

Date of meeting: 06/06/05

Agenda Item: _____

TO: Honorable Mayor and City Council

Arne Croce, City Manager

DATE: June 1, 2005

Robert Beyer, Comm. Devel. Director

SUBMITTED
BY:

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Ronald Munekawa, Chief of Planning

SUBJECT: **PA 20-124 SAN MATEO RAIL CORRIDOR TRANSIT ORIENTED DEVELOPMENT
PLAN AND FINAL ENVIRONMENTAL IMPACT REPORT**

RECOMMENDATIONS

That the City Council adopt the following resolutions to approve the San Mateo Rail Corridor Transit Oriented Development Plan:

- I. Approve City Council Resolution No. (*), to certify the Final Environmental Impact Report (FEIR) and adopt the environmental findings, mitigation measures, and statement of overriding considerations; and approve the Mitigation Monitoring and Reporting Program included as Exhibits A and B to Resolution No. (*);
- II. Approve City Council Resolution No. (**), to adopt the San Mateo Rail Corridor Transit Oriented Development Plan (Corridor Plan), as modified, as included in Exhibit A of Resolution No. (**); and
- III. Approve City Council Resolution No. (***), to adopt the associated General Plan Amendments included as Exhibit A of Resolution No. (***) .

BACKGROUND

Adoption of the Draft Rail Corridor Transit Oriented Development Plan (Corridor Plan) and certification of the Final Environmental Impact Report (FEIR) was recommended by the Planning Commission at their March 22nd meeting. The City Council conducted a study session on the FEIR and the Corridor Plan on April 4, 2005 and a public hearing on April 18th (the administrative reports are attached). The Council certified the Environmental Impact Report at the meeting of April 18th, closed the hearing on the Corridor Plan, and continued the item to allow staff to respond to several issues.

CORRIDOR PLAN ISSUE DISCUSSION

The Corridor Plan provides a framework for the long-term development of the Corridor Plan Area. The Plan identifies goals, objectives and policies intended to facilitate transit-oriented development (TOD) that would create an integrated pattern of land use, urban design, and circulation that is compact, pedestrian-friendly, and will result in less automobile trips than traditional development approaches. This report responds to Corridor Plan issues raised at the April 18th hearing.

Parks and Open Space

The Draft Corridor Plan proposes that there be one *contiguous* 15-acre park within the Hillsdale TOD area. The CAC considered the Bay Meadows area an opportunity site for an additional large park area needed within the City. The Bay Meadows proposal differs from the Draft Corridor Plan in that it does not propose a 15-acre contiguous park, but rather provides a 15-acre park system with a large community park and several smaller parks.

At the April hearing, the Council comments supported retaining a requirement for 15 acres of public park space that could accommodate both active and passive uses. Short of discussing actual programming of parks, the Council requested additional information regarding the size and space requirements for potential uses and sample configurations for the proposed park space if all acres are not contiguous. The Council also wished to have feedback from the Park & Recreation Commission.

In response to comments about the need for a large park, the Bay Meadows Plan has been revised to increase the size of the proposed community park from 10 to 12 acres. It has also been revised to combine several of the smaller park areas into two 1.5-acre parks that are capable of being programmed for park activities, which was not possible with the series of smaller parks originally proposed. In combination, the three parks comprise a usable 15-acre park system that could be dedicated to the City. (See Attachment 4 for a table and graphics indicating the changes.) In addition, the view corridor from Bay Meadows I through to the proposed town square and southern end of the train platform has been widened and enhanced as a pedestrian promenade, as has the connection from the community park to the northern end of the station platform (see Attachment 5). This area is not counted as part of the proposed park system.

A 12-acre park can accommodate a number of passive and/or active activities. Without any intent to suggest how to program the park at this time, the figures in Attachment 6 illustrate various ways to conform different ball fields and activities as examples of what can be accommodated. In addition, both of the 1.5-acre parks are of adequate size to program other types of activities such as playgrounds and basketball courts, which don't require as much space. The shape of the two 1.5 acre parks also contributes to the

provision of a variety of spaces that fulfill different functions, which both the CAC and the Park & Recreation Commission and staff have supported. Passive park uses are able to be designed within the context of each of the three parks in the 15-acre system.

