1: Preserve the unique mix of retail and housing and allow housing in the core area as well as on the periphery. Policy LU-2.2: Encourage a mix of uses in areas currently dominated by a single land use. Policy LU-2.3: In Auto Row allow mixed uses that introduce residential/commercial development, encourage the retention of the auto	Yes

Table E-2
BCAP Reduction Strategy Compliance

Recommendation	BCAP Reduction Strategies	Downtown Specific Plan Compliance	Compliance
		dealer uses on Auto Row, and create appropriate transitions to adjacent uses. Policy LU-2.4: Encourage uses that promote pedestrian activity on Chapin Avenue. Policy LU-3.1: In peripheral areas of the Downtown planning area, identify neighborhood serving uses such as corner markets and provide for sufficient residential density to support those uses.	
22	Evaluate the current Construction and Demolition (C&D) Ordinance and consider an increase to the current required diversion rate.		N/A
23	Require recycling at major public events in Burlingame (of cardboard, paper, containers, ad food/organics).		N/A
24	Adopt a policy to achieve city-wide diversion rate of 75% measured diversion by 2015.		N/A
25	Adopt a Civic Green Building Policy that requires LEED green building standard for new municipal construction and major remodels.		N/A
26	Consider establishing a Sustainable Commission.		N/A
27	Complete a feasibility study to install solar or other renewable energy at select City Facilities and install where feasible.		N/A
28	Adopt Sustainable Purchasing Policy w/ two mandatory requirements: City fleet purchases must require hybrid or alternative fueled vehicles, and, require a minimum 30% recycled content material for paper products purchases.		N/A
29	Dedicate Sustainability Coordinator.		N/A

Source: PBS&J, 2010.

Comment on E.7. It is expected that the proposed project would result in short-term GHG emissions from the combustion of fuel during construction and long-term GHG emissions from traffic increases (mobile sources), commercial building heating (area sources), and as electricity generation (indirect sources). Construction under the Downtown Specific Plan is anticipated to emit greenhouse gases due to the operation of onsite vehicle equipment. However, due to the nature of the Downtown Specific Plan, the timing and intensity of construction activities is unknown. The BAAQMD is currently updating the 2009 Clean Air Plan for the San Francisco Air Basin. This plan is expected to apply consistent regulatory control over construction emissions, thus, precluding the need for construction-related GHG analysis. Proposed GHG emissions thresholds in the draft BAAQMD CEQA Air Quality

Guidelines do not consider the construction emissions associated with individual development projects to be significant with the inclusion of the reduction measures included as Mitigation Measure E-3.

The BCAP sets a target for reducing greenhouse gases to 15 percent below 2005 levels by 2020. At this rate of reduction, the City would achieve an emission rate of 9.2 MT CO_2e per capita in 2020. The commercial re-development in the Plan Area will draw employees from outside the Plan Area, and residents of the Plan Area will likely commute outside Burlingame for employment. Therefore, per capita for the proposed project is the sum of the residents and employees and is synonymous with service population. As shown in Table E-3, the Downtown Specific Plan will emit an average of 13,050 MT CO_2e per year or an emission rate of 5.0 MT CO_2e per capita for Option 1 and 15,445 MT CO_2e per year or an emission rate of 4.4 MT CO_2e per capita for Option 2. Both options are well under the 9.2 MT CO_2e per capita requirement of the BCAP.

Table E-3
Estimated Operational CO_2e Emissions from the Proposed Project

Source of Emissions	Option 1 (MT CO_2e)	Option 2 (MT CO_2e)
Vehicular Sources	8,035	9,322
Residential Fuel Use[a]	3,063	3,693
Electricity Use[b]	1,822	2,257
Solid Waste[c]	103	137
Water Use	28	37
Total	**13,050**	**15,445**
Population (residents + employees)	2,618	3,472
Emissions per population (MT CO_2e per population)	5.0	4.4
BCAP Per Capita Emissions Allotment (MT CO_2e per capita)	9.2	9.2
Significant	**No**	**No**

Source: PBS&J, 2010. Calculation methods and sources are provided in Appendix B.

Notes:

a. Includes natural gas used for cooking and heating, as well as fuel for landscaping equipment.

b. Electricity consumption results in indirect emissions associated with electricity generation.

c. Solid waste emissions include fugitive emissions from landfills.

Although named a "Downtown Specific Plan" the BAAQMD considers documents of this nature to be projects and therefore fall under the project level threshold of 4.6 MT CO_2e/yr. The two Options show potential emissions ranging from 13,050 to 15,445 MT CO_2e per year. As shown in Table E-3, Options 1 and 2 result in 5.0 and 4.4 MT CO_2e/SP/year respectively. While Option 2 falls below the BAAQMD threshold, without mitigation Option 1 would be considered significant. Mitigation Measures E-7 through E-10 are reduction measures presented within the BCAP.

> MITIGATION MEASURE. In order to reduce emissions from greenhouse gases, the proposed project would be required to implement construction period reduction measures as recommended by the BAAQMD as well as Mitigation Measures to reduce operational greenhouse gas emissions. Therefore, implementation of Mitigation Measures E-3 through

E-10 below would reduce potentially significant greenhouse gas emissions to a less-than-significant level.

E-3. *Implement Construction Period Reduction Measures*. The project sponsor shall implement the following GHG reduction measures during construction activities.

- Alternative-Fueled (e.g., biodiesel, electric) construction vehicles/ equipment shall make up at least 15 percent of the fleet;
- Local building materials of at least 10 percent; and
- Recycle at least 50 percent of construction waste or demolition materials.

E-4. *Increase Parking Fees In Long-Term (More Than 2 Hours) Downtown Lots by at Least 25 Cents per Day to Encourage Employees to Use Alternative Modes of Transportation*.

E-5. *Provide Adequate Secure Bicycle Parking in the Plan Area at a Minimum Ratio of 1 Bicycle Spot for Every 20 Vehicle Spots*.

E-6. *Employers and Apartment Management Shall Post and Update Information on Alternate Modes of Transportation for the Area (I.E. Bus/Shuttle Schedules and Stop Locations, Maps)*.

E-7. *Long-Term Parking Lots Shall Provide Preferential Parking for Carpool/Vanpool Drivers as Well as Low/No Emission Vehicles*. This may include closer parking spots and/or reduced/eliminated fees.

E-8. *Incorporation Of Residential And Commercial Energy Efficiency Measures such that Energy Efficiency is Increased to 15% Beyond 2008 Title 24 Standards for Electricity and Natural Gas*.

E-9. *Incorporate Recycling Measures and Incentives Such That a Solid Waste Diversion Rate Of 75% is Achieved upon Occupation of Each Phase of Plan Development*.

E-10. *Incorporation of Residential and Commercial Water Efficiency Measures such that Water Consumption is Decreased by a Minimum of 10 Percent*.

Although not required as a mitigation measure, it is recommended that developers working within the Plan Area be provided copies of the "Energy and Water Efficiency Checklists" for residential and commercial properties as a way to further promote the idea of a sustainable community and enhance the potential emission reductions within the Plan Area.

As demonstrated in Table E-4, with the incorporation of mitigation measures E-4 through E-10, operational emissions from Option 1 would be reduced to a level of less than significant with respect to Climate Change.

Table E-4
Annual Project Greenhouse Gas Emissions per Service Population

	Unmitigated Build Option 1 Emissions	Mitigated Build Option 1 Emissions	Build Option 2 Emissions
Total Emissions (MT CO_2e)	**13,050**	**12,170**	**11,749**
Service Population[a]	2,618	2,618	3,472
Emissions / service population MT CO_2e/SP)	5.0	4.6	4.4
BAAQMD Threshold	4.6	4.6	4.6
Significant?	Yes	**No**	**No**

Source: PBS&J, 2010. Calculation methods and sources are provided in Appendix B.
Notes:
Service population is defined as the number of residents and employees of the project.

4. Conclusion

The Downtown Specific Plan would be consistent with the Bay Area 2005 Ozone Strategy, and therefore, would not conflict with the region's ability to achieve ozone attainment, provided compliance with Mitigation Measure E-1. With implementation of standard dust control measures specified in Mitigation Measure E-2, the proposed project would not exceed significance thresholds for air quality standards during construction. The project would also not be expected to expose sensitive receptors to excessive TACs or CO concentrations or create objectionable odors. Impacts from Climate Change are anticipated to be less than significant with the incorporation of Mitigation Measures E-3 through E-10. Therefore, the proposed project would have a less-than-significant impact on air quality after mitigation is incorporated.

F. TRAFFIC

1. Setting

a. Physical Setting

Local and Regional Access. The Plan Area is bounded by Oak Grove Avenue (to the north), Peninsula Avenue (to the south), El Camino Real (to the west), and the Caltrain right-of-way (ROW) California Avenue and Lorton Avenue (to the east). Regional access to the Plan Area is provided by US 101. The closest interchanges with US 101 are located at Peninsula Avenue (southern edge of the Plan Area) and at Broadway (north of the Plan Area). The Peninsula interchange provides access in the northbound direction only, while the Broadway interchange provides access for both northbound and southbound traffic. A system of major arterials accommodates the longer distance local trips and connects Burlingame with adjacent communities. These include El Camino Real (SR 82) and California Drive providing north-south access. Other major arterials include Peninsula Avenue and Oak Grove Avenue. These arterials carry the major volume of east-west trips and connect with state highways and freeways. The other elements of the street system are secondary arterials, such as Howard Avenue, that connect collector and local access streets to the major arterials. Collector streets feed traffic to the arterials and major centers of activity in Burlingame. Primrose Road, Burlingame Avenue, Chapin Avenue, Lorton Avenue, and Park Road are classified as collector streets in the Downtown Area.

Overview to Intersection Operations. Traffic operations at intersections are typically described in terms of "Level of Service" (LOS). LOS is a qualitative measure of the effect of several factors on traffic operating conditions, including speed, travel time, traffic interruptions, freedom to maneuver, safety, driving comfort, and convenience. It is generally measured quantitatively in terms of vehicular delay and described using a scale that ranges from LOS A to F, with LOS A representing essentially free-flow conditions and LOS F indicating over-capacity conditions with substantial congestion and delay. Typically, analysis of intersections is conducted using methods described by the Transportation Research Board (TRB) in the 2000 Highway Capacity Manual (HCM 2000). For intersections, LOS is based on "control delay." Control delay is defined as the delay directly associated with the traffic control device (i.e., a stop sign or a traffic signal) and specifically includes initial deceleration delay, queue move-up time, stopped delay, and final acceleration delay. These delay estimates are considered meaningful indicators of driver discomfort and frustration, fuel consumption, and lost travel time. Table F-1 and Table F-2 present the relationship between LOS and control delay for signalized and unsignalized intersections, respectively.

Roundabout Operations. The Measures of Effectiveness (MOEs) used to analyze roundabout operations are similar to intersection operation analyses. Considerations include average vehicle delay per approach, travel speed and time, and queuing. The LOS values for the roundabout analysis are based on the Highway Capacity Manual (HCM 2000) methodology, and roundabout LOS performance is a function of capacity and volume-to-capacity ratio.[89]

[89] Wilbur Smith Associates, Burlingame Downtown Specific Plan: Parking & Circulation Analysis Technical Memorandum. June 2, 2009, included as Appendix E.

Table F-1
Signalized Intersection LOS Criteria

LOS	Average Control Delay (seconds/vehicle)	Description
A	≤ 10.0	Operations with very low delay occurring with favorable progression and/or short cycle length.
B	10.1 – 20.0	Operations with low delay occurring with good progression and/or short cycle lengths.
C	20.1 – 35.0	Operations with average delays resulting from fair progression and/or longer cycle lengths. Individual cycle failures begin to appear.
D	35.1 – 55.0	Operations with longer delays due to a combination of unfavorable progression, long cycle lengths, or high V/C ratios. Many vehicles stop and individual cycle failures are noticeable.
E	55.1 – 80.0	Operations with high delay values indicating poor progression, long cycle lengths, and high V/C ratios. Individual cycle failures are frequent occurrences. This is considered to be the limit of acceptable delay.
F	> 80.0	Operation with delays unacceptable to most drivers occurring due to over saturation, poor progression, or very long cycle lengths

Source: Transportation Research Board, Highway Capacity Manual, 2000.

Table F-2
Unsignalized Intersection LOS Criteria

LOS	Average Control Delay (seconds/vehicle)	Description
A	≤ 10.0	No Delay for stop-controlled approaches.
B	10.1 – 15.0	Operations with minor delays.
C	15.1 – 25.0	Operations with moderate delays.
D	25.1 – 35.0	Operations with some delays.
E	35.1 – 50.0	Operations with high delays, and long queues.
F	> 50.0	Operations with extreme congestion, with very high delays and long queues unacceptable to most drivers.

Source: Transportation Research Board, Highway Capacity Manual, 2000.

The City of Burlingame has jurisdiction over all City streets and City-operated traffic signals. Caltrans has jurisdiction over El Camino Real (SR 82), a state highway. Several regional agencies, including the San Mateo County City/County Association of Governments (C/CAG), coordinate and establish funding priorities for intra-regional transportation improvement programs. C/CAG is the Congestion Management Agency (CMA) that sets the state and federal funding priorities for improvements affecting the San Mateo County Congestion Management Program (CMP) roadway system. C/CAG-designated CMP roadway system components in Burlingame include SR 82 (El Camino Real), US 101,

and I-280. There is one CMP-designated intersection in the vicinity of the proposed project, El Camino Real/Peninsula Avenue/Park Road. The level of service standard for this intersection is LOS E.

The City of Burlingame does not have a formally-adopted LOS standard for intersections. However, transportation analyses performed in the City have typically assumed that intersections should operate at LOS D or better during the PM peak hour. This standard is consistent with most cities in the Bay Area and is included as the LOS standard for this analysis. Therefore, if a proposed project would contribute traffic to an intersection in a way that it would cause the PM peak hour LOS to deteriorate from LOS D to LOS E or from LOS E to LOS F, a proposed project would have a significant impact to traffic operations. Similarly, if a proposed project would contribute substantial amounts of traffic to an intersection operating at LOS E or F without the project, such that the volume-to-capacity ratio (V/C) during the peak hour increases by 10 percent or more, a proposed project would be considered to have a significant impact to traffic operations.

C/CAG has also adopted guidelines for all projects that would generate 100 or more net new peak hour trips on the CMP network and are subject to CEQA review. If a project meets this criterion, the project sponsor should determine if a combination of acceptable options/measures would fully reduce the net number of trips that this project is anticipated to generate on the CMP roadway network (including the first 100 trips). As shown in Table F-4, the Options 1 and 2 would each generate more than 100 peak hour trips. Therefore, the Downtown Specific Plan has been evaluated for compliance with the CMP guidelines adopted by C/CAG.

Background Conditions Traffic Operations

A Traffic Impact Analysis (Traffic Study) was prepared for the Downtown Specific Plan by Wilbur Smith Associates.[90] The Traffic Study analyzed a total of nine intersections, which were selected based on their proximity to the Plan Area, known travel patterns and trip distribution, and professional judgment:

- El Camino Real/Howard Avenue
- Burlingame Avenue/Park Road
- Primrose Road/Chapin Avenue
- Primrose Road/Bellevue Avenue
- Primrose Road/Douglas Avenue
- California Drive/Lorton Avenue
- El Camino Real/Peninsula Avenue/Park Road

[90] Willbur Smith Associates, Burlingame Downtown Specific Plan: Traffic Impact Analysis Technical Memorandum, March 27, 2009, included as Appendix D.

- California Drive/Peninsula Avenue
- California Drive/Howard Avenue

Figure F-1 depicts the Plan Area, and study intersections.

Under existing PM peak hour conditions, eight of the nine study intersections operate acceptably at LOS B or LOS C. The California Drive/Lorton Avenue intersection operates at a LOS E with a delay of 49.8 seconds/vehicle. This is primarily because of delay (97.8 seconds/vehicle) for the eastbound Lorton Avenue left turning movement, which is currently operating at LOS F conditions. The results of the existing PM peak hour LOS analysis are presented in Table F-3 below. Figure F-2 presents the study intersection lane configurations and existing PM peak hour turning movements.

Table F-3
Background Conditions Intersection LOS – PM Peak Hour

Intersection[d]	PM Average Delay/Vehicle[d]	LOS
1. El Camino Real/Howard Avenue[a]	25.2	C
2. Burlingame Avenue/Park Road[b]	14.2 (NB)[e]	B
3. Primrose Road/Chapin Avenue[b]	14.1 (EB)[e]	B
4. Primrose Road/Bellevue Avenue[c]	16.1 (WB)[e]	C
5. Primrose Road/Douglas Avenue[b]	10.3 (WB)[e]	B
6. California Drive/Lorton Avenue[b]	**49.8 (EB)[f]**	**E[f]**
7. El Camino Real/Peninsula Avenue/Park Road[a]	10.5	B
8. California Drive/Peninsula Avenue[a]	21.8	C
9. California Drive/Howard Avenue[a]	25.9	C

Source: Wilbur Smith Associates, January 2009.
Notes:
a. Signalized intersection
b. Side-Street Stop Controlled
c. Two-Way Stop Controlled
d. Average delay measured in seconds per vehicle
e. Delay and LOS presented for worst approach for two-way and side-street stop controlled intersections.
f. **Bold** type indicates unacceptable values.

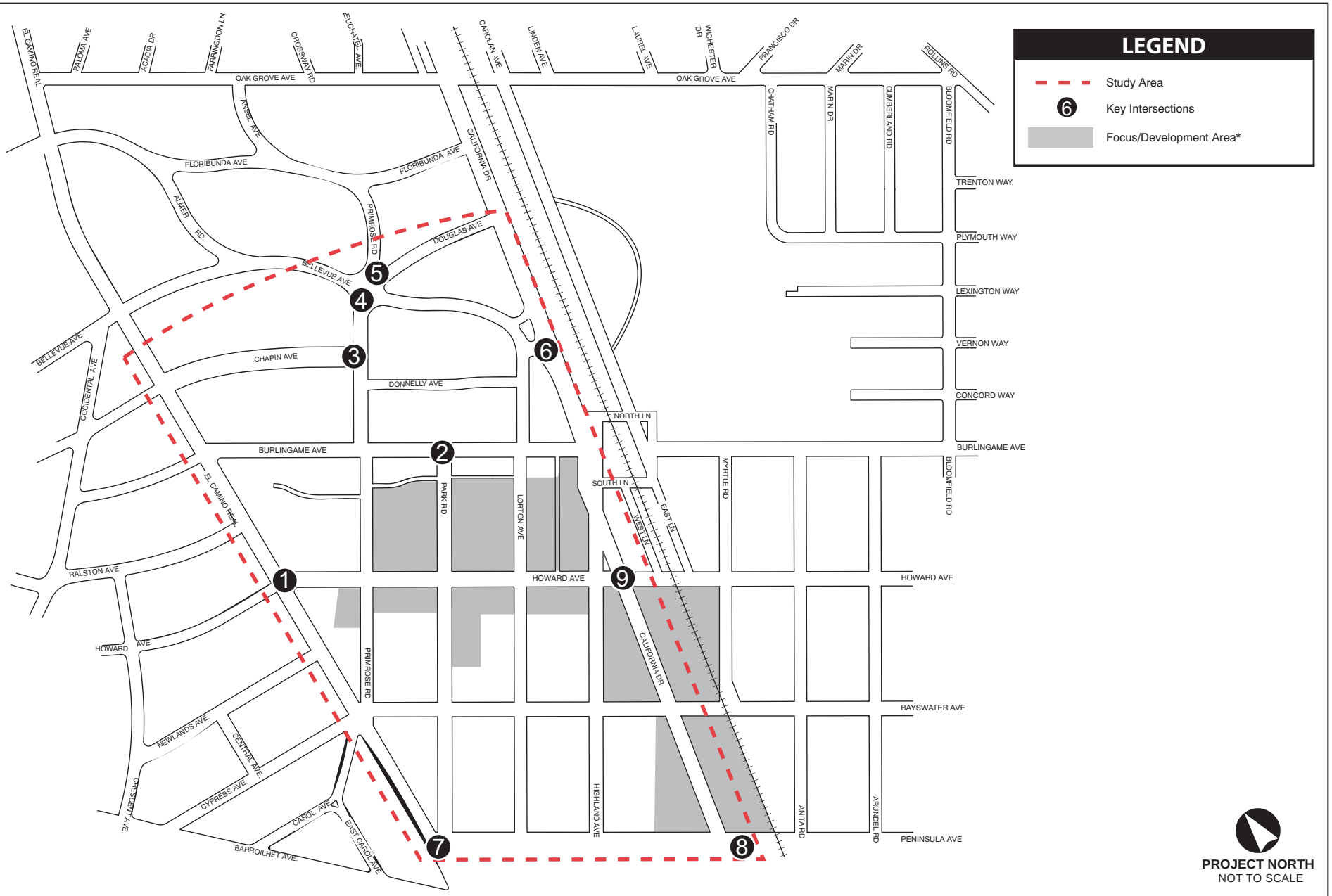
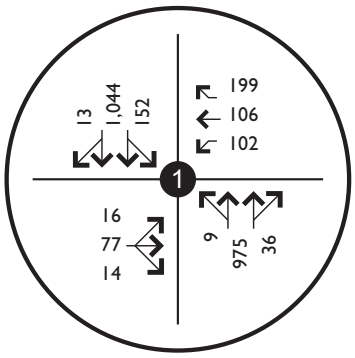
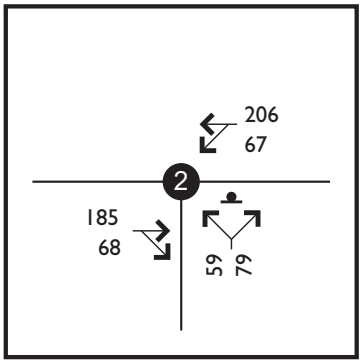


FIGURE F-1
Study Area and Key Intersections

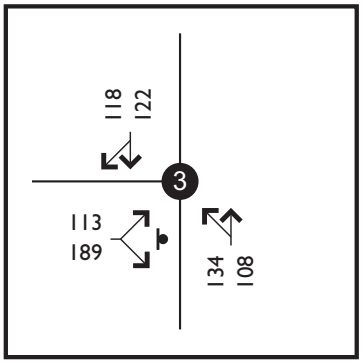
***Source*:** Wilbur Smith Associates, 2010.



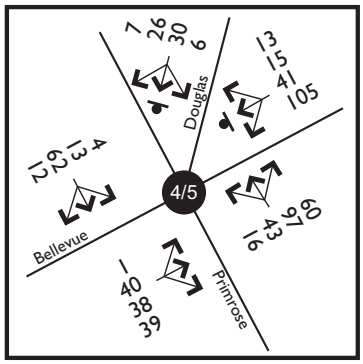
El Camino Real/
Howard Ave.



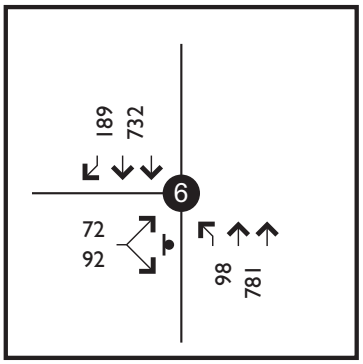
Park Rd./
Burlingame Ave.



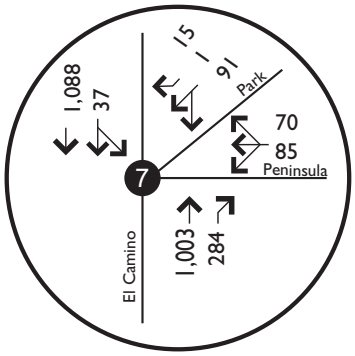
Primrose Rd./
Chapin Ave.



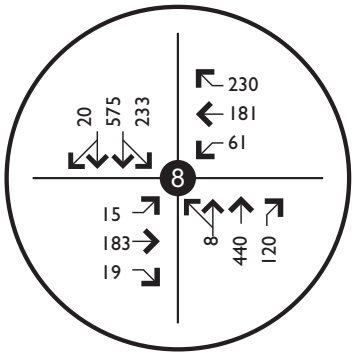
Primrose Rd./
Bellevue Ave./
Douglas Ave.



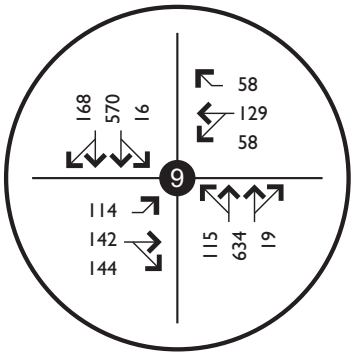
California Dr./
Lorton Ave.



El Camino Real/
Peninsula Ave./
Park Rd.



California Dr./
Peninsula Ave.



California Dr./
Howard Ave.

PBS&J®

FIGURE F-2

Lane Configurations and Existing PM Peak Hour Turning Movements

Source: Wilbur Smith Associates, 2010.

Transit Conditions

A Parking and Circulation Analysis (Parking and Circulation Study) was prepared for the Downtown Specific Plan by Wilbur Smith Associates.[91] An assessment of weekday and weekend mode split data and transit usage was reviewed as part of the Parking and Circulation Study to understand how development under the Downtown Specific Plan would potentially impact the existing transit system. Burlingame has a relatively low percentage of commuters who use public transportation and a relatively high percentage that drive alone to work. Two percent of the total workforce commute via bus in order to get to work and five percent use Caltrian or BART in order to commute to work, whereas 77 percent drive alone to work.

There are several public transit services in the Plan Area. Caltrain (commuter rail), SamTrans (bus transit), and the local Burlingame Trolley (shuttle services) routes are located in Downtown Burlingame.[92] The following discussion includes a brief description of each transit service. System-level ridership, performance measures, and planned transit improvements specific to Burlingame are discussed further in the Parking and Circulation Study.

Caltrain. Due to the location of planned developments in the Downtown Specific Plan, the Downtown Burlingame Caltrain station (located at California Drive and Burlingame Avenue) would be the optimal commuter rail station for the Downtown Specific Plan service population (including residents and employees). During commute hours, limited-stop trains provide faster service to and from Burlingame. During off-peak weekday hours, the limited-stop trains alternate with local service trains which stop at all stations. The weekday frequency service is about 30 minutes during evenings; and on weekends and holidays trams run at 1-hour intervals.

According to the 2009 Annual Passenger Counts, passenger boardings at Burlingame Caltrain Station are 1.86 percent of the weekday total passenger boardings, while operating at 24 percent capacity during the weekday northbound commute hours, and 17 to 25 percent during the weekday southbound commute.[93] These passenger boardings and capacity utilization rates are relatively moderate-to-low in comparison to other commuter rail stations.

Burlingame Trolley. This local service provides access to the Plan Area; operating daily at 45 minute intervals. In addition, this service provides access to shopping areas along Burlingame Avenue. The service operates between 11:30 AM and 9:30 PM, seven days a week. Scheduled stops within the Plan Area include El Camino Real/Burlingame Avenue, and California Drive/Highland Avenue/Burlingame Avenue (Burlingame Caltrain Station).

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91 Wilbur Smith Associates, Burlingame Downtown Specific Plan: Parking and Circulation Technical Memorandum, June 6, 2009, included as Appendix E.

92 Refer to *Burlingame Downtown Specific Plan: Existing Conditions Workbook* (October 2007) for additional information on public transit services for the Plan Area.

93 2009 Caltrain Annual Passenger Counts (February 2009). Caltrain.

Based on the recent operating levels, the seating capacity of the Burlingame Trolley is 32 seats, and in the last two years ridership has decreased 16.5 percent. The system rarely experiences demand greater than 75 percent, with the highest recorded demand to be 68.8 percent. Therefore capacity is considered adequate.

SamTrans. San Mateo County Transit (SamTrans) is an integrated public transportation (bus) system that serves the entire Bay Area, through connections with Caltrain and BART. Specifically, SamTrans bus routes serve San Mateo County with some express routes also serving San Francisco. The following SamTrans routes serve the Plan Area:

- **Route 46 (Arundel & Howard/Quesada & Trousdale) -** The 'Community Service' Route 46 bus circulates within the Plan Area primarily operating along Burlingame Avenue, El Camino Real, and along California Drive. The route seeks primarily to serve local students, as it functions only during school days and circulates once in the morning at approximately 8:00 am, and at early afternoon times that are tailored to local school schedules.
- **Route 292 Caltrain Connection -** The SamTrans Route 292 bus stops within the Plan Area at the intersection of California Drive and Howard Avenue, and at California Drive and Bellevue Avenue, and stops at frequencies of between 30 and 60 minutes during the week and on weekends.
- **Route 390 BART/Caltrain Connection -** The SamTrans 390 bus runs along El Camino Real on the western edge of the Plan Area at frequencies of between 30 and 60 minutes during both the weekday and weekend service hours. The 390 bus provides direct access to the Plan Area at the El Camino Real/Burlingame Avenue stop.
- **Route 391 BART/Caltrain Connection** - The SamTrans 391 bus operates intermittent municipal stops along Mission Street in San Francisco and shopping areas along El Camino Real. Route 391 runs on El Camino Real along the western edge of the Plan Area. The 391 bus provides direct access to the Plan Area at the El Camino Real/Burlingame Avenue stop.
- **Route 397 All Nighter** - The 397 All Nighter bus operates along El Camino Real along the western edge of the Plan Area. The 397 operates at 60 minute intervals every night. The 397 bus provides direct access to the Plan Area at the El Camino Real/Burlingame Avenue stop.

Based on the *SamTrans Short Range Transportation Plan* (SRTP), there are several planned improvements to enhance system performance, increase ridership, and improve accessibility. Improvements that could affect the Plan Area include prioritization of service improvements in areas of where high density and mixed use developments are provided. The SRTP states that transit service along El Camino Real experiences significant demand and SamTrans has considered adding an express bus service along the corridor, this will likely occur once additional housing and employment centers along El Camino Real increase land use density.

Bicycle Conditions

Currently, there are several bicycle routes and bicycle lanes within the Plan Area:[94]

- **Primrose Road** — from Oak Grove Avenue to Howard Avenue.
- **Highland Avenue —** from Howard Avenue to Peninsula Avenue.
- **California Drive —** from the Burlingame City Limits to Howard Avenue.
- **Howard Avenue —** from Humboldt Road to Occidental Avenue.

Pedestrian Conditions

The Plan Area is pedestrian oriented and has a high amount of pedestrian traffic. According to the *Burlingame Downtown Specific Plan: Existing Conditions Workbook* (October 2007), field observations indicated that the greatest volume of pedestrian crossings were across Bellevue Avenue, near the library, and across Burlingame Avenue at Park Road. These findings can be primarily attributed to the amount of retail, office, and restaurant land uses along Bellevue and Burlingame Avenues. These corridors often experience high amounts of pedestrian volume and adequate sidewalks and pedestrian crossings are located along these local streets. According to the Traffic Study, there are no identifiable traffic impacts along Burlingame or Bellevue Avenues, therefore the increased traffic associated with the proposed project would not affect the pedestrian conditions along these local streets.

Public consideration for increasing pedestrian safety has been an issue, specifically in the Downtown Area. As stated in the *Burlingame Downtown Specific Plan: Options and Alternatives Workbook* (March 2008), several improvement measures were presented in order to improve pedestrian conditions. These improvements included implementing traffic-calming measures (speed bumps, mid-block crossings, and proposing additional one-way streets), increase sidewalk "linkages" to improve connectivity Downtown, and widening sidewalks. These design features were then incorporated as Goals P-3, C-2, S-1, S-4, D-3, and D-4, described below. Overall, these improvement measures would improve pedestrian safety and encourage residents and visitors to patronize Downtown Burlingame.

b. Regulatory Setting

City of Burlingame Municipal Code. Heavy truck traffic would be limited to the designated travel corridors specified in Chapter 13.60 Truck Traffic of the Municipal Code to prevent conflicts with smaller vehicles, pedestrians, and bicycle traffic. [95]

City of Burlingame Bicycle Transportation Plan. The City of Burlingame has adopted a Bicycle Transportation Plan – a policy document which provides guidance for future bicycle improvements and programs. A subcommittee of the Traffic, Safety and Parking Commission and the Planning

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[94] Bicycle route and lane locations were provided by City of Burlingame (2009).

[95] City of Burlingame. City of Burlingame Municipal Code Current through Ordinance 1803 and the June 2007 code supplement. Quality Code Publishing. http://qcode.us/codes/burlingame/ Accessed May 6, 2010.

Commission worked with City staff to prepare the Plan, which was adopted by the City Council on October 18, 2004.

The Bicycle Transportation Plan is an amendment to the Circulation Element of the General Plan. The plan was recently certified by the Metropolitan Transportation Commission (MTC) and accepted by Caltrans. With a certified bicycle plan, the City becomes eligible for certain State and Federal funding for bicycle projects**.**

Burlingame Downtown Specific Plan. The following goals of the Burlingame Downtown Specific Plan would pertain to transportation improvements:

Parking

Goal P-1: Explore creative parking solutions. The applicable policies under Goal P-1 would: encourage the use of "alternative" vehicle types with ample bicycle parking and free parking for electric cars; devote less land for parking Downtown while accommodating increased demand; conceal parking areas through the use of attractively designed above- or below-ground parking structures; and provide incentives for joint ventures between the City and developers for new development that includes public parking facilities.

Goal P-2: Provide better management of existing parking spaces. The applicable policies under Goal P-2 would: explore creative parking solutions including parking pricing strategies; provide separate areas for commuter, visitor, and employee parking; consider the sale or joint development of some parking lots for development and use the funds for development of new parking facilities; and promote the use of Parking Lot O through incentives.

Goal P-3: Provide better access and way-finding to parking areas. The applicable policies under Goal P-3 would: strengthen pedestrian connections between parking lots and destinations; ensure Downtown parking is conveniently located; and provide better signage showing the location of parking facilities and the range of parking payment levels.

Goal P-4: Re-examine Downtown parking requirements. The applicable policies under Goal P-4 would promote more efficient use of land and encourage retail uses and mixed use development.

Goal P-5: Ensure that the parking supply is adequate to serve future development. The applicable policies under Goal P-5 would: consolidate parking lots in a convenient, centralized location and construct well-designed parking garages in central locations.

Streets and Circulation

Goal C-2: Streets in the Downtown Area should be friendly to pedestrians and bicyclists. The applicable policies under Goal C-3 would: enhance the pedestrian character of streets while implementing appropriate traffic-calming measures; promote alternative traffic patterns; narrow Chapin Avenue; provide well-marked access points to Downtown; enhance and optimize transit opportunities; and consider the needs of pedestrians, bicycles, and people with disabilities.

Goal C-3: Create links and connections, both to Downtown and within Downtown. The applicable policies under Goal C-3 would: create better links to Downtown from surrounding neighborhoods; develop strong links and connections that would reduce automobile use; improve the connection between Downtown and Washington Park; and promote California Drive as a continuous connector from the BART Station in Millbrae to Peninsula Avenue as well as Broadway and Downtown.

