

# City of Burlingame

## *Environmental Scoping and Design Review Study*

Item No. 9e  
Environmental Scoping &  
Design Review Study

**Address:** 620 Airport Boulevard

**Meeting Date:** September 26, 2022

**Request:** Environmental Scoping and Design Review Study for an application for Environmental Review, Commercial Design Review and Special Permits for Height and Development under Tier 3/Community Benefits for a two, new 9-Story Office/Research and Development buildings.

**Applicant and Property Owner:** Boca Lake Office, Inc. c/o Jeremy Liu

**APN:** 026-342-330

**Architect:** DGA, Inc., c/o Nial Malcolmson

**Zoning:** BFC (Bayfront Commercial)

**General Plan:** Bayfront Commercial

**Lot Area:** 161,128 SF (3.69 acres)

**Adjacent Development:** Hotels, Office buildings, Anza Lagoon

**Current Use:** Airport Parking

**Proposed Use:** Office/Research & Development

**Allowable Use:** Office, including research and development office with associated laboratories.

**Note:** This application was reviewed based on the new Zoning Ordinance, which became effective January 5, 2022.

**Environmental Review:** David J. Powers (DJP) has been selected as the environmental consultant to prepare a CEQA checklist under Section 15183 of the California Environmental Quality Act (CEQA). This is based on an understanding that the proposed project would be consistent with the updated Burlingame General Plan. Therefore, it is assumed that efficiencies would be gained by tiering the CEQA review off of the General Plan EIR under CEQA Guideline Section 15162 and 15168.

Section 15183 of the CEQA Guidelines mandate that projects that are consistent with the development density established by existing zoning, community plan, or general plan policies for which an EIR was certified shall not require additional environmental review, except as might be necessary to examine whether there are project-specific significant effects that are peculiar to the project or its site. This streamlines the review of such projects and reduces the need to prepare repetitive environmental studies.

In approving a project meeting the requirements of this section, a public agency shall limit its examination of environmental effects to those which the agency determines:

1. The project is consistent with the development density established by existing zoning, community plan or general plan policies for which an EIR was certified.
2. There's no project-specific effects which are peculiar to the project or its site.
3. There's no project-specific impacts which the GP EIR failed to analyze as significant effects.
4. There's no potentially significant off-site and/or cumulative impacts which the GP EIR failed to evaluate.
5. There's no substantial new information resulting in more severe impacts than anticipated by the GP EIR.

**Project Summary:** The project site measures approximately 3.7 acres in size and is located on the east side of Airport Boulevard at 620 Airport Boulevard. The property is located north of the Hilton Hotel and abuts the Anza Lagoon on both the north and east sides. The site is currently occupied by a surface parking lot utilized for airport parking and shuttle service for people flying in and out of the San Francisco International Airport (SFO). There is only a small shed structure currently on the site. The site sits several feet below street level and is screened by landscaping.

The project proposes to redevelop the site with two, new 9-story, office/research and development (R&D) buildings that would be located over two levels of parking. This site layout would create a plaza space in between

the buildings. Each building would have its own lobby area with a half-level of screened parking at the plaza level and a half level of flexible space opening to the plaza (above the two parking levels), each with seven (7) levels of office and/or lab space above. A vehicular drop-off, pick-up, and turnaround area is proposed in between the buildings; emergency vehicle access and service access is provided on the northern and southern edges of the property.

This application is for an office/R&D building (life science use) that is not tenant specific. While the building would be constructed to accommodate a life science use with larger floor to ceiling heights (15'-6"), the tenant improvements would ultimately determine the end use of the space as either office or a life science use with office, research and development, and laboratories. The building is not being constructed for a specific tenant at this time and may in fact accommodate multiple tenants.

Building A, the northern building, would be approximately 239,400 SF and Building B, the southern building, would be approximately 243,980 SF for a total of 483,380 SF (excluding parking areas). Each building would be approximately 158 feet tall to the top of the mechanical penthouse, with the average top of curb located at 11 feet; the tallest point would be the exhaust stacks at 163.2'. The two building structures would sit atop a parking podium. The proposed floor area ratio (FAR) for the site would be 3.0 (3.0 FAR maximum allowed).

Vehicle access to the site would be provided from Airport Boulevard with three driveway approaches. The northern driveway would provide access to surface parking, the center (main) driveway would provide access to the below-grade parking and plaza level drop-off between the two proposed buildings, and the southern driveway would provide access to the plaza level parking and below-grade parking. The project would include a total of 838 parking spaces. Of the 838 parking spaces, 84 spaces would include electric vehicle (EV) charging stations. There would be five (5) surface parking spaces located on the northern edge that would be dedicated for users of the abutting Bay Trail. The project includes a bicycle storage rooms in both buildings that would accommodate 22 bicycles in each of the lobby areas, with an additional 44 bicycle parking spaces provided outside in front of each building on the plaza level.