Some questions have been raised about the functionality of the Linear Park. It is 80 feet wide (half the width of a football field) and approximately 700 feet long (two and a third football fields in length) and so may accommodate various activities along its length while providing ample areas for open lawns, landscaping and pathways. This park also functions to connect the view corridor on the south with the Community Park to the north.

Planning Commission

On May 24, 2005, the Planning Commission conducted a study session to review revisions to the Bay Meadows Specific Plan, including the new park plan. While the Commission indicated they would defer to the Park and Recreation Commission on most aspects of the park plan, they did provide some comments. The Commission's draft minutes are included as Attachment 7, and are summarized as follows:

- They would prefer more park acreage, if possible
- The 12 acre Community Park was viewed as a reasonable size to accommodate a variety of active and/or passive activities
- There was some discussion of enlarging the Central Neighborhood Park (taking acreage from other parks) and moving it closer to the middle of the site
- The improvements to the view corridor were seen as substantial and well supported

Park and Recreation Commission

On May 25, 2005, the Park and Recreation Commission conducted a study session to review revisions to the Bay Meadows Specific Plan park program, which had been made in part to respond to the Commission's comments when they reviewed the Plan a year ago. The Commission's draft minutes are included as Attachment 8, and are summarized as follows:

- The Commission said that the revisions substantially addressed the comments from their previous review.
- They indicated that while a 15 acre Community Park was preferable to a 12 acre park, they felt that the manner in which the 15 acre park system was configured would provide flexibility to accommodate a variety of different program needs and they were accepting of it.
- The Commission was also satisfied with the engineering explanation of the "dry storage" component of the 12 acre park and that the number of times the area would need to fulfill the storm water retention function was very limited and the usability of the fields following such events would not be affected.
- Concerns were expressed regarding the usability of the 80-foot wide, 1.5 acre Linear Park. The Commission was concerned that if that area could not be programmed to fulfill additional functions other than as a "glorified median strip",

that acreage should be added to Central Park to create a 3 acre park. They also expressed that if the Linear Park can be appropriately programmed, that a further improvement would be to better locate it to link with the station or one of the other park or Town Square spaces.

- Several Commissioners expressed a preference for having water features in parks, as they could be “destination elements”.

Should the Council wish to modify the Draft Corridor Plan requirement for a 15-acre “contiguous” park, Corridor Plan Policies 5.5, 6.21, and 6.26 would need to be modified. Suggested alternative language is indicated below in bold text:

POLICY 5.5 PROVIDE FOR THE CREATION OF 15 ACRES OF CONTIGUOUS PUBLICLY ACCESSIBLE PARK WITHIN THE HILLSDALE STATION TOD AREA.

ALTERNATIVE POLICY 5.5 PROVIDE FOR THE CREATION OF A USABLE 15 ACRE PARK SYSTEM OF PUBLICLY ACCESSIBLE PARKS WITHIN THE HILLSDALE STATION TOD AREA.

POLICY 6.21 PROVIDE A 15 CONTIGUOUS ACRE PARK, ALONG WITH OTHER PARKS OR OPEN SPACE REQUIRED BY PROJECT APPROVALS, THAT ADDS TO THE CITYWIDE OPEN SPACE SYSTEM.

ALTERNATIVE POLICY 6.21 PROVIDE A MINIMUM 12 CONTIGUOUS ACRE PARK, AND OTHER PARKS OR OPEN SPACE WITHIN THE HILLSDALE TOD SITE THAT TOTALS 15 ACRES, THAT ADDS USABLE AREA TO THE CITYWIDE OPEN SPACE SYSTEM.

POLICY 6.26 PROVIDE FOR ONE 15 ACRE PARK IN THE HILLSDALE TOD ZONE, WHICH COULD ACCOMMODATE ACTIVE SPORTS AND/OR PASSIVE USES.

ALTERNATIVE POLICY 6.26 PROVIDE FOR A USABLE 15 ACRE PARK SYSTEM WITHIN THE HILLSDALE TOD ZONE, WHICH COULD ACCOMMODATE ACTIVE SPORTS AND/OR PASSIVE USES.