Streetscape

Goal S-1: Improve the streetscape, particularly at the pedestrian scale. The applicable policies under Goal S-1 would: improve the safety of streetscapes; prioritize spending on streetscape above other considerations; reflect the notion of Burlingame as a "tree city;" require new developments and major remodel projects to include pedestrian-oriented retail design treatments on all exposed elevations; and ensure the design and maintenance of the streetscape creates an inviting atmosphere.

Goal S-4: Accommodate a variety of pedestrian experiences. The applicable polices under Goal S-4 would: provide ample room for pedestrians; encourage outdoor business activities on the streets and sidewalks; promote outdoor dining; and create spaces for pedestrian pausing.

Design and Character

Goal D-3: Preserve and enhance small-town scale with walkable, pedestrian-scaled, landscaped streets. The applicable policy under Goal D-3 would ensure that new development is appropriate to Burlingame with respect to size and design.

Goal D-4: Promote a pedestrian-friendly Downtown that encourages people to walk. The applicable policy under Goal D-4 would encourage buildings to be built out to the sidewalk.

2. Environmental Checklist and Discussion

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
1) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system (i.e., result in a substantial increase in either the number of vehicle trips, the volume to capacity ratio of roads, or congestion at intersections)?	❑	■	❑	❑
2) Exceed, either individually or cumulatively, a level of service standard established by the county congestion management agency for designated roads or highways?	❑	■	❑	❑
3) Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks?	❑	❑	❑	■

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
4) Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible land uses (e.g., farm equipment)?	❑	❑	■	❑
5) Result in inadequate emergency access?	❑	❑	■	❑
6) Result in inadequate parking capacity?	❑	❑	■	❑
7) Conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks)?	❑	❑	■	❑

3. Discussion

Comment on F.1 and F.2. Future Year 2030 intersection operating conditions were evaluated for the evening (PM) peak hour using Synchro software. In order to determine future peak-hour traffic volumes, an average growth factor based on the C/CAG travel demand model was applied to each study intersection. In addition, two future scenarios were evaluated:

Future Year 2030 No-Project. This scenario includes future PM peak hour traffic conditions without the development under the Downtown Specific Plan. The 2030 Future Year conditions are projected by the C/CAG model using a background growth factor of 1.5 percent annually. The additional traffic associated with development under the Downtown Specific Plan is not included in this scenario.

Future Year 2030 plus Project. This scenario includes future PM peak-hour traffic plus the traffic generated by full build out under the Downtown Specific Plan. The analysis was based on two build options to provide a high and low end estimate for the proposed project. Option 1 includes 183,843 gross square feet (gsf) of retail use; 148,702 gsf of office use; a 120-bed hotel; and 875 residential units. Option 2 includes 183,843 gsf of retail use; 248,702 gsf of office use; and 1,232 residential units. Anticipated service population for the build options are 2,618 and 3,472 respectively. As such, trip generation, trip distribution, and trip assignment procedures were applied to the scenario.

Trip Generation. Trip generation is the term used to describe the amount of traffic entering and exiting a Plan Area. Trip generation for the Downtown Specific Plan was calculated using data from the Institute of Transportation Engineers (ITE) *Trip Generation* (8th Edition), 2008. The specific land use categories selected to represent the proposed project are "Retail", "Office", and "Residential".

The directions of approach and departure for project trips were estimated based on existing travel patterns near the Plan Area. Since travel patterns alter throughout a typical weekday, evening (PM) trip distribution percentages were applied. As shown in Table F-4, Option 1 would generate approximately 1,452 net new PM peak hour trips and Option 2 would generate approximately 1,715 net new PM peak hour trips, based on the development programs identified in the Project Description. Figure F-3 presents PM peak trip distribution and Figure F-4 presents typical vehicle access to the Plan Area.

FIGURE F-3
PM Peak Trip Distribution

***Source*:** Wilbur Smith Associates, 2010.

FIGURE F-4
Typical Vehicle Access to Project Area

***Source*:** Wilbur Smith Associates, 2010.

Table F-4
Trip Distribution – Future Year 2030 Scenario

Planned Land Use	Trips	Trip Estimate	
		Inbound	Outbound
Option 1			
Retail	704	352	352
Office	222	38	184
Hotel	71	38	33
Residential	456	305	150
Total	**1,452**	**732 (51%)**	**720 (49%)**
Option 2			
Retail	704	352	352
Office	371	63	308
Residential	640	429	211
Total	**1,715**	**844 (49%)**	**871 (51%)**

Source: Wilbur Smith Associates, January 2009.

Year 2030 No Project Conditions

Intersection Operations. Year 2030 forecasted PM peak hour turning movement volumes were used to calculate the levels of service for the nine study intersections under Year 2030 No Project Conditions and Year 2030 Project Conditions. The results of the future LOS analysis are presented in Table F-5 and Table F-6. Under Year 2030 No Project PM peak hour conditions, six of the nine study intersections operate acceptably at LOS B or LOS C. However, the El Camino Real/Howard Avenue intersection would operate at LOS F with a delay of more than 80 seconds/vehicle. The El Camino Real southbound critical movement would experience a significant delay. The California Drive/Lorton Avenue intersection would operate at LOS F with a delay of more than 50 seconds/vehicle. This is primarily due to delay for the eastbound Lorton Avenue left turning movement, which would operate at LOS F. The El Camino Real/Peninsula Avenue/Park Road intersection would operate at LOS F with a delay of more than 80 seconds/vehicle; primarily due to the El Camino Real southbound critical movement. Table F-5 summarizes these results. Figure F-5 presents the lane configurations and Year 2030 No Project PM peak hour turning movements.

Roundabout Operations. Under the Year 2030 No Project conditions, the roundabout would operate satisfactorily at LOS B, with 10.4 seconds of delay.

Table F-5
Year 2030 No Project PM Peak-Hour Intersection Operations

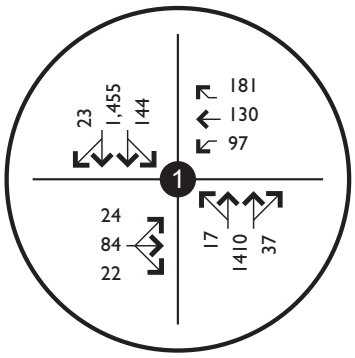
		Year 2030 No Project PM Peak Hour Conditions		
#	Intersection	V/C Ratio	Delay[1]	LOS
1	El Camino Real/Howard Avenue	**1.31**[2]	**>80**	**F**
2	Burlingame Avenue/Park Road	0.43 (NB)[3]	17.2 (NB)	C
3	Primrose Road/Chapin Avenue	0.42 (NB)	16.8 (NB)	C
4	Primrose Road/Bellevue Avenue	0.48 (SB)	21.9 (SB)	C
5	Primrose Road/Douglas Avenue	0.12 (SB)	11.2 (SB)	B
6	California Drive/Lorton Avenue	**1.15 (EB)**	**>50 (EB)**	**F**
7	El Camino Real/Peninsula Avenue/Park Road	**2.46**	**>80**	**F**
8	California Drive/Peninsula Avenue	0.75	24.3	C
9	California Drive/Howard Avenue	0.72	28.1	C

Source: Source: Wilbur Smith Associates, January 2009.
Notes:
Delay presented in seconds per vehicle.
Bold type indicates unacceptable values.
Delay and LOS presented for worst approach for two-way and side-street stop controlled intersections.

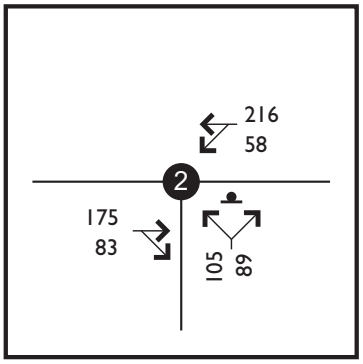
Table F-6
Year 2030 plus Project PM Peak-Hour Intersection Operations

		Year 2030 plus Project PM Peak Hour Conditions					
		Option 1			Option 2		
#	Intersection	V/C Ratio	Delay[1]	LOS	V/C Ratio	Delay[1]	LOS
1	El Camino Real/Howard Avenue	**1.36**	**>80**	**F**	**1.38**[2]	**>80**	**F**
2	Burlingame Avenue/Park Road	0.52 (NB)	21.4 (NB)	C	0.55 (NB)[3]	22.7 (NB)	C
3	Primrose Road/Chapin Avenue	0.53 (NB)	30.9 (NB)	C	0.55 (NB)	20.6 (NB)	C
4	Primrose Road/Bellevue Avenue	0.60 (SB)	29.3 (SB)	D	0.62 (SB)	31 (SB)	D
5	Primrose Road/Douglas Avenue	0.13 (SB)	11.7 (SB)	B	0.13 (SB)	11.7 (SB)	B
6	California Drive/Lorton Avenue	**2.50 (EB)**	**>50 (EB)**	**F**	**2.66 (EB)**	**>50 (EB)**	**F**
7	El Camino Real/Peninsula Avenue/Park Road	**2.58**	**>80**	**F**	**2.72**	**>80**	**F**
8	California Drive/Peninsula Avenue	0.93	28.5	C	0.95	30.8	C
9	California Drive/Howard Avenue	0.90	48.3	D	**0.94**	**57.5**	**E**

Source: Source: Wilbur Smith Associates, January 2009.
Notes:
Delay presented in seconds per vehicle.
Bold type indicates unacceptable values.
Delay and LOS presented for worst approach for two-way and side-street stop controlled intersections.



El Camino Real/
Howard Ave.



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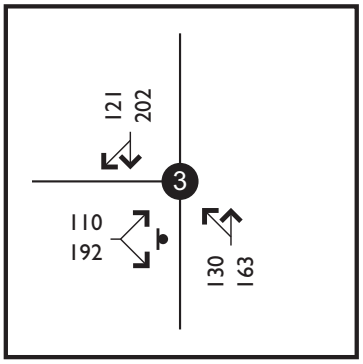
Burlingame Ave.



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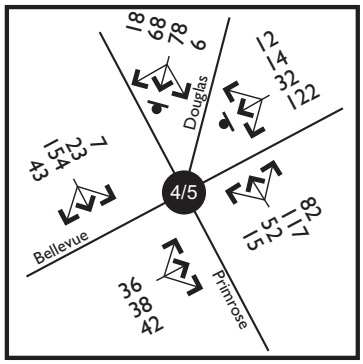

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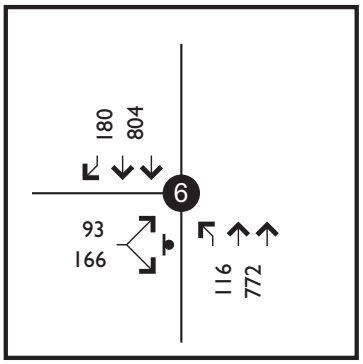

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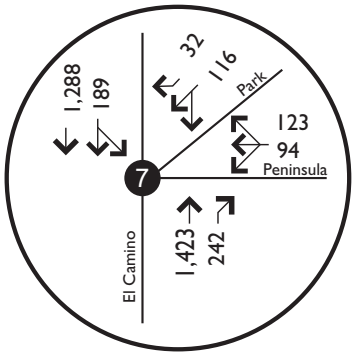

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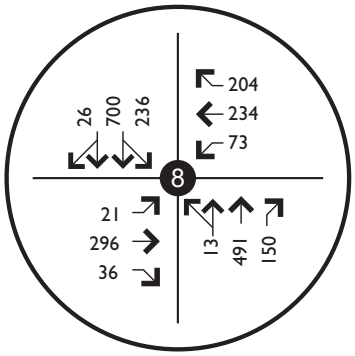

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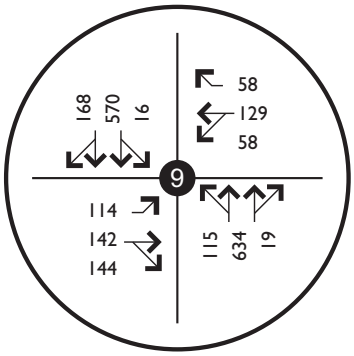
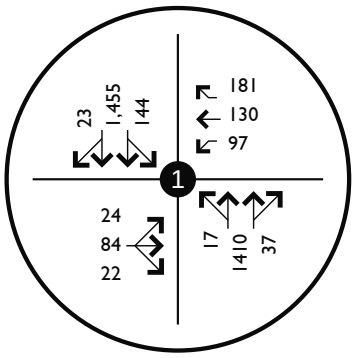


California Dr./
Howard Ave.

Source: Wilbur Smith Associates, 2010.

FIGURE F-5
Lane Configurations and Year 2030 No Project PM Peak Hour Turning Movements



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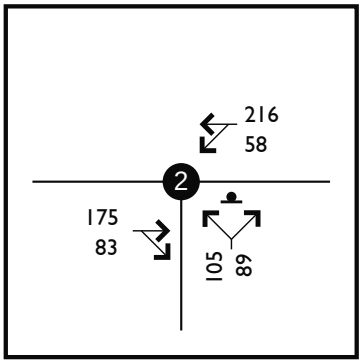

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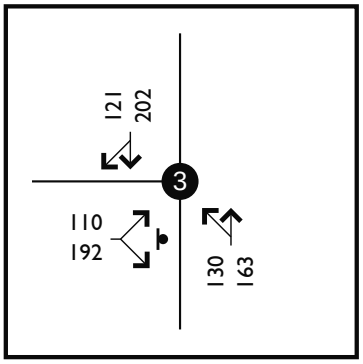
Burlingame Ave.



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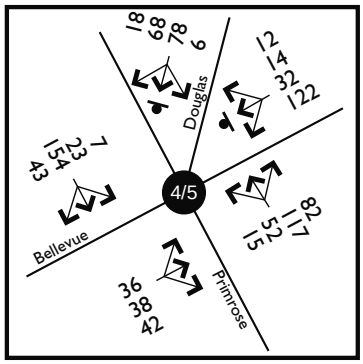
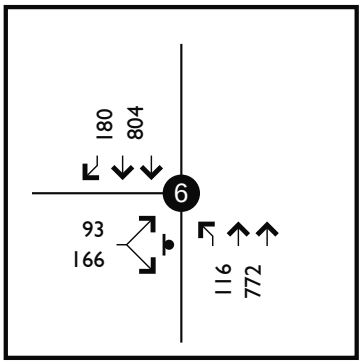
Chapin Ave.



Primrose Rd./
Bellevue Ave./
Douglas Ave.



California Dr./
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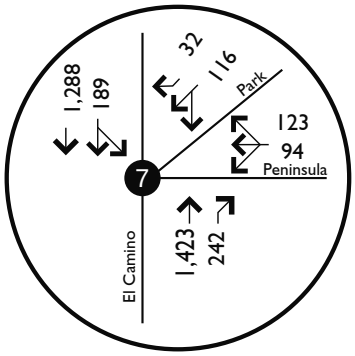

El Camino Real/
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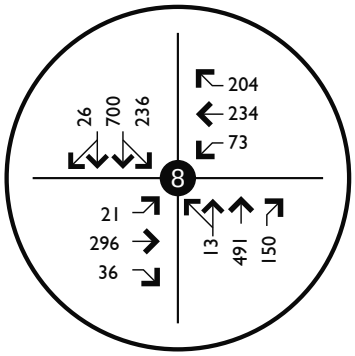
Park Rd.



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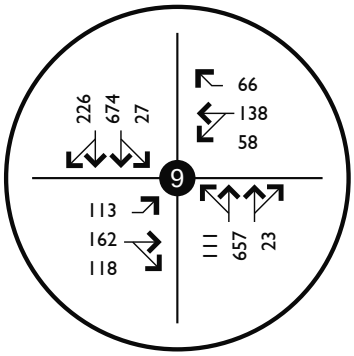
Peninsula Ave.



California Dr./
Howard Ave.

Source: Wilbur Smith Associates, 2010.

FIGURE F-6
Lane Configurations and Year 2030 Project (Option 1) PM Peak Hour Turning Movements

Highland Avenue Operations. Highland Avenue primarily serves as a pass through for vehicles originating on California Drive and making a right turn on Howard Avenue. Field observations indicate that there are minimal traffic volumes along Highland Avenue during peak hours, since the majority of vehicles are travelling to Howard Avenue and turning right. Therefore, closure or partial closure of Highland Avenue would not impact traffic circulation in the Year 2030 No Project conditions.[96]

Year 2030 Project Conditions

As shown in Table F-4, the Options 1 and 2 would each generate more than 100 peak hour trips. Figure F-6 and Figure F-7 present the lane configurations and Year 2030 PM peak hour turning movements for Options 1 and 2, respectively.

As shown in Table F-5, above, Year 2030 No Project Conditions would result in three of the nine study intersections operating at an unacceptable LOS F in the PM peak hour. Option 1 would add 1,452 net new trips during the PM peak hour. Traffic volumes in Year 2030 with Project Conditions for Option 1, would result in one out of the nine intersections operating at an unacceptable LOS E or worse in the PM peak hour. Option 2 would add 1,715 net new trips during the PM peak hour. As a result, Option 2 would result in three of the nine intersections operating at an unacceptable LOS E or worse in the PM peak hour. The impacts to these intersections are discussed in detail below.

The El Camino Real/Howard Avenue intersection would operate at LOS F with a delay of more than 80 seconds/vehicle under Options 1 and 2. However, in comparison to Year 2030 No Project Conditions, there would be no change in LOS and the V/C would not increase by 10 percent under either option. Therefore, development under the Downtown Specific Plan would not significantly worsen the LOS at this intersection under either option. Traffic effects would be less than significant.

The California Drive/Lorton Avenue intersection would operate at LOS F with a delay of more than 50 seconds/vehicle under both options. This is primarily because of delay for the eastbound Lorton Avenue left turning movement, which would operate at LOS F conditions. In comparison to Year 2030 No Project Conditions, there would be no change in LOS; however, the V/C ratio would increase by approximately 67 percent under Option 1 and 73 percent under Option 2. Therefore, a significant impact would occur at this intersection with Options 1 and 2.

The El Camino Real/Peninsula Avenue/Park Road intersection is a part of the CMP network and was evaluated using the latest version of the HCM, which is the CPM's required methodology for evaluating intersection operations. The El Camino Real/Peninsula Avenue/Park Road intersection would operate at LOS F with a delay of more than 80 seconds/vehicle, primarily due to the El Camino Real southbound critical movement. In comparison to Year 2030 No Project Conditions, there would be no change in LOS; however, the V/C ratio would increase by about 4.8 percent under Option 1 and 10 percent under Option 2. Therefore, a significant impact would occur at this intersection under Options 1 and 2.

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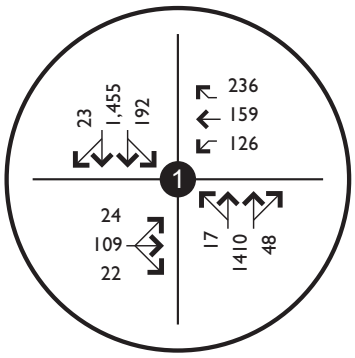
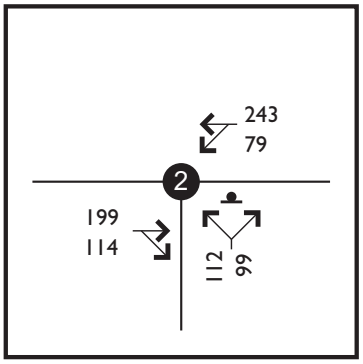
[96] Wilbur Smith Associates, Burlingame Downtown Specific Plan: Parking and Circulation Technical Memorandum, June 6, 2009, included as Appendix E.



El Camino Real/
Howard Ave.



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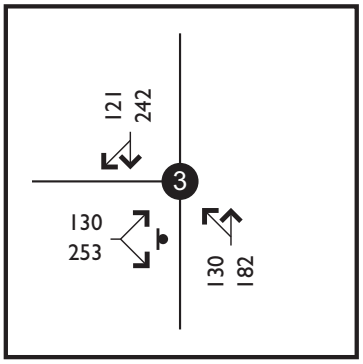
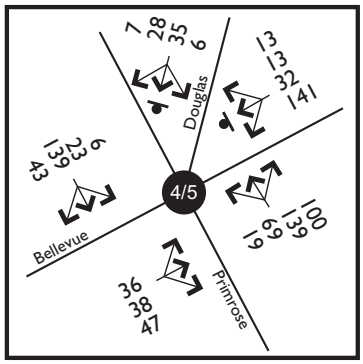
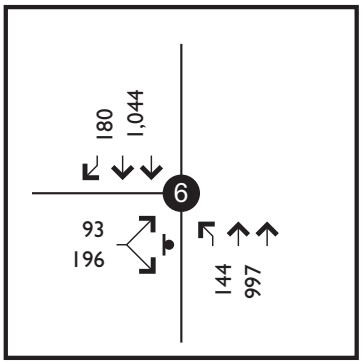
Burlingame Ave.



Primrose Rd./
Chapin Ave.



Primrose Rd./
Bellevue Ave./
Douglas Ave.



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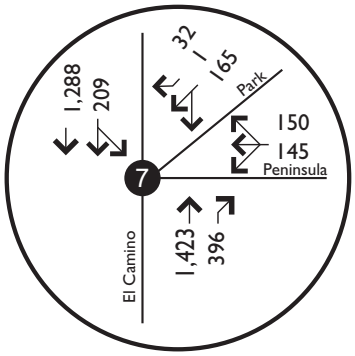

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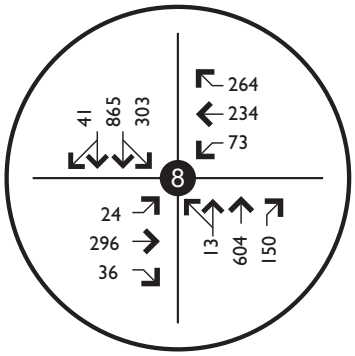
Park Rd.



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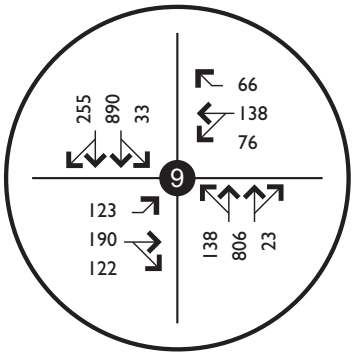

California Dr./
Howard Ave.

FIGURE F-7
Lane Configurations and Year 2030 Project (Option 2) PM Peak Hour Turning Movements

Source: Wilbur Smith Associates, 2010.

Under Option 2, the California Drive/Howard Avenue intersection would operate at LOS E, with a delay of 57.5 seconds/vehicle; primarily due to the California Drive northbound critical movement. In comparison to Year 2030 No Project Conditions, the LOS would deteriorate from LOS C to LOS E. Therefore, a significant impact would occur at this intersection as a result of the development under the Downtown Specific Plan. Table F-6 summarizes these results.

MITIGATION MEASURES. Improvements to the surrounding transportation system are identified at the intersections where significant impacts would occur. Implementation of Mitigation Measures F-1 through F-3 below would reduce traffic related impacts to a less than significant level under Options 1 and 2. Per the California Manual on Uniform Traffic Control Devices (MUTCD), a signal warrant analysis was conducted to determine the feasibility of signalization of the California Drive/Lorton Avenue intersection. The results show that the criteria for signal warrants were satisfied. Therefore, signalization is proposed as the mitigation measure for this intersection.

F-1a. *California Drive/Lorton Avenue Intersection Signalization-*. The intersection of California Drive/Lorton Avenue should be converted from a Side-Street Stop Controlled (SSSC) intersection to a signalized intersection (with the application of 100 seconds of cycle length), by the year 2030. The City Engineer shall determine the cost associated with the installation of a new traffic signal. Costs would be shared by project sponsors in accordance with F-1b and F-1c, below.

F-1b. *California Drive/Lorton Avenue Intersection - Impact Assessment*. All development proposals in the Downtown Specific Plan Area that require a traffic study shall evaluate trip contribution to the California Drive/Lorton Avenue intersection. For projects that are determined to contribute trips to the California Drive/Lorton Avenue intersection, F-1c would apply.

F-1c. *California Drive/Lorton Avenue Intersection Signalization – Fee Collection.* In order to fund the installation of a new traffic signal, the City of Burlingame shall collect a fair share fee from each project sponsor identified under F-1b. The fair share fee shall be determined in consultation with the City Engineer.

With this improvement, the intersection would operate at LOS A, with six seconds of average delay. Signalization of the intersection would improve the intersection operations from LOS F to LOS A, and significantly reduce delay for Year 2030 Project Conditions. Therefore, as suggested in the Downtown Specific Plan, implementation of Mitigation Measure F-1 would reduce impacts at the intersection of California Drive/Lorton Avenue to a less than significant level.

F-2. *El Camino Real/Peninsula Avenue/Park Road Signal Timing Improvements*. The City of Burlingame shall coordinate with Caltrans to change the signal timing at the El Camino Real/Peninsula Avenue/Park Road intersection. The amount of signal green time shall be increased by ten seconds in the Peninsula Avenue

westbound approach and Park Road southwest approach. In addition, ten seconds of green time shall be removed in the northbound and southbound El Camino Real approaches. Caltrans is currently implementing this signal timing improvement as a part of a larger signal timing project for all signals along El Camino Real in this area.

This signal timing adjustment would improve the V/C ratio from 2.72 to 2.4 (an 11 percent decrease), which is comparable to Year 2030 No Project Conditions. In addition, this signal timing adjustment would improve delay for the northbound El Camino Real approach, the westbound Peninsula Avenue left-turn movement, and for the southbound El Camino Real movement. Therefore, as suggested in the Downtown Specific Plan, implementation of Mitigation Measure F-2 would reduce impacts at the intersection of El Camino Real/Peninsula Avenue/Park Road to a less than significant level.

F-3. California Drive/Howard Avenue Signal Timing Improvements. The City of Burlingame Community Development Department shall recommend to the City Engineer, and the City Engineer shall implement signal timing improvements at the intersection of California Drive and Howard Avenue. The amount of signal green time shall be increased by five seconds in the California Drive northbound and southbound approaches. In addition, five seconds of green time shall be removed in the Howard Avenue eastbound and westbound approaches.

This signal timing adjustment would improve the intersection from LOS E to LOS D, with a delay of 37.3 seconds/vehicle (an improvement of 20.2 seconds). Therefore, as suggested in the Downtown Specific Plan, implementation of Mitigation Measure F-3 would reduce impacts at the intersection of El Camino Real/Peninsula Avenue/Park Road to a less than significant level.

In addition to the above mitigation measures, the Burlingame Downtown Specific Plan includes Goal C-3 and its associated policies, which would create links and connections, both to Downtown and within Downtown. This goal would serve to further reduce traffic and LOS impacts by encouraging use of alternative modes of transportation.

Roundabout Operations. Under the Year 2030 Project (Option 1) conditions, the roundabout would operate satisfactorily at LOS C, with 21.5 seconds of delay. Under Year 2030 Project (Option 2) conditions, the roundabout would operate satisfactorily at LOS C, with 23.4 seconds of delay.

Highland Avenue Operations. Traffic associated with the proposed project would not use Highland Avenue, therefore, closure or partial closure of Highland Avenue would not affect traffic circulation in the Year 2030 Project Conditions.[97]

[97] Wilbur Smith Associates, Burlingame Downtown Specific Plan: Parking and Circulation Technical Memorandum, June 6, 2009, included as Appendix E.

Traffic impacts associated with development under the Downtown Specific Plan would be less than significant with mitigation incorporated.

Comment on F.3. Development under the Downtown Specific Plan would include housing, retail space, and office space. No aircraft use would be required for operation or construction of any of the development anticipated under the Downtown Specific Plan. As such, the project would not lead to an increase in air traffic, and no impact would occur.

Comment on F.4. One of the goals of the Downtown Specific Plan is to increase the 'walkability' of the Downtown Area. However, given that there is bus service, vehicular traffic, and active rail lines in the Downtown Area, conflicts between different travel modes could occur. However, the Streetscapes & Open Space section of the Downtown Specific Plan includes design standards for some of the Downtown streets, including measures for pedestrian and vehicular safety. Developments proposed under the Downtown Specific Plan would also be subject to applicable safety standards, including the policies of the General Plan, and other state and federal design standards. Impacts to bicycle and pedestrian facilities are discussed further, below, under Comment on F.7.

Development under the Downtown Specific Plan would not generate excessive traffic associated with large, slow or otherwise potentially dangerous vehicles. Heavy truck traffic would be limited to the designated travel corridors specified in the Municipal Code to prevent conflicts with smaller vehicles, pedestrians, and bicycle traffic.

The Plan Area is traversed by two active railway lines operated by the Union Pacific Railroad and Caltrain. If development is intensified in the Downtown Area as is proposed under the Downtown Specific Plan, a larger number of vehicles, bicycles and pedestrians would use existing railway crossings.[98] However, all existing crossings were designed in consultation with the California Public Utilities Commission (CPUC) Railroads Crossing Engineering Section, and the efficacy of safety features, such as alarm bells and barriers, would not be affected by greater volumes of traffic or introduction of new land uses in the Plan Area. No modifications to existing crossings or new crossings are proposed under the proposed project; however, if in the future such crossings were needed, the City would be required to consult with the CPUC and implement required safety regulations. All impacts associated with design features and land use juxtapositions would, therefore, be less than significant.

Comment on F.5. The proposed project is not expected to affect emergency response times or access to other sites in the area. The proposed project would add substantially to delays at three study area intersections; however, Mitigation Measures F-1 through F-3 would reduce the delays at these intersections to less-than-significant levels. In addition, emergency vehicles have the preemptive right of way during an emergency when their sirens are turned on. Vehicles are required to pull to the side of the road, which allows emergency vehicles to bypass congested intersections and roadways. Therefore, the proposed project would have a less-than-significant impact to emergency access.

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[98] David Stewart, CPUC Railroads Crossing Engineering Section. Personal communication with Randi Adair of PBS&J, July 1, 2008.

Comment on F.6. The Downtown Specific Plan identifies a Parking Sector which includes the following Planning Areas; the Burlingame Avenue Commercial District, the Howard Avenue Mixed Use District, and the Donnelly Avenue Area. Parking supply for future development within the Downtown Area would be met by a combination of on-site parking and an enhancement of the existing public parking facilities. The proposed Parking Sector approach would move away from on-site parking for commercial uses in the core of the Downtown. In order to accommodate this transition, one or more parking structures would be constructed to provide parking for the proposed project. Locations of parking structures would consider both existing need and how the future demand may change with new development anticipated in areas such as along Howard Avenue and Auto Row areas. Public parking lots could also be added south of Howard Avenue as part of mixed use structures fronting Howard Avenue that would likely include access to underground parking from the public parking lots, in order to avoided unwanted curb cuts.

Under Option 1, there would be a parking shortfall of 112 spaces during the morning peak hour and a parking shortfall of 341 spaces during the midday peak hour. Under Option 2 there would be a parking deficit of 214 spaces during the morning peak hour, a parking shortfall of 469 spaces during the midday peak hour, and a parking surplus of 138 spaces during the evening peak hour.[99] As a result, current parking demand, in combination with demand related to development under the Downtown Specific Plan, would exceed current parking supply.

However, the Burlingame *Downtown Specific Plan: Existing Conditions Workbook* (October 2007) and the *Burlingame Downtown Specific Plan: Options and Alternatives Workbook* (March 2008) propose various parking improvement measures throughout Downtown Burlingame. The *Burlingame Downtown Specific Plan: Existing Conditions Workbook* proposes the following measures; parking pricing strategies, adjustments to parking time restrictions, implement valet/attended parking operations, modifications to parking enforcement strategies, implementing parking permits for residents/employees, promoting alternative modes of transport.

In addition, the *Burlingame Downtown Specific Plan: Options and Alternatives Workbook* proposes the following measures that would reduce parking demand; reconstruction of existing off-street facilities, consolidation of parking lots, encourage subterranean or elevated parking structures, reexamination of current parking requirements, consideration of shared parking practices, improve wayfinding and signage for parking facilities, and improve parking management.

Additionally, several developmental alternatives were discussed in the workbook, which included detailed parking strategies for specific areas in the Downtown. For example, construction of off-street parking structures could be located on Lot J (Primrose Road and City Hall Lane) as well as Lot A (Primrose Road and Donnelly Avenue). Expansion of Lot A to include Lot A-3 (adjacent to Lot A) would produce 123 new parking spaces; developing a new parking structure to link Lot C (across from Lot A), Lot A-3, and Lot A would produce 224 new spaces; the construction of a parking facility on

[99] Wilbur Smith Associates, Burlingame Downtown Specific Plan: Parking and Circulation Analysis Technical Memorandum, June 2, 2009.

Lot J would gain 256 new spaces, and the construction of parking structure on Lot H (El Camino Real and Ralston Avenue) would gain 97 new spaces.

Overall, if these off-street parking facilities were developed, modified, or constructed, an estimated 700 new spaces would be available. This would increase the available parking supply from 393 to 1,093 spaces in Downtown Burlingame, an increase in supply of 178 percent. Under these conditions, the parking demand associated with the development under the Downtown Specific Plan would be less than the proposed parking supply. In sum, if the aforementioned modifications to existing off-street parking facilities are enacted, on-street parking management strategies implemented, and shared parking measures are utilized, the parking impacts associated with the proposed developments in Downtown Burlingame would be less than significant.

It should be noted that each new development would be analyzed to address its parking needs. The parking needs of the project would be addressed by a combination of on-site parking and payment of in lieu fees to contribute towards construction of parking structures in the Downtown Area.

Moreover, the Downtown Specific Plan includes Goals P-1, P-2, P-3, P-4, and P-5, along with the associated policies which require that adequate parking capacity is provided. Therefore, impacts on parking would be less than significant.

Comment on F.7. Of particular relevance for alternative modes of travel are the existing and planned pedestrian, bicycle, and transit facilities, in the Plan Area.

Pedestrian Circulation. The proposed project is expected to attract more pedestrians because of the mix of land uses proposed in the Plan Area. Most pedestrian activity would likely be in the center of the Plan Area. The City of Burlingame plans to implement streetscape improvements along the key commercial corridors and streets including Burlingame Avenue, Howard Avenue, Chapin Avenue, and California Drive. These improvements would include, but are not limited to: benches, curb extensions (bulb-outs), street tree maintenance, landscaping, pedestrian lighting, and center islands in the certain streets. Bulb-outs are a type of traffic calming device designed to reduce pedestrian crossing distance and time, increase pedestrian waiting time, and reduce traffic and pedestrian conflicts. In addition, many residential streets in the Plan Area would receive similar improvements and maintenance. The proposed project would support and build upon planned and existing pedestrian facilities in the Downtown Area, and no impact would occur.

Bicycle Circulation. The City of Burlingame's Bicycle Transportation Plan shows there are multiple existing or planned bicycle routes along the streets within the Plan Area.[100] The major bicycle routes that provide access to the Plan Area are along California Drive, Carolan Avenue, and Howard Avenue. Other bicycle routes within the Plan Area are along; Primrose Road, Highland Avenue, California Drive, and Howard Avenue.

[100] Wilbur Smith Associates, Burlingame Downtown Specific Plan: Parking and Circulation Analysis Technical Memorandum, June 2, 2009.