The project site does not directly abut the Anza Lagoon, but is flanked by the Bay Trail that wraps around the eastern edge of the property; this portion of land is owned by the State Lands Commission. A neighboring property owner has a leasehold interest on this portion of the Bay Trail directly abutting the subject property. The applicant is diligently pursuing negotiations with the State Lands Commission to obtain the rights to make improvements to this piece of land as part of their proposal. These improvements would include approximately 45,000 SF of new landscaping, public pathways, benches, picnic tables, and new terraced seating area facing Anza Lagoon. A network of walkways would be constructed to connect the existing Bay Trail to the public plaza on the project site. Furthermore, the project would also improve approximately 25,000 SF of the existing Bay Trail and adjacent landscaping, raise approximately 750 linear feet of embankment at the Anza Lagoon, and install new riprap-armored shoreline to enhance long-term shoreline sea level rise (SLR) resiliency. The applicant's full intent is to get the project approved as proposed and obtain approval from the neighboring lease hold interest and the State Lands Commission.

The base allowable FAR in the BFC zoning district is 1.0. This zoning district provides opportunity for an increased FAR in return for specific community benefits, with Planning Commission approval through a tiered zoning structure. The applicant is requesting development under Tier 3, which requires a minimum of three (3) community benefits to allow for a 3.0 FAR. The applicant is offering four (4) community benefits as provided in Code Section 25.12.040(C), which include the following:

1. Public Plaza – development of a 26,000 SF public plaza fronting Airport Boulevard.
2. Publically Accessible Park Space – creation of a 1.0 acres (45,000 SF) of improved space abutting the Bay Trail that would include landscaping, bicycle pathways, seating areas and large bleacher style seating area facing Anza Lagoon.

3. Climate Change Measures – to address sea level rise (SLR) by raising finished floor for occupied spaces to end of century elevations; energy efficiency and consumption designs includes all electric MEP (mechanical, electrical and plumbing) design to reduce carbon footprint; implementation of a Transportation Demand Management (TDM) plan.
4. Sea Level Rise Infrastructure – the construction of the project would raise the shoreline, Bay Trail, and adjacent park-like areas to minimum elevation of 17', providing resilience through the end of the century (per City Council adopted "Map of Future Conditions"); constructing approximately 750 LF of raised embankment at the Anza Lagoon.
5. Flexible Significant Community Benefit – the project includes 0.6 acres/25,000 SF of improved bay shore landscaping including rebuilding (paving) and widening the Bay Trail, adding seating areas, new lighting and new shoreline bank protection.

The following applications are required for this project:

- Design Review (Code Sections 25.12.060 and 25.68.020(C)(3)(a));
- Special Permit for building height greater than 65 feet (163.2' proposed) (Code Sections 25.12.030, Table 25.12-2 and 25.78.060(A)(2)); and
- Special Permit for Community Benefits for increased Floor Area Ratio for a Tier 3 project (3.0 FAR proposed) (Code Sections 25.12.030, Table 25.12-2, 25.12.040, and 25.78.070(A)).

The following table provides a summary of the project's compliance with the BFC Zoning District development standards (C.S. 25.12.020 and Table 25.12-2).

#### 620 Airport Boulevard

Lot Area: 161,128 SF (3.66 acres)

Plans date stamped: July 25, 2022

	Proposed	Allowed/Required
<b>Use and Floor Area Ratio:</b>	office/research & development 3.0 FAR <sup>1</sup> 483,380 SF	office/research & development 3.0 FAR 483,384 SF
<b>SETBACKS:</b>		
<b>Front:</b>	25'-6"	10'-0"
<b>Left Side:</b>	60'-0"	10'-0"
<b>Right Side:</b>	30'-0"	10'-0"
<b>Rear:</b>	10'-0"	10'-0"

<sup>1</sup> Special Permit for Development under Tier 3 for increased Floor Area Ratio to 3.0 FAR – with inclusions of at least three Community Benefits (Code Section 25.12.040).

Table continues on next page.

