



2 Land Use and Built Environment Element

Millbrae's current land use pattern is a result of its more than century of change from a large ranch to a fully developed city. Residential neighborhoods in the city primarily contain well-maintained single-family homes on 5,000 square foot lots. Most larger lots and homes are in the hillside areas. The majority of the residential neighborhoods in Millbrae have one- to two-story single-family homes, with the exception of multi-family housing development in and around downtown and along El Camino Real with densities ranging from approximately 25 to 130 units per acre. Commercial development is concentrated along El Camino Real, Broadway, Millbrae Avenue, and near the Millbrae Station. A light industrial area, transitioning to life science and office uses, is located south of Adrian Road.

While Millbrae is primarily built out, the city continues to adapt and change. By facilitating the construction of multi-family dwelling units, the City is supporting infill and higher-density development along El Camino Real, near the Millbrae Station, and in Downtown. Residential neighborhoods are also slowly evolving as residents expand and remodel their homes and add Junior ADUs and ADUs. The scope and magnitude of change in Millbrae through 2040 is also greatly impacted by demand for residential and commercial development in the Bay Area.

The Land Use and Built Environment Element establishes the pattern and intensity of land use in the city and sets forth policies and standards to guide future development. This Element balances land use issues, opportunities, and constraints with other community needs and priorities. It affects, and is affected by, many of the topics addressed in other parts of the General Plan, including open space preservation, natural resource conservation, the flow of people and goods, affordable housing, noise control, viewshed preservation, the protection of life and property from natural and human hazards, and the reduction of greenhouse gas emissions. This Element serves as the primary vehicle for ensuring that new land uses are logically organized and developed in a way that is sustainable and enhances Millbrae's unique identity and neighborhoods.

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2.1 Land Use Diagram and Land Use Designations

State planning law requires a general plan to describe the general distribution, location, and extent of planned land uses within the jurisdiction's planning area. The Land Use Diagram (Figure LU-1) uses color-coded land use designations to express the intended use of land within Millbrae city limits. The land use designations on the Land Use Diagram may be subject to change at the initiation of a landowner or the City, depending on City needs, environmental conditions, and changes in surrounding land uses.

The General Plan Land Use Diagram is largely implemented through the City's zoning regulations. Each land use designation is required to have one or more corresponding compatible zoning districts. While land use designations are intentionally broad, zoning designations are more detailed and provide a detailed development standard, including permitted and conditional uses, building heights, setbacks, lot coverage, and parking requirements. While the Land Use Diagram guides zoning, it is not the same as the City's Zoning Map. By design, the Land Use Diagram is intended to be more general than the Zoning Map.

The Land Use Diagram includes a total of 11 land use designations. The descriptions include density and intensity standards to regulate development within each land use designation. These standards are stated differently for residential and non-residential development.

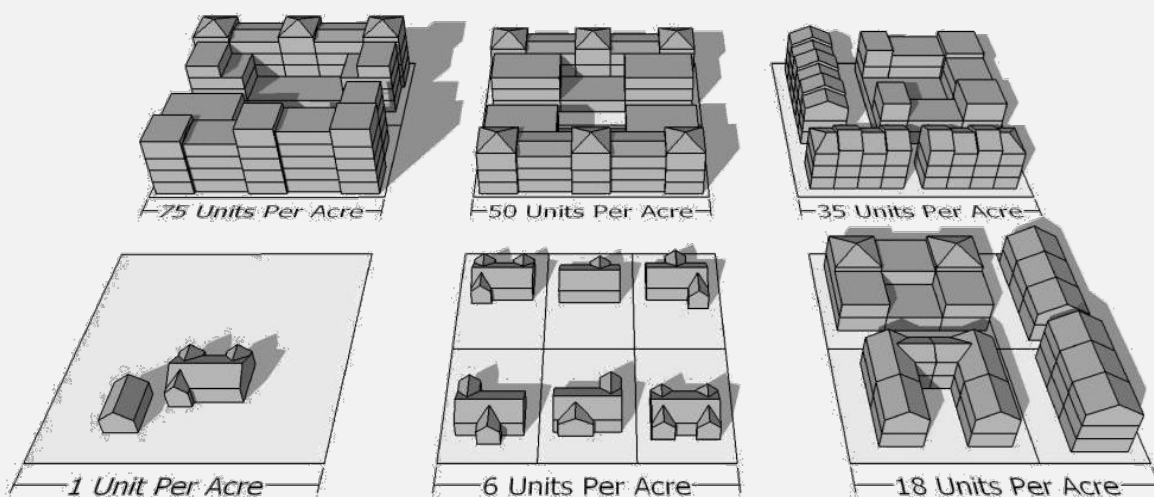
Density and Intensity

For the purposes of this General Plan, land use density and building intensity are measured differently based on development type. Residential development is measured by dwelling units per acre, while commercial and industrial development are measured by floor area ratio (FAR). Mixed-use development is addressed by both standards. The methods for measuring density and intensity are described below.

Residential Density

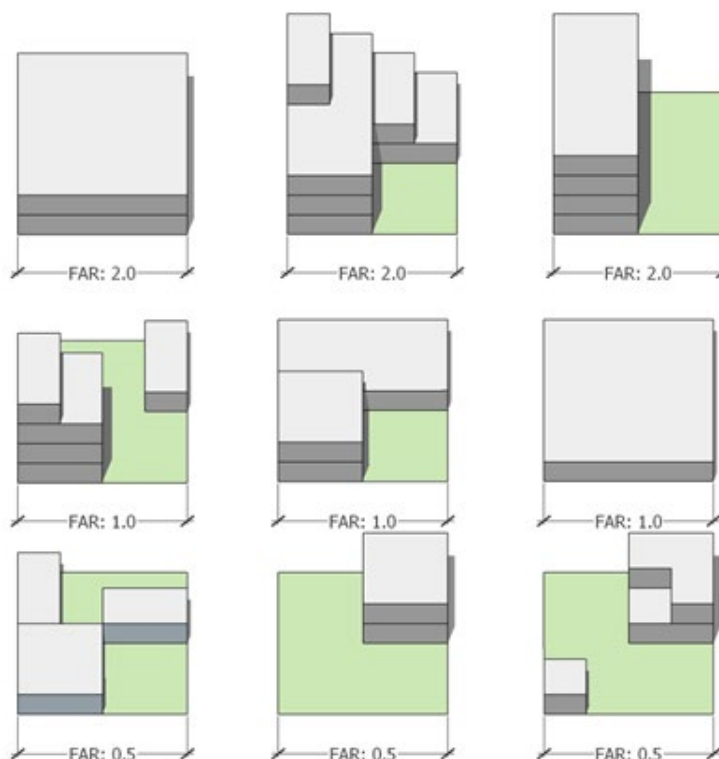
Residential developments are measured and regulated by an allowed density range (minimum and maximum) measured in “dwelling units per acre.” Residential density is calculated by dividing the number of dwelling units on the site (excluding accessory dwelling units on single-family lots) by the acreage of the site. The diagram below shows examples of different residential densities for a one-acre parcel.

State planning law requires general plans to include standards for measuring population density. Population density is determined by multiplying the maximum number of dwelling units allowed within a land use designation by the average number of persons per household, which according to the 2019 American Community Survey (ACS) estimates was 2.8 persons per household citywide.