As discussed above, a significant traffic impact at the intersection of California Drive and Howard Avenue could occur as a result of the proposed project. However, incorporation of Mitigation Measure F-3 would reduce traffic impacts to a less than significant level. Furthermore, the Traffic Study indicates that the impact will most likely occur in the northbound California Drive approach, and would not affect the east-west Howard Avenue approaches which now exist east of California Drive; therefore, the increased volumes along this roadway would not impact the bicycle lane.

Further, the proposed project does not include any features that would conflict with the City of Burlingame's Bicycle Transportation Plan. Therefore, the proposed project would not impact bicycle circulation. In addition, Section 5, Design & Character, of the Downtown Specific Plan encourages bicycle parking for many of the proposed land uses.

SamTrans. As described in the setting, the Plan Area is served by SamTrans routes 26, 292, 390, 391, and the 397 All Nighter. In addition, SamTrans continues to investigate the potential for increasing transit service as land use intensity increases, including the potential for an express route along El Camino Real. Given current transit operations for each route, an increase in ridership and accessibility would likely occur as a result of the proposed project; however, current ridership levels and projected ridership, with the addition of transit demand from the Downtown Specific Plan would not impact schedule adherence or productivity; therefore, no identifiable transit impacts would occur.

Caltrain. Given the current service operations, frequencies, moderate-to-low passenger capacity rates at the Burlingame Caltrain Station, and proposed station improvements, it is evident that future capacity would be adequate to accommodate future demand associated with the proposed project; therefore no identifiable impacts to Caltrain operations would occur.

Burlingame Trolley. Visitors to and residents of the Plan Area would likely use the Burlingame Trolley system. However, recent operating performance levels indicate that the trolley experiences low ridership, and is often underutilized. Based on these performance trends, the Burlingame Trolley would not experience any significant impacts as a result of increased demand from the proposed project. The Burlingame Trolley would serve as a transportation alternative, increasing access to the Plan Area. Construction of the proposed project would not alter SamTrans Routes or service, Burlingame Trolley service, or interfere with Caltrain operations and, therefore, would not cause any transit-related impacts.

In addition, the Downtown Specific Plan includes Goals C-2, S-1, S-4, D-3, and D-4, along with the associated policies encouraging the use of alternative modes of transportation.

4. Conclusion

The traffic impacts resulting from the proposed project would be less than significant. Although development under the Downtown Specific Plan would generate traffic volumes that would degrade intersection operations to unacceptable levels, Mitigation Measures F-1, F-2, and F-3 would reduce delays at the impacted intersections to a less-than-significant level. The proposed project would also be consistent with adopted policies regarding transit, bicycles, pedestrians, parking, and emergency response times. The proposed project would substantially increase parking demand in the Plan Area;

however, the Downtown Specific Plan includes goals and policies that require the provision of adequate parking, as well as some options for creation of new parking lots, therefore, impacts to parking would be less than significant. In addition, the Downtown Specific Plan would implement additional policies that would enhance the use of transit, bicycles, and walking as well as improve parking capacity. Therefore, the proposed project would have less-than-significant impacts on transportation in the area.

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G. BIOLOGICAL RESOURCES

1. Setting

a. Physical Setting

The Plan Area is an urbanized, developed area that covers approximately 180 acres in the City. The Plan Area is developed primarily with residential, commercial, and retail land uses. The Plan Area slopes gently to the northeast, toward the San Francisco Bay, with an elevation change across the Plan Area of approximately 15 feet; from about 40 feet above mean sea level (msl), to 25 feet above msl.[101] The Plan Area does not contain any natural surface drainage. It is located in the Burlingame/Ralston watershed, and stormwater runoff in this watershed is entirely contained within a storm drain system.[102] There are no natural or sensitive biological communities in the Plan Area, or surrounding areas, such as chaparral, riparian, or the San Francisco Bay shoreline. The San Francisco Bay is over one mile northeast of the Plan Area. A number of ornamental and street trees exist within the Study Area, such as Eucalyptus (*Eucalyptus* spp.), Japanese privet (*Ligustrum japonicum*), Southern magnolia (*Magnolia grandiflora*), and Hollywood juniper (*Juniperus chinensis*).[103]

A review of the California Natural Diversity Database (CNDDB) was conducted for historic occurrences of listed and non-listed sensitive plant and animal species and vegetation communities within one mile ("vicinity") of the Plan Area.[104] As shown in Figure G-1, the result of this query indicates that one sensitive plant species, Franciscan onion (*Allium peninsulare var. franciscanum*), and one sensitive animal species, the San Francisco garter snake *(Thamnophis sirtalis tetrataenia*) have been recorded in the Plan Area. Two additional sensitive plant species, and six additional sensitive wildlife species are within the vicinity of the Downtown Area. These plant species include: fragrant fritillary (*Fritillaria liliacea*), and Hillsborough chocolate lily (*Fritillaria biflora* var. *biflora)*. Wildlife species include: California clapper rail (*Rallus longirostris obsoletus*), Alameda song sparrow (*Melospiza melodia pusillula*), hoary bat (*Lasiurus cinereus*), Myrtle's silverspot (*Speyeria zerene myrtleae*), and Ricksecker's water scavenger beetle *(Hydrochara ricksecker)*.

Each of the aforementioned species has specific habitat requirements: the San Francisco garter snake, California clapper rail, Alameda song sparrow, and Ricksecker's water scavenger beetle are all found in wetland habitats; the Franciscan onion, fragrant fritillary, and Hillsborough chocolate lily are all found growing on serpentine soils in grassland communities; the Myrtle's silverspot is restricted to

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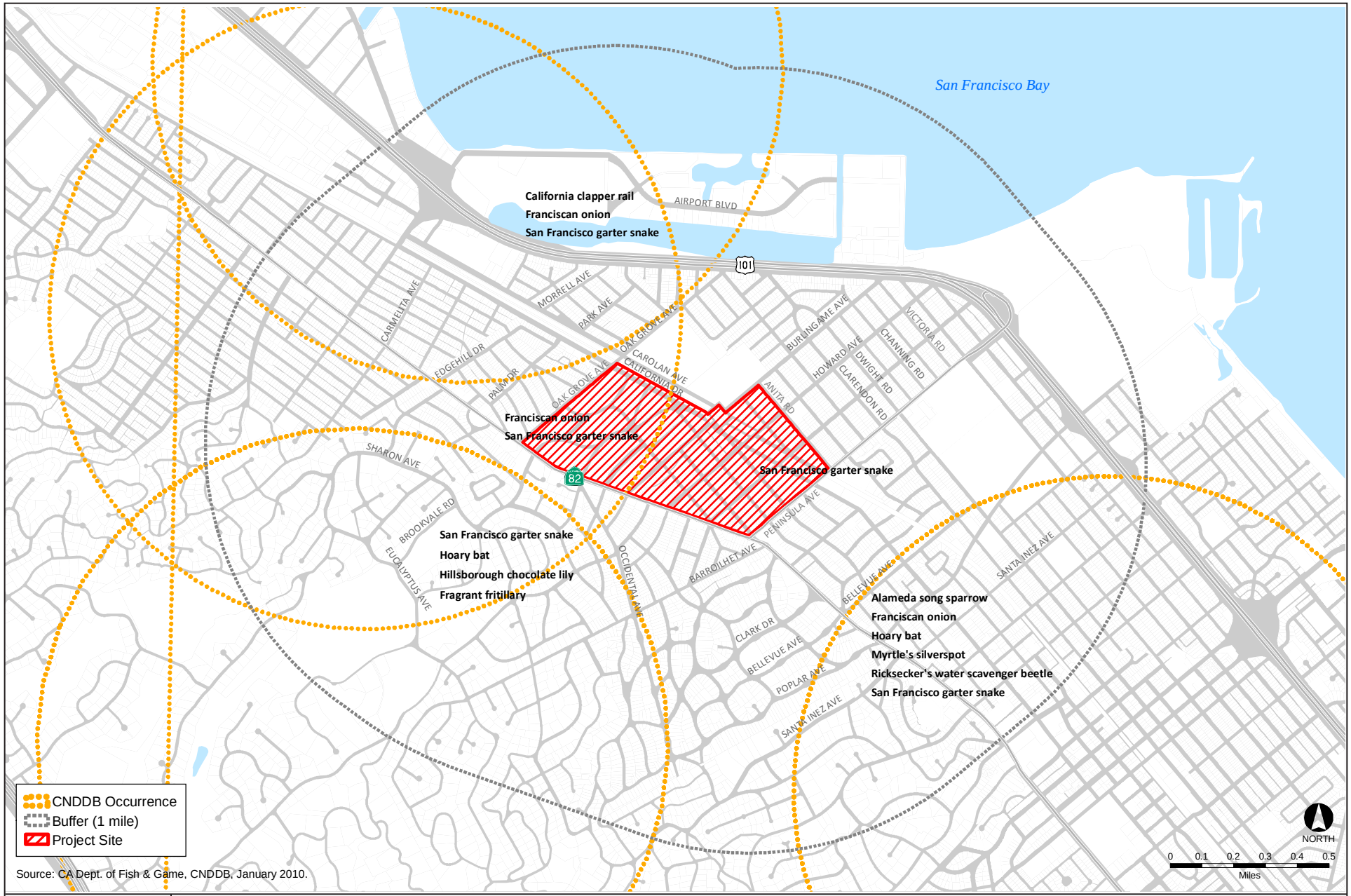
[101] U.S. Geological Survey. *San Mateo, California, United States Topomap*. Revised: 7/1/1998.

[102] City of Burlingame. 2004. *Citywide Facilities Improvements Storm Drain Improvements Report*. Available at: www.burlingame.org/Modules/ShowDocument.aspx?documentid=914. Accessed on: August 1, 2007.

[103] Levison, Walter. *Assessment of Protected Trees to be Removed as Proposed Safeway Expansion Site*, October 1, 2001, pp. 3 – 10; and Barrie D. Coate and Associates. *An Analysis of the Condition of Trees 15.25-inch Trunk Diameter or Larger at the Safeway Shopping Center Property*, June 3, 1996, pp. 2 – 4.

[104] California Department of Fish and Game, *Natural Diversity Database – RareFind*, version 3.1.0. Information updated January 2010, included as Appendix F.



Source: CA Dept. of Fish & Game, CNDDB, January 2010.

FIGURE G-1
CNDDB Sensitive Species Occurrences

***Source*:** CDFG, 2009.

coastal dunes; and the hoary bat is sensitive to disturbance, and requires a mosaic of habitat not supported by the developed nature of the Plan Area. Therefore, the Plan Area does not provide suitable habitat for any of the aforementioned species.

Of the aforementioned species, the California clapper rail, San Francisco garter snake, and Myrtle's silverspot are the only federally and/or State listed species: the California clapper rail and San Francisco garter snake are on both the federal and the State endangered species lists; and the Myrtle's silverspot is on the federal endangered species list. All of the other species are State "Species of Special Concern," which means "of limited distribution or numbers, though not to the extent of triggering a federal and/or State listing," or whose numbers are simply being tracked because the species is of interest of the CDFG.

Most of the occurrences returned by the CNDDB are historic, ranging from 1895 to the mid-1980s. These reported occurrences of sensitive plant and animal species and vegetation communities in the CNDDB occurred when the Plan Area was supported by native habitats. However, the Plan Area has been entirely urbanized and all native habitats have been removed. Therefore, all the sensitive species, if they were present and listed in the CNDDB, have been locally extirpated from the Downtown Area.

b. Regulatory Setting

Burlingame Municipal Code. Chapter 11.04 (Street Trees) of the Burlingame Municipal Code includes provisions for the removal, planting, pruning, or disturbance of any street tree, shrub or plant in or upon any street or public place in the City. Such actions require a permit from the Director of the City's Parks and Recreation Department. The City defines a "street tree" as any woody perennial plant having a single main axis or stem commonly achieving 10 feet or more in height.

Chapter 11.06 (Urban Reforestation and Tree Protection) of the Burlingame Municipal Code calls for the preservation of trees and vegetation, which are considered a vital part of the City's character. The City defines a "Protected Tree" as:

- Any tree with a circumference greater than 48 inches when measured 54 inches above natural grade; or
- A tree or stand of trees so designated by the city council based upon findings that it is unique and of importance to the public due to its unusual appearance, location, historical significance, or other factor; or
- A stand of trees in which the Director of Parks and Recreation has determined each tree is dependent upon the others for survival.

The Municipal Code has provisions to allow for the pruning or removal of protected trees through the granting of a Protected Tree Removal Permit by the Director of the City's Parks and Recreation Department. Permit conditions will likely require tree replacement or reforestation with the following guidelines:

- Replacement shall be three 15-gallon size, one 24-inch box size, or one 36-inch box size landscape tree(s) for each tree removed; and
- Any tree removed without a valid permit shall be replaced by two 24-inch box size, or two 36-inch box size landscape trees for each tree removed; and
- Replacement of a tree may be waived by the director if a sufficient number of trees exists on the property to meet all other requirements of the Urban Reforestation and Tree Protection Ordinance; and
- Size and number of the replacement tree(s) shall be determined by the director and shall be based on the species, location and value of the tree(s) removed; and
- If replacement trees cannot be planted on the property, payment of equal value shall be made to the City. Such payments shall be deposited in the tree-planting fund to be drawn upon for public tree planting.

Burlingame General Plan - Conservation Element. The Conservation Element of the City's *General Plan* contains policies and recommendations to preserve natural resources within the City. The Conservation Element states, "The City should act to protect valuable vegetative cover and encourage planting additional vegetation, giving preference to indigenous materials."

Conservation Plans. The City's Downtown Area, including the Plan Area, is not covered by a Natural Community Conservation Plan (NCCP), Habitat Conservation Plan (HCP), or other approved local, regional, or State habitat conservation plan.

2. Environmental Checklist and Discussion

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
1) Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service?	❑	❑	❑	■
2) Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service?	❑	❑	❑	■
3) Have a substantial adverse effect on federally protected wetlands as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means?	❑	■	❑	❑

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
4) Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites?	❑	■	❑	❑
5) Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance?	❑	■	❑	❑
6) Conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or State habitat conservation plan?	❑	❑	❑	■

3. Discussion

Comments on G1 and G2. The Plan Area (and vicinity) has been fully developed, leaving no native habitat that could support any species identified as sensitive in local or regional plans, policies, or regulations, or by the California Department of Fish and Game (CDFG) or United States Fish and Wildlife Service (USFWS), as identified in the CNDDB. Given that the Plan Area has been fully developed, there are no natural or sensitive biological communities in the Plan Area. Additionally, the Plan Area does not support any riparian habitat or coastal waters of San Francisco Bay. No impact would occur.

Comments on G3. While the Plan Area contains several concrete-lined, channelized watercourses, the Plan Area has not been surveyed for wetlands. Due to the developed nature of the Plan Area, it is highly unlikely that wetlands exist. However, because the Plan Area has not been surveyed for wetlands, it is assumed that there is a possibility for wetlands to be present. Construction of future development allowed within the Plan Area could result in significant direct and indirect impacts to wetlands and other waters of the U.S., as defined by Section 404 of the Clean Water Act (CWA) and regulated by the U.S. Army Corps of Engineers (USACE). Storm drain improvements and other project components (i.e., daylighting portions of the existing underground Burlingame Creek culvert) could involve excavation, fill, dredging, bank shaping, and other activities within streams and/or stream banks that are also regulated by CDFG pursuant to Section 1602 of the California Fish and Game Code, and the State Water Quality Control Board (SWQCB) pursuant to Section 401 of the CWA. Direct or indirect impacts to wetlands, while unlikely, and other waters of the U.S. could conflict with these regulations and would be considered a potentially significant impact. Therefore, Mitigation Measure G-1 should be implemented.

> MITIGATION MEASURE. The following measure would reduce impacts to regulated wetlands and waters (i.e., Burlingame Creek) resulting from development under the Downtown Specific Plan to a less-than-significant level:
>
> *G-1. Wetlands and Jurisdictional/Regulated Waters*. For development occurring in the Downtown Specific Plan Area, where avoidance of regulated wetlands and

waters is not feasible, and before any construction activities are initiated in jurisdictional areas, the City shall consult with USACE, RWQCB, and CDFG to determine if permits would be required for construction activities. If deemed necessary, the following permits shall be obtained, as applicable to the activities in question.

- *CWA Section 404 permit from the USACE.*
- *CWA Section 401 water quality certification from the RWQCB.*
- *CDFG Section 1602 streambed alteration agreement from CDFG.*

Copies of these permits shall be provided to the contractor, along with the construction specifications. The project sponsor shall be responsible for complying with all of the conditions set forth in these permits, including any financial responsibilities.

Comments on G4. In urbanized (developed) areas, such as the Plan Area, the lack of natural communities results in resident and migratory birds nesting in ornamental and/or street trees. The Downtown Specific Plan could call for the potential disturbance of ornamental and/or street trees within the Plan Area through changes in land use and development patterns within Downtown Burlingame. As such, the Downtown Specific Plan could result in disturbances to nesting birds, which may be located in or adjacent to the Plan Area, should construction occur during the avian nesting period (March 15 through August 31).

Nesting birds, their nests, and eggs are fully protected by the Fish and Game Code (Sections 3503 and 3503.5) and the Migratory Bird Treaty Act of 1918 (MBTA). The MBTA protects over 800 avian species, including geese, ducks, shorebirds, raptors, songbirds, and many relatively common species. Destruction or disturbance of a nest would be a violation of these regulations and is considered a potentially significant impact. Implementation of Mitigation Measure G-1 would require pre-construction surveys for nesting birds, should construction occur during the avian nesting period.

MITIGATION MEASURE. The following measure would reduce impacts to nesting birds to a less-than-significant level:

G-2. *Pre-construction Nesting Bird Survey*. Construction under the Downtown Specific Plan shall avoid the March 15 through August 31 avian nesting period to the extent feasible. If it is not feasible to avoid the nesting period, a survey for nesting birds shall be conducted by a qualified wildlife biologist no earlier than 7 days prior to construction. The area surveyed shall include all clearing/construction areas, as well as areas within 250 ft. of the boundaries of these areas, or as otherwise determined by the biologist. In the event that an active nest is discovered, clearing/construction shall be postponed within 250 ft. of the nest, until the young have fledged (left the nest), the nest is vacated, and there is no evidence of second nesting attempts.

Since the Plan Area and vicinity is urbanized, new development under the Downtown Specific Plan would not interfere with the movement of any native resident or migratory fish or wildlife species beyond that which has been identified and mitigated for, above, and a less-than-significant impact would occur.

Comments on G5. As discussed in "Comment on G4," the Downtown Specific Plan could result in potential disturbance to or removal of ornamental trees within the Plan Area through changes in land use and development patterns within Downtown Burlingame. As such, the Downtown Specific Plan could conflict with City Municipal Code Chapters 11.04 (Street Trees) and 11.06 (Urban Reforestation and Tree Protection). As discussed under the "Regulatory Setting" section, above, these ordinances protect street trees, and trees with a circumference of 48 inches or more, as measured 54 inches above natural grade, or as otherwise designated as protected by the City. Street trees are only removed and replaced by the City Parks and Recreation Department, therefore, street tree removal is not further discussed. The removal of protected trees from the Plan Area is considered a potentially significant impact; therefore, Mitigation Measure G-2 is incorporated.

MITIGATION MEASURE. The following measure would reduce impacts to protected trees in the Plan Area to a less-than-significant level:

G-3. *Protection of Street Trees and Protected Trees*. Prior to the removal of any protected tree associated with development under the Downtown Specific Plan, an application shall be submitted to the City's Parks and Recreation Department for a tree removal permit, meeting the regulations of the City's Municipal Code, Chapter 11.06 (Urban Reforestation and Tree Protection) and Chapter 11.04 (Street Trees), including any tree replacement requirements. Included with the permit application shall be a landscaping plan that illustrates species, numbers, and sizes of replacement trees. The City's General Plan – Conservation Element, encourages the planting of "indigenous materials." While the planting of non-native, ornamental species in landscaping the Plan Area would not violate any policies, preference shall be given to planting species native to the Plan Area.

Comments on G6. As discussed under the "Regulatory Setting" section of this document, above, the Plan Area is not a part of a NCCP, HCP, or other approved local, regional, or State habitat conservation plan. Therefore, no impact would occur.

4. Conclusion

The Plan Area is entirely urbanized, and does not support any natural communities or vegetation, with the exception of street trees and other ornamental trees and vegetation. The Plan Area does not provide habitat for any listed plant or animal species or sensitive plant communities; nor is it located in a migratory corridor. Construction activities associated with Burlingame Creek could result in impacts to other waters of the U.S. as regulated by Section 404 and Section 401 of the CWA, and impacts to streams and stream banks, as regulated by Section 1602 of the California Fish and Game Code.

Mitigation Measure G-1 requires agency consultation and permit issuance prior to development under the Downtown Specific Plan. Development in the Plan Area could result in disturbances to nesting birds. With the implementation of Mitigation Measure G-2, development under the Downtown Specific Plan would not conflict with any plans, policies, or ordinances with regard to biological resources, such as the tree protection ordinances contained in the City's Municipal Code, or the City's Conservation Element.

The proposed project would have a less-than-significant impact on biological resources.

H. MINERAL RESOURCES

1. Setting

Mining activities in California are regulated by the Surface Mining and Reclamation Act (SMARA) of 1975. Based on guidelines adopted by the California Geological Survey (CGS – formerly known as the Division of Mines and Geology), areas known as Mineral Resource Zones (MRZs) are classified according to the presence or absence of significant deposits.

There are no known mineral resources within the vicinity of the Plan Area. The CGS Mineral Resource Zones and Resource Sectors San Francisco and San Mateo Counties map classifies the Plan Area as MRZ-1, which constitutes an area "where adequate information indicates that no significant mineral deposits are present, or where it is judged that little likelihood exists for their presence." [105]

2. Environmental Checklist and Discussion

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
1) Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state?	❑	❑	❑	■
2) Result in the loss of availability of a locally-important mineral resource recovery site delineated on a local general plan, Downtown Specific Plan or other land use plan?	❑	❑	❑	■

3. Discussion

Comment on H.1 and H.2. There are no known mineral resources in the Plan Area, as indicated by the *San Mateo County General Plan – Mineral Resources Map*. The Plan Area is not delineated as a locally-important mineral resource by the CGS or on any County or City land use plan. As stated above, the CGS Mineral Resource Zones and Resource Sectors San Francisco and San Mateo Counties map classifies the Plan Area as MRZ-1, which constitutes an area "where adequate information indicates that no significant mineral deposits are present, or where it is judged that little likelihood exists for their presence." Therefore, implementation of the Downtown Specific Plan would have no impact on known significant mineral resources.

4. Conclusion

Given that there are no known significant mineral resources in the vicinity of the Plan Area, implementation of the Downtown Specific Plan would have no impact on known significant mineral resources.

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[105] California Geological Survey, *Special Report 146 – Mineral Land Classification: Aggregate Materials in the San Francisco-Monterey Bay Area, Part II: Classification of Aggregate Resource Areas South San Francisco Bay Production-Consumption Region*, Plates 2.3 and 2.43. 1983.

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I. HAZARDS AND HAZARDOUS MATERIALS

1. Setting

a. Physical Setting

This setting section describes the potential environmental, health, and safety hazards on, or in close proximity to, the Plan Area. Potential environmental health and safety hazards identified under CEQA include risks associated with wildland fires, proximity to public or private airports or airstrips, and/or exposure to hazardous materials. Hazardous materials exposure could occur as a result of disturbing contaminated soil or groundwater or handling hazardous materials. Hazardous materials are those chemicals or substances that pose hazards to human health or safety, or to the environment.

Hazardous Materials. The term "hazardous material" is defined as a substance, or combination of substances, that, because of its quantity; concentration; or physical, chemical, or infectious characteristics, may (1) cause, or significantly contribute to, an increase in mortality or an increase in serious, irreversible, or incapacitating illness; or (2) pose a substantial present or potential hazard to human health or environment when improperly treated, stored, transported, disposed of, or otherwise managed (California Health and Safety Code, Section 25117). Hazardous wastes are a subset of hazardous materials that pose potential hazards to human health or the environment when improperly treated, stored, transported, disposed of, or otherwise managed.

Many current and historic uses of hazardous materials occur on and in the vicinity (up to one-mile radius) of the Plan Area. The physical locations of hazardous materials sites are described, generally, below. A search of available environmental records was conducted for the Plan Area on June 29, 2007 by Environmental Data Resources, Inc (EDR), a copy of which is on file with the City of Burlingame Community Development Department as part of the administrative record for this document. The record search was conducted for the Plan Area and a one-mile radius from the Plan Area, and was designed to meet the search requirements of the Environmental Protection Agency's (EPA) Standards and Practices for all Appropriate Inquiries (40 CFR Part 312), the American Society for Testing and Materials' Standard Practice for Environmental Site Assessments (E 1527-05) for the evaluation of environmental risk associated with a land parcel.

The purpose of the records search was to identify recognized hazardous materials conditions that may exist within the Plan Area related to current and past use of the Plan Area and adjacent properties. This includes the presence or likely presence of any hazardous substance or petroleum product in the Plan Area under conditions that indicate an existing release, a past release, or a material threat of release into the Plan Area, or in the ground, groundwater, or surface water in the Plan Area.

The environmental records search included a search of historical uses of the Plan Area and a review of regulatory agency databases to identify locations of known hazardous waste sites and leaking underground storage tanks. These investigations were conducted to identify any recognized environmental conditions (REC) in the Plan Area that could adversely affect human health and/or the environment.

The records search included Federal Superfund; Comprehensive Environmental Response, Compensation and Liability Information System (CERCLIS); Resource Conservation and Recovery Act (RCRA); Brownfields; and State and Local Cortese, and Leaking Underground Storage Tank (LUST) and active Underground Storage Tank (UST) sites.

The environmental records database search identified several hazardous materials locations of potential concern in the Plan Area, including CERCLIS-NFRAP, RCIS-LQG/SQG, CA FID UST Listing, LUST Listing, UST Listing, HIST UST Listing, and Cortese Listing, as defined, below.

CERCLIS-NFRAP: Comprehensive Environmental Response, Compensation, and Liability Information System – No Further Remedial Action Planned (CERCLIS-NFRAP). There is one CERCLIS-NFRAP site in the Plan Area, which dates from 1979. The site was archived in 1987, with no further remedial action planned. Given the age and status of this site, there is no concern with respect to hazardous materials exposure.

RCIS-LQG/SQG Listing: Resource Conservation and Recovery Information System includes selective information on sites that generate, transport, store, treat and/or dispose of hazardous waste as defined by RCRA.

A Large Quantity Generator (LQG) generates over 1,000 kilograms (kg) of hazardous waste, or over 1 kg of acutely hazardous waste per month. There is one LQG in the Plan Area, the Walgreens at 1420 Howard Avenue, listed for photo processing chemicals.

A Small Quantity Generator (SQG) generates between 100 kg and 1,000 kg of hazardous waste per month. There are 12 SQG sites in the Plan Area. These SQGs include five auto shops/dealers along 'Auto Row' on California Drive, three dry cleaning facilities, a gas station, a beauty supply store, a utility provider (Pacific Bell), and a transportation service. These sites are listed for dry cleaning chemicals, acetone, and petroleum products/inorganic solid wastes. These are all hazardous chemicals that are used in the course of business at these locations.

Because no current or historic violations are listed, meaning all hazardous wastes generated have been handled properly, no material release or threat of material release has occurred.

Underground Storage Tanks: USTs are used to store a variety of hazardous materials including petroleum products, diesel and other chemicals. There are several different lists that include USTs, the CA FID UST List, the UST List and the HIST UST are described below. These lists are maintained because of the propensity for the tanks to leak. When USTs leak, contaminants may leach into the groundwater table. UST leaks may occur from overfilling, or spill situations. Leaks also may result from structural degradation of the tank. Once a leak has been discovered, steps are taken to contain the leak, assess the extent of contamination to soil and groundwater, and remediate the contamination. LUSTs become part of the LUST list, and potentially part of the Cortese list, depending on the extent of the contamination and the agency of oversight.

CA FID UST Listing: The California Facility Inventory Database (CA FID) contains historical listings of active and inactive underground storage tanks. There are five CA FID UST sites in the Plan Area.

UST Listing: The Underground Storage Tank database contains registered USTs. USTs are regulated under Subtitle 1 of RCRA. The data come from the State Water Resources Control Board's (SWRCB) Hazardous Substance Storage Container Database. There are three UST sites in the Plan Area.

HIST UST Listing: Hazardous Substance Storage Container Database listing for historical underground storage tank sites. There are eight HIST UST sites in the Plan Area.

LUST: The Leaking Underground Storage Tank Incident Reports contain an inventory of reported leaking underground storage tank incidents. The data come from the SWRCB Leaking Underground Storage Tank Information System. The EDR identified 41 LUSTs sites in or in close proximity to the Plan Area, all of these sites are listed as 'case closed' status. A 'case closed' status indicates that the reported leak has been identified and contained, the resulting contamination has been characterized and any prescribed remediation has been completed. In cases where post-remedial monitoring has been required, this monitoring would have been completed prior to 'case closed' status.

Cortese Listing: This database identifies public drinking water wells with detectable levels of contamination, hazardous substance sites selected for remedial action, sites with known toxic material, sites with known toxic material identified through the abandoned site assessment program, sites with USTs having a reportable release, and all solid waste disposal facilities from which there is known migration. The source is the California Environmental Protection Agency (Cal/EPA)/Office of Emergency Information. There are 24 Cortese Sites on or in close proximity to the Plan Area. The majority of these sites were once LUST sites for which hazardous materials remediation has been completed. These sites are listed in Table I-1. A complete description of each site, and a map depicting these sites is included in the EDR report, which is on file with the Community Development Department.

There are five Cortese Sites at which remediation is being completed, or the initial steps to begin remediation is underway. These sites include: 1) Chevron, at 260 El Camino Real; 2) Harris Property, at 1234 Howard; 3) King Yee Property, at 1200 Howard; 4) Putnam Mazda, at 3 California; and 5) Shen Infinity, at 800 North San Mateo. The Shen Infinity site is under a preliminary assessment; the Chevron and Putnam Mazda sites are currently being analyzed to determine the extent of the contamination plume; and clean-up (remediation) is currently underway at the Harris and King Yee properties.

Airports. The Plan Area is about two miles south from San Francisco International Airport (SFIA). The entire Plan Area is within the 1996 *San Mateo County Comprehensive Airport Land Use Plan* (ALUP), and is subject to the land use policies and restrictions contained therein. For the location of the proposed project, the ALUP has set a height restriction of approximately 300 to 350 feet above mean sea level (msl). In addition, the Federal Aviation Administration (FAA) is responsible for determining whether a project would result in a safety hazard for air traffic. The FAA sets forth guidelines in the Federal Aviation Regulation (FAR) Part 77, to determine if an object is an obstruction to air navigation. The regulations address potential light, glare, and air emissions that could distract aircraft operators.

The Plan Area is not in close proximity to a private air strip.

Table I-1
List of Cortese Sites Within or in the Vicinity of the Plan Area

Name	Location
Chevron	260 El Camino Real
Pacific Bell	1480 Burlingame Avenue
Shell	1490 Burlingame Avenue
Armstrong Property	1 Park Road
Reverend Pheophilos	149 Warren Street
Shubiner Property	1715 Ralston Avenue
Harris Property	1234 Howard
Burlingame Post Office	220 Park
King Yee Property	1200 Howard
Kirkbride Property	307 Lorton Avenue
Putnam Chevrolet Cadillac	198 California Drive
Chevron	177 California Avenue
Burlingame Ford	99 California
Saremi Property	100 California Drive
Putnam Mazda II	50 California Drive
Putnam Mazda	3 California Drive
Putnam Lincoln Mercury	2 California Drive
Shell	601 California Drive
Bud's Tire Service	836 San Mateo
W. J. Britton Company	701 California
Floyds Automotive	741 San Mateo Avenue
Pacific Ready Mix	850 San Mateo
Deiter Bluhm	1285 Oak Grove
Shen Infinity	800 North San Mateo Drive

Source: Environmental Data Resources, Inc. 2007

Emergency Response Plans. The City has established goals policies in its General Plan – Safety Element (August 18, 1975) that are designed to address potential threats to the City and its residents. This includes such issues as fire, flooding, and geologic hazards. In addition, and as stipulated by the Safety Element, the City, in cooperation with the Town of Hillsborough, has adopted an *Emergency Operations Plan*. The plan is to be used by City staff to provide emergency support during and after a disaster.

Wildland Fires. The Plan Area is entirely urbanized and defined by a mix of residential, commercial, and retail uses. The Plan Area does not contain wildlands, nor is it adjacent to wildlands, therefore no discussion of wildland fires is included, and wildland fire hazards are not a concern.

b. Regulatory Setting

California Accidental Release Prevention Program. The California Accidental Release Prevention Program (CalARP) merges state and federal programs for the prevention of accidental release of regulated toxic and flammable substances. Any company that handles, manufactures, uses, or stores one of the regulated substances above the adopted threshold quantities is subject to the CalARP requirements.

Department of Toxic Substances Control. According to the California Department of Toxic Substances Control (DTSC) EnviroStor Database, the Plan Area contains no Federal Superfund Sites, State Response Sites, or Voluntary Cleanup Sites.[106] However, Burlingame High School, at 400 Carolan Avenue (west and adjacent of the Plan Area) is listed as an active "School Cleanup Site." This ongoing cleanup is focused on removal and disposal of surplus organic compounds, asbestos-containing waste, lead, polychlorinated biphenyls (PCB) and arsenic impacted soils.

Cortese List. The list of Hazardous Waste and Substances Sites (Cortese List) is a planning document used by the State, local agencies and developers to comply with California Environmental Quality Act (CEQA) requirements in providing information about the location of hazardous materials release sites. Government Code section 65962.5 requires the CalEPA to develop at least annually an updated Cortese List. The DTSC is responsible for a portion of the information contained in the Cortese List. This database identifies public drinking water wells with detectable levels of contamination, hazardous substance sites selected for remedial action, sites with known toxic material identified through the abandoned site assessment program, sites with USTs having reportable release and all solid waste disposal facilities from which there is known migration.

2. Environmental Checklist and Discussion

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
1) Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?	❑	❑	■	❑
2) Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment?	❑	❑	■	❑
3) Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school?	❑	❑	■	❑

[106] California Department of Toxic Substances Control website, available at: http://www.envirostor.dtsc.ca.gov, accessed on: February 11, 2010.