	Proposed	Allowed/Required
<b>BUILDING ENVELOPE:</b>		
<b>Lot Coverage:</b>	38% 61,228 SF	60% 96,676 SF
<b>Building Height:</b>	163.2" to tallest point (roof stacks) 158.5' to top of mechanical penthouses <sup>2</sup>	65' above average top of curb (Airport Blvd) Special Permit required for heights exceeding this limit and FAA approval
<b>OFF-STREET PARKING:</b>		
<b>Number of Parking Spaces:</b>	Level P1: 48 spaces Level B1: 361 spaces Level B2: 429 spaces <b>838 total spaces*</b>  Compact: 164 spaces (19.5%) Standard: 632 spaces ADA: 17 spaces (some counted under EV too) EV: 84 spaces Clean Air: 101 spaces Motorcycle: 42 spaces	<b>Building A</b> Level 1: 15,000 SF Level 2: 30,600 SF Levels 3 – 8: 193,800 SF (32,300 SF x 6) Total SF: 239,400 SF  <b>Building B</b> Level 1: 19,580 SF Level 2: 30,600 SF Levels 3 – 8: 193,800 SF (32,300 SF x 6) Total SF: 243,980 SF  <b>TOTAL SF: 483,380 SF</b> (50% office + 50% lab anticipated by applicant) 241,690 SF each Office: 805.63 spaces (1:300 SF ratio/241,690) Lab/R&D: 241.69 spaces (1:1,000 SF ratio/241,690) 1,047 spaces x 20% reduction for TDM (209) = <b>838 SPACES REQUIRED</b>
<b>Compact Spaces:</b>	164 compact spaces (19.5%)	up to 20% of spaces over 20 or 167 spaces max
<b>Parking Space Dimensions:</b>	8.5' x 18' (standard) 8'0" x 17' (compact)	8.5' x 18' (standard) 8' x 17' (compact)

<sup>2</sup> Special Permit for building height (163.2' proposed where more than 65'-0" requires a Special Permit) (Code Section 25.12.030).

	<b>Proposed</b>	<b>Allowed/Required</b>
<b><i>Back-Up Aisle:</i></b>	24'-0"	24'-0"
<b><i>Bicycle Parking:</i></b>	44 spaces (22 per bldg.) 44 bicycle parking space outside (plaza)	Per CalGreen Building Code
<b><i>Driveway Width:</i></b>	24'-0" and 30'-0"	Two, 12' wide driveways or one, 18' wide driveway
<b><i>Driveway Slope:</i></b>	None > 15%- complies (5-8%)	Slopes > 15% require approval by the Dept of Public Works
<b><i>Heat Island Reduction:</i></b>	Complies (Sheet L.02)	At least 50% of surface parking area shall be shaded by durable, permanent shade structures, trees or other approach
<b><i>EV Spaces:</i></b>	84 spaces	10% or 84 spaces
<b>LANDSCAPING:</b>		
<b><i>Landscape buffer:</i></b>	40' landscape buffer provided	Minimum 5' landscape buffer where surface parking lot abuts a public street
<b><i>Total Site Landscaping:</i></b>	22.1% of site 35,625 SF	20% of total site area 32,225 SF
<b><i>Landscaping in parking area:</i></b>	26.6% 4,817 SF	Parking Area: 18,074 SF (10% parking area: 1,807 SF)

**General Plan:** In January 2019, the City adopted a new General Plan and certified the Environmental Impact Report (EIR). The General Plan designates this site as Bayfront Commercial. The Bayfront Commercial designation provides opportunities for both local and tourist commercial uses. Permitted uses include entertainment establishments, restaurants, hotels and motels, retail, and higher-intensity office uses. The General Plan Community Character Chapter IV, states that developed in this area should prioritize public access to the waterfront with designated public open space including open space easements to improvement local and regional trail plans, recreation and habitat preservation objectives. Because the project is an office/R&D development, it is consistent with the General Plan's land use designation.

**Request for Special Permit for Building Height:** The maximum building height allowed by right in the BFC Zoning District is 65 feet. Code Sections 25.12.030, Table 25.12-2 and 25.78.060(A)(2) state that properties in this district may exceed 65 feet in height with approval of a Special Permit. The applicant is requesting a Special Permit for the office/R&D building which would have an overall building height of 158.5', as measured from the average top of curb elevation along Airport Boulevard to the top of the mechanical penthouse; 163.2' is the maximum height as measured from average top curb to the exhaust stacks. On the rooftop, the proposed project would include a mechanical penthouse, an elevator penthouse/overrun, exhaust stacks, stair penthouse and freight elevator. These utilities would be located in the center of the building and would occupy approximately 17.7% of the rooftop surface. A 14'-0" tall louvered roof screening (as shown on sheet A-14) would surround the exterior perimeter of the combined utilities. The building height, as measured from the average top of curb along

Airport Boulevard to the top roof level of the highest occupied floor, would be 144.5'. The height to the top of the mechanical penthouse/roof screening would be 158.5' and to the highest point at the top of the roof exhaust stacks the height would be 163.2'. Please refer to the attached Special Permit Application completed by the applicant.

The project must also comply with Federal Aviation Administration (FAA) standards and has already received a "Determination of No Hazard to Air Navigation" for the project, dated July 18, 2022.