Non-Residential Intensity

In the General Plan, commercial, industrial, and mixed-use developments are regulated by a maximum floor area ratio (FAR) standard. FAR is the ratio of the gross floor area of all buildings on a parcel to the area of the parcel. The maximum FAR limits the overall size of development on a parcel. As an example, a maximum FAR of 0.75 would allow 75,000 square feet of building floor area on a 100,000 square foot parcel. The 75,000 square feet could be provided in one building or divided between multiple buildings or stories. When calculating FAR, the building square footage includes finished interior spaces on all floors of the building and excludes parking garages, structured parking levels, and exterior open space, such as courtyards, roof gardens, and balconies. The diagram below illustrates various building configurations representing FARs of 0.5, 1.0, and 2.0. As shown in the diagram, different interpretations of the same FAR standard can result in very different building forms and site characteristics. However, some locations may be precluded from using some of the sample configurations below because of zoning limitations on overall lot coverage.



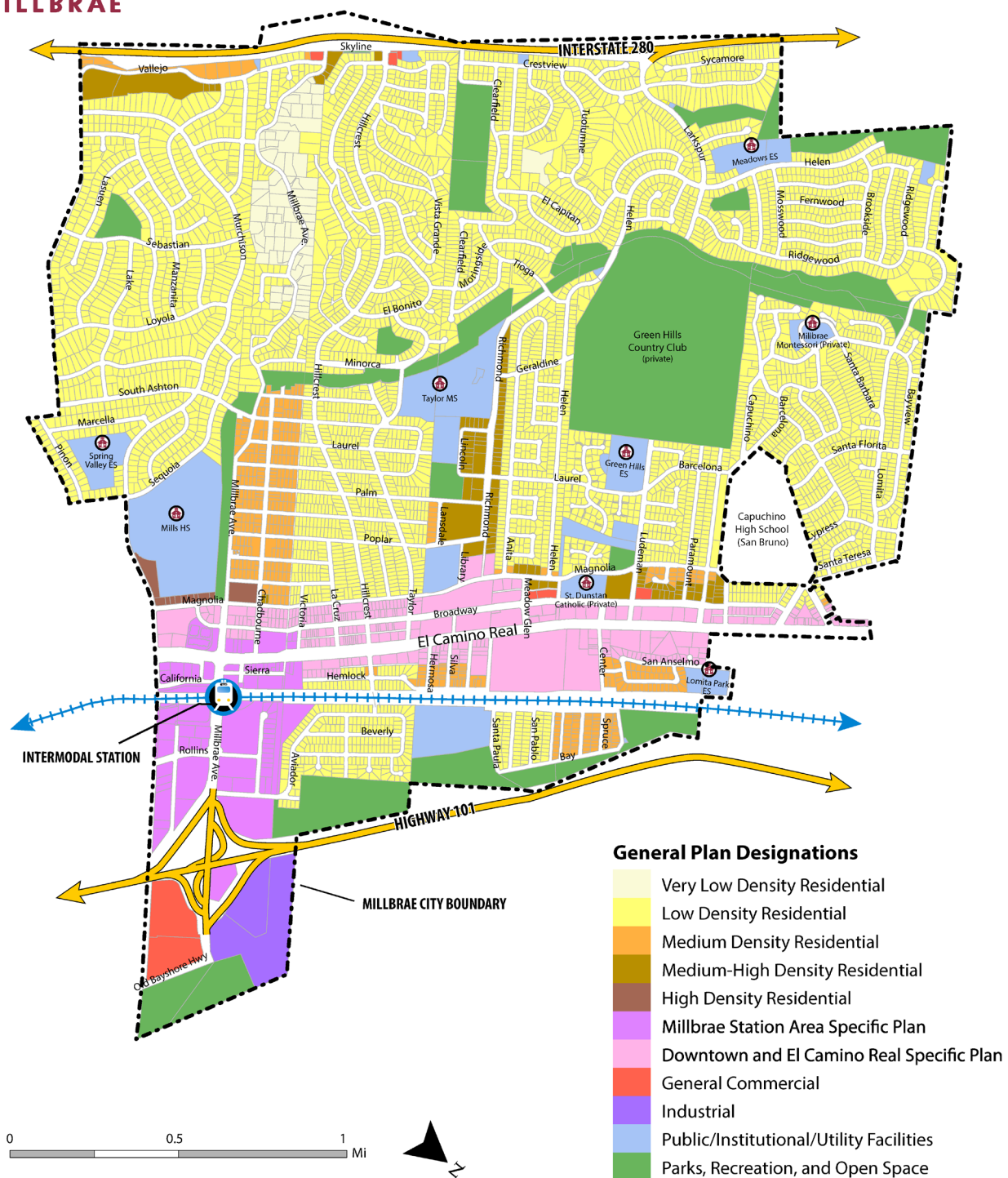
Vertical Mixed-Use Development

The density and intensity of vertical mixed-use developments that include both commercial and residential uses are regulated by both the residential density (dwelling units per net acre) and the FAR standard for the land use designation. As an example, a parcel measuring 50,000 square feet with a maximum FAR of 2.0 could be developed with 100,000 square feet of total building area. In this example, the 100,000 square feet would be the maximum size of building square footage that could be constructed on the site and would need to accommodate both the commercial and residential uses. The number of dwelling units would be limited by the allowed density.

Figure 2-1 Figure LU-1 Land Use Diagram



Figure LU-1: Land Use Diagram



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Mi

Source: City of Millbrae, 2017; Mintier Harnish, 2018. Map Date: November 2022.

Table LU-1: Land Use Designations		Density/Intensity Range
	Very Low Density Residential This designation provides for detached single-family residential development at a density of up to four units per acre, not including any permitted Accessory Dwelling Units (ADUs) or Junior ADUs. Other uses may include schools, childcare centers, country clubs, and places of worship.	Up to 4 Dwelling Units per Acre Non-Residential Maximum FAR 0.5
	Low Density Residential This designation provides for detached single-family residential development at a density of 4.1 to 8 units per acre, not including any permitted ADU's or Junior ADUs. Other uses may include schools, childcare centers, and places of worship.	4.1 to 8 Dwelling Units per Acre Non-Residential Maximum FAR 0.5
	Medium Density Residential This designation provides for single family, duplex, and triplex residential development at a density of 8.1 to 17 units per acre. Other uses may include schools, childcare centers, places of worship, and apartment buildings consistent with the density and neighborhood character.	8.1 to 17 Dwelling Units per Acre Non-Residential Maximum FAR 0.5
	Medium-High Density Residential This designation provides for multifamily residential development at a density of 17.1 to 43 units per acre. Other uses may include rooming and boarding houses, clubs and lodges, community centers, sanitariums, rest homes, schools, childcare centers, and places of worship.	17.1 to 43 Dwelling Units per Acre Non-Residential Maximum FAR 0.5
	High Density Residential This designation provides for multifamily residential development at a density of 43.1 to 80 units per acre. These uses are generally found along Murchison, the Skyline Blvd. area, Vallejo Drive, and the southwest corner of the city. Other uses may include rooming and boarding houses, clubs and lodges, community centers, residential care facilities, schools, childcare centers, places of worship, and hotels.	43.1 to 80 Dwelling Units per Acre Non-Residential Maximum FAR 0.5
	Millbrae Station Area Specific Plan The Station Area Specific Plan designation applies to all parcels in the Millbrae Station Area Specific Plan (MSASP) and is intended to guide the creation of a new economic center in and around the Millbrae Station that includes vibrant, diverse, and transit-oriented developments. Details on the precise mix of uses and building intensity and other standards are contained in	The Millbrae Station Area Specific Plan (MSASP) contains the building FARs, residential densities