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
4) Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment?	❑	■	❑	❑
5) For a project located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project result in a safety hazard for people residing or working in the Plan Area?	❑	❑	❑	■
6) For a project within the vicinity of a private airstrip, would the project result in a safety hazard for people residing or working in the Plan Area?	❑	❑	❑	■
7) Impair implementation of, or physically interfere with, an adopted emergency response plan or emergency evacuation plan?	❑	❑	❑	■
8) Expose people or structures to a significant risk of loss, injury or death involving wildland fires, including where wildlands are adjacent to urbanized areas or where residences are intermixed with wildlands?	❑	❑	❑	■

3. Discussion

Comments on I.1 and I.2. As discussed in the Project Description, the Downtown Specific Plan would include area-wide projects, such as streetscape improvements throughout the commercial streets of the Downtown, and development of a parking district system to replace on-site parking requirements. In addition, future development under the Downtown Specific Plan would include the development of vacant parcels and the redevelopment of underutilized parcels. Because the portions of the Plan Area, including the Burlingame Avenue commercial area, were first developed in the early 1900s, the buildings may contain hazardous building materials such as asbestos, PCBs, lead, and mercury. If this is the case, there would be a potential to expose construction workers to hazardous building materials during building demolition and/or reconstruction. These materials are subject to regulatory oversight as described below:

- Asbestos is regulated as a hazardous air pollutant and as a potential worker safety hazard. The Bay Area Air Quality management District's (BAAQMD) Regulation 11 and the California division of Occupational Safety and Health (Cal/OSHA) regulations restrict asbestos emissions from demolition and renovation activities and specify safe work practices to minimize the potential for release of asbestos fibers.
- Fluorescent light ballasts may contain PCBs, and if so, are regulated as hazardous waste and must be transported and disposed of as hazardous waste.

- Cal/OSHA standards establish a maximum safe exposure level for types of construction work where lead exposure may occur, including demolition of structures where materials containing lead are present; removal or encapsulation of materials containing lead; and new construction, alteration, repair, or renovation of structures with materials containing lead.
- Lighting tubes typically contain concentrations of mercury that may exceed regulatory thresholds for hazardous waste and, as such, must be managed in accordance with hazardous waste regulations. Elemental mercury also can be found in many electrical switches which also must be managed in accordance with hazardous waste regulations.

As such, compliance with the above-mentioned regulations would reduce the impacts on construction workers from exposure to hazardous building materials to a less-than-significant level.

Construction would involve the standard use of fuels and lubricants, considered to be hazardous materials or hazardous wastes. During construction activities, the potential of hazardous materials spills or leaks could occur, which could result in worker exposure during building construction. The use of these materials is typical in construction activities and the project sponsor would be required to manage all hazardous materials pursuant to regulations of the San Mateo County Environmental Health Department and the Central County Fire Department. Implementation of these applicable health and safety requirements regarding standard construction equipment would reduce impacts related to construction equipment to a less-than-significant level.

New construction under the Downtown Specific Plan could expose construction workers to potential subsurface contaminants, if subsurface contamination is present. See "Comment on I.3," below, for further analysis of subsurface contaminants. Implementation of Mitigation Measure I-1 would ensure the safety of construction workers from potential subsurface contaminants, and prevent the release of these materials into the environment.

Following construction completion, hazardous materials storage, use, and disposal in the Plan Area would be limited to minor quantities of pesticides and herbicides associated with landscape maintenance, and petroleum hydrocarbons or oil and grease associated with occasional, minor automobile leaks. Additional hazardous materials storage, use, and disposal in the Plan Area would include the routine use of minor quantities of chemicals like paints, cleaning solvents, and ammonia associated with normal retail applications. Most of these chemicals would be consumed by routine use. Through consumer compliance with label warnings and storage recommendations from individual manufacturers, these hazardous materials would not pose any increased risk to the public or the environment.

In summary, operation of new uses developed under the Downtown Specific Plan would not emit hazardous materials and/or be expected to pose any risk of accidental explosion or release of hazardous substances. As such, impacts to the public or the environment with regard to the transport, use, handling, and/or an accidental release of hazardous materials would be less than significant.

Comments on I.3. Based on a review of the Burlingame Unified School District's website, and maps of the City, three schools are adjacent to the Plan Area; Burlingame High School, Washington

Elementary, and McKinley Elementary. Under the Downtown Specific Plan, no substantial change in land use is proposed adjacent to these schools; the areas adjacent to Washington and McKinley Elementary Schools would remain residential, and the area adjacent to Burlingame High School would continue to serve as "Auto Row," with automobile showroom, hotel, or retail uses permitted on the ground floor, and housing, office, or hotel uses allowed on upper floors. The "Myrtle Road Mixed Use Area" would retain the current mix of commercial and residential uses.

As described previously, construction under the Downtown Specific Plan would involve the standard use of fuels and lubricants. The use of these materials is typical in construction activities and the project sponsor would be required to manage all hazardous materials pursuant to standards of the San Mateo County Environmental Health Department and the City Fire Department. In addition, all construction would comply with State regulations, including CalARP. As no new or substantial change in land use is proposed adjacent to the school sites, following construction completion, hazardous materials storage, use, and disposal would be limited to minor quantities of pesticides and herbicides associated with landscape maintenance, and petroleum hydrocarbons or oil and grease associated with occasional, minor automobile leaks. Additional hazardous materials storage, use, and disposal adjacent to the school sites would include the routine use of minor quantities of chemicals like paints, cleaning solvents, and ammonia associated with normal residential or retail applications. Consequently, there would be a less-than-significant impact related to the emission or handling of hazardous materials, substances, or wastes within one-quarter mile of an existing or proposed school site.

Comments on I.4. As previously stated, a search of available environmental records was conducted for the plan vicinity on June 29, 2007 by EDR, which revealed that there are 24 Cortese Sites on or in the vicinity of the Plan Area. Largely located off California Avenue, the majority of these sites were once LUST sites for which hazardous materials remediation has been completed. Clean-up, or the initial steps to begin clean-up, is underway at the five remaining sites for which remediation has not yet been completed.

> MITIGATION MEASURE. To ensure that future development under the Downtown Specific Plan would not create a significant hazard to the public or the environment, construction or site disturbance at any of the locations listed in Table I-1 would be subject to further environmental investigation, including Phase I or Phase II analyses, prior to excavation or significant construction, as described below as Mitigation Measure I-1:
>
> *I-1.* *Phase I and/or Phase II Site Assessment.* For projects within the Plan Area that require excavation, a Phase I Environmental Site Assessment (and Phase II sampling where appropriate) would be required. For project sites that have the potential to contain underground storage tanks or contamination from previous use(s), as determined by a Phase I Environmental Site Assessment. If the Phase I Environmental Site Assessment determines that remediation is required, the project sponsor would be required to implement all remediation and abatement work in accordance with the requirements of the Department of Toxic Substances Control (DTSC), Regional Water Quality Control Board (RWQCB), or other jurisdictional agency.

Implementation of Mitigation Measure I-1 would ensure that future development under the Downtown Specific Plan would not create a significant hazard to the public or the environment, and would protect construction workers and the public from the risk of accidental release of subsurface contaminants. Implementation of Mitigation Measure I-1 would reduce this impact to a less-than-significant level.

Comments on I.5 and I.6. The Downtown Specific Plan could create air traffic safety impacts if the height of the proposed buildings interfered with air traffic. At its highest point, the Plan Area is approximately 40 feet above mean sea level (msl), and the tallest buildings under the Downtown Specific Plan would not exceed 75 feet (115 feet msl). Thus, the building heights in the Plan Area would be well under the 300- to 350-foot high surface boundary of the SFIA ALUP, and the Downtown Specific Plan would not conflict with the ALUP height restrictions. The Plan Area is outside the 60 CNEL (Community Noise Equivalent Level) contour for SFIA, as defined by the ALUP. As described in Section J, Noise of this document, the Plan Area would be consistent with the noise policies of the ALUP. There are no other implications with respect to safety and proximity to SFIA; the Downtown Specific Plan would not conflict with the height restrictions set forth by the ALUP and would not interfere with air traffic. No impact resulting from the proximity to SFIA would occur.

As stated previously, the Plan Area is not in close proximity to a private air strip; no impact would occur.

Comments on I.7. Relative to the Downtown Specific Plan, hazards addressed in the *Safety Element* and *Emergency Operations Plan* include fire, flooding, and geologic hazards. Geologic and flooding hazards are addressed in the Geology and Hydrology sub-sections of this document, respectively. Fire hazards are addressed below, under Comment I.8. In terms of interfering with emergency evacuations, El Camino Real is a major arterial, which could serve as an emergency evacuation route. In addition, California Drive and Peninsula Avenue are arterial roadways in the Plan Area that could also serve as emergency evacuation routes. Changes in traffic patterns created by the Downtown Specific Plan would result in a less-than-significant impact, as described in Section F, Traffic of this document. In addition, the Downtown Specific Plan does not propose, and would not create, any physical barriers to the movement of emergency vehicles or evacuees in the case of an emergency. Therefore, the Downtown Specific Plan would have no impact related to an adopted emergency response plan or emergency evacuation plan.

Comments on I.8. As previously stated, the Plan Area is entirely urbanized and defined by a mix of residential, commercial, and retail uses. The Plan Area is not adjacent to, or intermixed with, wildlands. The Downtown Specific Plan would not expose people or structures to a significant risk or loss, injury, or death involving wildland fires; no impact would occur.

4. Conclusion

According to the EDR records search for the Plan Area, there is the potential for release of subsurface contaminants, creating a significant hazard to the public and/or the environment, through future

construction under the Downtown Specific Plan. Implementation of Mitigation Measure I-1, would reduce this potentially significant impact to a less-than-significant level by requiring an environmental site assessment and remediation to be completed prior to construction, if the risk of potential release is present. In addition, through adherence to the standards of the San Mateo County Environmental Health Department and the City Fire Department, and compliance with State regulations (including CalARP), future construction under the Downtown Specific Plan would result in a less-than-significant impact to school sites, public, and/or the environment. There would be no impact to an emergency evacuation plan, and there would be no threat of wildland fire.

J. NOISE

1. Setting

a. Physical Setting

Background. Sound is created when vibrating objects produce pressure variations that move rapidly outward into the surrounding air. The main characteristics of these air pressure waves are amplitude, which we experience as a sound's "loudness," and frequency, which we experience as a sound's "pitch." The standard unit of sound amplitude is the decibel (dB); it is a measure of the physical magnitude of the pressure variations relative to the human threshold of perception. The human ear's sensitivity to sound amplitude is frequency-dependent; it is more sensitive to sound with a frequency at or near 1000 cycles per second than to sound with much lower or higher frequencies.

Most "real world" sounds (e.g., a dog barking, a car passing, etc.) are complex mixtures of many different frequency components. When the average amplitude of such sounds is measured with a sound level meter, it is common for the instrument to apply different adjustment factors to each of the measured sound's frequency components. These factors account for the differences in perceived loudness of each of the sound's frequency components relative to those that the human ear is most sensitive to (i.e., those at or near 1000 cycles per second). This adjustment is called "A-weighting." The unit of A-weighted sound amplitude is also the decibel; however, in reporting measurements to which A-weighting has been applied, an "A" is appended to dB (i.e., dBA) to make this clear.

Noise is the term generally given to the "unwanted" aspects of intrusive sound. Many factors influence how a sound is perceived and whether it is considered annoying to a listener. These factors include not only the physical characteristics of a sound (e.g., amplitude, frequency, duration, etc.), but also non-acoustic factors (e.g., the acuity of a listener's hearing ability, the activity of the listener during exposure, etc.) that can influence the degree of "unwantedness" for a listener, or receptor. Excessive noise can negatively affect the physiological or psychological well-being of individuals or communities.

All quantitative descriptors used to measure environmental noise exposure recognize the strong correlation between the high acoustical energy content of a sound (i.e., its loudness and duration) and the disruptive effect it is likely to have as noise. Because environmental noise fluctuates over time, most such descriptors average the sound level over the time of exposure, and some add "penalties" during the times of day when intrusive sounds would be more disruptive to listeners. The most commonly used descriptors are:

- **Equivalent Energy Noise Level** (Leq) is the constant noise level that would deliver the same acoustic energy to the ear of a listener as the actual time-varying noise would deliver over the same exposure time. No "penalties" are added to any noise levels during the exposure time; Leq would be the same regardless of the time of day during which the noise occurs.
- **Day-Night Average Noise Level** (Ldn) is a 24-hour average Leq with a 10 dBA "penalty" added to noise levels during the hours of 10:00 p.m. to 7:00 a.m. to account for increased sensitivity that people tend to have to nighttime noise. Because of this penalty, the Ldn would

always be higher than its corresponding 24-hour Leq (e.g., a constant 60 dBA noise over 24 hours would have a 60 dBA Leq, but a 66.4 dBA Ldn).

Vibrating objects in contact with the ground radiate energy through that medium; if a vibrating object is massive enough and/or close enough to the observer, its vibrations are perceptible. The ground motion caused by vibration is measured in vibration decibels (VdB). The vibration threshold of perception for humans is approximately 65 VdB; at 75 VdB, vibrations become distinctly perceptible to many people; at 100 VdB, minor damage can occur in fragile buildings.

Existing Noise Conditions. Land uses in the Plan Area include residential, commercial, and school uses. Existing noise sources in the Plan Area include roadway traffic and periodic aviation traffic associated with flights to and from the San Francisco International Airport, approximately 1.9 miles north of the Plan Area. Other sources of noise would include ongoing construction, Caltrain and Union Pacific Rail Road operations, and sporadic helipad and ambulance traffic associated with hospital activity. Noise measurements taken in the Plan Area are included in Table J-1. Noise measurement locations are shown in Figure J-1.

Table J-1
Existing Ambient Noise Measurements, dBA

Noise Receptor Map ID[a]	Location	Land Use Description	Duration (minutes)	Noise Level			Primary Noise Source
				L_{eq}	L_{min}	L_{max}	
1	California Drive – near Howard Avenue	future park use	10	67.7	51.2	92.4	Traffic along California Drive
2	Howard Avenue – near Lorton Avenue	future residential	10	63.8	52.9	81.9	Traffic along Howard Avenue
3	El Camino Real – Howard Avenue	residential use	10	72.1	52.4	98.0	Traffic along El Camino Real
4	Peninsula Avenue – near Lorton Avenue	residential use	10	61.4	43.2	73.2	Traffic along Peninsula Avenue

Source: PBS&J, 2008.

Note:

All noise level statistics are reported in A-weighted decibels (dBA), the standard unit of sound intensity. L_{eq} is the average noise level over the measurement period, L_{min} is the minimum instantaneous noise level measured during this period, while L_{max} is the maximum instantaneous noise level measured during this period.

a. Refer to Figure J-1.

b. Regulatory Setting

City of Burlingame General Plan. The Noise Element of the City's *General Plan* contains noise and land use compatibility recommendations for evaluating the compatibility of new uses with the on-site noise environment.[107] The suggested outdoor noise levels suitable to various land use categories are presented in Table J-2. Residential, school, and hospital noise levels are considered acceptable with a CNEL[108] of less than 60 dBA.

[107] Burlingame, City of. *Burlingame General Plan, Noise Element*. September 15, 1975.

[108] The community noise equivalent level (CNEL) is a 24-hour average noise level with a 10 dBA "penalty" added to noise during the night and evening hours (7:00 p.m. – 7:00 a.m.).

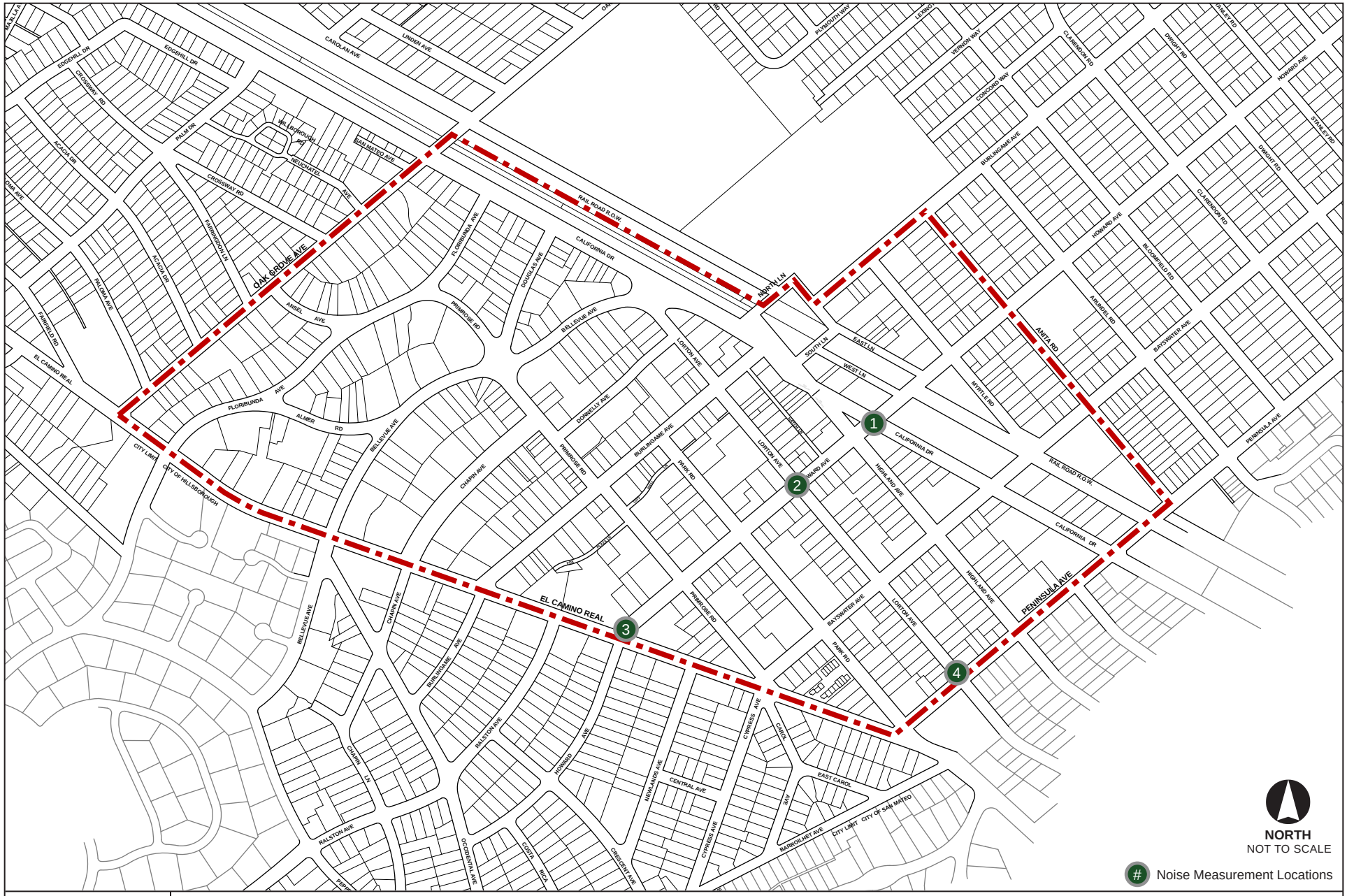

FIGURE J-1
Noise Measurement Locations

***Source*:** PBS&J, 2010.

Table J-2
City of Burlingame – Outdoor Noise Level Planning Criteria

Land Use Categories	CNEL (dBA)
Public, Quasi-Public and Residential Schools, Hospitals, Libraries, Auditoriums, Intensively Used Parks and Playgrounds, Public Buildings, Single Family Home, Multiple Family Apartments and Condominiums, Mobile Home Parks	60
Passively-Used Open Space Wilderness-Type Parks, Nature or Contemplation Areas of Public Parks	45
Commercial Shopping Centers, Self-Generative Business, Commercial Districts, Offices, Banks, Clinics, Hotels and Motels	65
Industrial Non-Manufacturing Industry, Transportation, Communications, Utilities, Manufacturing	75

Source: City of Burlingame, *Burlingame General Plan, Noise Element,* page N-27, September 15, 1975.

The City's Noise Element also provides allowable limits for construction equipment as shown in Table J-3.

The following policy goals identified in the City's Noise Element would apply to the Burlingame Downtown Specific Plan:

- **Policy Goal N(A):** Preserve peaceful noise conditions in the city where they do exist.
- **Policy Goal N(B):** Reduce annoying levels of noise for existing situations.
- **Policy Goal N(C):** Achieve a peaceful acoustic environment in portions of the City to be developed.

Also, the General Plan states that a new project cannot cause an increase in the ambient noise level by more than 5 dBA at the property line (General Plan, page N-30).

The Federal Transit Administration (FTA) has developed extensive methodologies and significance criteria for the evaluation of noise impacts from surface transportation modes. Since the FTA has explained the rationale behind its methodologies and significance criteria, they have applicability to the assessment of noise from transportation sources. These criteria are especially useful in judging the significance of incremental noise from increased traffic and other project-related transportation sources. The FTA incremental noise impact criteria are presented in Table J-4.

Table J-3
Maximum Allowable Noise Levels from Construction Equipment

Equipment	Peak Noise Level in dBA at 50 feet
Earthmoving	
Front Loaders	75
Backhoes	75
Dozers	75
Tractors	75
Scrapers	80
Graders	75
Trucks	75
Pavers	80
Materials Handling	
Concrete Mixer	75
Concrete Pump	75
Crane	75
Derrick	75
Stationary	
Pumps	75
Generator	75
Compressors	75
Impact	
Pile Drivers	95
Jack Hammers	75
Rock drills	80
Pneumatic Tools	80
Other	
Saws	75
Vibrator	75

Source: City of Burlingame, *Burlingame General Plan, Noise Element,* page N-33, September 15, 1975.

Table J-4
Noise Impact Criteria for Noise-Sensitive Uses
(Ldn or Peak-Hour Leq, Depending on Land Use Category, in dBA)

	Land Use Categories 1 & 2			Land Use Category 3		
Existing Noise Level	**Project Impact Threshold**	**Combined Noise Level**	**Allowable Noise Increment**	**Project Impact Threshold**	**Combined Noise Level**	**Allowable Noise Increment**
45	52	53	8	57	57	12
50	53	55	5	58	59	9
55	55	58	3	60	61	6
60	58	62	2	63	65	5
65	61	66	1	66	68	3
70	64	71	1	69	73	3
75	65	75	0	70	76	1
80	65	80	0	70	80	0

Land Use Category 1: Tracts of land where quiet is an essential element in their intended purposes. This category includes lands set aside for serenity and quiet, and such land uses as outdoor amphitheaters and concert pavilions, as well as National Historic Landmarks with significant outdoor uses. Also included are recording studios and concert halls. The noise metric for Category 1 is the outdoor L_{eq} during the noisiest hour of activity.

Land Use Category 2: Residences and buildings where people normally sleep. This category includes homes, hospitals, and hotels where a nighttime sensitivity to noise is assumed to be of utmost importance. The noise metric for Category 2 is the outdoor L_{dn}.

Land Use Category 3: Institutional land uses with primarily daytime and evening uses. This category includes schools, libraries, theaters, and churches where it is important to avoid interference with such activities as speech, meditation, and concentration on reading material. Places for meditation or study associated with cemeteries, monuments, museums, campgrounds, and recreational facilities can also be considered in this category. Certain historical sites and parks are also included. The noise metric for Category 3 is the outdoor L_{eq} during the noisiest hour of activity.

Source: Federal Transit Administration, *Transit Noise Impact and Vibration Assessment,* May 2006.

2. Environmental Checklist and Discussion

Would the project:	**Significant or Potentially Significant Impact**	**Less Than Significant With Mitigation Incorporated**	**Less-Than-Significant Impact**	**No Impact**
1) Exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies?	❑	❑	■	❑
2) Exposure of persons to, or generation of, excessive groundborne vibration or groundborne noise levels?	❑	■	❑	❑
3) A substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project?	❑	❑	■	❑
4) A substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project?	❑	■	❑	❑

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
5) For a project located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project expose people residing or working in the project area to excessive noise levels?	❑	❑	■	❑
6) For a project within the vicinity of a private airstrip, would the project expose people residing or working in the project area to excessive noise levels?	❑	❑	❑	■

3. Discussion

Comment on J.1, J.3, and J.4. The Noise Element of the *General Plan* establishes 60 dBA CNEL as the maximum suggested outdoor noise level for land uses that include single and multiple family homes, hospitals, and schools (see Table J-1, above). The *General Plan* acknowledges that suggested "levels are most probably unattainable in much of Burlingame." The Downtown Specific Plan would not contribute substantially to further increase in the 24-hour average outdoor noise level in the Plan Area, as discussed below.

Implementation of the Downtown Specific Plan would result in intermittent short-term noise impacts resulting from construction-related activities. Construction-related activities associated with projects under the Downtown Specific Plan would include demolition, excavation, grading, and general building construction. Section 18.07.110 of the City's Municipal Code limits the hours of construction to between 7:00 a.m. and 7:00 p.m. on weekdays, 9:00 a.m. to 6:00 p.m. on Saturdays, and 10 a.m. to 6:00 p.m. on Sundays and holidays. During the hours permitted by the City for construction activities, project-related construction noise may create unacceptable peak noise levels for surrounding land uses, and thus result in a temporary but potentially significant impact.

There are sensitive receptors within and in the vicinity of the Plan Area including residential uses. Allowable construction equipment noise levels are presented in Table J-3 for receptors located within 50 feet of the Plan Area. As shown in Table J-5, the City's allowable construction noise levels would be achievable with feasible control measures such as installation of noise control devices (e.g., mufflers), selection of quieter machinery, and other noise control measures (e.g., surrounding stationary equipment with noise barriers), all of which would not require major equipment redesign. Demolition and construction associated with development under the Downtown Specific Plan would result in a temporary increase in ambient noise levels in the vicinity of the construction site(s). The Plan Area is built out, and thus it is unknown where demolition and construction activities would occur, although redevelopment along Howard Avenue would be encouraged. Because existing residential uses occur throughout the Plan Area, it is likely that construction and demolition activities could occur within 50 feet of existing sensitive receptors. This would be a potentially significant impact of the Downtown Specific Plan.

Table J-5
Average Noise Levels of Construction Equipment with and without Controls (dBA)

	Noise Level at 50 feet	
Equipment	**Unabated**	**With Feasible Noise Control[a]**
Earthmoving		
Front Loaders	79	75
Backhoes	85	75
Dozers	80	75
Tractors	80	75
Scrapers	88	80
Graders	85	75
Trucks	91	75
Pavers	89	80
Materials Handling		
Concrete Mixer	85	75
Concrete Pump	82	75
Crane	83	75
Derrick	88	75
Stationary		
Pumps	76	75
Generator	78	75
Compressors	81	75
Impact		
Pile Driver (Impact)	101	95
Jack Hammers	88	75
Pneumatic Tools	86	80
Other		
Saws	78	75
Soil Vibrators/Compactors	76	75

Source: U.S. Environmental Protection Agency. *Noise from Construction Equipment and Operations, Building Equipment, and Home Appliances,* December 1971.

Note:

a. Feasible noise control methods include installation of noise control devices (e.g., mufflers), selection of quieter machinery from among available equipment and/or implementation of noise-control measures (e.g., surrounding stationary equipment with noise barriers), all of which require no major equipment redesign.

After completion of construction activities, ambient noise levels would increase above existing levels due to an increase in traffic in the Plan Area. As shown in Section F, Traffic, the Downtown Specific Plan Option 1 would result in approximately 14,520 net new daily trips, of which 1,452 trips would be PM peak hour. Option 2 would result in 17,150 net new daily trips, of which 1,715 trips would be in the PM peak hour.[109] Future traffic noise levels with and without the Downtown Specific Plan are shown in Table J-6. As shown in the table, noise levels with implementation of the Downtown Specific Plan plus the projected background traffic growth would exceed the FTA criteria along El Camino Real. However, the Downtown Specific Plan's contribution to the future traffic noise level increase

[109] Daily trips were calculated using the standard practice of multiplying the PM peak hour trips, calculated by Wilbur Smith Associates, by a factor of ten (1,715x10=17,710).

would be 0.1 to 0.2 dBA along El Camino Real, for Options 1 and 2, respectively. These noise level increases would not exceed the FTA criteria, and thus would not make a cumulatively considerable contribution to the overall noise level increase. This would be a less-than-significant impact of the Downtown Specific Plan.

Table J-6
Traffic Noise Levels at Select Locations within the Plan Area, dBA L_{eq} or CNEL

Noise Receptor Map ID[a]	Location	Existing No Project	Year 2030 No Project	Year 2030 with Downtown Specific Plan (Option 1)	Year 2030 with Downtown Specific Plan (Option 2)	Increase over Existing (Option 1)	Increase over Existing (Option 2)	Thresholds[b]
1	California Drive – near Howard Avenue[c]	67.7	68.3	69.0	69.2	1.2	1.4	3.0
2	Howard Avenue – near Lorton Avenue	63.1	63.4	64.1	63.9	1.0	0.8	2.0
3	El Camino Real – Howard Avenue	71.7	73.0	73.1	73.2	1.4	1.5	1.0
4	Peninsula Avenue – near Lorton Avenue	60.3	62.0	62.0	62.1	1.7	1.8	2.0

Source: PBS&J, 2010.

Note:

a. Refer to Figure J-1.

b. Refer to Table J-4.

c. Note that the sensitive receptors at this location are future park users, which would fall under Category 3 uses as described in Table J-4. Noise levels shown are in dBA L_{eq}.

MITIGATION MEASURES. Implementation of the construction practices listed below would reduce temporary noise impacts to less-than-significant levels. Mitigation Measure J-1 below would ensure that construction noise impacts would be less than significant.

J-1. Implement Best Management Practices to Reduce Construction Noise. The City shall incorporate the following practices into the construction documents to be implemented by the project contractor.

- Maximize the physical separation between noise generators and noise receptors. Such separation includes, but is not limited to, the following measures:
  - Use heavy-duty mufflers for stationary equipment and barriers around particularly noisy areas of the site or around the entire site;
  - Use shields, impervious fences, or other physical sound barriers to inhibit transmission of noise to sensitive receptors;
  - Locate stationary equipment to minimize noise impacts on the community; and
  - Minimize backing movements of equipment.

- Use quiet construction equipment whenever possible.
- Impact equipment (e.g., jack hammers and pavement breakers) shall be hydraulically or electrically powered wherever possible to avoid noise associated with compressed air exhaust from pneumatically-powered tools. Compressed air exhaust silencers shall be used on other equipment. Other quieter procedures, such as drilling rather than using impact equipment, shall be used whenever feasible.
- Prohibit unnecessary idling of internal combustion engines.
- Select routes for movement of construction-related vehicles and equipment in conjunction with the Burlingame Community Development Department so that noise-sensitive areas, including residences and schools, are avoided as much as possible.
- The project sponsor shall designate a "disturbance coordinator" for construction activities. The coordinator would be responsible for responding to any local complaints regarding construction noise and vibration. The coordinator would determine the cause of the noise or vibration complaint and would implement reasonable measures to correct the problem.
- The construction contractor shall send advance notice to neighborhood residents within 50 feet of the project site regarding the construction schedule and including the telephone number for the disturbance coordinator at the construction site.

Comment on J.2. Groundborne vibration could occur during construction as a result of demolition and construction activities. Activities that typically cause the most substantial ground vibration, such as pile driving or blasting, are not likely to occur. Of the construction equipment likely to be used on construction sites within the Plan Area, loaded trucks and small bulldozers are the most likely to produce perceptible vibration in areas close to where they would operate.

Vibration intensity is measured in vibration decibels (VdB). Vibration damage to fragile buildings can be avoided by keeping their exposures at or below 100 VdB, while sleep disturbance in residential areas can be avoided by keeping exposures to residential structures at or below 80 VdB, if the vibration events are infrequent (i.e., fewer than 70 per day).

Based on the construction vibration assessment methodology contained in the FTA's *Transit Noise and Vibration Impact Assessment*, vibration levels for loaded trucks and small bulldozers at varying distances from their locale of operation are presented in Table J-7.

Table J-7
Vibration Levels for Construction Equipment

	VdB[a]				
Construction Equipment	**25 Feet**	**50 Feet**	**60 Feet**	**75 Feet**	**100 Feet**
Loaded Trucks	86	77	76	72	68
Small Bulldozer	58	49	47	44	40

Source: Transit Noise and Vibration Impact Assessment, Federal Transit Administration, May 2006.
Note:
a. VdB = vibration decibels.

As shown in Table J-7, vibration from loaded trucks would fall below the 80 VdB residential sleep disturbance threshold at distances between 25 and 50 feet from the areas where they would operate. It is noted that the 80 VdB threshold is set for sleep disturbance and the City imposed hours of construction would not allow nighttime construction. As a result, the 80Vdb exposure would not occur when people are sleeping. However, there would be existing residential structures adjacent to construction sites. The vibration level at the nearby residential structure could exceed the 80 VdB threshold for residential sleep disturbance. Because the Burlingame Municipal Code restricts construction activities to certain hours, exceedance of the threshold by construction activities would not be expected to result in sleep disturbance. Thus, vibration impacts during construction would not exceed the applicable vibration standard at the nearest residential receptor as construction would be restricted to the daytime hours. While construction activities would not be expected to result in sleep disturbance, construction activities would result in a temporary increase in vibration levels in the Plan Area and would be substantial at adjacent sensitive receptor locations, especially those within the 50-foot radius of a construction site, thus resulting in a potentially significant impact.

MITIGATION MEASURES. Implementation of the construction practices listed below along with the measures included in Mitigation Measure J-1 for reduction of construction noise would reduce temporary vibration impacts during construction to less-than-significant levels. Mitigation Measure J-2 below would ensure that construction vibration impacts would be less than significant.

J-2. *Implement Measures to Reduce Construction Vibration.* The City shall require project sponsors to incorporate the following practice into the construction documents to be implemented by construction contractors:

The project sponsors shall require that loaded trucks and other vibration-generating equipment avoid areas of the project site that are located near existing residential uses to the maximum extent compatible with project construction goals.

Comment on J.5. The Plan Area is located within the airport land use plan (ALUP) for the San Francisco International Airport, and both overflight and backblast noise from aviation traffic occurs over the Plan Area. However, the site does not fall within the 60 dB CNEL or higher contours of noise generated by the aircraft landing or taking off from the airport, indicating that airport noise at the

site should be less than 60 dB.[110] As a result, no impact to the Plan Area would occur due to noise from aviation traffic.

Comment on J.6. There would be no noise impact due to proximity to a private airstrip because the Plan Area is not located within the vicinity of a private airstrip.

4. Conclusion

The Downtown Specific Plan would increase outdoor noise levels in the vicinity of the Plan Area and expose adjacent residences to groundborne vibrations during construction of individual projects under the implementation of the Downtown Specific Plan. Construction noise levels may exceed the City standards, but implementation of Mitigation Measure J-1 would reduce the impact from construction to less than significant. Increases in permanent ambient noise levels as a result of increased traffic could occur, but the increase would be considered less than significant. Temporary increases in ambient noise and vibration levels would occur due to construction and would be considered potentially significant. Accordingly, Mitigation Measure J-2 has been included to reduce the construction vibration impacts to less-than-significant levels. No impact would occur due to noise from aviation traffic.

[110] San Francisco International Airport, Noise Exposure Map, September 17, 2001.

K. PUBLIC SERVICES/RECREATION

1. Setting

a. Physical Setting

Public services for the Plan Area include the following: (1) fire protection services, provided by the Central County Fire Department (CCFD); (2) police protection services, provided by the Burlingame Police Department (BPD); (3) education services (schools), provided by the Burlingame School District (BSD) and San Mateo Union High School District (SMUHSD); and (4) parks and recreation services (parks), provided by the Burlingame Parks and Recreation Department (BPRD).