**Request for Tier 3/Community Benefits:** To provide an incentive for development, and in partnership with the City to provide community benefits that would not otherwise be created, the Planning Commission may grant increased FAR in return for provision of specific community benefits, if doing so is in the City's interest and would help implement the General Plan and further, if these benefits cannot be realized without granting increased FAR. The BFC zoning standards includes "tiered" development standards requiring community benefits to be included in projects in order to achieve the highest FAR.

The developer is requesting approval to develop this property consistent with Tier 3 development standards. Planning Commission approval is required for Tier 3 projects if it is determined that the project includes at least three (3) community benefits. These benefits are intended to provide public benefits in excess of the City's normal requirements that would improve the quality of life of employees, residents, and/or visitors, or assist the City in implementing an approved plan or policy. The developer is proposing to provide the following five (5) community benefits (minimum of three (3) are required):

- Public Plaza – Section 25.12.040(C)(1). – The applicant is proposing a public plaza as one of their community benefits under the Tier 3 development. The plaza would be located in between Building A and Building B and would be 26,000 SF in area. It would be accessible from Airport Boulevard and the Bay Trail. This area would provide short term bicycle parking, garden paths, drought tolerant native plants, lighting throughout the plaza, shade trees and public seating areas including trash and recycling receptacles.
- Publicly Accessible Park Space – Section 25.12.040(C)(2). - The project includes providing approximately 1 acre of improved park space just inside of the Bay Trail (in between the Bay Trail and rear property line), that would look out onto the Anza Lagoon. This area would include landscaping, public pathways, terraced bleacher style seating area for scenic views of the lagoon and the Bay. This area would have native plantings and trees and would include paths connecting the Bay Trail to the public plaza. There would also be accommodations for interpretive signage and/or public art features.
- Climate Change Measures - Section 25.12.040(C)(11). – The project has been designed to include climate change measures to address sea level rise (SLR), energy efficiency and consumption as well as other environmental protections. The building would be all electric with the MEPs (mechanical, plumbing and electrical) designed to reduce the carbon footprint. The building is located along a high quality transit corridor (Airport Boulevard) because there will be transportation shuttles that operate in 15 minute increments during peak commute times. The project would implement a Transportation Demand Management (TDM) plan to reduce single trips and driving to the site to reduce traffic impacts and lower emissions. The site would be designed with on-site water filtration for landscape designed to retain and mitigate storm water runoff. All of the native landscape materials would have lower water requirements and the site would be designed with efficient irrigation.
- Sea Level Rise (SLR) Infrastructure - Section 25.12.040(C)(12). – The project includes improvements that would enhance long-term shoreline SLR resilience. The occupied building levels would have a minimum elevation of 17 feet. This elevation is based on the "Map of Future Conditions" adopted by Burlingame's City Council and is intended to provide sea level rise resilience through end of century. These improvements also include new riprap-armored shoreline for 750 linear feet. The project improvements would raise the shoreline, bay trail, and adjacent improvements (publicly accessible park space) to a minimum elevation of 17 feet.

- Flexible Significant Community Benefit – Section 25.12.040.C.13. - The project includes providing improvements to 0.6 acres/25,000 SF on the property that wraps around the eastern (Bay side) of the property. This area would include improving the Bay Trail by adding and restoring landscaping, rebuilding the Bay Trail to widen the trail to current standards with new paving. There would be new site lighting along the Bay Trail as well as seating areas with benches at the shoreline. There would be secondary paths created through native planning areas and new shade trees along with Bay Trail with wayfinding signage installed.

Please refer to the attached Special Permit form completed by the applicant for development under the Tier 3 standards. In addition to the Special Permit, the applicant has provided detailed visual and written overview for the proposed Community Benefits with a legend map and detailed sheets with graphics provided for each of the offered benefits (see attachment).

**Off-Street Parking/Transportation Demand Management (TDM) Plan:** With the proposed project, there would be a total of 483,380 SF of office and/or R&D uses on the site. Code Section 25.40.030 requires 1 space per 400 SF for office uses or 1 space per 1,000 SF of laboratory/R&D. If the entire building is utilized for office only, this would result in a total of 1,611 required off-street parking spaces or 483 off-street parking spaces if the entire building is utilized as lab/R&D. In a more likely scenario where 50% of the building is used for office and 50% is used for lab/R&D, a total of 1,047 off-street parking space would be required.

The required off-street parking may be reduced by 20% through implementation of a Transportation Demand Management (TDM) Plan per the City's Climate Action Plan policies and the Transportation Demand Management Chapter 25.43, which requires a TDM for any nonresidential development of 10,000 SF or more. Without a TDM, the proposed project would require 1,047 parking spaces, assuming 50% office/50% lab/R&D. However, the applicant has provided a TDM and the project has been designed to be parked assuming 50% (241,690 SF) as office and 50% (241,690 SF) as lab/R&D providing 838 on-site spaces, which meets the code requirement parking ratio of 1 space per 300 SF for office and 1 space per 1,000 SF of lab/R&D, with a 20% parking reducing applied (with the TDM).