Table LU-1: Land Use Designations	Density/Intensity Range
<p>the MSASP. The Millbrae Station Area Specific Plan designation provides for a wide variety of uses including residential, retail, hotels, employment center/light industrial, public facilities, and mixed uses.</p>	<p>and other development standards.</p>
<p>Downtown and El Camino Real Specific Plan</p> <p>The Downtown and El Camino Real Specific Plan designation applies to all parcels in the Downtown and El Camino Real Specific Plan boundary outside of the Station Area and is intended to provide housing and community- and visitor-serving uses. Details on the precise mix of uses and building intensity and other standards are contained in the Downtown and El Camino Real Specific Plan. The Downtown and El Camino Real Specific Plan designation provides for a wide variety of uses including residential, retail, hotels, offices, public facilities, and mixed use.</p>	<p>The Downtown and El Camino Real Specific Plan (DT&ECR SP) contains the building FARs, residential densities and other standards.</p>
<p>General Commercial</p> <p>This designation provides for a full range of commercial uses including apparel and accessory stores, food stores, banks, personal and professional services, hospitals, offices including life sciences, laboratory, technology, biotechnology, or research and development uses, large format retail stores, and eating and drinking establishments. Other uses may include multi-family residential, hotels and outdoor sales. Life sciences, laboratory, technology, biotechnology, or research and development uses in the General Commercial land use designations are limited to properties located east of Highway 101 and may contain Biosafety Levels 1 and/or 2 only. Any use containing Biosafety Levels 2 is subject to review and approval of a Conditional Use Permit, and if located within Safety Zone 3 as defined in the SFO Airport Land Use Compatibility Plan (ALUCP), shall include specific findings that there is no feasible land use alternatives for the site and enhanced exiting requirements as identified in the ALUCP.</p>	<p>Maximum FAR 3.0</p>
<p>Industrial</p> <p>This designation provides for a wide range of industrial, manufacturing, research and development, warehousing, and automotive uses.</p>	<p>Maximum FAR 1.5</p>
<p>Public / Institutional/Utility Facilities</p> <p>This designation provides for uses that are public, quasi-public, or privately-owned but community serving in nature, including government or public agency offices/operations/corporation yards, public and private schools, childcare centers, and community centers. Other uses may include facilities owned and/or operated by public utilities</p>	<p>N/A</p>

Table LU-1: Land Use Designations	Density/Intensity Range
<div></div> to serve the public with electricity, gas, water, and communications, as well as service-commercial uses.	
<div></div> Parks, Recreation and Open Space This designation provides for public and private parks, public and private recreational uses including golf courses, open spaces, and areas that can be programmed for recreational uses.	N/A

2.2 Cohesive Community

Millbrae is a small, compact community with a quaint downtown and generally suburban character. The community is renowned for its high quality of life, exceptional schools, pristine views of the San Francisco Bay, and attractive neighborhoods. The city is also home to major transportation facilities, including the Millbrae Station, which serves BART, Caltrain, SamTrans, commuter shuttles and is a planned stop for the California High Speed Rail. In addition to the Millbrae Stations, San Francisco International Airport sits adjacent to the city, abutting San Francisco Bay. El Camino Real provides high-quality transit in the form of SamTrans bus service. The city is ushering in a wave of higher density mixed-use and life sciences development around the Millbrae Station through implementation of the Millbrae Station Area Specific Plan (MSASP), and along El Camino Real with realization of the Grand Boulevard Initiative. This development creates new economic opportunities and provides for a range of housing types in the city. The city supports the integration of new development within the existing city fabric to create a cohesive community that exemplifies vibrancy, sustainability, and prosperity.

This section provides the overarching goals and policies that define the long-term land use plan for Millbrae.

LU-1 *Integrate new development with the fabric of the surrounding neighborhoods to create a cohesive community.*

LU-1.1 Prioritize New Development in Specific Plan Areas

The City shall prioritize higher density and intensity development around the Millbrae Station, along El Camino Real, and in Downtown. The City shall use specific plans for these areas to ensure new development is context sensitive, contributes to a positive city image, and preserves the positive qualities of surrounding neighborhoods. [RDR]

LU-1.2 Land Uses that Maximize Transit

The City shall encourage higher-intensity development around the Millbrae Station and along the El Camino Real corridor that maximizes transit use. [RDR]

LU-1.3 Clear and Predictable Development Standards

The City shall adopt objective development standards to facilitate an efficient development review process, promote cost-effective development, decrease City staff review time, and ensure new development meets the expectations of the City. [RDR]

LU-1.4 Public-Private Partnerships

The City shall consider opportunities to use public investment to form partnerships with the private sector to achieve quality infill development, enhance the public realm, and encourage public transit, walking, biking, and micromobility. [RDR]

LU-1.5 Revitalization and Redevelopment

The City shall encourage property owners citywide to contribute to the community by revitalizing and redeveloping abandoned, obsolete, or underutilized properties. [RDR]

LU-1.6 Child Care Facilities

The city shall encourage efforts to expand the overall capacity of local childcare and early childhood development centers in San Mateo. Identify opportunities for affordable alternatives to pre-school and pre-kindergarten through partnerships with the Millbrae School District, the Recreation Department, private providers, and community organizations. Integrate childcare facility needs into the City's planning processes. Where possible, locate childcare services in or near housing and transportation and employment centers for convenient access. [RDR, IGC, JP]

2.3 Residential Neighborhoods and Housing

Through 2040, residential neighborhoods will continue to be the predominant land use in Millbrae. The City anticipates substantially less change in existing neighborhoods compared to change anticipated for the commercial centers that serve them. The City will continue directing compact, higher-intensity development to the Station Area, El Camino Real, and Downtown to preserve the character and sense of community in existing residential neighborhoods. The majority of the changes that the City proposes in residential neighborhoods focus on how to enhance the quality of life by improving characteristics such as connectivity, pedestrian safety, neighborhood character, the tree canopy, and housing quality.

This section focuses on planning for residential land uses and enhancing neighborhoods, whereas the Housing Element contains the majority of the housing policies and implementation programs.

New Housing Opportunities and Variety

Many residents choose to live in Millbrae because of the desirable central location between San Francisco and San Jose, excellent schools, community feel, and range of transit options. The variety in housing types in the city, from single family homes on a hillside overlooking the San Francisco Bay to downtown apartments, provide choices in the size, cost, and type of residence. Yet housing demand continues to outpace supply, causing housing costs to

increase significantly. The available housing stock for sale in San Mateo County remains very low, which reflects high demand and fast turnaround. In addition to limited available housing stock, there is very little vacant land remaining in Millbrae, which limits new housing development opportunities. Most new housing will need to occur through redevelopment of existing underutilized land and reuse of existing buildings. This section focuses on accommodating housing growth in the Priority Development Area (PDA), which includes the Station Area, Downtown, and the El Camino Real corridor.