Fire Protection. Fire services in the City of Burlingame (City) are provided by the CCFD. In 2004, the Burlingame and Hillsborough City Councils approved a Joint Powers Agreement (JPA), merging their respective fire departments and creating the CCFD, which serves both municipalities. The CCFD consists of five stations, staffed with three operational battalions and emergency medical services (EMS), prevention, disaster preparedness, and administrative staff. Central County Fire Department is comprised of approximately 80 highly trained professionals[111] and owns five fire engines, one rescue unit, and one ladder truck.[112]

The City's *General Plan* does not contain a standard ratio of firefighters to population.[113] Instead, the CCFD bases its staffing on a combination of service/response times and safety. Current CCFD staffing is considered acceptable; however, due to the economic downturn, the CCFD maintains a three-person truck company, while a four-person truck company would be preferable.[114]

In 2007, there were 4,237 total service calls to the CCFD, 3.5 percent of which were fire related and 59.4 percent of which were medically related.[115] The CCFD's average emergency response time in the City of Burlingame is approximately 4.5 minutes. Non-emergency calls for service are approximately eight minutes throughout the City. These response times are acceptable based on the Insurance Service Organization Standards, Class 3. The target emergency response time for the CCFD is less than seven minutes, 90 percent of the time.[116]

Police Protection. Police protection services in the City are provided by the BPD, which employs 42 full-time sworn police officers and 20 full-time civilian personnel. The BPD serves a population of

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111 City of Burlingame. Fire: About Us. Available online at: http://www.burlingame.org/Index.aspx?page=136. Accessed August 21, 2009.

112 Central County Fire Department. Available online at: http://www.hillsborough.net/depts/fire/default.asp, Accessed August 21, 2009.

113 City of Burlingame. 1975. *General Plan* – Safety Element.

114 Rocque Yballa, Division Chief/Fire Marshal, Central County Fire Department, email correspondence with Kirsten Jardine, PBS&J, September 1, 2009.

115 City of Burlingame. Statistics. Available online at: http://www.burlingame.org/Index.aspx?page=900. Accessed on: August 21, 2009.

116 Rocque Yballa, Division Chief/Fire Marshal, Central County Fire Department, email correspondence with Kirsten Jardine, PBS&J, September 1, 2009.

28,867 residents, resulting in a ratio of approximately 1.45 full-time sworn police officers per 1,000 residents. The BPD is composed of a Field Operations Division and a Support Services Division.[117]

The Field Operations Division provides protection, services, and assistance to Burlingame residents and is comprised of 33 full-time sworn police officers and 7 full-time non-sworn personnel. In addition to regular patrol positions, this division includes a Traffic/Parking Bureau, a K-9 Unit, a Tactical Negotiations Team (TNT), and a Critical Incident Stress Management Team (CISM). The Traffic/Parking Bureau investigates traffic collisions, enforces traffic laws, and enforces parking regulations. The K-9 Unit consists of a highly trained dog and police handler team.[118]

In addition, the Field Operations Division includes a Special Weapons and Tactics Team (SWAT). The SWAT Team provides optimum police response and capabilities in critical emergency situations such as assaults, barricaded subjects, hostage situations, high risk arrest warrants, and active shooters. The Burlingame SWAT Team is a member of the North Central Regional SWAT Team that consists of tactical teams from Brisbane, Burlingame, Foster City, Hillsborough, Millbrae, San Mateo, San Bruno, and South San Francisco police departments. The North Central Regional SWAT Team consists of seven Tactical Commanders and 55 SWAT Operators, including nine Team Leaders, eight Snipers, and 12 Tactical Medics.[119]

The Support Services Division of the BPD is composed of nine full-time sworn police officers and 13 full-time civilian personnel. These employees provide assistance and support to the entire police department including administrative records, recruiting, dispatch services, personnel training, and facility maintenance. In addition, the Investigations Bureau provides continuous follow-up investigation into crimes that Field Operations personnel are unable to provide.[120]

From 2003 to 2009, the BPD has lost approximately 22 percent of its sworn police officers due to attrition and budget cuts. Although the BPD is currently understaffed, there are no plans in the future to expand police services, staff, facilities, or equipment. However, the decline in sworn police officers in the City has not affected Priority 1 emergency response times and has only slightly increased Priority 2 and 3 response times, as outlined below:[121]

- Priority 1–There is an immediate threat of danger to a person or a large amount of property and the crime is in progress and/or there is a chance of immediate apprehension of the suspect. The current average response time to a Priority 1 call for the BPD is slightly more than four minutes. The 10-year average is less than five minutes.

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[117] City of Burlingame. Police Department – About the Police Department. Available online at: http://www.burlingame.org/Index.aspx?page=750. Accessed on: August 21, 2009.

[118] City of Burlingame. Police Department – About the Police Department. Available online at: http://www.burlingame.org/Index.aspx?page=750. Accessed on: August 21, 2009.

[119] City of Burlingame. Police Department – Emergency Response Team. Available online at: http://www.burlingame.org/Index.aspx?page=194. Accessed on: August 21, 2009.

[120] City of Burlingame Police Department – About the Police Department. Available online at: http://www.burlingame.org/Index.aspx?page=750. Accessed on: August 21, 2009.

[121] Jack Van Etten, Police Chief, Burlingame Police Department, phone communication with Kirsten Jardine, PBS&J, August 25, 2009.

- Priority 2–An emergency is in progress, but it is not life threatening or does not immediately threaten a large amount of property. The situation could be also be life-threatening, but the threat has passed and the suspect is in custody. The current average response time to a Priority 2 call for the BPD is under six minutes. The 10-year average is 5.2 minutes.
- Priority 3–The situation is not life threatening and time is not significant. The current average response time to a Priority 3 calls for the BPD is over nine minutes. The 10-year average is approximately 8 minutes.

As shown above, the response times for Priority 1 calls have not been affected by the reductions in police officers. In addition, if the Burlingame population were to increase, the BPD anticipates that it will be able to maintain its current Priority 1 response times even at its current staffing levels.[122]

Schools. The provider of education services for pre-kindergarten through eighth grade in the City is the BSD. The BSD currently consists of approximately 2,539 kindergarten through eighth grade students. Five neighborhood schools serve grades K-5 and these students come together in one middle school for grades 6-8.[123] The City is served by one high school, Burlingame High School. Burlingame High School is part of the SMUHSD, which is composed of 8,600 students at six comprehensive high schools, a special Middle College program in conjunction with the College of San Mateo, and a continuation school.[124]

Parks and Recreation. The City operates 18 recreation sites that consist of: four playgrounds; nine parks, including two 18.9-acre and 12-acre parks; two recreation centers, including a 10-acre golf and soccer facility; and an aquatic center. The City also maintains the 34.5-acre Mills Canyon Wildlife Refuge and the 2-acre Shorebird Sanctuary.[125] The City's Open Space Element of the *General Plan* does not include park acreage standards.

b. Regulatory Setting

City of Burlingame Municipal Code. Chapter 17.04 (International Fire Code) incorporates the International and California Fire Codes into the City's Municipal Code. Development under the Downtown Specific Plan would be required to incorporate codified design features.

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[122] Jack Van Etten, Police Chief, Burlingame Police Department, phone communication with Kirsten Jardine, PBS&J, August 25, 2009.

[123] Burlingame School District. Available online at: http://www.bsd.k12.ca.us/. Accessed on: September 3, 2009.

[124] San Mateo Union High School District. Available online at: http://www.smuhsd.org/. Accessed on August 21, 2009.

[125] Burlingame, City of. Parks and Recreation Department – Parks & Playgrounds Facilities Guide. Available online at: http://www.burlingame.org/Index.aspx?page=419. Accessed on: August 21, 2009.

Burlingame Downtown Specific Plan. The following goals of the Downtown Specific Plan would pertain to public services:

Land Use

Goal LU-4: Identify civic and cultural opportunities including social interaction opportunities. The applicable policy under Goal LU-4 would promote the civic role of Downtown through public art, open space, and public facilities.

Streets and Circulation

Goal C-3: Create links and connections, both to Downtown and within Downtown. The applicable policy under Goal C-3 would improve the connection between Downtown and Washington Park.

Open Space

Goal OS-1: Create a "signature" Downtown open space. The applicable policies under Goal OS-1 would designate Parking Lot East as the preferred location for a signature Downtown "town square" open space and would provide a water feature in the Signature Open Space.

Goal OS-2. Create small areas of relief, such as pocket parks. The applicable policies under Goal OS-2 would provide additional green open space in Downtown, including walkways and seating areas.

2. Environmental Checklist and Discussion

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
1) Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, the need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the public services:				
Fire Protection?	❑	❑	■	❑
Police Protection?	❑	❑	■	❑
Schools?	❑	❑	■	❑
Parks?	❑	❑	■	❑
Other Public Facilities?	❑	❑	■	❑
2) Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated?	❑	❑	■	❑
3) Does the project include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment?	❑	❑	❑	■

3. Discussion

Comment on K.1, Fire Protection. According to the Safety Element of the *General Plan*, fire hazards in the City are moderate to slight. The City's more serious fires are likely to occur in industrial areas, the older apartment districts, and commercial areas,[126] like the Plan Area.

The CCFD anticipates future fire demands in the City of Burlingame to increase due to a projected increase in multi-family units that are currently being considered by local jurisdictions to meet their Housing Element requirements. As such, the CCFD is aware of the potential population increases due to the Downtown Specific Plan. Although the Fire Department has no plans for either immediate or near-future expansion of facilities or staff, the increase in demand for fire services would not cause service levels to drop substantially below current conditions. As explained above, the current average emergency response time in the City is approximately 4.5 minutes, while the CCFD's emergency response target is less than seven minutes for 90 percent of the calls. Therefore, even with an increase in population as a result of the Downtown Specific Plan, the CCFD would be able to continue to meet their emergency response target.[127]

The proposed project would not incorporate new tactical criteria, annex new lands into the City limits, or be located within a wildland-urban interface, all of which could impact the CCFD service. In addition, the CCFD service would require that all new structures constructed under the proposed project comply with current code regulations for fire protection (Municipal Code Chapter 17.04), including fire sprinklers and fire alarm systems.[128] As such, the Downtown Specific Plan would result in a less-than-significant impact on the CCFD and would not trigger the need to construct new fire facilities.

Comment on K.1, Police Protection. As discussed in Section B, Population and Housing, the proposed project could increase the population in the City by either approximately 2,660 individuals or 3,449 individuals by 2030 (depending on the parking standards). The current police-to-residents ratio in the City is a ratio of approximately 1.45 full-time sworn police officers per 1,000 residents. Although the BPD does not have a ratio standard, the general acceptable ratio is one police officer per 1,000 residents.[129] Assuming that the BPD would not hire new sworn officers by 2030 (which is an unlikely scenario), the addition of 2,660 residents would lower the ratio to approximately 1.33 officers per 1,000 residents, which is still an acceptable standard. The addition of 3,449 residents would lower the ratio to approximately 1.30, which is also still at an acceptable standard. As such, the proposed project would not result in a substantial decrease of the existing police-to-residents ratio and would not trigger the need for new police facilities.

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126 City of Burlingame, *General Plan – Safety Element*, 1975.

127 Rocque Yballa, Division Chief/Fire Marshal, Central County Fire Department, email correspondence with Kirsten Jardine, PBS&J, September 1, 2009.

128 Rocque Yballa, Division Chief/Fire Marshal, Central County Fire Department, email correspondence with Kirsten Jardine, PBS&J, September 1, 2009.

129 Jack Van Etten, Police Chief, Burlingame Police Department, phone communication with Kirsten Jardine, PBS&J, August 25, 2009.

In addition, although the BPD is currently understaffed and there are no plans to expand facilities, the Department believes that they will be able to maintain their Priority 1 emergency response times with an increase in the population.[130] As shown by trends over the last ten years, the BPD has been able to maintain the average response time for Priority 1 calls, even with a recent 22 percent reduction in BPD staff. Therefore, the increase in residents as a result of the Downtown Specific Plan should not substantially deteriorate existing conditions, resulting in less-than-significant impacts.

Comment on K.1, Schools. The Downtown Specific Plan would allow construction of up to 875 (Options 1 and 3) residential units if current parking standards are maintained. If the parking standards are revised, up to 1,232 (Options 2 and 4) residential units could be allowed under the Downtown Specific Plan, as discussed in the Project Description. The State of California has determined that housing units yield approximately 0.7 students per unit,[131] resulting in about 613 to 862 new students added to the BSD and/or the SMUHSD under the Downtown Specific Plan by 2030. These new students would attend Washington Elementary School or McKinley Elementary School (depending where within the Downtown Specific Plan boundary that the housing is located), Burlingame Intermediate Middle School, and any high school within the SMUHSD.

According to the BSD, the school district has not been at capacity and, as district policy, will not turn away students as long as they show proof of residency in the City. If the closest schools to Downtown Burlingame were at capacity, the students would be accommodated at another neighborhood school that is not at capacity. [132]

Development under the Downtown Specific Plan could add as many as 613 to 862 new students to the BSD and the SMUHSD. Under, Section 65996 of the State Government Code, payment of school impact fees established by SB 50 is deemed to constitute full and complete mitigation for school impacts from development. Developer(s) of new housing units under the Downtown Specific Plan would be required to pay these school impact fees at the time of building permit issuance. Fulfillment of this requirement would mitigate the development of residential uses' impacts to schools to a less-than-significant level.

Comment on K.1, Parks. Currently, the Plan Area contains no parks or recreational facilities. As such, the proposed project would not remove any parks, open space, green space, or other recreational features within the City. However, the proposed project could add open spaces to the Plan Area in the form of gardens, plazas, vegetated pedestrian linkages, landscaping, a central gathering space, and a creek-like water feature. These areas would be open to the public. Refer to Comments K.2 and K.3, below, for a more detailed discussion of existing parks outside the vicinity of the Plan Area and potentially proposed park facilities.

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130 Jack Van Etten, Police Chief, Burlingame Police Department, phone communication with Kirsten Jardine, PBS&J, August 25, 2009.

131 State of California Enrollment Certification/Projection, School Facility Program, Form SAB 50-01, http://www.documents.dgs.ca.gov/opsc/Forms/SAB_50-01.pdf, accessed September 3, 2009.

132 Cathy Samanski, assistant to the superintendent, Burlingame School District, phone communication with Kirsten Jardine, PBS&J, September 3, 2009.

Comment on K.1, Other Public Facilities. Future residents of the Plan Area would impose a demand on other public facilities such as childcare, hospitals, and libraries. However, as with the other public services in the City, these facilities would be able to support the new development with the expanded tax base. Therefore, the proposed project would have a less-than-significant impact on other public facilities.

Comment on K.2, Existing Parks. Downtown Burlingame is largely served by three nearby parks: the 18.9-acre Washington Park located less than 0.1 miles east of the Plan Area; the 0.4-acre Heritage Park located approximately 0.25 miles west of the Plan Area; and the 1.1-acre Pershing Park located approximately 0.2 miles west of the Plan Area.[133] These neighborhood parks would provide daytime recreational opportunities for new residents and employees generated by development under the Downtown Specific Plan.

One goal of the Downtown Specific Plan would provide a visual and pedestrian connection between Washington Park and the Downtown Area. Implementation of the Downtown Specific Plan could increase the pedestrian connections, enhance safety, and open the interactivity between the two sides of the railroad tracks. If implemented, the crossing would also create a more attractive gateway into Washington Park, thereby adding an additional, inviting open space to the Downtown Area. This would provide improved access to the park for the new residents and employees.

In addition, implementation of the Downtown Specific Plan could create new public open spaces, thereby offsetting potential impacts to existing parks. Currently, Downtown Burlingame lacks a central community gathering space. The Downtown Specific Plan recommends open spaces, ranging from a "signature" focal point akin to a town square or green, to more modest ideas for smaller, more intimate open spaces. The most feasible way to accommodate new open space would be to use one of the large existing Downtown parking lots. Parking would be relocated to a new parking structure in the Downtown.

In addition, the proposed project could provide a creek-like water feature as part of the Signature Open Space between Primrose Road and Lorton Avenue. This would provide an additional amenity to the Downtown Area and create a more user-friendly space. A partially lined channel or some type of bioegineering such as reinforcement geosynthetics, wood or rock structures, and vegetation has been determined to be a more feasible option to daylighting Burlingame Creek, which runs in a culvert at this location. A surface water feature provides a similar open space amenity, and would have a more regular flow of water.

Other open space proposed in the Downtown Specific Plan Area includes landscaped areas in the middle of proposed roundabouts at Civic Center Circle and California Drive/Lorton Avenue. The traffic circles at the center of each roundabout could have attractive landscaping with prominent design elements, such as a fountain, monument, bandstand, or pergola.

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[133] Burlingame, City of. Parks and Recreation Department – Parks & Playgrounds Facilities Guide. Available online at: http://www.burlingame.org/Index.aspx?page=419. Accessed on: August 21, 2009.

The Downtown Specific Plan also includes goals and policies that would help maintain existing open spaces and could create new parks and recreational opportunities for use by the public and the new employees and residents. These goals and policies include Goal LU-4, C-3, OS-1, and OS-2, which are outlined above.

Although the proposed development under the Downtown Specific Plan would increase the use of existing parks, the impacts would largely be offset by the potential construction of new open space within the Plan Area, as explained above. Therefore, the proposed project would result in less-than-significant impacts to existing recreational facilities.

Comment on K.3, Proposed Recreational Facilities. The proposed project could include open spaces such as plazas, gathering spaces, and other vegetated areas, but would not include the construction of new recreational facilities. As such, the proposed project would result in no impact with regard to recreational facilities.

4. Conclusion

The CCFD and the BPD would be able to maintain their current public safety standards with the implementation of the proposed project. Even if the maximum build out under the proposed project is achieved, it would not trigger the need for new fire and police facilities. Given adherence to the developer impact fees required by the State, the local school districts would not be significantly impacted by the Downtown Specific Plan. In addition, since the proposed project could include new open space, impacts to existing parks in the area would be less-than-significant. As such, the proposed project would have less-than-significant impacts on public services and recreational facilities.

L. UTILITIES AND SERVICE SYSTEMS

1. Setting

a. Physical Setting

Wastewater. Wastewater from the City of Burlingame is gravity fed to lift stations, then to the wastewater treatment plant (WWTP) at 1103 Airport Boulevard.[134] A $10 million improvement project for the WWTP was completed in November 2006.[135] The City of Burlingame contracts with Veolia Operating Services to operate and maintain this facility, which serves the entire City of Burlingame as well as approximately one-third of the Town of Hillsborough. After preliminary treatment, the wastewater is conveyed via a 34-inch diameter pipeline to a regional wastewater treatment facility in South San Francisco for dechlorination. After secondary and partial tertiary treatment, the wastewater is discharged into San Francisco Bay through a 50-foot outfall.[136]

The WWTP is within capacity during dry weather season flow. As of August 2009, the WWTP operates at an average yearly flow of 3.2 million gallons per day (mgd). Average dry weather flow (ADWF) at the WWTP is 2.9 mgd,[137] which represents approximately 53 percent of the plant's permitted ADWF capacity (5.5 mgd). The ADWF is projected to increase to 4.4 mgd by 2020 at which point the wastewater treatment plant would be operating at 80 percent of its permitted ADWF capacity (see Table L-1).[138] These projections by the City and Veolia include planned residential and commercial development in the City of Burlingame, including development that is expected to occur under the Downtown Specific Plan. The average wet weather flow for October 2008 to March 2009 was 3.4 mgd.[139]

Table L-1
Projected Wastewater Flows (mgd) to the US Filter Wastewater Treatment Facility

	2005[a]	2007[a]	2009[b]	2015	2020
Average Dry Weather Flow (ADWF)	3.6	3.7	2.9	4.2	4.4
Percent of Permitted Wastewater Treatment Plant ADWF Capacity	65.5	69.1	52.7	76.4	80.0

Source: City of Burlingame and US Filter, Draft Wastewater Treatment Facility Study, February 2000.

Notes:

a. 2005 and 2007 numbers are actual ADWF for the WWTP as provided by Donald Chang, Engineer, Public Works Department, City of Burlingame. Personal communication with PBS&J, May 13, 2008.

b. 2009 numbers are actual ADWF for the WWTP as provided by Bill Toci, Plant Manager, City of Burlingame Wastewater Treatment Facility. Personal communication with PBS&J, September 25, 2009.

134 City of Burlingame, 2009. Sewer and Storm Systems. Accessed online July 24, 2009 at: http://www.burlingame.org/Index.aspx?page=694

135 City of Burlingame. 2009. Burlingame Wastewater Treatment Facility. Accessed online July 24, 2009 at: http://www.burlingame.org/Index.aspx?page=82

136 City of Burlingame, 1973. Burlingame General Plan, Conservation Element.

137 Bill Toci, Plant Manager, City of Burlingame Wastewater Treatment Facility, personal communication with Kirsten Jardine of PBS&J, September 25, 2009.

138 City of Burlingame and Veolia, Draft Wastewater Treatment Facility Study, February 2000.

139 Bill Toci, Plant Manager, City of Burlingame Wastewater Treatment Facility, personal communication with Kirsten Jardine of PBS&J, September 25, 2009.

Although there is adequate treatment capacity at the WWTP, the sanitary sewer infrastructure in the Plan Area is ageing and in need of rehabilitation. In particular, the eastern portion of the Plan Area (areas south of Chapin Avenue and Donnelly Avenue) feed into a 60 to 100 year-old system. Recently, the City of Burlingame has focused on improving the sanitary sewer systems within the vicinity of the Downtown Area. Although the average daily wet weather flow to the WWTP serving the Downtown Area is 3.4 mgd; flows have been reported during peak storm events which exceed the treatment capacity of the system, damaging cultures of beneficial bacteria necessary for proper sanitary sewage treatment at the plant. To address this issue, the City is planning to construct a 1.5 million gallon retention basin (to be completed by September 2011) to increase wet weather capacity at the plant. The retention basin would slow the peak flows to the WWTP, thus effectively adding capacity to the plant. The project is currently awaiting approval of a State Revolving Fund Loan from the State to fund the $7 million project.[140]

As shown in Figure L-1, much of the sanitary sewer system on the northern half of the Plan Area has either been rehabilitated or is currently in the process of being rehabilitated as part of the City's "California Avenue and Oak Grove Avenue Sewer & Rehabilitation" capital improvement project (CIP). The rehabilitation process has included pipe bursting (a method of replacing buried pipelines without trenching) and open-trench replacement. As part of the project, many of the 6-inch vitrified clay pipe mains have been replaced with 8-inch high-density polyethylene (HDPE) mains and service laterals, which effectively doubled the capacity of the feeder mains. The project also involved the installation of new, larger trunk mains in Oak Grove Avenue to ensure adequate capacity is provided for the large amount of flow generated by upstream development. The addition of the new piping has increased the overall performance of the system by increasing capacity, and reducing blockages and rainwater/groundwater infiltration.[141]

Although the central portion of the Downtown Study Area was previously planned to undergo rehabilitation in 2010 and the southern portion in 2019-2021, it is unknown when the remainder of the Downtown Area's sanitary sewer lines will be repaired due to recent budget cuts. However, the replacement of certain sections of sanitary sewer main may be advanced to coincide with other streetscape/beautification projects (i.e. Burlingame Avenue and Howard Avenue) to minimize the impact on surrounding neighborhoods, take advantage of construction equipment on-site, and to avoid future utility work and trenching in newly paved streets.[142]

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[140] Sandis Civil Engineers and Surveyors, Burlingame Downtown Specific Plan Infrastructure Report, October 6, 2009.

[141] Sandis Civil Engineers and Surveyors, Burlingame Downtown Specific Plan Infrastructure Report, October 6, 2009.

[142] Sandis Civil Engineers & Surveyors, "Burlingame Downtown Specific Plan Infrastructure Report," October 6, 2009.

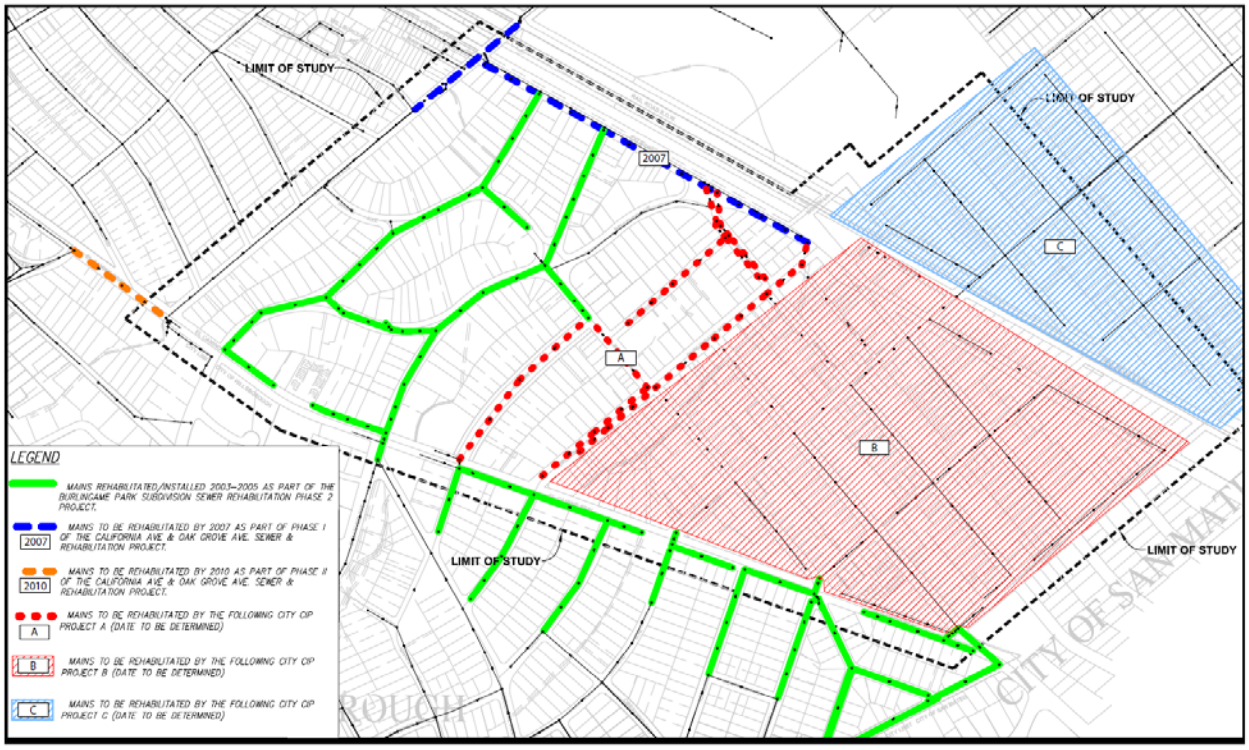

Figure L-1 Scheduled Sanitary Sewer Rehabilitation

The southern portion of the Plan Area (areas south of Chapin Avenue and Donnelly Avenue), however, feeds into an ageing (60- to 100-year-old) system that is not currently schedule to be rehabilitated. Cracking, pipe sagging, and infiltration of tree roots are all problems associated with mains of this age and contribute to a reduction of flow capacity and frequent blockages. Due to the condition of these mains, wet weather infiltration of rainwater and groundwater into the sanitary sewer system is worst in these areas.[143]

Recent capital improvement projects were derived from the findings from the 1999 Sanitary Sewer Study and Master Plan. Due to recent development, the Master Plan is outdated and is currently being revised and updated; the final draft expected to be completed in June 2010 and will shape future improvements to the sanitary sewer system. This study is based upon flow monitoring data collected in the Winter 2008. Zoning changes resulting in significant alterations in development may affect existing design assumptions; these factors will need to be addressed and modeled during the design phase of future CIP projects.[144]

[143] Sandis Civil Engineers & Surveyors, "Burlingame Downtown Specific Plan Infrastructure Report," October 6, 2009.

[144] Sandis Civil Engineers & Surveyors, "Burlingame Downtown Specific Plan Infrastructure Report," October 6, 2009.

Stormwater. As shown in Figure L-2, the storm drain system in the City of Burlingame conveys runoff from upstream residential tributary areas (which includes parts of the Town of Hillsborough) through the Downtown Area, from where it continues east towards the San Francisco Bay. Due to the recent development over the years, the imperviousness of this watershed has increased, causing a proportional increase in rainwater runoff from large storms.[145]

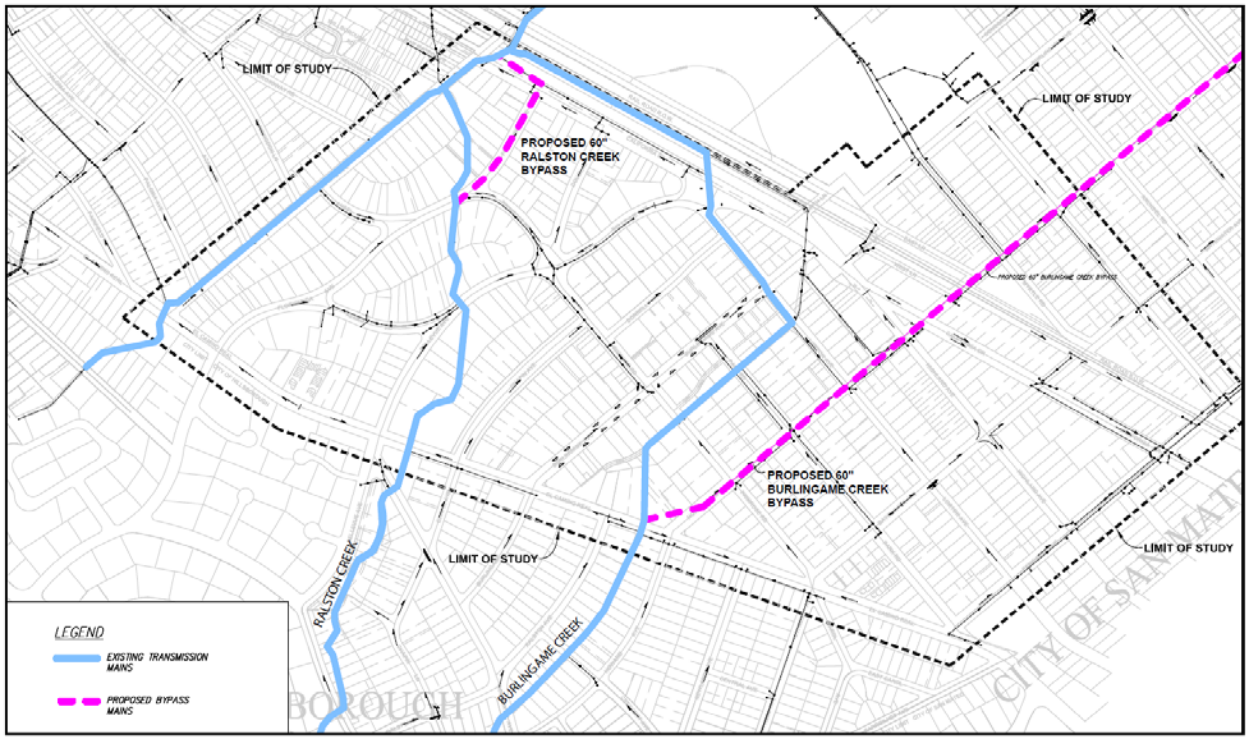

Figure L-2 Storm Drain System Showing Existing Transmission Lines and Proposed Bypass Mains

The existing storm drainage system within the vicinity of the Downtown Area was installed in the 1970s and is operating well over its design capacity. Despite recent minor improvements within the past five years, the storm drainage system still remains inadequate, which makes the Downtown Area prone to flooding during large storm events. In 2004, the City of Burlingame published a report highlighting many of the flooding issues in the Downtown Area.[146] During large storm events (such as those occurring in 1998), heavy flooding was experienced in the Downtown Area along the culverts at street crossings including Primrose Road, Park Road, Lorton Avenue, and Burlingame Avenue.[147]

[145] Sandis Civil Engineers & Surveyors, "Burlingame Downtown Specific Plan Infrastructure Report," October 6, 2009.

[146] City of Burlingame, "Citywide Facilities Improvements: Storm Drain Improvements Report 2004," 2004.

[147] Sandis Civil Engineers & Surveyors, "Burlingame Downtown Specific Plan Infrastructure Report," October 6, 2009.

Based upon Record Drawings and existing topography, storm drainage predominantly flows in the northeast direction toward the San Francisco Bay. In the Downtown Area, four major systems collect and convey drainage toward the Bay:

- Storm drainage from the extreme western portion of the Plan Area is tributary to a 54-inch transmission main in Oak Grove Avenue, which terminates at the northwestern corner of the Plan Area at the junction with Burlingame Creek, where it then travels via two 90-inch reinforced concrete pipes (RCP) to the San Francisco Bay. Upstream from the Downtown Area, tributary areas feed into this 54-inch main via Terrace Creek.

- Storm drainage from the central portion of the Plan Area is tributary to Ralston Creek and Burlingame Creek, which pass through the Plan Area via a network of large underground pipes and underground concrete box culverts. Both systems join near the intersection of Oak Grove Avenue and California Drive where they combine and flow toward the Bay outfall via two underground 90-inch RCP pipes.

- Storm drainage from the eastern portion of the Plan Area is tributary to a system that exits the Plan Area via a 48-inch main, which runs to the north and eventually to the Bay. This system collects runoff from the eastern portion of the Plan Area and conveys flow from a 36-inch main entering the Downtown from the southeast.

- Storm drainage from the northern corner of the Plan Area (in the vicinity of Anita Road) exits via one 12-inch and one 27-inch storm drain main that ultimately discharges into the two 90-inch mains carrying flow from the Western Drainage area outside of the Plan Area downstream (North) of the Oak Grove railroad crossing.[148]

Storm drain inlets or catch basins and mains within the City of Burlingame are maintained by the Street and Sewer Division in the Department of Public Works. Water from rain runoff and/or underground springs is generally piped to the City's right-of-way and is not connected to the sewer main. With few exceptions, maintenance of creeks running between two or more properties are the responsibility of the property owners. Creeks running under roadways are the responsibility of the City.[149]

In 2009, Burlingame voters approved approximately $39 million in funding for stormwater drainage infrastructure improvements, including funding for a $10 million Burlingame Creek bypass main. To mitigate the existing deficiencies in the Ralston Creek and Burlingame Creek systems, the Department of Public Works is planning to construct additional bypass transmission mains to alleviate the flow at bottlenecks in the system. To bring the Burlingame Creek system up to the 30-year flood capacity, a new 60-inch bypass pipeline would be installed to intercept the flow as Burlingame Creek passes under El Camino Real. The 60-inch pipeline would then travel along Howard Avenue in the northeasterly direction and ultimately discharge directly in the San Francisco Bay.

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[148] Sandis Civil Engineers & Surveyors, "Burlingame Downtown Specific Plan Infrastructure Report," October 6, 2009.