Of the 838 parking spaces for the new building, 84 spaces would be electric vehicle (EV) charging stations, 101 would be clean air parking spaces and there would be 42 motorcycle spaces. There would also be 17 surface parking spaces located along the north side of Building A and five (5) of these spaces would be dedicated for users of the abutting Bay Trail, as required by the Bay Conservation Development Commission (BCDC). The project would also include a bicycle storage room with capacity for 22 bicycles per building, with an additional 44 short term bicycle parking spaces on the exterior of the buildings within the plaza area.

A TDM Plan was prepared by Fehr & Peers for the proposed project (see attached TDM Plan, dated July 2022). The purpose of the TDM Plan is to define specific TDM measures to be implemented by the project to meet the City's TDM goal, which is that at least 20% of all employees regularly commute to work using modes other than single occupant vehicles (SOVs) or use an alternative work hour schedule. This would help to reduce traffic congestion, reduce greenhouse gas emissions and other air pollution, and reduce the demand for parking.

The TDM Program is a component of the City/County Association of Governments of San Mateo County (C/CAG) Congestion Management Program (CMP) which provides guidelines for analyzing the impact of land use decisions made by municipalities in San Mateo County. Starting this year, the C/CAG TDM Policy requires that local jurisdictions implement specific measures to reduce SOV trips of all new developments that are expected to generate at least 100 average daily trips (ADT). C/CAG requires applicable projects to submit a TDM checklist, which outlines required TDM measures and strategies for different project sizes and uses, and monitor the program effectiveness beginning with a tenant travel survey two years after project occupancy. This is in addition to the reporting requirements prescribed in the City's TDM regulations (Chapter 25.43). See Appendix A of the attached TDM Plan for the C/CAG non-residential TDM checklist.

The proposed project would benefit from the allowed 20% parking reduction and the TDM plan provides implementation measures to encourage alternative forms of transportation and to reduce the parking demand.

Proposed TDM measures are described in greater detail in the TDM Plan, but in summary they include the following:

- Bicycle Facilities - The Project would include 44 enclosed bicycle parking spaces and 44 short term bicycle racks outside in the center public plaza area and would provide facilities that encourage commuting to work by bicycle, including maintenance of secure bike parking, a bike repair station, showers, and personal lockers, and changing areas.
- Increase Job Density – The Project provides higher job density compared to the national job density average. Higher job density results in shorter and fewer trips by single-occupancy vehicles. This measure also takes into account the presence of on-site complimentary land uses and amenities that would support reduced vehicle trips by providing services on-site.
- Ridesharing Program - Ridesharing encourages carpooled vehicle trips in place of single-occupied vehicle trips, thereby reducing the number of trips, VMT, and GHG emissions. This measure will implement a ridesharing program and establish a permanent transportation management association with funding requirements for employers.
- Carsharing Program – Carsharing offers people convenient access to a vehicle for personal or commuting purposes. This helps encourage transportation alternatives and reduces vehicle ownership, thereby avoiding VMT and associated GHG emissions.
- Commute Trip Reduction Marketing- C/CAG requires tenants actively participate in Commute.org or a Transportation Management Association Equivalent program. This task requires information sharing and marketing by building tenant/employer to promote and educate employees about travel choices options for accessing the project site and guaranteed ride home service. C/CAG requires the tenant provide a transportation coordinator or an employee who will be responsible for supplying orientation and information to encourage employees to use non-SOV modes of commuting to work.
- Subsidized or Discounted transit passes – C/CAG's TDM Program requires a subsidy of up to \$50 or 30% of the value of a monthly fare, whichever is cheaper. The proposed project would include a program that would provide such a subsidy.
- Provide Employer-Sponsored Vanpool - This measure would require that an employer-sponsored vanpool service be established to promote cost-effective and convenient rideshare option for groups of 5 to 15 people. In most cases, vanpooling vehicles are leased and provided by employers, non-profit organizations, government agencies, or public-private partnerships. Tenants/employers should provide incentives, including financial, to help facilitate participation. The reduction measure equates to approximately 2 vanpool vehicles for every 1,000 employees.
- Extend Transit Network Coverage or Hours – This measure would expand the local transit network by either adding or modifying existing transit service or extending the operation hours to enhance the service near the project site. Starting services earlier in the morning and/or extending services to late-night hours can accommodate the commuting times of alternative-shift workers. This would encourage the use of transit and therefore reduce VMT and associated GHG emissions.
- Encourage Flex Time, Compressed Workweeks, and Telecommuting – Allowing flextime gives employees some flexibility in their daily work schedules. Flextime reduces peak period congestion directly by shifting trips to before or after peak periods and can also make ridesharing and transit use more feasible. Compressed work week allows employees to work fewer but longer days, thereby reducing the need to commute on the employee's day off. Telecommuting functions similarly, allowing employees to work from home rather than the office, reducing vehicle travel on the days they work remotely.