LU-2 *Support a variety of housing opportunities and improve access to housing for all community members.*

LU-2.1 **Balanced Neighborhoods**

The City shall strive to provide balanced, diverse neighborhoods with a variety of housing types and density ranges to meet the varied needs of residents by promoting the provision of lower- and moderate-income housing and higher-density residential uses near the Millbrae Station, along El Camino Real, and in Downtown. [RDR, MPSP]

LU-2.2 **Maximize Mixed-Use Residential Density**

The City shall encourage mixed-use projects and maximize the allowable density of the residential portion. [RDR, MPSP]

LU-2.3 **Housing Near Jobs**

The City shall support opportunities that enable people to live close to job locations. [RDR, MPSP]

LU-2.4 **Private Open Space in Multifamily Residential**

In addition to the required dedication of parkland or payment of the City's Development Impact Fee for Park Acquisition and Facilities, the City shall also require all multifamily residential projects, including those that are part of a mixed-use project, to provide a minimum amount of private and common open space for use by residents of the project, such as private balconies or patios, and common ground-level courtyards and upper floor or rooftop patios, as specified in the zoning code or Specific Plans. [RDR]

Existing Residential Neighborhoods

Millbrae's distinct neighborhoods are a cornerstone of the city's identity. Some of the neighborhoods, such as lower Highlands, are highly desirable and visually appealing because of the strong Spanish Mission architectural character of the homes and compact streets lined with mature Sycamores. The northern residential neighborhoods, such as Lomita Hills and Capuchino, saw active development after World War II to fulfill the housing needs of returning veterans. These neighborhoods have gently curving, non-gridded streets that follow the contours of the terrain, which provides a pleasing contrast to the street grid of lower Highlands. The western hillside neighborhoods mark the newer residential development in Millbrae. Most of the houses are single-family homes, with a few multifamily residential complexes. Because of development pressure and population growth of the Bay Area, it is common for

houses to be expanded and remodeled, with second story additions, garage conversions, and accessory dwelling units. Develop detailed and objective residential design standards including garage conversions, ADU's, and other residential types. This section focuses on community standards in residential neighborhoods to enhance quality of life.

LU-3 *Preserve and enhance the identity and qualities of Millbrae's distinct residential neighborhoods to ensure Millbrae remains a desirable place to live.*

LU-3.1 Neighborhood Character

The City shall strive to ensure that all new construction, additions, or remodeling projects are compatible with the architecture of the building, surrounding neighborhood and of the community as a whole. [RDR, MPSP]

LU-3.2 Residential Design Standards

The City shall prepare and implement Residential Design Standards to ensure consistency with current local, regional, and State laws, as well as industry standards. [RDR]

LU-3.3 Residential Design Review

To support and enhance the existing character of Millbrae's distinct neighborhoods, the City shall require design review of new single-family residences and large second story additions to ensure compatibility of new projects with objective residential design standards, including architectural style, scale, mass, bulk, color, materials, FAR, lot coverage, hillside grading, landscaping, and setbacks. [RDR]

LU-3.4 Minimize Privacy and View Impacts

The City shall require residential additions, and new residences to be designed in a manner that respects the privacy of nearby homes, provides access to sunlight, and minimizes obstruction of primary panoramic or scenic views of the San Francisco Bay from principal rooms of a residence, consistent with objective residential design standards. [RDR]

LU-3.5 Community Engagement in Planning Decisions

The City shall facilitate community engagement in planning decisions by enhancing outreach efforts and encouraging community meetings to review and comment on plans, programs, activities, and reports covering new development projects. In addition, the City shall ensure that all development applications are appropriately noticed in conformance with State and City public notice requirements. [RDR]

LU-3.6 Neighbor-to-Neighbor Dispute Mediation

For issues that do not involve violation of City laws, the City shall continue to encourage residents to utilize a professional mediation service to resolve neighbor-to-neighbor disputes in a fair and equitable way. [JP]

LU-3.7 Walkable Neighborhoods

The City shall promote the pedestrian-scaled environment and walkable neighborhoods by supporting and providing alternative modes of transportation, enhancing bike and pedestrian connectivity to local commercial districts and the Millbrae Station, and maintaining or requiring owner maintenance of public sidewalks, public plazas, parks, greenways, parkways, street tree canopies, and landscaping throughout residential neighborhoods. [MPSP, PSR, CSO]

LU-3.8 Neighborhood Volunteers

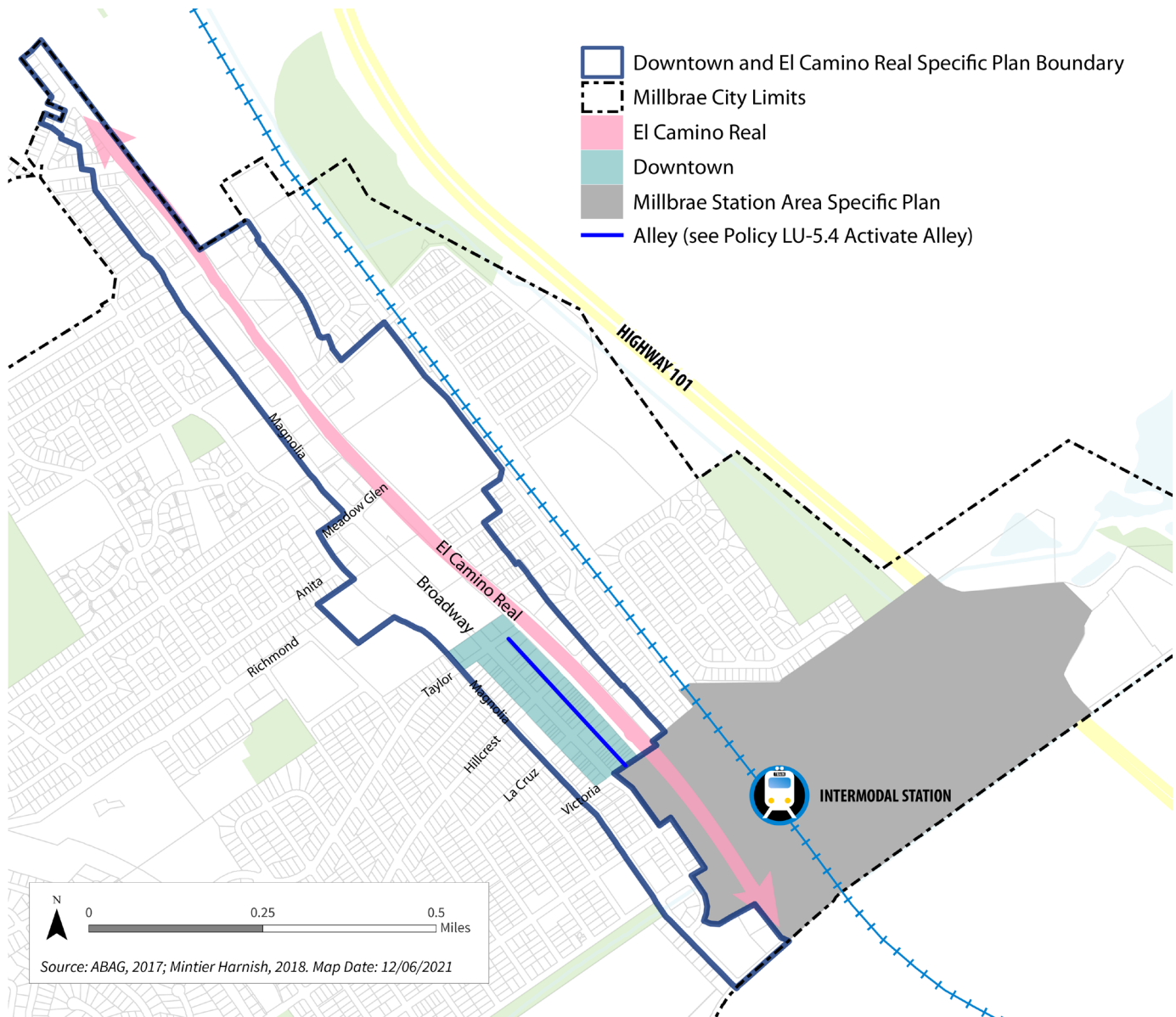
The City shall continue to encourage the maintenance and improvement of residential neighborhoods through volunteer programs and events such as neighborhood watch groups, tree planting, Adopt-a-Spot, community clean-ups, neighborhood disaster preparedness, and others. [CSO]