[149] City of Burlingame, 2009. Sewer and Storm Systems. Accessed online July 24, 2009 at: http://www.burlingame.org/Index.aspx?page=694

Another option to this proposal is to increase the capacity of the existing box culvert that currently runs through the Plan Area between El Camino Real and California Drive. After reaching California Drive, flows to the Oak Grove main would be reduced by a new 60-inch bypass main that would run in City streets out to the Bay. In addition, to mitigate the existing bottleneck in the Ralston Creek channel between Floribunda Avenue and Oak Grove, a new 60-inch bypass pipeline has been proposed to run along Floribunda Avenue to the existing open channel along the Caltrain ROW.

Water. The City of Burlingame's sole source of potable water is the San Francisco Public Utilities Commission (SFPUC) system, which obtains its water supply primarily from the Hetch Hetchy Reservoir. The City also uses well water and recycled water for supplying non-potable water used for irrigation. The SFPUC supplies water to the City of Burlingame through six service connections on SFPUC's Sunset Supply Pipeline and Crystal Springs Pipelines #2 and #3.[150] The pipelines and easements are administered and maintained by the San Francisco Water Department.

The City's water system, which is administered by the Burlingame Public Works Department, serves customers in the City of Burlingame, the unincorporated Burlingame Hills area, and a portion of the Coyote Point County Park. In 2005, water demand in the City of Burlingame averaged about 5.01 million gallons per day. Table L-2 shows the average water supply for a normal year compared to average demand.

Table L-2
City of Burlingame Water Supply vs. Water Demand

	2005		2010		2015		2020		2030	
	mgd[a]	mgy	mgd	mgy	mgd	mgy	mgd	mgy	mgd	mgy
Total Demand	5.01	1,828.65	5.11	1,865.15	5.21	1,901.65	5.28	1,927.20	5.35	1,952.75
Potable	4.71	1,719.15	4.79	1,746.53	4.89	1,783.03	4.96	1,808.58	5.03	1,834.13
Non-potable	0.30	109.50	0.33	118.63	0.33	118.63	0.33	118.63	0.33	118.63
Total Supply[c]	5.53	2,018.45	5.56	2,027.58	5.56	2,027.58	5.56	2,027.58	5.56	2,027.58
SFPUC	5.23	1,908.95	5.23	1,908.95	5.23	1,908.95	5.23	1,908.95	5.23	1,908.95
Groundwater[b]	-	-	0.03	9.13	0.03	9.13	0.03	9.13	0.03	9.13
Recycled	0.30	109.50	0.30	109.50	0.30	109.50	0.30	109.50	0.30	109.50
Surplus	0.52	189.80	0.45	162.43	0.35	125.93	0.28	100.38	0.21	74.83

Source: City of Burlingame, 2005 Urban Water Management Plan, November 2005.
Notes:
a. mgy = million gallons per year; mgd = million gallons per day.
b. Non-potable
c. Assumes a normal water year; does not account for drought or multiple-year drought conditions.

The City of Burlingame is a member of the Bay Area Water Users Association (BAWUA), which holds a water supply contract with the SFPUC. The BAWUA's contractual limit with SFPUC is 184 mgd, of which 5.23 mgd is allocated to the City of Burlingame. Given the projected water use, the City is not expected to exceed its share of 5.23 mgd through 2030.[151]

[150] City of Burlingame, 2005 Urban Water Management Plan, November 2005.

[151] City of Burlingame, 2005 Urban Water Management Plan, November 2005.

During drought periods, the City's imported water supply from SFPUC is subject to cutbacks, and water consumption has to be significantly reduced as part of a required rationing program. Thus, many of the SFPUC customer agencies strive to improve the reliability of their water supply by developing supplemental water sources and storage facilities. The City is planning to utilize groundwater and the Water Recycling Facility as a source of future water supply to augment the SFPUC supply for irrigation. The City estimates that implementation of Stages I and II of its Water Shortage Contingency Plan (WSCP) would reduce demand for potable water by 6 percent, and that implementation of Stages II and III would reduce demand by 15 to 20 percent. Assuming that these reductions were achieved, the City would be able to meet demand through the available supply.

The existing water system in Downtown Burlingame is served from storage in the Rivera Tanks and is transported via an interconnected pipe network throughout the Downtown Area. Four main lines supply the majority of the water to the Downtown Area from the existing turn-outs from the SFPUC Hetch-Hetchy supply lines: 12-inch PVC main running in Oak Grove Avenue; 12-inch Cast Iron (CI) main in Almer Road/Bellevue Avenue; 12-inch/10-inch CI main in Howard Avenue; and 12-inch PVC main in Peninsula Avenue.

Per recommendations by Erler and Kalinowski, Inc. (EKI), the City has plans to upgrade an existing 6-inch main in Burlingame Avenue and the main in Howard Avenue. The timeframe for these improvements have yet to be determined pending decisions on CIP budgets and scope. Upgrading the existing 4-inch piping in the Downtown Area has also been proposed by EKI to enhance the flows available for fire suppression.[152]

Historically, the City has not utilized groundwater as a drinking water source. However, the City has maintained and operated one groundwater supply well located near Washington Park, which has been used to irrigate portions of City-owned landscaping and parks, including Washington Park, City Hall, Alpine Park, Victoria Park, and Burlingame High School. The well was not constructed for drinking water purposes and is not rated as a drinking water well.

Solid Waste. Allied Waste Industries (AWI) provides solid waste collection, transportation, and disposal services to the City of Burlingame. In addition to serving the City of Burlingame, AWI serves the communities of Atherton, Belmont, Hillsborough, San Mateo, Foster City, Redwood City, San Carlos, Fair Oaks, unincorporated areas of San Mateo County, Menlo Park, and the West Bay Sanitary District.[153] AWI collects solid waste and hauls it to the San Carlos Transfer Station, located at 25 Shoreway Road in San Carlos, where readily visible recyclable materials are separated from gross refuse. The remaining solid waste is hauled to Ox Mountain Sanitary Landfill, which is also owned and operated by AWI, located two miles northeast of Half Moon Bay. This facility has a maximum throughput of 3,598 tons per day and had a remaining capacity of 44,646,148 cubic yards (as of January 1, 2000). There is currently a 15-year landfill agreement for this facility, which will expire in 2018. According to Allied Waste Industries, the landfill has a remaining life period that extends

[152] Sandis Civil Engineers & Surveyors, "Burlingame Downtown Specific Plan Infrastructure Report," October 6, 2009.

[153] Allied Waste Industries, 2007. About Allied Waste. Accessed online July 24, 2009 at: http://alliedwaste sanmateocounty.com/who-we-are.php

beyond the existing 15-year agreement at current disposal rates. In addition, the landfill could be expanded at its present location to meet future demand.[154]

According to the City of Burlingame's 2006 solid waste diversion rate, the percent of solid waste produced by the City that is diverted from landfills through recycling, composting, or other programs, was 60 percent, up from 54 percent in 2004.[155] AB 939, the California Integrated Waste Management Act, mandates that all cities and counties in California divert 50 percent of their solid waste (using 1990 levels as a baseline) from landfills or transformation facilities by January 1, 2000. Local and county governments are responsible for implementing diversion programs in order to meet these goals, and generally do so using means such as source reduction, recycling, and composting programs.

b. Regulatory Setting

City of Burlingame Municipal Code. Several Chapters in the City of Burlingame Municipal Code address utilities issues, including Chapter 8.16, Solid Waste Regarding Accumulation, Disposal, and Recycling; Chapter 8.17, Recycling And Diversion of Debris From Construction and Demolition; Chapter 15.08, Sewer Connections and Charges; Chapter 15.10 Sanitary Sewer Use Regulations; and Chapter 15.14, Storm Water Management and Discharge Control.[156]

Burlingame Downtown Specific Plan. The following goals of the Downtown Specific Plan would pertain to utilities infrastructure improvements:

Goal I-1: Ensure infrastructure is sufficient to provide for current and future land uses.

Goal I-2: Explore holistic approaches to utilities. The applicable policies under Goal I-2 would include the installation of solar (photovoltaic) panels and/or small wind turbines on top of parking lots/structures and encourage re-use of stormwater for irrigation purposes.

Goal I-3: Underground the utilities on commercial streets in the Downtown Area.

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[154] California Integrated Waste Management Board, 2007. Facility/Site Summary Details: Ox Mountain Sanitary Landfill.
http://www.ciwmb.ca.gov/Profiles/Facility/Landfill/LFProfile1.asp?COID=41&FACID=41-AA-0002

[155] California Integrated Waste Management Board, 2007. Jurisdiction Profile for Burlingame, Overall Waste Stream, Diversion. Access on July 24, 2009 at: http://www.ciwmb.ca.gov/Profiles/ Juris/JurProfile2.asp?RG=Local%20Government&JURID=58&JUJ=Burlingame.

[156] City of Burlingame. City of Burlingame Municipal Code Current through Ordinance 1803 and the June 2007 code supplement. Quality Code Publishing. http://qcode.us/codes/burlingame/ Accessed November 10, 2009.

2. Environmental Checklist and Discussion

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
1) Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board?	❑	■	❑	❑
2) Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	❑	■	❑	❑
3) Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	❑	❑	■	❑
4) Have sufficient water supplies available to serve the project from existing entitlements and resources, or are new or expanded entitlements needed?	❑	❑	■	❑
5) Result in a determination by the wastewater treatment provider which serves or may serve the project that it has adequate capacity to serve the project's projected demand in addition to the provider's existing commitments?	❑	❑	■	❑
6) Be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs?	❑	❑	■	❑
7) Comply with federal, state, and local statutes and regulations related to solid waste?	❑	■	❑	❑

3. Discussion

Comment on L.1, L. 2 and L.5. With regard to wastewater, development under the Downtown Specific Plan would use existing wastewater infrastructure. Projections by the City and Veolia include planned residential and commercial development in the City of Burlingame, including the development expected under the Downtown Specific Plan. The proposed project components would be connected to the City's existing wastewater infrastructure; however, the WWTF and Burlingame's wastewater infrastructure are currently operating below capacity. Although the proposed project would increase contributions to existing wastewater volumes, this would occur incrementally since development under the Downtown Specific Plan is already considered in the future wastewater projections. However, as discussed in more detail below, the existing sewer system in Burlingame is deteriorating and the proposed project could further exacerbate the condition of the system, resulting in a potentially significant impact.

Sanitary Sewer/Wastewater Infrastructure. Although the proposed project components would increase wastewater, the Downtown Specific Plan states that over the long-term, sanitary sewer in the central portion of the Plan Area is planned to undergo rehabilitation as part of CIP projects in the City, as explained in more detail in the Setting section, above. However, the replacement of certain sections of sanitary sewer main may be advanced to coincide with other streetscape/beautification projects such as

Burlingame Avenue and Howard Avenue to minimize the impact on surrounding neighborhoods, take advantage of equipment on-site, and avoid future utility work and trenching in newly paved streets.

The City is updating the City-wide sanitary sewer master plan to include the Plan Area. The update is based on a study of flow monitoring data collected in winter of 2008. Potential Downtown development capacity may affect design assumptions; these factors will need to be addressed and modeled during the design phase of future Capital Improvement Plan (CIP) projects.

Therefore, the planned rehabilitation of the existing sanitary sewer system in the Plan Area, as discussed in more detail in the Setting section, above, would help to alleviate some of the potentially significant impacts from the proposed project. In addition, the following mitigation measure would reduce the impacts of the proposed project regarding wastewater to less than significant.

> MITIGATION MEASURE. The following measures, in addition to Goal I-1 of the Downtown Specific Plan, would reduce impacts to wastewater infrastructure to a less-than-significant level.
>
> *L-1a.* *Sanitary Sewer Infrastructure Improvements – Impact Assessment*. For any project proposed within the Plan Area that would increase sewer flows to the sanitary sewer system, the project sponsor shall coordinate with the City Engineer to determine if improvements to public sanitary sewer infrastructure are needed. If improvements are needed, L-1b shall apply.
>
> *L-1b.* *Sanitary Sewer Infrastructure Improvements – Project Sponsor Coordination Plan and Contributions*. Prior to issuance of a building permit, project sponsors shall develop a plan to facilitate sanitary sewer improvements. The plan shall include a schedule for implementing sanitary sewer upgrades that would occur within the development site and/or contribution of a fair share fee toward those improvements, as determined by the City Engineer. The plan shall be reviewed by the City Engineer.

Water Infrastructure. With regard to water infrastructure, much of the secondary piping in the Downtown Area consists of 4-inch and 6-inch cast iron pipe, which has inadequate flow capacity for fire suppression needs. In general, the minimum diameter for public mains is 8 inches and larger. Although the California Fire Code/Uniform Building Code allows a percentage reduction in fire flow demands, the maximum flow that is provided by small 4-inch and 6-inch mains is typically only sufficient for single-family dwellings and small commercial buildings. As explained in the Setting section, above, the City has plans to upgrade an existing 6-inch main in Burlingame Avenue and the main in Howard Avenue. However, in addition to this planed upgrade, to the extent that development under the Downtown Specific Plan would include multi-family dwellings, and/or larger commercial buildings, existing water infrastructure within the Plan Area would need to be upgraded further in order to reduce impacts to a less-than-significant level.

MITIGATION MEASURE. The following measures, in addition to Goal I-1 of the Downtown Specific Plan, would reduce impacts to water supply infrastructure to a less-than-significant level.

L-2a. *Water Supply for Fire Suppression– Impact Assessment.* Prior to issuance of a building permit, development plans for projects proposed in the Plan Area, shall be reviewed by the Fire Marshal to determine if fire flow requirements would be met given the requirements of the proposed project, and the size of the existing water main(s). If the Fire Marshal determines improvements are needed for fire protection services, then L-2b would apply.

L-2b. *Water Supply for Fire Suppression – Implementation of Improvements.* Prior to issuance of a building permit the project sponsor shall be required to provide a plan to supply adequate water supply for fire suppression to the project site, consistent with the Fire Marshal's requirements. The plan shall be reviewed by the Fire Marshal. The project sponsor shall be responsible for implementation of the plan including installation of new water mains, and/or incorporation of fire water storage tanks and booster pumps into the building design, or other measures as determined by the Fire Marshal.

Comment on L.3. The Plan Area is predominantly covered by impervious surfaces. Therefore, the development under the Downtown Specific Plan would not increase impervious surfaces in the Downtown Area and would not result in a significant increase in stormwater runoff over existing conditions. However, significant redevelopment under the Downtown Specific Plan should attempt to reduce stormwater flows to the system by promoting the use of onsite detention/retention and infiltration.

The State of California has implemented regulations (Provision C.3) for projects that involve the removal or replacement of over 10,000 square feet of impervious surfaces. This measure requires that stormwater quality treatment measures be implemented to cleanse runoff prior to leaving the site. This may be achieved through mechanical means (e.g. hydrodynamic separators and media filters) or "natural" means (e.g. bioswales, bio-retention planters, detention basins) or a "hybrid" system combining elements of both. Landscape based treatment measures can also serve a dual-purpose by slowing and reducing the rate and quantity of stormwater runoff from small storm events.

However, since many of the existing buildings in the Plan Area are built with narrow setbacks, and minimal setbacks are required for new development in order to maintain the existing streetscape in the Downtown Area, installing on-site detention/retention could be difficult due to the overall lack of space for large detention basins and/or ponds. It is likely that detention would be provided in the form of underground tanks. Since the storm flows causing Downtown flooding already exist prior to reaching Downtown, a reduction of runoff from the Downtown Area would have a significantly lesser impact on reducing local flooding when compared to the impact of mitigating bottlenecks in the system.

In addition, as part of the requirements of the federal Clean Water Act, all storm drainage that discharges into public water is required to meet water quality standards outlined in the local National Pollutant Discharge Elimination System (NPDES) permit. The City is listed under the San Mateo County-wide NPDES Municipal Stormwater Permit (NPDES Permit No. CASO029921). Within the Plan Area, individual projects on sites larger than one acre would be required to obtain coverage under the NPDES State Construction Activity Stormwater General Permit (which requires preventative measures against stormwater runoff and pollution) and would be required to prepare and implement a project-specific stormwater pollution prevention plan (SWPPP). The City of Burlingame is a member of the San Mateo County Stormwater Pollution Prevention Program (STOPPP), which requires projects to obtain coverage under STOPPP's Phase I Municipal Stormwater Permit and comply with performance standards set forth by STOPPP's Stormwater Management Plan. Although individual developments under the Downtown Specific Plan would be subject to these conditions, there are no requirements under NPDES that would apply to the plan as a whole.

The City Storm Water Management and Discharge Control Ordinance (Municipal Code Chapter 15.14; Ordinance 1503 Section 1; June 20, 1994) would also apply to the individual developments that might be expected to occur under the Downtown Specific Plan. The purpose of this ordinance is to control the introduction of non-stormwater pollutants into the municipal storm sewer, to reduce peak flows that could result in overflow of the storm sewers, and to minimize the concentrations of pollutants in stormwater discharges.

Because the Downtown Specific Plan is a program-level document, no specific stormwater policies apply directly to its implementation, nor would a NPDES permit be required. Individual projects proposed under the Downtown Specific Plan would be subject to NPDES requirements and could be required to prepare and implement project-specific stormwater pollution prevention plans (SWPPP). Individual projects would also be subject to performance standards in the San Mateo County's STOPPP Stormwater Management Plan and the City Storm Water Management and Discharge Control Ordinance (Municipal Code Chapter 15.14; Ordinance 1503 Section 1; June 20, 1994). These existing regulations would ensure that impacts would be less than significant on both the program-level and project-level.

Although the proposed project could have a significant impact on stormwater infrastructure, the stormwater drainage improvements, as explained in more detail under the Setting section, above, that already have $39 million in funding would reduce the impacts to less than significant. In addition, most new development that would occur under the Downtown Specific Plan would replace existing structures and would not increase the developed footprint on the existing site. The Downtown Specific Plan would incorporate design guidelines—such as requirements for landscaping, stormwater containment features, and pervious pavement features—that would achieve a net decrease in impervious surface over existing conditions. Therefore, with infrastructure improvements and design guidelines, stormwater generated on the proposed project site is not expected to significantly impact existing stormwater drainage facilities. In addition to the planned stormwater infrastructure improvements, the infrastructure goals and policies under the Downtown Specific Plan would also help to reduce stormwater impacts to less than significant.

See Checklist Item D, Hydrology and Water Quality, for further discussion of stormwater.

Comment on L.4. As stated above, the City currently uses less than its allocated amount of water from the SFPUC, and is not expected to exceed its water allocations through 2030. The water analysis for development under the Downtown Specific Plan was based on two options. Option 1 includes 183,843 gross square feet (GSF) of retail use; 148,702 GSF of office use; a 120-bed hotel; and 875 residential units. Option 2 includes 183,843 GSF of retail use; 248,702 GSF of office use; and 1,232 residential units. Anticipated service population for the build options are 2,618 and 3,472 respectively. As explained in more detail in the Water Supply Technical Study, Appendix I of this document, the additional development under Option 1 would generate average additional water demands of approximately 146,000 gallons per day (gpd), or approximately 164 acre-feet per year (AF/yr), by 2030. Table L-3, below, presents the additional water demand resulting from the proposed project, if developed according to existing parking standards (Option 1). The City anticipates development of the Downtown Specific Plan would not occur prior to 2010 and demands are presented in Table L-3 for 2020 (50 percent build out) and 2030 (full build out).[157]

Table L-3
Projected Water Demand Increase for the Proposed Project – Option 1

Land Use	Net Increase in Development	Density[a]	Net Increase in Population[a]	Unit Demand[b]	Net Increase in Water Demand
2020[c]					
Residential	438 units	2.2 persons/unit	964	63.6 gpcd	61,300 gpd
Commercial	91,922 sf	330 sf/person	281	10.8 gpcd	3,000 gpd
Office[d]	74,351 sf	330 sf/person	225	10.8 gpcd	2,400 gpd
2020 Increase					**66,700 gpd**
2030					
Residential	875 units	2.2 persons/unit	1,925	63.6 gpcd	122,400 gpd
Commercial	183,843 sf	330 sf/person	561	10.8 gpcd	6,100 gpd
Office[d]	148,702 sf	330 sf/person	451	10.8 gpcd	4,900 gpd
Hotel	120 rooms			105 gpd/room	12,600 gpd
2030 Increase					**146,000 gpd**

Source: City of Burlingame, prepared by PBS&J, Water Supply Technical Study for the Downtown Specific Plan, April 2010.
Notes:

a. Density and population projections are based on the 2007 Association of Bay Area Governments data.
b. Unit demands based on SFPUC Wholesale Customer Demand Projections, URS 2005.
c. Build out of Downtown Specific Plan at 2020 assumed to be 50 percent complete.
d. Office demand assumes 260 occupied days per year.

Development under Option 2 would generate average additional water demands of approximately 186,600 gpd, or approximately 204 AF/yr, by 2030. Table L-4 presents the additional water demand from the Downtown Specific Plan if parking standards are revised and more residential units are

[157] City of Burlingame, prepared by PBS&J, Water Supply Technical Study for the Downtown Specific Plan, April 2010, included as Appendix I.

developed (Option 2). The City anticipates development of the proposed project will not occur prior to 2010 and demands are presented in Table L-4 for 2020 (50 percent build out) and 2030 (full build out).[158]

Table L-4
Projected Water Demand Increase for the Proposed Project – Option 2

Land Use	Net Increase in Development	Density[a]	Net Increase in Population[a]	Unit Demand[b]	Net Increase in Water Demand
2020[c]					
Residential	616 units	2.2 persons/unit	1,355	63.6 gpcd	86,200 gpd
Commercial	91,922 sf	330 sf/person	281	10.8 gpcd	3,000 gpd
Office[d]	124,351 sf	330 sf/person	377	10.8 gpcd	4,100 gpd
2020 Increase					**93,300 gpd**
2030					
Residential	1,232 units	2.2 persons/unit	2,710	63.6 gpcd	172,400 gpd
Commercial	183,843 sf	330 sf/person	561	10.8 gpcd	6,100 gpd
Office[d]	248,702 sf	330 sf/person	754	10.8 gpcd	8,100 gpd
2030 Increase					**186,600 gpd**

Source: City of Burlingame, prepared by PBS&J, Water Supply Technical Study for the Downtown Specific Plan, April 2010.
Notes:
a. Density and population projections are based on the 2007 Association of Bay Area Governments data.
b. Unit demands based on SFPUC Wholesale Customer Demand Projections, URS 2005.
c. Build out of Downtown Specific Plan at 2020 assumed to be 50 percent complete.
d. Office demand assumes 260 occupied days per year.

The SFPUC 2004 Wholesale Demand Study analyzed water demands associated with each customer sector and then forecasted demands over a twenty-five year planning horizon. The Demand Study evaluated demands in each of the wholesale customers' service areas using data provided by the wholesale customers; this provided a uniform way for demands within SFPUC to be analyzed. The forecasts incorporate effects of the plumbing and appliance code on existing and future accounts. The Downtown Specific Plan demands are considered new, unplanned demands on the City's water system as they are not accounted for in the City's UWMP demand projections. Table L-5 shows total demand in the City, including projected demands from the proposed project.

In addition to the proposed development, traffic improvements, and streetscape improvements, implementation of the Downtown Specific Plan could include the creation of a creek-like surface water feature in the Signature Downtown Open Space. The water feature would be similar to one developed in the Park Place at Bay Meadows development in San Mateo. As a re-circulating water feature, there would be a one-time filling of the pond, but approximately less than one acre-foot per year of demand (approximately 6 feet per year of net evaporation and complete change-outs of the water four times per year). This is less than one percent of the total projected increase in water demand resulting from the Downtown Specific Plan.

[158] City of Burlingame, prepared by PBS&J, Water Supply Technical Study for the Downtown Specific Plan, April 2010, included as Appendix I.

Table L-5
Burlingame Projected Demands

	Demands (mgd)[a,b]		
	2010	**2020**	**2030**
Burlingame Demands	4.78	4.95	5.03
Downtown Specific Plan Demands	0.00	0.09	0.19
Total	**4.78**	**5.04**	**5.22**
Percent Increase	***0.00%***	***1.82%***	***3.77%***

Source: City of Burlingame, prepared by PBS&J, Water Supply Technical Study for the Downtown Specific Plan, April 2010.

Notes:

a. Burlingame projected allocation based on the 2005 Urban Water Management Plan, Table 11.

b. Burlingame projected demands based on the 2005 Urban Water Management Plan, Table 8.

As shown in Table L-4, the proposed project would only result in a 1.82 percent increase over the UWMP demand projections for 2020 and a 3.77 percent increase over the UWMP demand projections for 2030. As such, implementation of the Downtown Specific Plan would not significantly exceed the water demand forecasts for the City of Burlingame, resulting in a less-than-significant impact.

According to the Water Supply Technical Study, there are adequate water supplies available to serve development under the Downtown Specific Plan. In years of average and above-average water supply, the City has adequate supplies to serve 100 percent of normal-year demands, inclusive of the Downtown Specific Plan. In dry-year and multiple-dry-year events, when the SFPUC would impose reductions in its normal supply to the City, the City has in place a WSCP sufficient to maintain a balance of supplies and demands. With the proposed project, the City projects the need to implement Stage I reductions during a single dry-year shortage event, and Stage II reductions during subsequent years on multiple-dry-year shortage events. These are the same Contingency Plan implementation stages that City would need to implement without the Downtown Specific Plan. Therefore, the City has sufficient water available to serve the proposed project in addition to the existing and future customers. Further, this water supply availability extends through its current water management planning horizon of 2030, and extends to average year, dry-year, and multiple-dry-year conditions.

IMPROVEMENT MEASURES. As stated above, Downtown Specific Plan would not significantly exceed the water demand forecasts. However, the City could also adopt and implement additional water conservation measures as recommended in the Water Supply Technical Study. These measures would reduce the net increase in water use projected to result from build out under the Downtown Specific Plan. Possible on-site measures for reducing potable water use in the Plan Area include incorporating advanced conservation measures and using recycled water for irrigation use. The following measure would further reduce water consumption.

L-1. *Residential.* In the residential units, the installation of high-efficiency clothes washers and dishwashers would achieve significant water use savings as compared to conventional models. The incorporation of sub-metering, in which each multi-family unit would have its own smart water meter with leak detection

capability, would reduce water use by maintaining price signals to the consumer and by minimizing water loss due to leaking toilets and other fixtures. Together, these measures may offer further reductions in overall potable water demand. The adoption of the advanced indoor conservation measures would reduce per capita residential indoor use to approximately 45 gpd, as documented in studies by the American Water Works Association (AWWA). This is per capita reduction of approximately 12 gpd compared to baseline levels. The incorporation of these advanced conservation measures would reduce indoor potable water demands in new residential developments by approximately 20 percent.

L-2. *Landscaping and Irrigation.* Recycled water could be used for landscape irrigation within the Plan Area, per recommendations in the City's 2009 Climate Action Plan. This measure assumes that the City has access to recycled water supplies and has or would construct recycled water transmission and distribution facilities to serve the Plan Area.

Comment on L.6 and L.7. Development under the Downtown Specific Plan could generate solid waste in the form of waste asphalt and structure demolition. These activities would be required to comply with federal, State, and local statutes and regulations governing solid waste, including Municipal Code Chapters 8.16 and 8.17. Development would be subject to the City's Construction and Demolition Waste Recycling Requirement, which requires a project sponsor to submit a waste reduction plan that demonstrates that at least 60 percent of the construction and demolition waste can be recycled. Therefore, the construction and demolition waste associated with development under the Downtown Specific Plan would have less-than-significant impacts on landfills.

Development under the Downtown Specific Plan would likely generate higher volumes of solid waste than what is currently generated, due to the increase in population associated with new development. Solid waste would be collected, taken to the waste transfer station and then sent to a landfill. As of 2006, Burlingame had a 60 percent solid waste diversion rate and is currently in compliance with AB 939, the State law requiring cities to divert 50 percent waste of their waste streams from landfills by 2000.

Ox Mountain Landfill, the landfill used for final disposal of the solid waste generated by the City of Burlingame, has several years of capacity left at current disposal rates, plus it is possible for the landfill to be expanded into adjacent areas to allow for further capacity. Therefore, impacts on the City's solid waste capacity due to implementation of the proposed project are considered less than significant.

4. Conclusion

The impacts of the proposed project on utility and service systems would be potentially significant due to inadequate existing wastewater, water, and stormwater infrastructure. However, implementation of the planned infrastructure improvements within the City, adherence to all applicable rules and regulations, and implementation of Mitigation Measures L-1 and L-2 would result in a less-than-

significant impact on wastewater, water, and stormwater systems. The City has sufficient water supplies to serve the development under the Downtown Specific Plan and implementation of conservation and recycled water measures would further reduce the less-than-significant water supply impact. In addition, the Ox Mountain Landfill has adequate capacity at the facility to support solid waste generated by the proposed project. As such, with the construction of improvement infrastructure in the Plan Area and the implementation of applicable plans and policies, the proposed project would have a less-than-significant impact on utilities. Improvement Measures L-1 and L-2 would further reduce impacts on water consumption.

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M. AESTHETICS

1. Setting

Existing Visual Character

Visual and Urban Design Context. The City of Burlingame, a community of 28,867 residents, is in San Mateo County, located east of the Pacific Ocean and Santa Cruz Mountains and west of the San Francisco Bay. The City is approximately 10 miles south of San Francisco and 30 miles north of San Jose. Burlingame is bordered by the City of Millbrae to the northwest, San Francisco Bay to the east, the City of San Mateo to the southeast, and the Town of Hillsborough to the southwest. Highway 101 runs north-south within eastern Burlingame, I-280 runs north-south along the western boundary of the City, and El Camino Real, or SR 82, traverses the City and runs north-south along the southwest boundary of the Plan Area. San Francisco International Airport is within one-mile of the City limits.

The Plan Area is generally defined as the area bounded by Oak Grove Avenue to the north, the Caltrain right-of-way (ROW) and Anita Road to the east, Peninsula Avenue to the south, and El Camino Real to the west. Commercial activity in the district is concentrated on Burlingame Avenue, which is considered a regional destination for shopping and dining, Howard Avenue, and Chapin/Donnelly Avenues, and the interceding side streets Lorton Avenue, Park Road, Primrose Road, and Highland Avenue. City Hall and the library are located near the commercial area on Primrose Road.

The City's central commercial area occupies a relatively flat area of ten square blocks. Development in the Plan Area is diverse, but generally conveys a small town, suburban atmosphere. Burlingame Avenue, as depicted in Figure M-1 and Figure M-2, is the main street that traverses the Plan Area. The area is a pedestrian-oriented commercial district lined primarily by one- and two-story buildings constructed in an early 20th century commercial or an art deco architectural style. Existing structures on Burlingame Avenue and on the surrounding streets consist of minimal façade ornamentation, although most buildings have conspicuous commercial signs or awnings. Fenestration is regular and typical of the commercial style. Existing buildings generally have no front or side setbacks, resulting in uniform, continuous massing along the Burlingame Avenue corridor and surrounding streets. Building heights and frontage widths are also relatively uniform. Vegetation along Burlingame Avenue and the surrounding streets is sparse, consisting of smaller species, such as cherry varietals and Victorian box. The vegetation adds landscape form, texture, and color accents to the visual environment. Cobra lights and parking meters, spaced at regular intervals along the sidewalks, provide vertical elements along the streetscape.

The eastern portion of the Plan Area, contains California Drive, the Caltrain ROW, and residential areas between the Caltrain ROW and Anita Road. California Drive, as shown in Figure M-3 and Figure M-4, is a four-lane arterial street that runs parallel to the Caltrain ROW and is also known as Auto Row within the Downtown Area. This corridor is bordered mainly by one- to two-story automobile dealerships, surface parking lots, auto repair shops, and commercial retail buildings

FIGURE M-1
View Facing East on Burlingame Ave

***Source*:** PBS&J, 2010.

FIGURE M-2
View Facing West on Burlingame Ave

***Source*:** PBS&J, 2010.

FIGURE M-3
View Facing South on California Drive

***Source*:** PBS&J, 2010.

FIGURE M-4
View Facing North on California Drive

***Source*:** PBS&J, 2010.

(towards Burlingame Avenue). The buildings on Auto Row are set close to the street and the building facades are broken by the dealership surface parking lots. Vegetation on California Drive is limited to a minimal amount of scattered mature trees.

The western border of the Plan Area is the El Camino Real corridor, a four-lane vehicular corridor with faster moving traffic and several bus lines. Two- to four-story buildings with setbacks are located on both sides of El Camino Real and the corridor is flanked by mature eucalyptus street trees, as shown in Figure M-5.

Sidewalks line both sides of the road and bus shelters are available at regular intervals. Roadway lighting consists of vehicle-scale, cobra-style fixtures. The Plan Area also borders multifamily residential neighborhoods to the west and southwest, across El Camino Real. Architectural styles vary including contemporary buildings and older structures, between two- and four-stories tall. Although this neighborhood possesses an assortment of building types and massing, most of the buildings are uniformly spaced with small, landscaped front lawns.

The area south of Burlingame Avenue consists of a mix of uses, including retail and office along Howard Avenue and multi-family residential uses between Howard and Peninsula Avenues. As shown in Figure M-6, Peninsula Avenue, which defines the southern border of the Plan Area, is mainly flanked by multi-family residential uses and auto dealership back lots. North of Burlingame Avenue are Chapin Avenue and Donnelly Avenue. Chapin Avenue is characterized by a concentration of financial services and real estate offices and Donnelly Avenue features a range of commercial and service uses, interspersed with large surface parking lots. The area north of Chapin Avenue and Donnelly Avenue is primarily multifamily residential. In addition, a portion of the triangle between the Caltrain ROW and Anita Road has historically been associated with automobile-related uses, as well as multifamily residential uses.

Site Visibility and Public View Corridors

The Plan Area is in a highly visible location from a major State highway (SR 82, El Camino Real) and a number of other vehicular corridors that traverse the Plan Area. Brief descriptions of key view corridors are discussed below, along with figures depicting existing views from these locations.

Burlingame Avenue. Burlingame Avenue, as shown in Figure M-1 and Figure M-2, is the main street that bisects the Plan Area. Foreground views from Burlingame Avenue feature a mixture of restaurants, national retail stores, and many locally-based retailers. Views of outside areas are channelized and intermittent due to flat topography and building massing. The most prominent feature on the eastern end of Burlingame Avenue is the view of the Burlingame Caltrain Station, as depicted in Figure M-1. The Mission Revival station has yellow stucco cladding and a combination gable roof clad in clay tile and a flat roof lined with clay title. In addition, limited views of the Hillsborough hillsides are visible from Burlingame Avenue, facing west.

FIGURE M-5
View Facing South on El Camino Real

***Source*:** PBS&J, 2010.

FIGURE M-6
View Facing East on Peninsula Ave

***Source*:** PBS&J, 2010.

Oak Grove Avenue. Oak Grove Avenue forms the northern border of the Plan Area. Views of the Plan Area are visible from this street. Oak Grove Avenue provides foreground views on both sides of the street with primarily multifamily residential uses, including some lower intensity uses such as single family homes, duplexes, apartment homes, multifamily homes, and accessory buildings. Background views on Oak Grove Avenue to the west include views of the higher elevations of the Hillsborough hillsides.