Sustainable Development

The following italicized policy and text was recommended by the Planning Commission. At the hearing on April 18th, staff provided information about the types of measures that would help meet the intent of the policy. Council comments questioned whether the language provided adequate direction to “encourage sustainable development”.

POLICY 6.32A ENCOURAGE SUSTAINABLE DEVELOPMENT THAT INCLUDES USE OF GREEN BUILDING DESIGN PRACTICES THAT MAKE EFFICIENT USE OF

RESOURCES AND PREVENT POLLUTION AND WASTE

Sustainable developments (for example, developments with buildings meeting the standards of the Leadership in Energy and Environmental Design (LEED) Green Building Rating System) are environmentally responsible, profitable and healthy places to live and work. Sustainable development is energy and water efficient, durable and nontoxic, with high-quality spaces. Sustainable development reduces burdens on local infrastructure, minimizing its impacts on the surrounding existing community. Sustainable development in the Plan area will minimize use of limited resources like energy and water, will help San Mateo comply with environmental protection requirements like those for waste reduction and water quality protection, and will maximize access to light in both indoor and outdoor spaces.

The Corridor Plan, with its TOD policies, provides a significant step toward implementation of sustainable development, as TOD is recognized as a sustainable development practice. This is borne out by information from the LEED organization regarding a set of green building practices that would apply to neighborhood development (a future “LEED-ND” certification), as opposed to single buildings. Practices already identified include increased density, proximity to transit, mixed use, mixed housing type, infill development, and pedestrian- and bicycle- friendly design. An objective basis on which to certify developments as “smart growth” has yet to be developed.

The policy would be implemented on a case-by-case basis until the City adopts a “sustainable (green) building program”, which staff recommends as the most appropriate approach to the issue. For the Bay Meadows development, the policy would be implemented through sustainability measures that will be included within the Specific Plan. Review of other projects with the Corridor Plan area would include the following:

- Submittal of the San Mateo County Sustainable Buildings Checklist (This is a first step to raising the consciousness of the developers, it provides staff with a standard set of potential measures to urge developers to adopt, and it becomes an information gathering tool as the City moves toward a “Green Program”)
- Advice to applicants regarding any measures of special interest to the Commission and Council toward achieving sustainable development (A developer’s achievement toward that goal would then be indicated on the Sustainable Buildings Checklist during the SPAR process and be part of the decision-making process)
- Condition that developers utilize PG&E’s “Savings by Design Program” (an incentive program to build green and save energy costs)

- Implement existing City codes requiring drought-tolerant landscaping for 90 percent of all landscape areas (except for allowable turf area), low-flow toilets, and waste diversion rates of up to 60% of certain construction and demolition materials is required.

The City's Building Division has also initiated development of a city-wide sustainable building program and will separately review a draft program with the Council in the future (currently anticipated in the spring '06). Mandating certain requirements in the absence of a site plan and building proposal or requiring a LEED certification without knowing the implications on a specific building is not recommended.

Water Quality Protection

The following italicized policy and text was recommended by the Planning Commission. There were questions raised by the Council regarding how this policy would operate.

*POLICY 6.9a INTEGRATE WATER QUALITY PROTECTION INTO
STREETScape IMPROVEMENTS, STREET CROSS
SECTIONS, PARKING FACILITIES, PLAZAS, AND OPEN
SPACE*

San Mateo's NPDES permit for urban runoff requires treatment of runoff from new development. Borel Creek and the Marina Lagoon receive runoff from the Plan area. Integrating runoff treatment features into designs—particularly for paved area like streets and parking areas—creates visually attractive, yet functional systems to protect residents and wildlife downstream. While features like grassy swales, curb cuts or curbless road edges, rain gardens, and pervious pavement are not shown in conceptual cross section drawings in this plan, it is the intent of this policy that these and similar urban runoff treatment features should be examined and incorporated into designs where practical.

The policy provides direction to integrate water quality protection measures into a project early in the design process rather than only at the construction phase. This policy will be implemented on a case-by case basis as development occurs in the Corridor Plan area.