2.4 Mixed-Use Districts

The majority of change that will occur in Millbrae through 2040 will be in the Downtown, El Camino Real corridor, and Station Area (see Figure LU-2). The City prepared the Downtown and El Camino Real Specific Plan, which covers two of these three areas, concurrently with this General Plan Update. The Downtown and El Camino Real Specific Plan (DT&ECRSP) builds upon the Millbrae Station Area Specific Plan (MSASP), which the City adopted in 1998 and updated in 2016 to establish the land use regulations, development standards, design guidelines, and streetscape standards for the Station Area. The land area encompassed by the boundary for the DT&ECRSP and MSASP together has been identified by City/County Association of Governments (C/CAG) as the Priority Development Area (PDA) for the city of Millbrae.

The goal for the area within the Downtown and El Camino Real Specific Plan boundary is to foster a robust local economy by cultivating a diversity of land uses that enhance the development of jobs and community activity in these employment and mixed-use districts. Because Millbrae is primarily built out, mixed-use development is an important strategy to accommodate future growth that also enables residents to live close to where they work, shop, and recreate. Integration of employment and commercial uses with residential is essential to fostering a sense of place and enhancing quality of life.

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Figure 2-2 Mixed-Use Districts


LU-4 *Enhance the area within the Downtown and El Camino Real Specific Plan boundary into a vibrant and accessible destination for residents, employees, and visitors.*

LU-4.1 **Downtown and El Camino Real Specific Plan Compliance**

The City shall ensure that new development within the Specific Plan boundary complies with the land use regulations and development standards in the Downtown and El Camino Real Specific Plan. [RDR]

LU-4.2 **Maintain the Downtown and El Camino Real Specific Plan**

The City shall regularly review and update land use regulations and development standards in the Downtown and El Camino Real Specific Plan to ensure sufficient flexibility to respond to changing market conditions, and to promote the creation of a mixed-use district. [PSR]

LU-4.3 **Mix of Commercial Uses**

The City shall promote a mix of commercial uses that support a day and evening environment within the Downtown and El Camino Real Specific Plan boundary, including retail, services, restaurants, entertainment venues, hotels, fitness centers, and offices. [RDR, MPSP]

LU-4.4 **Pedestrian Safety and Connectivity**

The City shall improve pedestrian safety and connectivity between the Millbrae Station and Downtown, ensuring appropriate crossings along El Camino Real. [MPSP, JP]

LU-4.5 **Community Gathering Places**

The City shall encourage the development of community gathering places within the Downtown and El Camino Real Specific Plan boundary, such as plazas, parklets, and pocket parks. [MPSP, JP]

LU-4.6 **Hotel Development**

The City shall support the development of hotels within the Downtown and El Camino Real Specific Plan boundary, including boutique hotels and internationally recognized hotel chains [RDR, JP]

LU-4.7 **Regulate Fast Food Restaurants and Drive-Throughs**

The City shall regulate fast food restaurants and chain convenience stores within the Downtown and El Camino Real Specific Plan boundary and require use permits for drive-throughs. [RDR]

Downtown Millbrae

Downtown, the heart of Millbrae, is located between Magnolia Street and El Camino Real, bounded by Victoria Street to the south and Meadow Glen to the north. It has a walkable scale and is home to many family-owned restaurants and retail shops, and some offices, as well as some national restaurants and retailers. Downtown is characterized by small, locally owned commercial uses along Broadway, with occasional residential use above ground floor

commercial uses. The two blocks between Taylor and Meadow Glen have major retail with large surface parking lots, including Safeway, Walgreens, and Trader Joe's.

Through 2040 the City will consider innovative approaches to revitalizing existing commercial areas, particularly Downtown. The vision for Downtown is to elevate the area's prominence by encouraging a mix of active retail, fitness, and personal service and restaurant uses on the ground floor, and offices and residential uses on the upper floors. The City also envisions fostering investments in the public realm, including new outdoor furniture, wider sidewalks, enhanced landscaping, and public art. This section includes policies for accommodating development in Downtown while enhancing its sense of place, through innovative approaches, such as vertical mixed-use development and alley activation.

LU-5 *Enhance Downtown as a vibrant, pedestrian-scaled district with a mix of land uses that elevates the prominence of the area and fosters investments in Millbrae.*

LU-5.1 Vertical Mixed Use

The City shall encourage vertical mixed-use in Downtown with active ground floor uses and residential and office uses on the upper floors. [RDR]

LU-5.2 Community Anchor

To create a community gathering place and to attract more pedestrian traffic in Downtown, the City shall encourage the development of a community anchor on the northern end of Downtown, consistent with the goals, policies, and development standards in the Downtown and El Camino Real Specific Plan. [CSO, JP]

LU-5.3 Parking Requirements

The City shall review and update the parking requirements for properties in the Downtown area contained within the Downtown and El Camino Real Specific Plan as needed for parking, including provisions for parking for mixed-use projects, off-site parking, payment of in-lieu parking fees, and other shared parking options. The intent of this policy is to reduce car usage and to limit the effect of high density housing from impacting local neighborhoods. [RDR]

El Camino Real

The El Camino Real corridor is an auto-oriented, six-lane boulevard that is owned and maintained by Caltrans and runs north-south from Daly City to San Jose. The character of development along El Camino Real is different from the rest of the city. Land uses along the corridor reflect its function as a commuter route, with primarily auto-oriented commercial and hotels catering to SFO travelers. Newer multifamily residential and mixed-use development has been built at a much larger scale.

Because the boulevard no longer provides a faster alternative to Highway 101 and there has been a shift in traffic patterns toward multimodal transit and active transportation, the City is working to change land uses along the

corridor. The emphasis of El Camino Real has shifted from accommodating statewide travel to providing local-serving mixed-use centers with high-density residential, restaurants, retail, offices, and other commercial uses.

The 2040 vision for El Camino Real is to transform the corridor into a “grand boulevard” that creates a welcoming gateway into Millbrae. A key component to the City achieving this vision is high density, mixed-use development along the corridor that provides housing and a variety of general commercial uses, as well as hotels and offices. This section considers design standards that are essential to the City achieving this vision. The policies in this section apply to development that fronts El Camino Real.