California Drive. California Drive is located in the eastern portion of the Plan Area and the street has immediate views of the Plan Area. As explained above, foreground views California Drive are mainly of automobile dealerships, auto repair shops, and low-density commercial/retail development, as shown in Figure M-3. Due to the flat topography of the area, there are extremely limited, channelized views from California Drive of the hillsides. As with Burlingame Avenue, the most prominent feature on California Drive is the Burlingame Caltrain Station, as shown in Figure M-4.

El Camino Real. Views of the Plan Area are available to motorists and pedestrians approaching the area from the north or south along El Camino Real. From both travel directions on El Camino Real, the United Methodist Church, located at the corner of Howard Avenue, is a prominent architectural feature, as partially visible in Figure M-5. The three-level church is stucco with a terracotta tile roof and arched windows. The roofline is articulated by a white steeple atop a hexagonal vault. Other visible elements from El Camino Real include the existing Safeway building (also partially visible in Figure M-5) on the corner of Howard Avenue and El Camino Real with its free-standing sign, several multi-level residential complexes, multi-level office buildings, and the gateway to Burlingame Avenue.

Peninsula Avenue. Peninsula Avenue forms the southern border of the Plan Area and runs in an east-west direction. As shown in Figure M-6, uses on the eastern portion of Peninsula Avenue (within the Plan Area) consist mainly of car dealerships with large parking lots and multi-story buildings while land uses on the western portion of Peninsula Avenue feature one- to four-story multi-family and single-family residential units. As with the rest of the Plan Area, due to the flat topography, surrounding buildings, and mature vegetation, views of outside areas are limited. However, channelized and blocked limited views of the higher elevations of Coyote Point Park are visible to the east (as shown in Figure M-6) and channelized and blocked limited views of the higher elevations of Hillsborough are visible to the west.

Scenic Route Designations

The County of San Mateo and the *Burlingame General Plan* designate the portion of El Camino Real from Easton Drive to Crystal Springs Road as a County Scenic Roadway and part of the proposed Scenic Road System.[159] However, the State of California does not recognize El Camino Real as a Scenic Highway.[160]

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[159] City of Burlingame, *General Plan*, Scenic Roads and Highways, Action SR(2) and Action SR(4), 1972.

[160] California Department of Transportation, *Officially Designated Scenic Highways*, Accessed online September 18, 2009 at: http://www.dot.ca.gov/hq/LandArch/scenic_highways/index.htm.

Buildings of Interest

Based on an inventory of buildings within the Plan Area, there are 23 potentially historic buildings and other resources located within the Plan Area, as discussed in Section N, Cultural Resources.[161] Included in the inventory of historic resources are two resources that are listed on the California Register of Historic Places (Figure M-1 and Figure M-4) and the Severn Lodge Dairy wall advertisement at 220 California Drive (as shown in Figure M-3).

Street Trees

Trees in Downtown Burlingame include street trees lining sidewalks and roadways (typically within the public right-of-way), as well as trees on private property in settings such as landscaped setback areas, courtyards, and roof gardens. Trees are important for their beauty, shade and coolness, economic benefits, and role in reducing energy use, pollution, and noise. Street trees in particular are important for their role in defining the visual character of Downtown streetscapes and for providing shade for pedestrians.

Many trees growing in Burlingame are City-owned trees, maintained by the City. Street trees are trees that grow on City property (right-of-way) in front of residences and businesses. In most areas, this is located between the sidewalk and street, within a planter strip. Where no planter strip exists, the City right-of-way generally extends five feet behind the sidewalk. Residents and business owners may not cut or trim City trees in the City right-of-way without a permit. However, trees located on El Camino Real, a State highway, are owned and maintained by the State Department of Transportation (Caltrans), while many of the trees along California Drive, adjacent to the Caltrain ROW, are owned and maintained by the City and County of San Francisco or Caltrain.

The Burlingame City Council recently adopted a policy to establish 126 street-tree themed blocks. A street-tree themed block is a block that features one defined species of a street tree that is established and maintained indefinitely. If a street tree is removed for any reason, the tree will be replaced with the same species. The Council also approved a policy for establishing new themed blocks. These policies were established to help maintain the historic beauty and charm of these blocks for future generations.

Of the 126 blocks established as themed blocks, 98 will be maintained with the same species. The remaining 28 blocks are currently planted with trees that are no longer considered as appropriate street trees. As trees are removed, these blocks would be replanted with different species that will maintain the aesthetic feel and canopy of the original dominant species. Table M-1, below, shows the designated street tree themed blocks within the Plan Area; and the replacement tree species for these blocks, if applicable, are also included in the table.[162]

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[161] Carey & Co. Draft Inventory of Historic Resources, Burlingame Downtown Specific Plan. October 6, 2008.

[162] City of Burlingame, *Urban Forest Management Plan,* approved August 20, 2007, updated July 20, 2009, accessed at http://www.burlingame.org/Modules/ShowDocument.aspx?documentid=4914, accessed on December 28, 2009.

Table M-1
Themed Street Tree Blocks within the Plan Area

Street	Current Theme	Recommended Theme
900-1300 Bayswater Avenue	Gingko	Themed Block
1200 Bellevue Avenue	Liquidambar	Replace with Red Maple
850-1000 Burlingame Avenue	Euc. Viminalis	Themed Block
400-700 California Drive	P. Calleryana "Chanticleer"	Replace with "Aristocrat"
1100 Douglas Avenue	Sycamore	Themed Block
1400-1500 Floribunda Avenue	Liquidambar	Replace with Red Maple
1200-1400 Oak Grove Avenue	Red Oak	Themed Block

Source: City of Burlingame, *Urban Forest Management Plan*, Attachment H-5, 2009.

Existing Public Plans and Policies

City of Burlingame General Plan. The City of Burlingame General Plan includes an overall Community Development Goal to "maintain and enhance the identity of the City and encourage a maximum sense of identification by residents with the City." The General Plan identifies the Burlingame Avenue – Park Road Commercial center as an area that provides a wide range of consumer goods and services in a pedestrian precinct. The Conservation Element identifies that the scale of development in the stable urban areas is human and intimate and that the present land use pattern shall be maintained. Furthermore, the Plan identifies El Camino Real as a scenic highway, a designation intended to protect attractive views from the roadway.

Community Development Element

II. Goal: To maintain and enhance the identity of the City and encourage a maximum sense of identification by residents with the City.

c. Establish a pattern of dominance and subordination in important visual features; create harmony with diversity.

d. Create distinctive visual qualities - a Burlingame image (analyze existing visual qualities and build on the best of these).

e. Develop identifying features at entrances to the community and at focal points; encourage construction of buildings adequate in scale and height to provide identifying elements.

f. Use trees of appropriate size and character as a design framework to enhance a sense of identity.

IV. Goal: To maintain and improve the quality of the environment to preserve the public health and enhance the prospects for enjoyment by residents and visitors.

c. Maintain the pleasant appearance prevailing in most of the City's residential areas and improve the visual quality in areas of less satisfactory appearance.

d. Improve the visual quality of commercial and industrial areas with particular attention to the Central Business District, Broadway, and the industrial areas viewed from major highways.

Housing Element

- *Policy H(A-1):* Protect the character of existing residential neighborhoods.

Open Space Element

- *Policy OS (A):* Preserve existing open space and open space lands to the fullest extent practicable, with spaces ranging in scale from regional scale to small open spaces on individual lots.
- *Policy OS (C):* Preserve the important vistas, such as the hillside leading to the Skyline Ridge as seen from the Bay plain, and the Bay as seen from the hillside.
- *Policy OS (D):* Provide open space for recreational needs and for the preservation of sites of historical and cultural significance.
- *Policy OS (F):* Protect and preserve open spaces which are vital as wildlife habitat and areas of major or unique ecological significance.
- *Policy OS (G):* Maintain open space to shape and guide development and to enhance community identity.
- *Policy OS (H):* Establish the basic framework for a continuing action program designed to protect valuable and limited open space resources.
  - *Action OS (1):* Areas that contribute to the maintenance of a quality living environment for both local and sub-regional residents should be preserved as open space. Areas that fall into this category include:

    b. Visual corridors.

    c. Areas of special ecological significance (wildlife and vegetation).

    d. Areas of cultural and historic significance.
  - *Action OS (4):* Open spaces should be linked together visually and, where possible, physically to form a system of open spaces.
  - *Action OS (5):* A variety of vistas should be provided and preserved ranging from the small enclosed private views to the more distant views shared by many people.
  - *Action OS (6):* Both public and private efforts should be directed to preserving historical landmarks which have open space value.

- *Action OS (7):* In the design and execution of all new development, owners and developers should be required to preserve open space to the fullest extent possible.

Scenic Roads and Highways Element

- *Policy SR(A):* To retain a system of arterials and local roads that are beautiful and useful to local residents.
- *Policy SR(B):* Harmonize roads and highways with adjacent land use and roadside development.
- *Policy SR(C):* Enhance the traveler's view from the road.
  - *Action SR(7):* Utility lines should be undergrounded wherever possible; and sensitively sited where placement must be aboveground.
  - *Action SR(8):* Plant materials should be used to screen or hide objectionable views.

City of Burlingame Municipal Code. The City of Burlingame Municipal Code outlines several regulations with regards to the preservation of the City's visual character. Title 11, Trees and Vegetation, includes regulations for street trees, urban reforestation and tree protection, weed and rubbish abatement, and obstructing views at intersections. Title 12, Streets and Sidewalks, includes regulations for maintaining sideways, curbs, and driveways and for underground utility districts. In addition, Title 18, Building Construction, outlines the Building Code and landscaping requirements for new construction.

Commercial Design Review. Under Section 25.57.010 of the Burlingame Municipal Code, projects proposed in a C-1 or C-2 zoning district are subject to Commercial Design Review by the Planning Commission, which is appointed by the Burlingame City Council. The intent of the *Commercial Design Guidebook* is to ensure that commercial development is in harmony with the character and quality of existing and potential project and their uses in the area where they are proposed while promoting health, safety, and general welfare of the community. The *Commercial Design Guidebook* lists the following five main topics that form the basis of the proposed design review criteria:

- Compatibility of the architecture with mass, bulk, scale, and materials of existing development and compatibility with transitions where changes in land use occur nearby;
- On visually prominent and gateway sites, whether the design fits the site and is compatible with the surrounding development;
- Respect and promotion of pedestrian activity by placement of buildings to maximize commercial use of the street frontage and by locating parking so that it does not dominate street frontages;
- Providing architectural design consistency by using a single architectural style on the site that is consistent among all elements of the structure, retaining existing or significant original architectural features and compatibility in mass and bulk with other structures in the immediate area; and

- Continuing the pattern of diversity of architectural style that characterizes the City's commercial areas.

Burlingame Avenue Area Streetscape Beautification Master Plan. The City of Burlingame adopted the *Burlingame Avenue Area Streetscape Beautification Master Plan* (the Streetscape Plan) in September 1996. The Streetscape Plan outlines overall issues, goals, and recommendations for improving the streetscape within the Burlingame Avenue Commercial Area, including Burlingame Avenue, Howard Avenue, Chapin Avenue, and the connecting streets between California Drive and El Camino Real. The Streetscape Plan includes recommendations for streetscape amenities to enhance the pedestrian experience. The Streetscape Plan designates Chapin Avenue, Donnelly Avenue, Burlingame Avenue, Howard Avenue, Primrose Road, Park Road, and Lorton Avenue as areas needing streetscape improvements. The goal is to expand the pedestrian retail core to incorporate the side-street areas.

To accomplish this, the Streetscape Plan recommends creating a system of distinct streetscape designs that reinforce retail use patterns and encourage pedestrian activity. The Streetscape Plan states that the streetscape should emphasize the historic/eclectic charm of the area and directs the City to encourage merchants to improve the appearance of building facades.

According to the Streetscape Plan, El Camino Real requires streetscape enhancement. One suggestion is to plant street trees to indicate a connection to Downtown. A second suggestion proposes an element located on the northwestern corner of the intersection of El Camino Real and Burlingame Avenue to identify the entryway to motorists.[163]

Urban Forest Management Plan. The City of Burlingame Urban Forest Master Plan (UFMP) is a compilation of information, statistics, policies, and procedures that the Burlingame Parks & Recreation Department has had in place for several years. The goal of the UFMP is to manage the community's urban forest in order to enhance the quality of life within the City. The process integrates the environmental, economic, political, historical, and social values of the community to develop a comprehensive management plan for the urban forest. The UFMP includes: a background of the City's vision and tree philosophy; the benefits of an urban forest; the City's existing tree policies and varieties; existing maintenance practices; the criteria used to consider tree removals; the trees that are allowed as replacements in street planting strips; and the process for public appeals of staff decisions. Attachments to the UFMP include tree permits, street tree lists, criteria used to remove trees due to either sidewalk impacts or health concerns, an inventory of street trees listed by species, and the Beautification Commission's rules of procedure.[164]

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[163] City of Burlingame, *Burlingame Avenue Area Streetscape Beautification Master Plan,* September 1996, accessed on August 13, 2009 at: http://www.burlingame.org/Index.aspx?page=262

[164] City of Burlingame, *Urban Forest Management Plan,* approved August 20, 2007, updated July 20, 2009, accessed at http://www.burlingame.org/Modules/ShowDocument.aspx?documentid=4914, accessed on December 28, 2009.

Burlingame Downtown Specific Plan. The following goals of the Downtown Specific Plan would pertain to the aesthetic resources within the Plan Area:

Streetscape

Goal S-1: Improve the streetscape, particularly at the pedestrian scale. The applicable policies under Goal S-1 would: improve the safety of streetscapes, prioritize spending on streetscape above other considerations, implement streetscapes to reflect Burlingame's designation as a "tree city," require special treatment at gateway sites, install signs to reflect the character of Downtown, review proposals for larger stores that take over two or more smaller stores, require new developments and major remodel projects to include pedestrian-oriented retail design treatments, and ensure the design and maintenance of the streetscape creates an inviting atmosphere.

Goal S-2: Design quality, cohesive streetscape including landscaping. The applicable policies under Goal S-2 would: include a cohesive streetscape plan in the Downtown commercial area, increase consistency within streetscapes, maintain the feel and character of Downtown and extent it onto side streets and to Howard Avenue, balance the desire for a consistent streetscape design with the benefits of having some variety between different streets and blocks, and improve alleyways to make them more pedestrian friendly.

Goal S-3: Ensure that necessary utilities and provide to maintain the streetscape. The applicable policy under Goal S-3 would provide electricity and water at planters and outside of buildings.

Goal S-4: Accommodate a variety of pedestrian experiences. The applicable policies under Goal S-4 would: provide ample room for pedestrians, encourage outdoor business actives on streets and sidewalks, promote outdoor dining, create spaces for pedestrian pausing, and incorporate more public art Downtown, including sculptures and murals.

Design and Character

Goal D-1: Protect and preserve historic character. The applicable policies under Goal D-1 would ensure that new construction fits into the context and scale of the existing Downtown and require design review for all new Downtown buildings and for changes to existing Downtown buildings.

Goal D-2: Develop policies and provide incentives for the restoration, preservation, and adaptive re-use of historic structures. The applicable policies under Goal D-2 would inform property owners about historic preservation and create "Historic Burlingame" walk tours that highlight important historic resources.

Goal D-3: Preserve and enhance small-town scale with walkable, pedestrian-scaled, landscaped streets. The applicable policy under Goal D-3 would ensure that new development is appropriate to Burlingame with respect to size and design.

2. Environmental Checklist and Discussion

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
1) Have a substantial adverse effect on a scenic vista?	❑	❑	■	❑
2) Substantially damage scenic resources, including but not limited to trees, rock outcroppings, and historic buildings within a State scenic highway?	❑	❑	■	❑
3) Substantially degrade the existing visual character or quality of the site and its surroundings?	❑	❑	■	❑
4) Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area?	❑	❑	■	❑

3. Discussion

Comment on M.1. For the purposes of this analysis, a scenic vista is defined as a vantage point with a broad and expansive view of a significant landscape feature (e.g. a mountain range, the Bay, lake, or coastline) or of a significant historical or architectural feature (e.g. views of a historic tower). Under this definition, the proposed project would not significantly alter or obstruct a scenic vista.

Sightlines from the Plan Area are restricted by flat topography, low elevation, surrounding development, and mature vegetation. Views from viewer superior positions (i.e. views looking down at the Plan Area from higher elevations), would not be significantly altered as a result of the Downtown Specific Plan because the potential buildings, landscaping, open space improvements, and parking management would not significantly stand out in comparison to existing development. The components of the Downtown Specific Plan are expected to be relatively similar in scale, massing, and architectural character to the existing structures in the Plan Area. Construction under the Specific Plan would not, therefore, cause significant alterations to existing views of the Plan Area from distant perspectives, or proximate views from sensitive public or quasi-public areas. In addition, existing development already limits potential broad and expansive views of San Francisco Bay, the Santa Cruz Mountains, and the East Bay Hills from public streets throughout the Plan Area. Therefore, less-than-significant impacts on scenic vistas would result with the implementation of the Downtown Specific Plan.

Comment on M.2. No rock outcroppings or similar recognized visual resources exist on the site, and none would be damaged through implementation of the Downtown Specific Plan. However, other scenic resources such as historic structures, designated scenic corridors, trees, and gateways could be impacted by the Downtown Specific Plan, as explained in more detail below.

Historic Buildings. As described in Section N, Cultural Resources, there are 23 structures within the Plan Area that appear to be eligible for the California Register of Historic Places (CRHP) and the National Register of Historic Places (NRHP). While new construction could impact historical resources, the Downtown Specific Plan proposes a number of methods to maintain and/or restore historical resources and properties within the Plan Area, as explained in more detail in Section N,

Cultural Resources. Therefore, by adhering to the measures, goals, and policies outlined in the Downtown Specific Plan, the proposed project would have a less-than-significant impacts on these visual resources.

Scenic Corridors. El Camino Real is not designated as a California scenic highway; however, the corridor is designated as a Scenic Highway by San Mateo County. In addition, the Scenic Roads and Highways Element of the City's General Plan identifies segments of El Camino Real as "scenic connectors" where abutting property along such scenic routes are zoned commercial. The proposed project would have no impact to the scenic character of El Camino Real because the Plan Area is currently developed with commercial buildings and the Downtown Specific Plan would not substantially alter the character of the Plan Area.

The Scenic Roads and Highways Element of the General Plan also lists other local streets that have scenic qualities worthy of recognition and protection. Included in this list are Bellevue Avenue, Burlingame Avenue (east of Myrtle), and unspecified segments of California Drive. Although these streets are highlighted in the General Plan, they are not specifically designated as City scenic corridors. Nonetheless, the Downtown Specific Plan would enhance the quality of these roads by including various streetscape improvements, as discussed in more detail under Comment M.3, below. As such, the proposed project would result in a less-than-significant impact to scenic corridors.

Trees. As discussed above, the City's UFMP includes policies and management practices for both City and private trees that would apply to the Downtown Specific Plan. While comprehensive Downtown streetscape projects are anticipated over the long-term, in the interim, the City is continuously looking for opportunities to plant new street trees when projects are proposed. Project requirements typically include provisions for irrigation of the tree wells, as well as choice of the tree type.

The number of trees that would be removed as a result of the Downtown Specific Plan is currently unknown; however, for the purposes of this analysis, it is assumed that both street trees and private trees would be removed. Nonetheless, removed street trees would be replaced and the types of trees would be selected based on the other existing trees nearby, microclimate issues, or a theme particular to a block or street, as discussed in more detail, above. Types of trees that have been selected for other projects in the Downtown commercial areas, and that could be planted under the proposed project, include Chinese Pistache, Chinese Hackberry, and Aristocrat Pear. In addition, large trees on private properties are protected by Municipal Code Section 11.06. Under City Ordinance, any tree with a circumference of 48 inches or more when measured 54 inches above the ground is a considered "Protected Tree." A permit is required to remove or heavily prune a protected tree.

The development of the residential units under the Downtown Specific Plan would be subject to Section 11.06.09 of the Municipal Code. All apartment or condominium developments that would result in any increase in lot coverage or habitable space must include one landscape tree for every 2,000 square feet of lot coverage. Parks and Recreation Department staff would determine the number of existing trees at the project site that are of an acceptable size, species, and location to be counted toward this requirement.

Development under the proposed project would also be required to comply Goal S-1, outlined in the Downtown Specific Plan, which would improve the streetscape and reduce the impacts of tree removal to less than significant.

Gateways. A significant component to reinforce a distinct identity for Downtown includes gateway announcements both upon entering and leaving the area. The only existing gateway in the Plan Area is at the eastern corners of Burlingame Avenue and El Camino Real. Gateways for the Plan Area would be considered at Peninsula Avenue (both at El Camino Real and California Drive), Howard Avenue at El Camino Real, Burlingame Avenue, Chapin Avenue, Lorton Avenue at California Drive, and Oak Grove Road at both El Camino Real and California Drive. Gateways could include landscaped traffic circles, medians, monument walls and pillars, archways, and distinctive landscape treatments such as tree groves and allees. A policy under Goal S-1 in the Downtown Specific Plan promotes the installation of new gateways in the Plan Area. In addition, construction under the proposed project would not damage the existing gateway features and no impact would result.

Comment on M.3. The Downtown Specific Plan outlines the development strategies for Burlingame's Downtown, while also keeping with the character of the existing core. The Downtown Specific Plan details the proposed land uses and their distribution, proposed infrastructure improvements, development standards, and implementation measures required to achieve its goals.

Design and Character. The existing Downtown Area features a range of architectural styles, which create a distinctive character for the area. Although new development would occur under the Downtown Specific Plan, new buildings and rehabilitation projects would draw from and build upon the existing character. In addition, new construction within each area of Downtown would contribute to the area's identity. Goals D-1, D-2, and D-3 of the Downtown Specific Plan would ensure that development would adhere to appropriate design standards.

As explained below, the core commercial areas centered on Burlingame Avenue and Howard Avenue would have a mix of buildings at different heights and styles. Ground-floor retail would relate to Downtown's traditional storefronts by using large display windows, kick plates, and clerestory and transom windows. In the California Drive commercial areas, development would generally be lower in intensity, but would continue to build on the Downtown core's classic styling. In the residential areas, new projects would reinforce the scale that currently exists.

Commercial and Mixed use Areas. The commercial areas of Downtown Burlingame have historically been the most active, public places in the community. New commercial and mixed use buildings would contribute to the existing character. The new buildings would contribute to the pedestrian nature of Downtown and would define the area as a public place, with active storefronts, windows, and doors at ground level. Architecture would include the types of details that are common to Burlingame, and would use similar materials, colors, proportions, window types, and overall compositions.

New commercial and mixed use developments would be generally consistent with current building heights. If building mass and height would exceed existing conditions, then design strategies such as upper floor setbacks and articulated building mass would be considered. In order to create well-

defined street spaces consistent with the scale of Downtown Burlingame, side yards would be generally discouraged in favor of contiguous building façades along the street. However, narrow mid-block pedestrian passages that encourage through-block pedestrian circulation and/or arcaded spaces would be permitted.

Given the density and land values in the Downtown, new commercial and mixed use projects would likely provide on-site parking in enclosed garage structures or below grade. In order to reduce visual impacts, ground-level enclosed parking would be fronted or surrounded with actively occupied spaces such as storefronts and lobbies. In addition, access to parking would be designed so that it is not prominent and ties into the adjacent architectural style.

Residential Mixed use Developments within Commercial Areas. To reinforce the commercial character of Downtown Burlingame, residential mixed use buildings would conform to the setback standards for commercial projects. Setbacks and overall building form would be consistent with the character of the existing surroundings, with emphasis on maintaining an active street edge and sidewalk boundary. In addition, although the mixed use buildings would typically be taller than many of the existing buildings in Downtown, building massing would ensure an appropriate transition with the surrounding development. New residential development on larger parcels would maintain the narrow parcel increments that characterize Downtown, with sensitivity to the traditional building size and storefronts.

To preserve the scale and character of the Downtown district, large, uninterrupted expanses of horizontal and vertical wall surface would generally be avoided. Building façades would respond to the relatively narrow patterns of development with variation in fenestration, building materials and/or building planes. Stoops and balconies could be included to enliven façades and corner parcels would be encouraged to incorporate special features such as rounded or cut corners, special corner entrances, display windows, corner roof features. Mixed use buildings would continue architectural treatments from the front around to exposed side and rear façades, and would include windows on any exposed wall.

Mixed use Development on Public Parking Lots. Infill buildings at the public parking lots would be carefully designed and detailed to match the building massing of the traditional small Downtown parcel scale and to provide a sensitive transition to adjacent residential neighborhoods. In addition, passageways connecting the parking lot development with nearby commercial streets would be carefully detailed to enhance the pedestrian experience by leading pedestrians to the active shopping areas. All required parking for the new development, as well as parking to replace all existing spaces, would be provided on-site in a parking structure, ideally with access from an alley and one of the adjacent side or cross-streets. For infill development on City-owned public parking lots, all development regulations and guidelines for the respective district would apply.

Residential Areas. Residential buildings in Downtown Burlingame offer higher density development than elsewhere in the City, providing walking distance to Downtown commercial areas and transit. New residential buildings would continue this density with designs and details that create livable residential environments. Buildings would contribute to a neighborhood character and would include

recognizable residential design details such as visible residential entries, porches, bay windows and roof overhangs, and balconies and small outdoor areas.

The residential areas within Downtown Burlingame have a range of building heights; therefore, the massing of the new buildings would ensure an appropriate transition with surrounding development. Articulation, setbacks, and materials would be used to minimize massing, break down the scale of buildings, and provide visual character. Landscaped setback areas would be integrated with buildings by providing openings in the building walls that connect the perimeter landscaping with interior courtyards and landscape pathways. Landscaping would be planned in relation to surrounding vegetative types with special consideration being given to native species where possible.

Within the Plan Area, any actions proposing substantial physical changes to any parcel of land or existing structure, or the proposed construction of new structures, would be subject to Design Review as outlined in Section 25.57 of the Burlingame Municipal Code. Applications for individual projects would be reviewed for consistency with all applicable General Plan and Downtown Specific Plan (Goals D-1, D-4 and D-3 and the associated policies) provisions, and applicable City ordinances and standards. Design guidelines and standards in both the Downtown Specific Plan and the *Commercial Design Guidebook* apply to all Downtown projects and provide the basis for design review.

In addition, the Planning Commission has discretion to make recommendations regarding architecture, massing, parking, landscaping, and other project features following the design guidelines contained in the *Commercial Design Guidebook*. Therefore, additional bulk and massing, and changes to the general architectural character of the Downtown as a result of the proposed project would not adversely alter the visual character of the Plan Area. As such, implementation of the design guidelines in the Municipal Code, the *Commercial Design Guidebook*, and the Downtown Specific Plan, would ensure that new development in the Plan Area would not substantially degrade the existing visual character or quality of the Downtown, resulting in a less-than-significant impact.

Streetscape Improvements. The Downtown Specific Plan proposes to improve the quality of the streetscape in Downtown Burlingame, with a preference for a relatively consistent design approach throughout the Plan Area. Subtle variations may be necessary to respond to specific conditions, and a few unique elements would be included to define the character of different streets (such as different street trees); however, overall, the streetscape improvements would serve to make the area feel consistent and unified. Goals S-1, S-2, S-3, and S-4 and the associated policies under the Downtown Specific Plan would enhance streetscapes and the quality of Downtown streets.

In general, streetscape improvements would be intended to enhance existing Downtown assets and stimulate new investment. In places with a high level of existing investment, such as along Burlingame Avenue, streetscape improvements would enhance existing businesses and reinforce Downtown Burlingame's image as a commercial destination. In areas where more investment and diversification is desired, such as along Howard Avenue, improvements would create a public street environment that would promote new investment. These streetscape improvements would enhance the area for a variety of envisioned land uses and building types. As a result, the overall streetscape quality of Burlingame Avenue, Howard Avenue, and the connecting side streets would be of comparable quality.

Streetscapes in the residential neighborhoods of Downtown currently benefit from an abundance of mature canopy shade trees, continuous wide sidewalks, landscaped planter strips between the curb and sidewalk, and convenient on-street parking. Improvements to the streetscapes under the Downtown Specific Plan would primarily involve maintaining the existing street trees and landscaping, maintaining and repairing sidewalks where needed, and ensuring lighting is sufficient, but not intrusive. On-street parking would be maintained to the greatest extent possible, with minimal curb cuts for new development.

With the streetscape improvements, the proposed project would be consistent with Policies SR(A), SR(B), and SR(C), and with Actions SR(7) and SR(8), which protect visual character along streets. These policies require that new developments enhance views from roads and highways by placing utility lines underground where possible and by incorporating landscaping. The proposed project would include some form of streetscape improvements along most streets in the Plan Area, with particular focus on Burlingame Avenue, Howard Avenue, Chapin Avenue, and California Drive. The streetscape improvements would improve the appearance of the Downtown from these viewpoints. In addition, new utilities would be installed underground. Therefore, the proposed project would not conflict with adopted policies protecting visual character, and a less-than-significant impact would occur.

Comment on M.4. The proposed project would introduce additional lighting elements in the Plan Area. The proposed project would include exterior lighting, such as in parking areas, at building entrances, along streets, and potentially lit signage elements. However, within the commercial and mixed use areas, backlit awnings that visually appear as large light sources would not be permitted. In addition, the use of reflective glass would be discouraged because of its tendency to create uncomfortable glare conditions, a forbidding appearance, and a visual barrier. Exterior lighting features at the residential mixed use buildings would be of an intensity and design to maintain the small town ambiance of Downtown. Exterior lighting at these buildings would be designed and located so that the cone of light and/or glare from the lighting element is kept entirely on the property or below the top of any fence, edge, or wall.

Exterior lighting for the proposed project would be designed to meet the requirements of Burlingame Municipal Code Section 18.16.030 (pertaining to light spillage off site in commercial or residential areas), the California Energy Commission, and the Illuminating Engineering Society of North America for illumination levels. Compliance with these performance standards would minimize the dispersion of light in a manner that reduces the glow or aurora effect to acceptable and allowable levels.

The type and amount of lighting that would be installed with development under the Downtown Specific Plan would be typical of a project of this scale and any spill light effects would not be expected to be substantially greater than existing conditions. Thus, the lighting from the development under the Downtown Specific Plan would not create a substantial new source of light or glare, or adversely affect day or nighttime views in the area, resulting in a less-than-significant impact related to lighting.

4. Conclusion

The Downtown Specific Plan would have less-than-significant impacts on scenic vistas and existing scenic resources. The proposed project would introduce design and decorative elements and a landscaping plan that would be consistent with the visual character of the surrounding area and with local policies protecting visual character. In addition, the proposed streetscape improvements would enhance the visual quality of the Plan Area. The proposed project would also not be expected to create a substantial new source of light or glare and would adhere to the required lighting standards, resulting in less-than-significant visual impacts.

N. CULTURAL RESOURCES

1. Setting

a. Physical Setting

The Plan Area is located in a developed area that is primarily residential, commercial, and retail land uses. The Plan Area is currently developed with buildings, paved surfaces, and landscaping. Cultural resources are known to exist throughout the sub-region, according to the *San Mateo County General Plan*.[165]

At the time of initial contact between European explorers and the Native Californians, the Plan Area was inhabited by a people of Penutian linguistic stock who are referred to as Costanoan or Ohlone. Spanish explorers noted numerous village sites in the area (the San Mateo Peninsula), which suggests that the Ohlone were successful hunter-gatherers. The Ohlone inhabited a natural environment of grassland and oak forests in the Burlingame Area. They settled in communities that the Spanish later termed "rancherias," which were small villages of unrelated family groups that collaborate in hunting, harvesting, and religious practices. Ohlone shell mounds were once located along Mills, Easton, Sanchez, and Burlingame Creeks in Burlingame.[166]

Civilian settlement of the area began in 1776 with the arrival of the De Anza Expedition in Monterey. The settlers, lead by Juan Bautista de Anza, had traveled from Arizona to populate the new Spanish territory in Alta (Upper) California. As the first recorded expedition in the location known as Burlingame, the group camped in an area de Anza described as a dry arroyo half a league north from "arroyo San Matheo," or Burlingame Creek. The site is near the present intersection of Burlingame Avenue and El Camino Real.[167]

In 1846, William Davis Merry Howard, the son of a wealthy Boston shipping magnate, purchased Rancho San Mateo, a 6,000-acre tract that would eventually become the City of Burlingame, the Town of Hillsborough, and a part of the City of San Mateo. With the discovery of gold in the State a few years later, Howard became wealthy from thousands of prospectors who were in need of provisions. Howard died in 1856 and his estate was divided into smaller estate parcels. In 1908, residents voted to incorporate the Town of Burlingame and elected the first board of trustees and supervisors. Burlingame experienced explosive growth following its incorporation, and as a result, new businesses were established along Burlingame Avenue, and many new homes were constructed in the surrounding neighborhoods.[168]

For the purposes of this analysis, cultural resources are divided into historic resources, archeological resources, and paleontological resources.

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[165] County of San Mateo, Department of Environmental Management, *San Mateo General Plan- Background and Issues: Chapter 5,* November 1986.

[166] Carey & Co. Inc. Architecture, *Inventory of Historic Resources: Burlingame Downtown Specific Plan*, October 6, 2008.

[167] Carey & Co. Inc. Architecture, *Inventory of Historic Resources: Burlingame Downtown Specific Plan*, October 6, 2008.

[168] Carey & Co. Inc. Architecture, *Inventory of Historic Resources: Burlingame Downtown Specific Plan*, October 6, 2008.

Historic Resources. The State Office of Historic Preservation has determined that buildings and structures 50 years and older may be of historic value, depending on the integrity of the structure and other criteria that link it to an historic event, person, or the distinctive characteristics of an architectural type, period, or method of construction. Other types of historic resources include building foundations and refuse deposits.

According to the CEQA Guidelines:

> For purposes of this section, an historical resource is a resource listed in, or determined to be eligible for listing in, the California Register of Historical Resources. Historical resources included in a local register of historical resources, as defined in subdivision (k) of Section 5020.1, or deemed significant pursuant to criteria set forth in subdivision (g) of Section 5014.1, are presumed to be historically or culturally significant for purposes of this section, unless the preponderance of the evidence demonstrates that the resource is not historically or culturally significant. The fact that a resource is not listed in, or determined to be eligible for listing in, the California Register of Historical Resources, not included in a local register of historical resources, or not deemed significant pursuant to criteria set forth in subdivision (g) of Section 5024.1 shall not preclude a lead agency from determining whether the resource may be an historical resource for purposes of this section. (CEQA Guidelines Section 21084.1).

Carey & Co. prepared a historic resources evaluation report in October 2008 for the Plan Area and the findings are incorporated by reference into the current analysis to assess the impacts of the Downtown Specific Plan on architectural resources.[169] Based on the Carey & Co. evaluation, the Plan Area includes several structures that based on State and national significance criteria, appear to be eligible for listing on the California Register of Historical Resources (CRHR) and the National Register of Historic Places (NRHP).