The policy will be further implemented by the requirement for projects to obtain a National Pollutant Discharge Elimination System (NPDES) Permit from the California Regional Water Quality Control Board, San Francisco Bay Region (Regional Board) before construction is allowed to proceed. To obtain a permit, a project must demonstrate that it will utilize storm water quality Best Management Practices (BMPs) to reduce pollutant introduction into the water courses from storm water discharges.

Due to the diversity in climate, receiving waters, construction site conditions and local requirements, there is a range of implementation measures available for any given project. The BMPs that are available for use in the Corridor Plan can be broadly summarized as follows:

Treatment Control BMPs are structural practices that seek to treat runoff using one or more of the following treatment methodologies:

- Retention / Detention e.g. dry detention basins, wet ponds, cisterns, crushed stone reservoir base rock under pavements
- Infiltration / filtration e.g. biofilters, swales, rain gardens
- Mechanical devices e.g. oil separators, media filters

Source Control BMPs are non-structural, operational practices that control pollutants at the source, including:

- Provision of efficient irrigation systems
- Provision of storm drain system signs to reduce waste dumping
- Porous paving
- Alternative building materials
- Appropriate design of trash enclosures and outdoor material storage areas

Each project in the Corridor plan will have unique drainage requirements and site constraints, therefore the BMPs that are approved by the Regional Board will also be unique. This policy sets forth the general goal of water quality protection, which will then be used as a basis of evaluation for all future projects, which the staff finds is the appropriate approach to be used.

Water Conservation

The following italicized text was recommended by the Planning Commission as a *measure* in addition to Corridor Plan policies. There was a question from the Council regarding the types of measures that would be included.

Direct City staff to actively explore measures available to the City to reduce water use and to report back to the City Council with recommendations for City actions. Available measures may include but are not limited to:

- i. the use of recycled water, consistent with existing General Plan policy L.U. 4.4 Water Supply, which states, 'Investigate the feasibility of developing reclaimed water facilities or ground water that will enable reuse of water*

for irrigation purposes, freeing comparable potable water supplies for other uses.” Recycled water opportunity sites include golf courses.

- ii. development or sewer use fees to fund city-managed water supply demand side management programs like low-flow toilet installation rebates and industrial and commercial water use audits.*

As the Planning Commission’s recommended language states, the above water conservation measure is direction to staff to explore these and other measures and report back to the Council. The Council will have an additional opportunity to review these measures once the specifics have been determined. Staff recommends that this approach be used to examine this issue.

The study of a reclaimed water system would include a description of its component parts: a collection system, a treatment system and a distribution system. The methods of collecting water for recycling most likely to be feasible in San Mateo are:

- A centralized treatment facility at the San Mateo Wastewater Treatment Plant (SMWTP). This facility would be designed to further treat the cleaned effluent from the treatment plant.
- Require all new development to install dual plumbing systems to collect grey water from sinks, baths and showers. Construct a second sanitary collection system in City streets to transfer grey water to the new treatment plant(s). Construct new treatment plants.

Both the above schemes would then require construction of a distribution system, including a piping network, pump stations, and other required infrastructure. The “feasibility” (including cost) of developing this type of water system will be included in the report back to the City Council. The City’s previous experience with the use of reclaimed water will also be documented.

Regarding establishment of “development or sewer use fees”, staff would examine the nexus for imposing such a fee, as well as the economic impact of imposing an additional development fee. The specific measures to be funded by such a fee would also be explored.

Retail Area

The Corridor Plan currently calls for 100,000 square feet of ground floor retail to be located to the east of the tracks along the Delaware extension between 28th and 31st. The revised Bay Meadows program proposes significantly less residential and office space than the original Bay Meadows land use program, but proposes 150,000 square

feet of retail. The analysis in the EIR assumed a much larger land use program for the Bay Meadows site than currently proposed, and so from an environmental standpoint, the change would not generate any significant impacts.