There are other measures recommended in C.S. 25.43.030 that could be easily implemented once the tenants are known for this building, and such measures can be added to the TDM program. These include, free preferential carpool and vanpool parking and loading zones, and on-site amenities. Evaluating the performance and success of the TDM plan is essential to ensure TDM measures are implemented and effective. C.S.25.43.070 lays out specific requirements for TDM monitoring and evaluation. This code section states that the TDM holder (employer) is required to designate an official contact for the TDM program. This person would be responsible for administering carpool and vanpool ride-matching services and promotional programs, updates information on the information boards/kiosks, and is the official contact for the administration of the TDM annual report. The name and phone number of the designated TDM contact is required to be provided to the City.

This section also requires that a TDM annual report to be submitted to the City of Burlingame. The report must be prepared by a qualified, independent consultant and paid for by the owner (or if applicable, tenant). The initial, or baseline, driveway trip count report is to be conducted and submitted one year after the granting of a certificate of occupancy for 75 percent or more of the project and then annually. The TDM report is required to consist of a quantitative measure of whether the volumes at the site's driveways are meeting the goal. This annual report also needs to include information about the level of alternative mode-uses and/or provide trip counts, and in the event a 20 percent reduction in peak-hour vehicle trips and reduction in overall parking demand is not met, the report shall explain how and why the goal has not been reached; in such a circumstance the annual report must identify a work plan, to be approved by the City of Burlingame, which describes additional or alternative measures for implementation that would be necessary to enhance the TDM program to attain the TDM goal of a 20 percent reduction in peak-hour vehicle trips.

The City would need to consider whether the employer/tenant has made a good faith effort to meet the TDM goals and may allow the owner (or if applicable, tenant) a six-month "grace period" to implement additional TDM measures to achieve the 20 percent vehicle trip reduction.

A Traffic Impact Analysis Report (TIA) was prepared by Fehr and Peers, dated June 2022. This document is still under review by the City of Burlingame traffic engineers. The purpose of the report is to evaluate the project's traffic impacts to the surrounding transportation system pursuant to requirements under CEQA.

**Landscaping:** Landscaping proposed on and off the site is shown on the landscape plans, sheets L0.00 through L2.02. There is a significant amount of landscape improvements proposed (on and off site) as detailed in the community benefits section above.

The project would remove approximately 44 existing trees, eight (8) of which require a Tree Removal Permit. There would be approximately 208 new trees planted. Landscaping would be provided throughout the project site, including in the plaza area, along the Bay Trail, and around the perimeters of the proposed buildings and surface parking lot. The proposed on-site landscaping area would total approximately 35,625 SF, and the off-site landscape improvements on the Bay Trail would total approximately 70,000 SF.

The BFC District development standards require that 20% (32,225 SF) of the site be landscaped; the project is proposing 22.1% landscaping or 35,625 SF. In addition to this requirement, the code requires that a minimum of 10% (1,807 SF) of the parking area be landscaped and 26.6% (4,817 SF) of the surface parking area is proposed to include landscaping in compliance with this requirement.

**Shoreline Improvements/Bay Conservation and Development Commission (BCDC):** On August 15, 2022 the proposed project was initially reviewed by BCDC's Design Review Board. Evidence of final approval by the BCDC Board will be required to be provided to the City prior to building permit issuance. The project includes improving approximately a half an acre of shoreline and Bay Trail areas that abut the subject property. The Bay Trail is owned by the State Lands Commission and is currently leased to a nearly property owner. While the area is not owned by the applicant, they are proposing to widen the existing stretch of the Bay Trail that wraps the subject property and this would include significant improvement including adding seating, lighting, and native landscaping. The elevation of this improved Bay Trail would be increased to 17 feet to address sea level rise, (end of century estimated elevation) and as recommended on the City's "Map of Future Conditions".

The proposed podium on which the proposed buildings would stand would have a base flood elevation of approximately 17.0 feet to accommodate the sea level rise anticipated by the City of Burlingame's Map of Future Conditions. The project would also include a sea-level rise interpretive feature on the southwest corner of the site, adjacent to the existing sidewalk along Airport Boulevard. The project would include a public pedestrian walkway connecting Airport Boulevard to the proposed plaza. From the plaza, a network of walkways would be provided that connect to the existing Bay Trail at several locations adjacent to the project site.