LU-6 *Revitalize El Camino Real into a “grand boulevard” by encouraging transit-oriented, mixed-use development with an inviting pedestrian environment.*

LU-6.1 **Transition in Scale**

As specified in the Specific Plan, the City shall ensure new development incorporates a transition in scale between high-density development along El Camino Real and adjacent neighborhoods through use of setbacks and step-backs as new development gets closer to property lines. [RDR]

LU-6.2 **General Commercial and Office Development**

The City shall encourage renovation and upgrading of existing general commercial and office space, and the development of new hotel, general commercial, and office space along El Camino Real to allow for development that supports jobs and the tax base. [MPSP, RDR]

LU-6.3 **Public Realm**

The City shall improve and enhance the public realm along El Camino Real through landscaping, streetscape improvements, safety improvements, pedestrian safety amenities, including drop-offs with seating, architectural elements, and similar improvements to create a welcoming gateway into the city. [MPSP, CSO, IGC, JP]

LU-6.4 **Parking Requirements**

The City shall review and update the parking requirements for properties in the El Camino Real area contained within the Downtown and El Camino Real Specific Plan as needed for parking, including provisions for parking for mixed-use projects, off-site parking, payment of in-lieu parking fees, and other shared parking options. The intent of this policy is to reduce car usage and to limit the effect of high density housing from impacting local neighborhoods. [RDR]

LU-6.5 **Street Trees**

The City shall preserve existing street trees, replace dying or diseased trees, and plant new trees along El Camino Real consistent with the Downtown and El Camino Real Specific Plan, including the Streetscape Plan. [MPSP, CSO, IGC, JP]

Station Area

The Millbrae Station is a major regional transit hub, providing connections between Bay Area Rapid Transit (BART), Caltrain, SamTrans, corporate shuttles, and the proposed High-Speed Rail. The station also provides a connection to the San Francisco International Airport as a single station to enhance connection for seamless transit and all transportation providers. The area surrounding the Millbrae Station presents a pivotal opportunity for the City to cultivate a compact, walkable, transit-oriented district, enhanced micro-mobility, improved signage and infrastructure for real time information, and a secondary access to the Marina Vista neighborhood. The Station Area is comprised of approximately 116 acres of at the southeastern edge of the city along the Millbrae-Burlingame boundary. El Camino Real and Broadway bound the Station Area to the west. Victoria Avenue, the City Public Works storage yard, and the Highline Canal form the northern boundary. The U.S. Highway 101 interchange bounds the area to the east.

In 2016, the City adopted a comprehensive update to the Millbrae Station Area Specific Plan (MSASP) to guide the transformation of the area into a new economic center, with transit-oriented development at and around the station. The 2016 plan is an update of the original Millbrae Station Area Specific Plan, which the City adopted in 1998. It has been amended since then, in 2019 and three times in 2021. This section provides overarching land use policies to guide the future growth and development of the Station Area. For more specific policies, including land use regulations, development standards, design guidelines, streetscape standards, and provision of utilities and public services within the Station Area, refer to the Millbrae Station Area Specific Plan.

LU-7 *Transform the Station Area into a walkable, mixed-use district that supports connectivity between the Millbrae Station and Downtown.*

LU-7.1 **Ensure Compliance with the Millbrae Station Area Specific Plan**

The City shall ensure that new development within the Station Area complies with the land use regulations and development standards in the Millbrae Station Area Specific Plan. [RDR]

LU-7.2 **Regularly Review the Millbrae Station Area Specific Plan**

The City shall regularly review and update land use regulations and development standards in the MSASP to ensure sufficient flexibility to respond to changing market conditions, and to promote the creation of a mixed-use district. [PSR]

LU-7.3 **Vibrant Activity Center**

The City shall encourage the types of uses and the treatment of development within the Station Area to promote a vibrant activity center and gateway to the city. ([RDR, JP, IGC])

LU-7.4 **High Density, Mixed-Use Development**

The City shall encourage high density, mixed-use development in the Station Area with restaurants, retail, entertainment, offices, and residential to promote the creation of a compact, walkable, transit-oriented district. [RDR]

LU-7.5 Light Industrial Land Use Needs

The City shall designate land for office and light industrial uses in the Station Area to allow for development that supports jobs and the tax base, particularly in life sciences, research and development, STEM, technology/biotechnology manufacturing, and high-tech services. [RDR]

LU-7.6 Class A Office Space

The City shall encourage Class A office development in the Station Area to take advantage of proximity to the Millbrae Station, U.S. Highway 101, and new residential development. The City shall encourage developers to employ state-of-the-art design techniques to maximize space, flexibility, and functionality. [RDR]

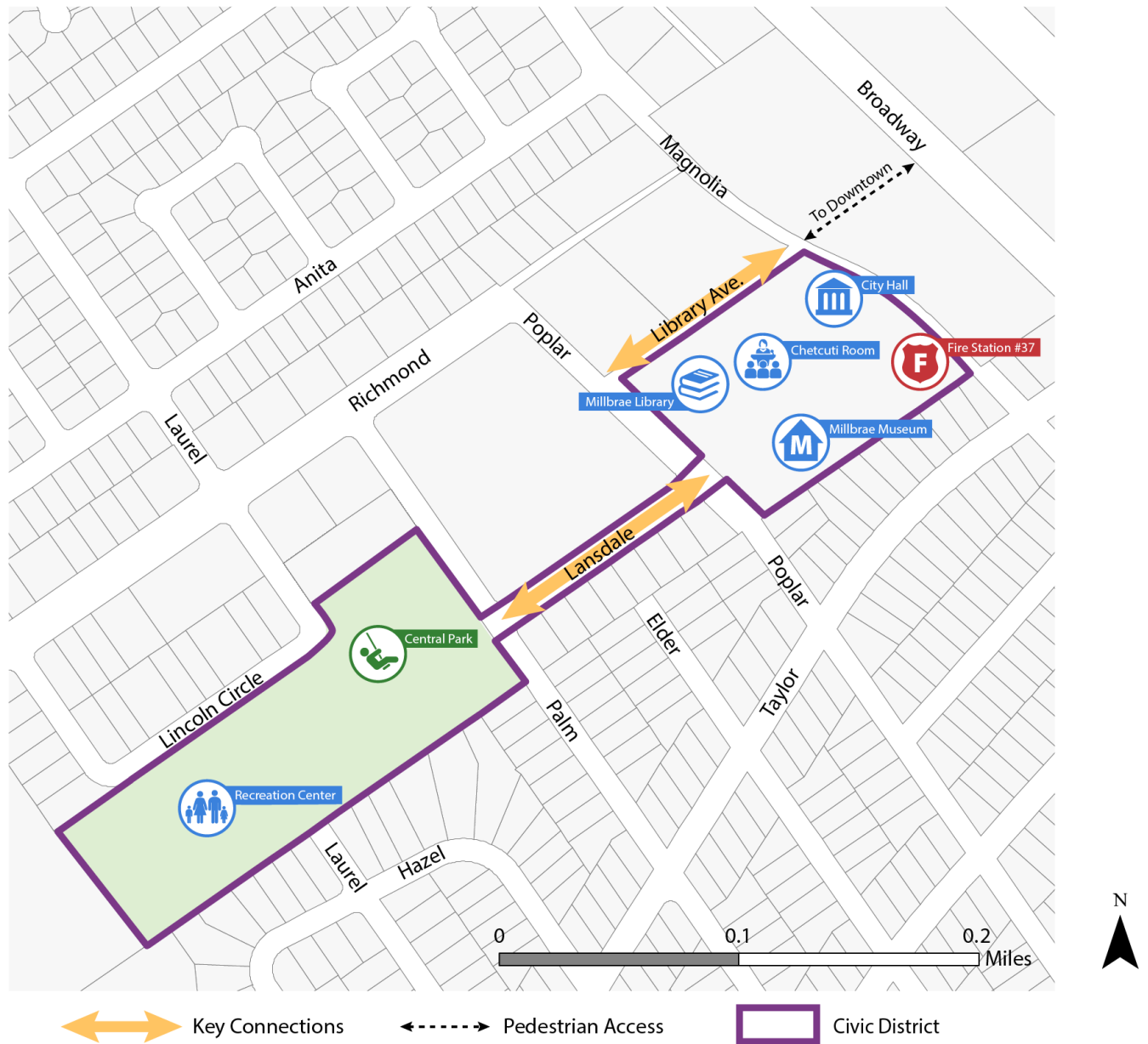
LU-7.7 Cohesive Urban Fabric

The City shall ensure that new development within the Station Area complements and enhances City image and provides adequate connections to El Camino Real and Downtown to support a cohesive urban fabric. [RDR]