Based on archival research (to assess historic significance) and site reconnaissance (to evaluate current conditions), 23 structures within the Plan Area were identified as potentially eligible for the CRHR and the NRHP by Carey & Co. Refer to Figure N-1 for a map of the historic resources and Table N-1 for a description of each property. These are structures that, for CEQA purposes, should be considered historic resources, as described above. One of these structures, the Bank of Burlingame building (see # 6 in Table N-1) was also identified as a resource during the record search at the Northwest Information Center (NWIC) (see also the Archeological Resources discussion below). The other structure identified in the NWIC record search, at 1420 Burlingame Avenue, was determined to be not significant by the Carey & Co. evaluation[170] and is therefore not included among the 23 structures listed in Table N-1. In addition, the Burlingame Caltrain Station at 290 California Drive and the Severn Lodge Dairy wall advertisement at 220 California Drive are already listed on the CRHR. [Although there are several historical structures and resources in the Plan Area, the Carey & Co. report did not find that conditions in the Plan Area would constitute an "historical district."]

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[169] Carey & Co. Inc. Architecture, *Inventory of Historic Resources: Burlingame Downtown Specific Plan*, October 6, 2008.

[170] Carey & Co., Inc. 2008. *P-41-002071*. Report on file at Northwest Information Center, Rohnert Park, CA.

FIGURE N-1
Map of Historic Resources within the Plan Area

***Source*:** Carey and Co., Inc. Architecture, 2008.

Table N-1
Properties of Historic Significance Within Plan Area

Map Key #[a]	Address	Description	Potential California and National Register Criterion[b]
1	201 Anita Road	This one-and-one half story Folk Victorian house appears to be significant as an older residence dating to the early development of Burlingame before its incorporation. While Assessor's records list the construction date as 1912, the Burlingame Historical Society has identified a chain of title back to 1903, and it may be one of the oldest extant houses in the City.	C/3
2	1300 Bayswater Avenue	St. Catherine's of Siena Catholic School was designed by architect H.A. Minton and opened in 1938. The school is a two-story, U-shaped, stucco-clad building.	C/3
3	1310 Bayswater Avenue	St. Catherine's of Siena Catholic Church was constructed at Bayswater Avenue in 1925 and the rectory was built in 1950. In 1951, the congregation commissioned architect Martin Rist to design the current Gothic Revival style church.	C/3 and Criteria Consideration A[c]
4	1422 Bellevue Avenue	This six-story, Italian Renaissance style apartment building was constructed in 1929. It retains a high level of integrity, including its fenestration, plan, caste stone features, and plaster motifs.	C/3
5	1021 Burlingame Avenue	This two-story, brick building was designed by Ernest L. Norberg in what he called a "modified Moorish" style. At the time of its construction in 1929, it was used as a Packard motor car showroom, and later housed a variety of car dealerships.	A/1 and C/3
6	1100 Burlingame Avenue	The landmark Bank of Burlingame building is a two-story flatiron building designed by William H. Weeks in 1908. In addition to housing the first bank in Burlingame, the building originally held the City's first library on the second floor.	A/1 and C/3
7	1435 Burlingame Avenue	This two-story Art Deco bank building was built in 1936 to house the San Francisco Bank's first branch outside of San Francisco. The building currently houses a Wells Fargo bank and the only apparent alteration includes a new sign on the façade.	C/3
8	1480 Burlingame Avenue	This four-story commercial building was constructed circa 1925 and originally housed the Pacific Telephone & Telegraph Company plant. The building is an early large-scale commercial building in Burlingame and it retains a high level of integrity.	C/3
9	220 California Drive (sign)	The Severn Lodge Dairy Wallscape is a 14-foot by 53-foot painted advertisement. It dates from approximately 1917 and was rediscovered by in 2000 when an adjacent building was demolished. It is a State Point of Historical Interest and has been listed in the CRHR.	Already listed in the CRHR

Table N-1
Properties of Historic Significance Within Plan Area

Map Key #[a]	Address	Description	Potential California and National Register Criterion[b]
10	290 California Drive	The Burlingame Railroad Station is listed as California State Landmark No. 846, and is on the NRHP under Criterion C as the first permanent example of the Mission Revival style architecture. Architects George H. Howard, Jr. and J.B. Mathison designed the building for the Southern Pacific Railroad Company and the Burlingame Country Club. The station became the center of Burlingame's early growth after it opened in 1894.	Already listed as California State Landmark No. 846 and NRHR Criterion C
11	1427 Chapin Avenue	The two-story Farrell Residence was built in 1907 by George Farrell, an experienced bricklayer. The building now houses retail uses.	C/3
12	1214 Donnelly Avenue	The two-story, Shingle-style building was commissioned in 1902-1903 by George W. Gates, a pioneer resident of Burlingame. Originally located on Burlingame Avenue as one of only three houses, Gates moved the house to its present location around 1917. It has since been converted from a single-family house to commercial uses.	A/1 and B/2
13	1124 Douglas Avenue	The two-story A.L. Offield Residence was constructed in 1904 on Burlingame Avenue and served as the first home to Dr. Archie L. Offield, the town's first doctor. In 1917, this house was moved to its present location on Douglas Avenue, but still remains significant as an early Burlingame home.	A/1 and B/2
14	1128 Douglas Avenue	The two-story James R. Murphy Residence was commissioned by the Murphys in 1903-1904 on Burlingame Avenue. The Murphys moved the house to its present site in 1914 when commercial development increased along Burlingame Avenue; however, it remains significant as an early Burlingame home.	A/1 and B/2
15	1132 Douglas Avenue	This two-story residence was commissioned by Everett J. Savill in 1910. The building is significant as an early home in Burlingame with a high level of integrity.	A1 and C/3
16	1452 Floribunda Avenue	This apartment building was built in 1940 during a period of tremendous growth in Burlingame. The building is representative of large-scale, French Eclectic style apartment buildings in the City.	C/3
17	1500 Floribunda Avenue	This apartment building was built in 1940 during a period of tremendous growth in Burlingame. The building is representative of large-scale, French Eclectic style apartment buildings in the City.	C/3
18	1443 Howard Avenue	The United Methodist Church is a Spanish Eclectic style building. In 1925, the church commissioned architect Rollin S. Tuttle to design the building and William Leadley to construct it.	C/3 and Criteria Consideration A[c]

Table N-1
Properties of Historic Significance Within Plan Area

Map Key #[a]	Address	Description	Potential California and National Register Criterion[b]
19	12 Lorton Avenue	This two-story Craftsman-style residence was constructed in 1909 and dates to Burlingame's incorporation. Originally a single-family home, it has been converted into a duplex but appears to retain a high level of integrity.	C/3
20	283-287 Lorton Avenue	The Burlingame Hotel is a three-story, reinforced concrete commercial building. In 1925, Frederick D. Lorton and John Rehe commissioned Ernest L. Norberg to design the Burlingame Hotel, which was once considered a first-class hotel. The structure now houses the hotel and several small stores.	C/3
21	1421 Oak Grove Avenue	This apartment building was built in 1940 during a period of tremendous growth in Burlingame. The building is representative of large-scale, French Eclectic style apartment buildings in the City.	C/3
22	1449 Oak Grove Avenue	The First Church of Christ, Scientist was constructed in 1926 and designed by architects W.H. Newman and Walter C. Flach. The church includes a distinct blend of Spanish Eclectic elements and Classical Revival style elements.	C/3 and Criteria Consideration A[c]
23	220 Park Road	The United States Post Office in Burlingame was constructed in 1941 under the direction of the Federal Works Administration. Supervising architect Louis A. Simon and consulting architect Ulysses Floyd Rible oversaw the building's design. The building includes Spanish Eclectic style and Art Deco elements.	C/3

Source: Carey & Co., 2008.

Notes:

a. Numbering of the properties corresponds to Figure N-1.

b. Properties are given a letter rating by the NRHP and a numerical rating by the CRHR, as follows:

NRHP ratings:

A. Property is associated with events that have made a significant contribution to the board patterns of our history.

B. Property is associated with the lives of persons significant in our past.

C. Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.

CRHR ratings:

1. Properties listed in the National Register or the California Register.
2. Properties determined eligible for listing in the National Register or the California Register.
3. Appears eligible for National Register or California Register through Survey Evaluation.

c. Criteria Consideration includes religious properties that are not usually considered for listing in the NRHP, but if they meet special requirements, can be eligible for listing:

a. A religious property deriving primary significance from architectural or artistic distinction or historical importance.

Archeological Resources. Native American cultural resources in the portion of San Mateo County where the Plan Area is located are generally situated near San Francisco Bay and are found on terraces adjacent to intermittent or perennial creeks, or springs; along ridges; and on broad or moderately wide midslope terraces. Prehistoric archeological resources typically include chert or obsidian flakes, projectile points, mortars and pestles, and dark friable soil containing shell and bone, dietary debris, heat-affected rock, and/or human burials. Between 1896 and 1936, Jerome Hamilton recorded the remains of several prehistoric shell mounds in the vicinity of San Mateo Creek in San Mateo County[171]. At the time of Hamilton's study, the majority of the mounds had already been graded and made into roads or housing plots, and much of the surface material had been hauled away to construct roads, sidewalks, and tennis courts. Despite the surface destruction of these sites, there remains a potential for intact buried cultural deposits within the vicinity.

A Sacred Land Database Search was requested of the Native American Heritage Commission (NAHC) for the immediate Plan Area. Their report, in January 2008, states that their search failed to identify any Native American cultural resources within the immediate Plan Area.[172] The NAHC also provided names of individuals to contact who may have knowledge of cultural resources in the immediate Plan Area. These individuals were contacted by letter on February 1, 2008. No response was received by March 1, 2008; therefore each individual was contacted by telephone per request of the NAHC where telephone numbers were available. Table N-2 summarizes this correspondence.

A records search conducted by the Northwest Information Center (NWIC) of the California Historical Resources Information System[173] shows that there are two previously recorded resources within the Plan Area, the Bank of Burlingame, located at 1100 Burlingame Avenue, and the building at 1420 Burlingame Avenue. Both are historic age extant buildings which were reviewed by Carey & Co (see Historic Resources discussion above and Table N-1). A total of four studies have also been previously conducted within the Plan Area, as detailed in the NWIC Records Search on file with the Community Development Department. The NWIC search failed to identify any prehistoric or historic archeological resources either within the Plan Area or within the quarter-mile radius. However the Plan Area is located within area known to be sensitive for Native American shellmound remnants, and there is a potential that subsurface deposits could exist within the Plan Area.

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171 Hamilton, Jerome. 1936. *Indian Shell Mounds of San Mateo Creek and Vicinity*. Report on file at Northwest Information Center, Rohnert Park, CA.

172 Pilas-Treadway, Debbie, written correspondence with PBS&J, April 28, 2008.

173 Hagel, Lisa, *NWIC File #:07-1075*, records search performed on behalf of PBS&J, February 28, 2008.

Table N-2
NAHC Consultation

Name and Affiliation	Method of Consultation	Date of Consultation	Response
Jakki Kehl, Ohlone/Costanoan	Letter/No Phone	February 1, 2008	None
Michelle Zimmer, Amah/Mutsun Tribal Band	Letter	February 1, 2008	None
Irene Zwierlein, Amah/Mutsun Tribal Band	Letter	February 1, 2008	April 21, 2010 Ms. Zwierlein requested we refer to N. Nelson 1909 *Shellmounds of the San Francisco Bay*[174] and consult the Northwest Information Center record search
Ann Marie Sayers, Chairperson, Indian Canyon Mutson Band of Costanoan	Letter	February 1, 2008	None
Andrew Galvan, The Ohlone Indian Tribe	Letter	February 1, 2008	None
Ramona Garibay, Representative, Trina Marine Ruano Family	Letter	February 1, 2008	None
Rosemary Cambra, Chairperson, Muwekma Ohlone Indian tribe of the San Francisco Bay Area	Letter	February 1, 2008	None

Source: PBS&J, 2008.

The potential to encounter subsurface historical era archeological resources also exists for the Plan Area. Burlingame was incorporated in 1908; however structures dating to before this time existed in the area and were most likely affected by the 1906 earthquake. Therefore, remnants from these prior structures, such as old foundations and basements, may be present in the Plan Area. Fill composed of debris from the 1906 earthquake could also be present in places. Since several extant structures that are present in Plan Area are from the early part of the 20th century (see Table N-1 above), privies and cess pools containing historic debris may also be present. Such debris could be important in helping to understand the area's household and commercial demographic past. Further, the area around the current Caltrain (former Southern Pacific) ROW would also be an area of early development and therefore has a potential for subsurface historical era deposits.

Paleontological Resources. Paleontological resources are the fossilized remains and/or traces of prehistoric plant and animal life exclusive of human remains or artifacts. Fossil remains, such as bones, teeth, shells, and wood, are found in geologic deposits (rock formations).

[174] Nelson, Nels C. 1909. Shellmounds of the San Francisco Bay Region. *University of California Publications in American Archeology and Ethnology Vol.7 No. 4*, pp. 310-357.

The Plan Area is flat-lying and is underlain by geologic materials consisting mostly of dense Pleistocene epoch (1.6 million to 10,000 years ago) alluvial fan and fluvial gravely and clayey sand or clayey gravel that fines upward to stiff sandy clay. Near the northwest corner and along the southwest boundary of the Plan Area the geologic materials are younger: medium dense to dense Holocene epoch (less than 10,000 years ago) alluvial fan and fluvial gravely sand or sandy gravel grading upward to sandy or silty clay.[175] The texture and density of alluvial and fluvial deposits can vary widely across relatively short distances. These same types of deposits were encountered during a recent geotechnical investigation near the middle of the southwest boundary of the Plan Area and were found to contain deeply buried layers of fine sand that have a moderately high potential for liquefaction.[176]

Although no paleontological sites have been discovered specifically within the Plan Area, paleontological resources or prehistoric fossils have been discovered throughout San Mateo County, usually on the western coastline.

b. Regulatory Setting

City of Burlingame General Plan. The General Plan generally addresses issues pertaining to cultural resources in the Open Space Element, as follows:

- *Policy OS (D):* Provide open space for recreational needs and for the preservation of sites of historical and cultural significance.
  - *Action OS (6):* Both public and private efforts should be directed to preserving historical landmarks which have open space value.

Burlingame Downtown Specific Plan. The following goals of the Downtown Specific Plan would pertain to the cultural resources within the Plan Area.

Design and Character

Goal D-1: Protect and preserve historic character. The applicable policies under Goal D-1 would ensure that new construction fits into the context and scale of the existing Downtown and require design review for all new Downtown buildings and for changes to existing Downtown buildings.

Goal D-2: Develop policies and provide incentives for the restoration, preservation, and adaptive re-use of historic structures. The applicable policies under Goal D-2 would inform property owners about historic preservation and create "Historic Burlingame" walk tours that highlight important historic resources.

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[175] U.S. Geological Survey, *Geology of the Onshore Part of San Mateo County, California: A Digital Database*, Open File Report 98-137, 1998.

[176] TRC Solutions, *Geotechnical Investigation, 260 El Camino Real, Burlingame, California*, Report No. 872-22 prepared for W.L. Butler, Inc., Redwood City, California, October 9, 2007, pages 2 and 3.

2. Environmental Checklist and Discussion

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
1) Cause a substantial adverse change in the significance of an historical resource as defined in §15064.5?	❑	■	❑	❑
2) Cause a substantial adverse change in the significance of an archeological resource as defined in §15064.5?	❑	■	❑	❑
3) Directly or indirectly destroy a unique paleontological resource or site, or unique geologic feature?	❑	■	❑	❑
4) Disturb any human remains, including those interred outside of formal cemeteries?	❑	■	❑	❑

3. Discussion

Comment on N.1. A key defining element of Downtown Burlingame is the variety and character of its buildings with a range of periods and architectural styles. There are a number of historic-age buildings in the Downtown Area that may qualify as historic resources. As described by Carey & Co. in the Inventory of Historic Resources, there are 23 structures within the Plan Area that appear to be eligible for the CRHR or the NRHP. In addition, there are 51 structures in the Plan Area that, although not eligible for the CRHR or the NRHP, still convey certain aspects of Burlingame's history and architectural heritage.[177]

While new construction could impact historical resources, the Downtown Specific Plan includes a number of methods to maintain and/or restore historical resources and properties within the Plan Area. One method would include the design review process. The Downtown Specific Plan applies design review to Downtown projects to ensure high-quality design and architectural compatibility. Key features of the design review that work to protect historic resources include: requiring design review for all new buildings and most renovations; allowing historic character and features to be considered in the context of the Downtown Specific Plan as a whole; and consideration of historic character and features of each building individually, and encouraging property owners to preserve buildings and features as appropriate.

Another way to preserve historic resources under the Downtown Specific Plan would be to provide incentives to property owners. Some buildings may already qualify for State or federal programs that provide incentives for property owners. However, to provide further incentives, the City would consider establishing several new programs, including federal, State, and local Programs, as described in more detail below.

[177] Carey & Co. Inc. Architecture, *Inventory of Historic Resources: Burlingame Downtown Specific Plan*, October 6, 2008.

Downtown Burlingame Register of Historic Resources. Implementation of the Downtown Specific Plan would include the creation of the Downtown Burlingame Register of Historic Resources. The register would be voluntary and only the property owner may apply for designation of their property as a local resource. Inclusion on the register would allow property owners to obtain Mills Act Tax abatements, and take advantage of other programs that promote the preservation of historic resources. For structures on the Downtown Register, Historic Preservation (HP) permits would be required to make any external alternations to the subject property.

State Historical Building Code (SHBC). Buildings designated as historic resources whether at the local, State, or federal level may benefit from the application of the SHBC. The SHBC provides an alternative to the regular Building Code for historic buildings, to allow them to meet building code requirements in a way that is more compatible with the historic nature of the building.

Mills Act. The Mills Act Tax Abatement Program is the most important preservation incentive program in California. Mills Act contracts are between the property owner and the local government granting the tax abatement. Each jurisdiction individually determines the criteria and requirements for participation.

Federal Rehabilitation Tax Credits. This program provides federal tax credits for the rehabilitation of historic buildings, including buildings included on a historic resources inventory and buildings constructed before 1936.

Reduced Permit Fees for Historic Renovation. It is proposed that as part of the Implementation Program for the Downtown Specific Plan, reduction in planning and building permit fees for historic renovation projects that conform to the Secretary of Interior's Standards for Rehabilitation would be considered.

Reduced Parking Requirements for Adaptive Reuse. As part of the Implementation Program, a zoning code amendment should be considered that would allow parking reduction requirements for projects that maintain the integrity of locally registered resources.

Design Exceptions. The Implementation Program would also consider code amendments that would allow, through the design review process, the Planning Commission to have the discretion to grant leeway in setbacks, building coverage, and building height for projects that maintain the integrity of locally registered resources.

Façade Restoration Grants. For property owners who want to maintain or restore a historic façade, the City may be able to offer a grant for a portion of the project cost. The ability to implement this program would depend on City resources, but establishing the program could be a longer-term goal as finances allow.

In addition to the aforementioned incentives and appropriate design review, the Downtown Specific Plan outlines Goals D-1 and D-2, and the associated policies, to protect historical resources, as outlined above.

MITIGATION MEASURE. The implementation of the goals and policies in the Downtown Specific Plan would encourage preservation of the historic character and historic resources in the Downtown Area Construction or demolition projects in the Plan Area would be evaluated for their potential to affect historic resources on a case by case basis, including the potential to cause vibrational damage to nearby historic structures. Any subsequent project which includes demolition or major alteration to a potentially historic structure will require additional CEQA review. As a result, impacts would be less than significant.

Comment on N.2. Although Native American cultural resources have been found in the region, the Plan Area has been subject to deep subsurface disturbance for over 80 years. Native American cultural resources have not been recorded within the Plan Area specifically, but are known to exist in the vicinity. The Downtown Specific Plan would require excavation; therefore, previously undiscovered Native American cultural resources could potentially be found. The following mitigation measure shall be implemented to ensure that impacts to cultural resources are less than significant.

MITIGATION MEASURE. The following measure would reduce impacts to undiscovered archeological resources to a less-than-significant level.

N-1. *Undiscovered Cultural Resources*. If evidence of an archeological site or other suspected cultural resource as defined by CEQA Guideline Section 15064.5, including darkened soil representing past human activity ("midden"), that could conceal material remains (e.g., worked stone, worked bone, fired clay vessels, faunal bone, hearths, storage pits, or burials) is discovered during construction-related earth-moving activities, all ground-disturbing activity within 100 feet of the resources shall be halted and the City of Burlingame shall be notified. The project sponsor shall hire a qualified archaeologist to conduct a field investigation. The City of Burlingame shall consult with the archeologist to assess the significance of the find. Impacts to any significant resources shall be mitigated to a less-than-significant level through data recovery or other methods determined adequate by a qualified archaeologist and that are consistent with the Secretary of the Interior's Standards for Archeological Documentation. Any identified cultural resources shall be recorded on the appropriate DPR 523 (A-J) form and filed with the NWIC.

Comment on N.3. According to the *San Mateo General Plan*, paleontological resources or prehistoric fossils have been discovered throughout San Mateo County.[178] A search of the University of California Museum of Paleontology website identified the nearest known fossil-bearing locality as one in the City of South San Francisco (UCBMP locality number V6319) at least four miles from the Plan Area.[179] Although the Plan Area and its vicinity has been developed and no known paleontological resources

[178] Department of Environmental Management, County of San Mateo, *San Mateo General Plan-Background and Issues: Chapter 05*, November 1986.

[179] University of California Museum of Paleontology, available at http://bscit.berkeley.edu/ucmp/loc.shtml, online search through UCMP Locality Search, May 27, 2008 by G. J. Burwasser, PG 7151.

have been recorded therein, paleontological resources may be found at depths greater than previously disturbed. The sediments below the fill in the Plan Area may represent Pleistocene alluvial fan and fluvial deposits, which are known to contain fresh water mollusk and vertebrate fossils.[180] Construction activities have the potential to disturb unknown paleontological resources, thus resulting in a potentially-significant impact. The following mitigation measure shall be implemented to ensure that impacts to paleontological resources and/or geologic features are less than significant.

MITIGATION MEASURE. The following measure would reduce impacts to unique paleontological/geological features to a less-than-significant level.

N-2. *Unique Paleontological/Geological Features*. Should a unique paleontological resource or site or unique geological feature be identified at the project construction site during any phase of construction, the project manager shall cease all construction activities at the site of the discovery and immediately notify the City of Burlingame. The project sponsor shall retain a qualified paleontologist to provide an evaluation of the find and to prescribe mitigation measures to reduce impacts to a less-than-significant level. Work may proceed on other parts of the project site while mitigation for paleontological resources or geologic features is carried out. The project sponsor shall be responsible for implementing any additional mitigation measures prescribed by the paleontologist and approved by the City.

Comment on N.4. Human remains have not been encountered during previous ground-disturbing activities in the Plan Area; however, there is still a likelihood that human remains will be encountered. With implementation of Mitigation Measure N-3, however, the impact would considered less than significant.

MITIGATION MEASURE. The following measure would reduce impacts to undiscovered human remains to a less-than-significant level.

N-3. *Human Remains*. If human remains are discovered at any project construction site during any phase of construction, all ground-disturbing activity within 100 feet of the resources shall be halted and the City of Burlingame and the County coroner shall be notified immediately, according to Section 5097.98 of the State Public Resources Code and Section 7050.5 of California's Health and Safety Code. If the remains are determined by the County coroner to be Native American, the Native American Heritage Commission (NAHC) shall be notified within 24 hours, and the guidelines of the NAHC shall be adhered to in the treatment and disposition of the remains. The project sponsor shall also retain a professional archaeologist with Native American burial experience to conduct a field investigation of the specific site and consult with the Most Likely

[180] United States Geological Survey, *Geology of the Onshore Part of San Mateo County, California: A Digital Database*, 1998.

Descendant, if any, identified by the NAHC. As necessary, the archaeologist may provide professional assistance to the Most Likely Descendant, including the excavation and removal of the human remains. The City of Burlingame shall be responsible for approval of recommended mitigation as it deems appropriate, taking account of the provisions of State law, as set forth in CEQA Guidelines section 15064.5(e) and Public Resources Code section 5097.98. The project sponsor shall implement approved mitigation, to be verified by the City of Burlingame, before the resumption of ground-disturbing activities within 100 feet of where the remains were discovered.

4. Conclusion

No buried archeological resources, paleontological resources, and/or human remains have been previously recorded in the Plan Area. However, based on area research, there is a potential for encountering subsurface prehistoric and historical era archeological resources. Thus, because the Downtown Specific Plan involves extensive excavation, there is a likelihood that previously undiscovered archeological resources, paleontological resources, and/or human remains may be encountered, resulting in a significant impact. The incorporation of Mitigation Measures N-1, N-2 and N-3 would reduce these impacts to a less-than-significant level.

O. AGRICULTURAL RESOURCES

1. Setting

The County of San Mateo has approximately 5,329 acres of farmland, none of which are located in the City of Burlingame.[181] The Plan Area is located in Downtown Burlingame, which is an urbanized, developed area. There are no agricultural resources located on or near the Plan Area.

2. Environmental Checklist and Discussion

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
1) Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use?	❑	❑	❑	■
2) Conflict with existing zoning for agricultural use, or a Williamson Act contract?	❑	❑	❑	■
3) Involve other changes in the existing environment which, due to their location or nature, could result in conversion of Farmland to non-agricultural use?	❑	❑	❑	■

3. Discussion

Comment on O.1, O.2, and O.3. According to the 2008 *Farmland Mapping and Monitoring Program* from the State Department of Conservation, the Plan Area is located in an area that is designated as urban, built-up land, and "other" land. The "other" land is not considered farmland, and the proposed project would, therefore, have no impact on agricultural uses.[182] The Plan Area is also not zoned for agricultural use or under a Williamson Act contract. The Downtown Specific Plan involves the redevelopment of residential and commercial land within an already developed area that does not include any farmland, and the implementation of the Downtown Specific Plan would not result in the conversion of farmland to a non-agricultural use, and would thus have no impact on agricultural resources.

4. Conclusion

The implementation of the Downtown Specific Plan would not directly or indirectly result in the additional conversion of farmland to non-agricultural use. The Downtown Specific Plan would have no impact on agricultural resources or operations.

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[181] State Department of Conservation, Farming Mapping and Monitoring Program, "San Mateo County Important Farmland 2008," May 2009, accessed on August 13, 2009 at: ftp://ftp.consrv.ca.gov/pub/dlrp/FMMP/pdf/2008/smt08.pdf

[182] State Department of Conservation, Farming Mapping and Monitoring Program, "San Mateo County Important Farmland 2008," May 2009, accessed on August 13, 2009 at: ftp://ftp.consrv.ca.gov/pub/dlrp/FMMP/pdf/2008/smt08.pdf

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P. MANDATORY FINDINGS OF SIGNIFICANCE

1. Environmental Checklist and Discussion

Would the project:	Significant or Potentially Significant Impact	Less Than Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
1) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory?	❑	■	❑	❑
2) Does the project have the potential to achieve short-term environmental goals to the disadvantage of long-term environmental goals?	❑	❑	❑	■
3) Does the project have impacts that are individually limited, but cumulatively considerable? ("Cumulatively considerable" means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects)?	❑	■	❑	❑
4) Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly?	❑	■	❑	❑

2. Discussion

Comment on P.1. The Plan Area is located in a suburban Downtown district and is currently developed with commercial/retail and residential buildings. The Plan Area is almost entirely covered with impervious paved parking areas, roads, and walkways and is also not located near any natural drainage channels or natural areas. Therefore, the Downtown Specific Plan would not degrade the quality of the environment, substantially reduce habitat for fish or wildlife, cause a fish or wildlife population to drop below self sustaining levels, threaten to eliminate plant or animal communities, or reduce the number or restrict the range of a special status plant or animal.

However, as discussed in more detail in Section G, Biology, because the Plan Area has not been surveyed for wetlands, it is assumed that there is a possibility for wetlands to be present. Construction of future development allowed within the Plan Area could result in significant direct and indirect impacts to wetlands and other waters of the U.S., which could be a violation of regulations, resulting in a potentially significant impact. Implementation of Mitigation Measure G-1 would require consultation with the appropriate regulatory agencies and requires permits to be obtained, if required by the regulatory agencies.

MITIGATION MEASURE. Mitigation Measure G-1 would reduce impacts to regulated wetlands and waters (i.e., Burlingame Creek) as a result of the Downtown Specific Plan to a less-than-significant level.

As discussed in Section G, Biology, there are no plans, policies, or ordinances with regard to biological resources that apply to the Plan Area, except for the Urban Reforestation and Tree Protection Ordinance of the Municipal Code calling for the preservation of the existing tree. Given the urban surroundings of the Plan Area, it is possible that the trees could support nesting birds; therefore, Mitigation Measure G-2 is included. In addition, Mitigation Measure G-3 is provided to ensure protection of protected trees. As a result, the Downtown Specific Plan would have a less-than-significant impact on biological resources.

MITIGATION MEASURE. Implementation of Mitigation Measures G-2 and G-3, described under Section G, Biology, would ensure potential impacts to nesting birds and protected trees would be less than significant.

In addition, as discussed under Section N, Cultural Resources, construction of the proposed project could result in potentially significant impacts to historical resources, archeological and paleontological resources, and/or human remains. Mitigation Measures N-1, N-2, and N-3 would reduce the impacts to these resources to a less-than-significant level.

MITIGATION MEASURES. Implementation of Mitigation Measures N-1, N-2, and N-3 described under Section N, Cultural Resources, would reduce the potential impacts to known and unknown archeological, cultural, or paleontological resources and/or human remains to a less-than-significant level. In addition, implementation of Mitigation Measure J-2 in Section J, Noise, would reduce potential vibration impacts on historical buildings during construction to less than significant.

As discussed under Section E, Air Quality, and J, Noise, there would be potential temporary impacts related to project construction. However, implementation of the construction practices listed below would reduce temporary construction air and noise impacts to less-than-significant levels.

MITIGATION MEASURES. Implementation of Mitigation Measures J-1, described under Section J, Noise, would ensure potential construction-related noise and vibration impacts would be less than significant.

MITIGATION MEASURE. Based on the recommendations in the BAAQMD CEQA Guidelines, basic control measures such as watering, covering loose materials during transport, and sweeping would reduce fugitive dust to less-than-significant levels. Implementation of Mitigation Measure E-1 would reduce potentially significant localized dust emissions to a less-than-significant level.

As discussed under Section E, Air Quality, implementation of the Downtown Specific Plan would have potential impacts with respect to greenhouse gas emissions. However, impacts from climate change are anticipated to be less than significant with the incorporation of mitigation measures.

> MITIGATION MEASURE. In order to reduce emissions from greenhouse gases, the proposed project would be required to implement construction period reduction measures as recommended by the BAAQMD as well as Mitigation Measures to reduce operational greenhouse gas emissions. Therefore, implementation of Mitigation Measures E-3 through E-10 would reduce potentially significant greenhouse gas emissions to a less-than-significant level.

As discussed under Section F, Traffic, development under the Downtown Specific Plan would have potential impacts on the LOS at three of the study intersections California Drive/Lorton Avenue, El Camino Real/Peninsula Avenue/Park Road, and California Drive/Howard Avenue. However, suggested mitigation would reduce impacts to less-than-significant levels.

> MITIGATION MEASURES. Recommended improvements to the surrounding transportation system are proposed at the intersections where significant impacts would occur. Implementation of Mitigation Measure F-1 intersection signalization at California Drive/Lorton Avenue, F-2 signal timing improvements at El Camino Real/Peninsula Avenue/Park Road, and F-3 signal timing improvements at California Drive/Howard Avenue, would reduce traffic related impacts to a less-than-significant level.

Comment on P.2. The Downtown Specific Plan would largely comply with existing zoning and general plan designations, although some amendments to zoning would be required with adoption of the Downtown Specific Plan. The Downtown Specific Plan is generally consistent with local development, and hence achieves local development goals. Aside from the temporary construction-period impacts, no short-term impacts would result. No substantial long-term environmental disadvantages are anticipated from operation of development under the Downtown Specific Plan; therefore, the proposed project is not expected to achieve short-term goals to the disadvantage of long-term goals and no impact would occur.

Comment on P.3. The Plan Area is largely built-out; therefore, foreseeable projects that may result in cumulative impacts would be limited. Moreover, the analysis of the Downtown Specific Plan takes into consideration all anticipated development between now and 2030, so the analysis contained herein is largely a cumulative discussion.

Impacts related to air quality and noise during construction would be potentially cumulatively significant because the Downtown Specific Plan and other foreseeable future projects would potentially contribute air quality emissions and noise from construction equipment, increasing the exposure at nearby sensitive receptors. However, implementation of Mitigation Measures E-1 and J-1 would reduce the project's contribution to cumulative construction impacts to less than cumulatively considerable.

> MITIGATION MEASURES. Mitigation Measure E-1, in Section E, Air Quality, involves the implementation of dust control best management practices that would reduce the proposed project's contribution to cumulative dust emissions to levels that would be less than cumulatively considerable. Mitigation Measures J-1, in Section J, Noise, would reduce the

proposed project's contribution to cumulative construction noise to less than cumulatively considerable.

Impacts related to LOS at three of the study intersections; California Drive/Lorton Avenue, El Camino Real/Peninsula Avenue/Park Road, and California Drive/Howard Avenue would occur in the 2030 future cumulative condition. However, implementation of Mitigation Measure F-1 through F-3 would reduce cumulative LOS impacts to less than cumulatively considerable.

MITIGATION MEASURES. Recommended improvements to the surrounding transportation system are proposed at the intersections where significant impacts would occur. Implementation of Mitigation Measure F-1 intersection signalization at California Drive/Lorton Avenue, F-2 signal timing improvements at El Camino Real/Peninsula Avenue/Park Road, and F-3 signal timing improvements at California Drive/Howard Avenue, would reduce traffic related impacts to a less-than-significant level.

Comment on P.4. The proposed project does not present significant environmental effects adverse to human beings, either directly or indirectly. Adverse impacts to humans that may be associated with the proposed project are related to air quality and noise. As discussed in the preceding sections in this Initial Study, these impacts are less than significant or mitigable to less than significant.

MITIGATION MEASURES. Compliance with State and local regulations, in addition to the implementation of mitigation measures E-1 and J-1, would reduce the impacts on construction workers and nearby sensitive receptors from exposure to construction noise and air emissions. Therefore, significant adverse impacts to humans as a result of the proposed project are not anticipated after implementation of mitigation measures E-1 and J-1.

3. Conclusion

The proposed project would have potentially significant impacts related to biology, LOS at the intersections of California Drive/Lorton Avenue, El Camino Real/Peninsula Avenue/Park Road, and California Drive/Howard Avenue, air quality, greenhouse gases, noise, and cultural resources impacts. Mitigation measures identified would reduce environmental impacts to less-than-significant levels. The proposed project would have potentially significant cumulative traffic, noise and air quality impacts. Mitigation measures identified would adequately reduce these impacts to less-than-significant levels. The proposed project would have a less than significant impact related to adverse impacts to human beings, after mitigation of project-related biology, LOS, air quality, greenhouse gas, biology, noise, and cultural resource impacts.