**Design Review:** Design Review is required for new commercial buildings pursuant to Code Sections 25.12.090 and 25.68.020(C)(3). Design Review was instituted for commercial projects in 2001 with the adoption of the Commercial Design Guidebook. Design Principles for the Bayfront Commercial District are detailed in Code Section 25.12.060 and requires the proposed project to be reviewed by the Planning Commission for the following considerations based on Code Section 25.68.060(E):

1. Support of the pattern of diverse architectural styles in the area in which the project is located;
2. Respect and promotion of pedestrian activity in commercial and mixed-use zoning districts by placement of buildings to maximize commercial use of the street frontage and by locating off-street parking areas so that they do not dominate street frontages;
3. For commercial and industrial developments on visually prominent and gateway sites, whether the design fits the site and is compatible with the surrounding development;
4. Compatibility of the architecture with the mass, bulk, scale, and existing materials of surrounding development and appropriate transitions to adjacent lower-intensity development and uses;
5. Architectural design consistency by using a single architectural style on the site that is consistent among primary elements of the structure and restores or retains existing or significant original architectural features; and
6. Provision of site features such as fencing, landscaping, and pedestrian circulation that complement on-site development and enhance the aesthetic character of district in which the development is located.

In addition to the Commercial Design Guidelines above, there are design principles for the Bayfront Commercial Zoning District detailed in Code Section 25.12.060 and are required to be reviewed by the Planning Commission for the following considerations; where measurable standards are noted staff has provided calculations to demonstrate compliance:

- A. Design Intent.** Development shall relate to both the street and to the Bay to provide view corridors from and across Bayshore Highway and Airport Boulevard, and to create gateways at key locations. Development shall support of the pattern of diverse architectural styles and the role of the shoreline in creating a network of interconnected open spaces.
- B. View Corridor Requirement.** To provide a view corridor, the width of a structure or combined structures on a lot shall not obstruct more than 75 percent of the length of the property line along Bayshore Highway and Airport Boulevard, including setbacks. For purposes of this requirement, structure or combined structures shall not include architectural elements, by may include an elevated podium to accommodate flood elevations and/or parking.
  - Complies –  $500' \text{ lot width} \times 75\% = 375' \text{ max allowed structure length}$   
 $250' (50\%) \text{ combined structure width}$

- C. Support the Shoreline.** On visually prominent sites and sites with shoreline as defined by the Bay Conservation and Development Commission, design shall fit the site and be compatible with surrounding development, support the Bay Trail and its park and recreational uses, provide for maximum user access, and support recreational use by those who work in the area as well as those who visit. Pedestrian amenities are encouraged along the shoreline adjacent to the Bay Trail.
- D. Orientation.** Building entries shall be readily visible from the street and be easily identifiable, preferably on Bayshore Highway or Airport Boulevard. Buildings that are setback from the street shall have attractively landscaped plazas leading to the main building entry, and seating areas are encouraged in the front setback. Businesses at important intersections are encouraged to locate their entrances at the building corner.
- To be determined by Planning Commission - Given the requirements under C.S. 25.12.050 related to sea level rise resiliency, the BFE is required to be 17 feet (based on Map of Future Conditions adopted by City Council). Therefore, the proposed finished floor of the plaza/level 1 of the proposed development would be 17'. The two new structures have been designed to be setback from the street with a landscaped plaza and the entrances are oriented more toward the interior plaza. Given that the finished floor level meets the City's sea level rise resiliency map elevations, the project has worked well towards meeting this design objective.
- E. Ground Floor Transparency.** At least 25 percent of the exterior walls on the ground floor or first level facing the street shall include windows, doors, or other openings.
- The project meets this requirement with 33% first floor transparency as shown on Sheet A-9.
- F. Building Articulation.** Each side of buildings shall have a cohesive approach to design and detail. Articulation of building and structural elements, including windows, entries, and bays shall be achieved. Design features such as canopies, trellis, and grillwork shall be designed as part of the building's composition of design elements. A variety of materials should be used to articulate building elements, such as the base, the ground floor, and upper floors, if any.
- G. Building Design.** The pattern of diverse architectural styles throughout the district and the role of the shoreline in creating a network of interconnected open spaces is encouraged. New developments shall implement a single architectural style for the project, with consistency among primary elements of the structure(s).
- H. Streetscape.** Development shall respect and promote the streetscape through building placement to maximize the commercial use of the street frontage, off-street public spaces, and by locating parking to minimize its impact on street frontages. For properties with any water frontage, design shall be sensitive to the surrounding bodies of water, physical and visual presence of the Bay Trail, and the orientation of the prevailing winds.
- I. Location of Surface Parking.** Surface parking areas shall be located to the sides and rear of the building, when feasible, to encourage a pedestrian-friendly street edge. No surface parking areas shall be located between any structure and the lot frontage, except for limited visitor parking areas. Driveways are allowed in the setback, but the driveways shall not be considered as landscaped area.
- Complies – surface parking is only located on the left side of the lot and is setback 40' from the front property line with a landscape buffer.
- J. Location and Design of Structured Parking.** Structured parking shall be designed to be compatible with the architectural design and materials of the buildings.