2.5 Civic Facilities

A cluster of existing City facilities the west of downtown include City Hall, the Millbrae Library, the Chetcuti Room, the Millbrae Museum, Central County Fire Station #37, Central Park, and the Recreation Center. The City's vision for the future is the creation of a civic center district to enhance the presence of these City facilities (see Figure LU-3). There will be a direct connection between the civic facilities along Magnolia Avenue and Central Park. The Civic Center will have a distinct sense of place that is pronounced by banners, landscaping, signage, and architectural elements. The policies in this section guide the provision of civic facilities.

Figure 2-3 Civic Center District



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LU-8 *Ensure the adequate provision of civic facilities to serve current and future residents.*

LU-8.1 **City Facilities Master Plan**

The City shall prepare a City Facilities Master Plan to maintain and plan for the provision of adequate facilities for police, fire, recreation, public works, administrative, community meeting space needs of the City. The City shall consider expansion of City staff offices to the second floor of City Hall, the creation of a corporation yard, a Public Works/Engineering facility that is separate from City Hall, and additional electric vehicle charging stations. [MPSP]

LU-8.2 **Community-Serving Facilities**

The City shall ensure adequate provision of community-serving facilities to serve current and future residents, including the Millbrae Library, schools, and other educational institutions, as well as child and senior day care facilities. [RDR]

LU-8.3 **Millbrae Library**

The City shall continue to participate in the Joint Powers Agreement with the County to provide library services at the Millbrae Library. [IGC]

2.6 **Community Design**

Community design influences the way people experience a place and remember it. The prominence of a city largely depends on how it is perceived by the residents and by visitors. Community design plays an important role in creating a distinctive identity of the community and influencing the quality of life of the residents. While community design relates predominantly to the aesthetic quality of the urban form, it can also have a significant impact on land use, economic development, community health, safety, vitality, public services, and circulation. The policies in this section focus on community designs standards.

LU-9 *Ensure high-quality site planning, landscaping, and architectural design for all new construction, renovation, or remodeling.*

LU-9.1 **Design Character**

The City shall encourage new development projects and substantial additions and remodels to include design elements that contribute to the area's character and sense of place. [RDR]

LU-9.2 **Transition in Scale and Form**

The City shall ensure higher-density development adjacent to existing residential neighborhoods provide transitions in scale and form through objective design standards. [RDR]

LU-9.3 Community Preservation Ordinance

The City shall continue to administer and enforce the Community Preservation Ordinance to maintain quality of life. [RDR]

LU-9.4 Trees and Landscaping.

The City shall protect the existing tree canopy and encourage tree planting including drought-tolerant landscaping and green infrastructure. [MPSP, RDR]

2.7 Public Infrastructure

The City of Millbrae manages an extensive system of public infrastructure and facilities. This goal and supporting policies are designed to ensure that public infrastructure uses enhance the quality of life for residents and meet the service needs of the community.

LU-10 *Ensure the adequate provision of safe and reliable public infrastructure and facilities to meet the City's current and future needs.*

LU-10.1 Maintaining Public Infrastructure

The City shall maintain public infrastructure to ensure the provision of safe and reliable infrastructure to meet the City's current and future needs, including facilitating upgrades to the utility infrastructure necessary for improved and emerging technologies. [CSO]

LU-10.2 Adequate Municipal Services and Facilities

The City shall continue to ensure that new and existing developments can be adequately served by municipal services and facilities in accordance with City standards. [RDR]

LU-10.3 Development Impact Fees

The City shall regularly evaluate and update development impact fees, including area fees for specific plan areas, to ensure that new development pays its fair share of costs to offset the costs of public capital facilities and infrastructure that is needed to serve new demand created by development projects. This includes, but is not limited to, fees for public safety, libraries, general government facilities, transportation (including both roadway and alternative mode facility improvements), parks and recreation land and facilities, water, sanitary sewer, stormwater drainage, and other required capital facilities and infrastructure. [RDR]

LU-10.4 Capital Improvement Program

The City shall continue to fund maintenance, improvements, and expansion of city infrastructure, including sewer and sanitary sewer utility lines and water infrastructure through a multi-year Capital Improvement Program. [FB]

LU-10.5 Undergrounding Utilities

The City shall require new developments to underground utilities, whenever it is feasible to do so. [RDR]

LU-10.6 Water, Storm Drainage, and Sanitary Sewer System

The City shall continue efforts to replace and retrofit the City water storage tanks, water distribution system, storm drainage system, and the sanitary sewer collection system. [SO]

2.8 Environmental Justice

The State enacted Senate Bill 1000 (SB 1000) in 2016 in response to increasing concerns about vulnerable communities in California that experience disproportionate environmental impacts. SB 1000 requires general plans adopted after January 1, 2018, to incorporate goals, policies, and objectives related to environmental justice. Effective environmental justice policies are those that reduce the unique or compounded health risks in disadvantaged communities by reducing disproportionate exposure to pollutants or other hazards, promote healthy habits, prioritize necessary infrastructure improvements and programs, and promoting civic engagement in the public decision-making process. The City of Millbrae is committed to fostering a healthy environment for all city residents. The following goals and policies are intended to guide the advancement of environmental justice in Millbrae.

LU-11 *Ensure that all land use decisions benefit Millbrae residents equally and do not create a disproportionate burden to any resident based on location, income, race/ethnicity, educational status, or national origin.*

LU-11.1 Environmental Justice Consideration

The City shall consider potential adverse health and safety impacts associated with land use decisions and reduce negative impacts on residents from hazardous materials, industrial activities, facility locations, and design features. [RDR]

LU-11.2 Environmental Protection

The City shall apply environmental protection measures equally among all neighborhoods and areas within the community. [RDR, MPSP]

LU-11.3 Equitable Public Services

The City shall equitably provide public services and infrastructure, including parks, recreational facilities, community gardens, and public safety facilities, to all Millbrae residents. [SO]

LU-11.4 New Incompatible Uses

The City shall limit the introduction of new incompatible land uses and environmental hazards into existing residential areas. [RDR]

LU-11.5 Safe and Sanitary Housing

The City shall provide standards for development that promote safe and sanitary housing through implementation of the Housing Element. [MPSP, PSR]

LU-12 *Ensure all residents have equal access to healthy foods, education, green spaces, and medical services.***LU-12.1 Access to Community Resources**

The City shall identify and address gaps in access to residential, commercial, recreation facilities, natural open spaces areas, and physical and mental health resources, to help ensure that these resources are equally available to all residents. [PSR, SO, IGC]

LU-12.2 Equity in Capital Projects

The City shall promote equitable investment in capital improvements citywide. [FB]

LU-12.3 Healthy Food Providers

The City shall encourage farmers' markets and affordable healthier food options, particularly near child-oriented uses. (e.g., schools, day care, parks). [JP]

LU-12.4 Acceptance of Government-Issues Vouchers

The City shall coordinate with the Millbrae Farmer's Market vendors and local food retailers to accept payment through Electronic Benefit Transfer (EBT), which allows residents in the Supplemental Nutrition Assistance Program (SNAP) and the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) to purchase food with their program benefits. [JP]

LU-13 *Fully engage the public in City decision-making and facilitate public involvement in civic life.***LU-13.1 Accessibility to City Events**

The City shall strive to schedule City events using different days, times, and formats (i.e., virtual and digital accessibility, interpretation services, and closed captioning) to encourage and facilitate participation among community members with work, school, and other obligations that conflict with more traditional scheduling. [SO, PI]

LU-13.2 Innovative Communication

The City shall promote and implement new and innovative approaches to facilitate communication between members of the community and City elected officials and staff members. [SO]

LU-13.3 Facilitate a Culture of Inclusion

The City shall work with non-profit, faith, education, and other community-based partners to facilitate a culture of inclusion, empathy, compassion, acceptance, and unity. (e.g., schools, day care, parks). [JP]

LU-13.4 Transparent Public Decision-Making

The City shall ensure transparent public decision-making processes through effective public outreach, engagement, and participation that is inclusive of socially disadvantaged individuals and groups. [SO, PI]

LU-13.5 Community Budgeting

The City shall engage the community through multiple participation opportunities in the City's budget process. [FB]

LU-13.6 Supportive Collaboration

The City shall continue to collaborate with other organizations and groups to provide services and programs for all Millbrae residents. [SO, JP, PI]

2.9 Implementation Programs

Programs	Implements Which Policy(ies)	Responsible Supporting Department(s)	2022 – 2025	2026 – 2030	2031 – 2040	Annual	Biennial	Ongoing
A Comprehensive Zoning Ordinance Update The City shall review and update the Millbrae Zoning Ordinance to ensure consistency with the 2040 General Plan and the Downtown and El Camino Real Specific Plan, to include objective design standards and review processes.	LU-1.3 LU-3.3 LU-4.1 LU-9.2 LU-9.4	Community Development	■					
B Objective Residential Design Standards The City shall prepare and implement Objective Residential Design Standards.	LU-3.2	Community Development	■					

Programs	Implements Which Policy(ies)	Responsible Supporting Department(s)	2022 – 2025	2026 – 2030	2031 – 2040	Annual	Biennial	Ongoing
C Design Review Process for Residential, Commercial, and Mixed-Use Projects The City shall review and update the design review process for residential, commercial, and mixed-use projects. The City shall revise the process to assist City staff and decision makers in their decision-making process and applicability of objective design standards. This review and update shall consider the adoption of a Director’s Administrative Decision process that provides for discretionary staff review as an alternative to requiring Planning Commission review.	LU-3.3	Community Development	■					
D Historic Neighborhood Ordinance. The City shall prepare a historic neighborhood ordinance that establishes objective standards for the identification and preservation of historic neighborhoods.	LU-3.1 Lu-3.3	Community Development	■					
E City Facilities Master Plan The City shall prepare a City Facilities Master Plan that describes the City’s vision for the future creation of a civic center district, and a timeline of the actions the City needs to take to achieve this vision. The plan shall include planning for the provision of adequate public facilities, and maintenance of these facilities.	LU-8.1 LU-8.2	Public Works Community Development		■				

Programs	Implements Which Policy(ies)	Responsible	2022 – 2025	2026 – 2030	2031 – 2040	Annual	Biennial	Ongoing
		Supporting Department(s)						
F Street Tree and Landscape Master Plan The City shall complete and adopt a Street Tree and Landscape Master Plan. The plan shall include an inventory of existing street trees, establish locations and a timeline for new tree plantings, and implement the Broadway and El Camino Real Streetscape Plan. The plan should include special plantings at gateways to the city. Themes throughout the plan shall include promoting the use of indigenous species and the concept of interconnected open space linked by dense street plantings along the sides of streets and in median strips.	LU-6.5 LU-9.4	Recreation Public Works	■					
G Tree Preservation Ordinance The City shall update the Tree Protection and Urban Forestry Program Ordinance to update the types and sizes of trees on private property to be protected, and to establish the standards to make decisions about tree removal permits, the procedures for tree removal or major trimming, and the requirements for replacement trees.	LU-9.4	Public Works	■					
H Development Impact Fee Review The City shall review and update the development impact fees consistent with state law to ensure that new projects pay their fair share of the costs necessary to improve or expand capital facility infrastructure and to serve them. A new Area Development Impact Fee will be adopted for the Downtown and El Camino Real Specific Plan.	LU-10.3	Community Development	■					■

Programs	Implements Which Policy(ies)	Responsible Supporting Department(s)	2022 – 2025	2026 – 2030	2031 – 2040	Annual	Biennial	Ongoing
I Capital Improvement Program (CIP) The City shall review and update the Capital Improvement Program (CIP) as part of the budget process to ensure adequate and timely provision of capital facilities and infrastructure and economic development activities.	LU-10.4	Public Works						■
J Recycled Water Plan The City shall prepare and implement a Recycled Water Plan that provides principles, policies, educational components, and actions that promote the use of recycled water. The City shall pursue grant opportunities as a funding mechanism for the Plan.	LU-10.6	Public Works		■				
K Storm Drain Master Plan The City shall update the Storm Drain Master Plan (August 2018) to ensure sufficient capacity for stormwater runoff from development and to reduce the potential for flooding in low-lying areas.	LU-10.6	Public Works		■				
L Capital Improvement Prioritization The City shall establish a defined set of criteria that measure and prioritize equitable distribution of Capital Improvement Projects (CIP) citywide and use the criteria in all future CIP Program decisions	LU-11.4 LU-12.2	Public Works Community Development	■					

Programs	Implements Which Policy(ies)	Responsible	2022 – 2025	2026 – 2030	2031 – 2040	Annual	Biennial	Ongoing
		Supporting Department(s)						
M Rental Multi-Family Housing Inspection Program The City shall evaluate creation of a new program, including inspection fees, to ensure that all multi-family rental housing is inspected on a three to five-year cycle to ensure compliance with all building, housing, and other codes for safe and sanitary housing.	LU-11.5	City Manager Community Development	■					
N Community-Based Budget Process The City shall develop and facilitate a community engagement opportunity in the development of the City budget to provide the public an opportunity to identify funding priorities annually.	LU-12.2 LU-13.5	City Manager		■				
O Environmental Justice Outreach The City shall prepare and use clear and inclusive outreach materials, expand media campaigns, and implement other strategies (i.e., translation services) to increase and advance environmental justice initiatives.	LU-13.1 LU-13.2 LU-13.3 LU-13.4 LU-13.5 LU-13.6	Community Development	■					
P Community Engagement The City shall prepare and implement a program that includes new and innovative mechanisms to communicate and engage members of the community who are not typically active in civic issues to foster stronger relationships with the City and the San Mateo County Sheriff's Office Millbrae Police Bureau	LU-13.2	Community Development	■					

Programs	Implements Which Policy(ies)	Responsible	2022 – 2025	2026 – 2030	2031 – 2040	Annual	Biennial	Ongoing
		Supporting Department(s)						
Q Vacant Property Remediation The City shall prepare an ordinance as directed by the City Council to remediate vacant properties and the negative fiscal impact of vacant properties in the city.		City Attorney		■				

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