**K. Bird Friendly Design.** All development shall incorporate bird-friendly design that minimizes potential adverse impacts to native and migratory birds, such as fritted or patterned glass, projecting architectural features, lighting design, and screening with trees.

- The bird-friendly design elements that have incorporated into the project and are noted on Sheets A-14 – A-17 and include the following:
  - Exterior glazing is composed of 45% opaque glazing. Glazing is high-performance to meet T24 energy requirement;
  - Exterior glazing system utilizes shadow boxes (recessed surfaces) to variegate exterior appearances;
  - Mullion extensions are provided in a random pattern to break up exterior expanses of glass;
  - External lighting will be minimized and shielded; and
  - Level 1 is recessed from the upper floors.

**L. Protection of the Bay Environment.** Site features shall include orientation to minimize wind obstruction on San Francisco Bay, protection of the Bay environment, and landscaping and pedestrian circulation that enrich and enhance the existing recreation opportunities of the area, including extension of the Bay Trail as well as the commercial neighborhood.

- The exterior materials are detailed on the elevation Sheets A-14 and also on Sheet A-21. The materials include: high performance glass, clear glass, aluminum metal cladding, shadow boxes, mullion extension fins, louvers and mechanical roof screens, split face CMU, concrete/stone ledger veneer, stabilized crushed stone, cast in place concrete with integral color and exposed aggregate finish.

**Public Facilities Impact Fees:** The purpose of public facilities impact fees is to provide funding for necessary maintenance and improvements created by development projects. Public facilities impact fees are based on the uses and the amount of square footage to be located on the property after completion of the development project. Based on the proposed Office/R&D building, the estimated public facilities impact fees for this development project are approximately \$4,978,151.40 and is required to be paid in full, prior to issuance of the building permit. The final fee amount will be calculated based on the fee schedule in effect at the time the building permit is issued, with half of the fees required at permit issuance and half due prior to the framing inspection.

**Commercial Linkage Fees:** Commercial Linkage Fees are based on the land use and square footage for new commercial development projects. The intent of this fee is, in summary, to offset the demand for affordable housing that is created by new development and mitigate environmental and other impacts that accompany new commercial development. These fee calculations include gross square feet of floor area, excluding enclosed parking areas. In addition, the rates vary for prevailing wage and non-prevailing wage for labor used for the construction of the project. The fees for office uses are charged per square feet (\$20.00 per SF if utilizing prevailing wages or \$25.00 per SF if not utilizing prevailing wages).

Based on the proposed Office/R&D building, the estimated Commercial Linkage Fee for this development project totals approximately \$12,084,500 without prevailing wage and \$9,667,600 with prevailing wage. The fee is required to be paid in full, prior to issuance of the building permit. The final fee amount will be calculated based on the fee schedule in effect at the time the building permit is issued.

**Bayfront Development Fees:** Projects in the Bayfront are subject Bayfront Development fees; however, given the recent General Plan and Zoning Code Update, the Bayfront Specific Plan will be repealed and therefore projects will no longer require payment of Bayfront Development Fees. It is anticipated that by the time the final action hearing for this project is scheduled, the Bayfront Specific Plan will be repealed.

**Planning Commission Action:**

1. **Environmental Scoping:** As the first discussion item, the Planning Commission should review and take public comment on the proposed project and the areas of potential environmental effects as listed in the staff report. The Commission should add any additional effects of the project that it believes should be addressed in the CEQA document.
2. **Design Review Study:** As the second discussion item, the Commission should review the design of the project for the following considerations for commercial development, as outlined in Code Section 25.68.060(E) and 25.12.060 of the Bayfront Commercial Design Guidelines as detailed in the staff report above.

Because a CEQA document is being prepared for this project, it is important that any changes to the building envelope be made early enough in the process so that any changes are reflected in the environmental review. Subsequent changes once the CEQA process has begun may result in the need for additional studies and analysis and will require additional time for the CEQA process to accommodate the review of such changes.

Catherine Keylon  
Senior Planner

c: Jeremy Liu, Boca Lake Office Inc., applicant and property owner  
DGA Inc., c/o Nial Malcolmson, architect

Attachments:

Application to the Planning Commission  
Commercial Application  
Special Permit Applications (Building Height/Tier 3 with Community Benefits Summary)  
Environmental Information Form  
Climate Action Plan (CAP) Consistency Checklist  
TDM Plan, prepared by Fehr & Peers, dated July 2022  
Notice of Public Hearing – Mailed September 16, 2022  
Area Map