Council comments questioned the mix of retail uses and the desire that this retail area not impact the retail uses on 25th Avenue and the Hillsdale Shopping Center. The Corridor Plan emphasizes the intent for “transit-supportive” uses to be provided, as opposed to the “destination” retail characterized by Hillsdale Shopping Center. These are retail and service uses that would primarily cater to the new residents and employees in the TOD neighborhood, thereby limiting the impact on existing retail areas located in other neighborhoods. These are intended to be convenience uses similar to the City’s existing neighborhood commercial uses such as a deli, neighborhood market, drug store, dry cleaner, bicycle shop, shoe repair, health club, restaurant, or variety/hardware. These uses would be codified into the new Zoning Code “TOD” classification following action on the Corridor Plan and so would be subject to subsequent Council review. These types of uses reduce the need for those residents and employees to have to rely on a single-occupancy vehicle for their errands.

Staff recommends this modification to 150,000 square feet as it does not have any adverse environmental effects and is still consistent with the TOD principals and “transit village” concept of the Corridor Plan. Should the Council wish to include this modification, the following text change to page 5-6 of the Corridor Plan should be included with Exhibit A (Corridor Plan Modifications) to Resolution (**):

Ground Floor Retail Uses

Ground floor retail uses such as shops and restaurants are permitted and encouraged for specific locations within this zone. These uses should be, for the most part, convenience oriented, providing goods and services, which residents and commuters alike could easily walk to and from. On the east side of the Cal Train tracks, these uses should be oriented to line both sides of the Delaware Street extension, from 28th and 31st Avenues and should not exceed ~~400,000~~ 150,000 square feet.

Residential Density

The Corridor Plan currently calls for a range of residential density from a *minimum* of 40 units per acre to a maximum of 50 units per acre over a portion of the Bay Meadows site. The requirement for a minimum density is a vestige of the original draft Corridor Plan with greater proposed heights and intensities (70 units per acre, 75 feet building heights, and density based on “gross” acreage). The subsequent modifications to address the Measure P (50 units per acre and 55 feet and the change to measure density based on “net” acreage) suggested that the minimum density limit should be reduced or eliminated. There are no other areas in the Hillsdale TOD zone where there is a minimum density requirement.

At the hearing of April 18th, staff had recommended eliminating the minimum density requirement because no other minimums were designated in the Hillsdale Station TOD zone and TOD intensities will otherwise be achieved through Corridor Plan policies to develop at “transit supportive” densities and “maximize the potential” of the Hillsdale Station area.

Council comments requested additional assurance that “transit-supportive” densities would be achieved. In order to provide this assurance, an alternative would be to provide a density range of 25 to 50 units per acre across the whole Hillsdale Station TOD zone. This would be consistent with the density range in the Hayward Park TOD and along with other Corridor plan policies would result in intensification around the station and transit-supportive densities throughout the TOD zone.

Should the Council wish to incorporate a density range within the Hillsdale Station TOD, the following text change to page 5-4 of the Corridor Plan should be included with Exhibit A (Corridor Plan Modifications) to Resolution (**), and the Intensity Map would likewise be modified:

Three land use and development density zones are included in this area, as shown in *Figure 5.3*. The density range within the Hillsdale Station TOD zone is 25 to 50 units per net acre.

1. East of the Delaware Street extension
2. Adjacent to the Delaware Street extension
3. West of the Delaware Street extension

East of the Delaware Street Extension

The zone east of the Delaware Street extension allows multi-family residential development with a ~~minimum gross density of 40 units per acre and a~~ maximum of 50 units per acre.

Bay Meadows – Recognition of Importance to Local History

The following italicized policy and text that was recommended by the Planning Commission. Council comments suggested some of the suggested measures were overly specific. In particular, re-naming the station from “Hillsdale” to “Bay Meadows” was outside the jurisdiction of the City. Staff explained that the items included in the policy language were purely suggestions, but the reference to re-naming the station has been removed from the Commission’s recommended policy.

POLICY 5.4a RECOGNIZE THE IMPORTANCE OF RACING AT BAY MEADOWS TO THE CITY OF SAN MATEO’S HISTORY

Should the Bay Meadows racetrack close and is replaced with development in accordance with this plan, when the City reviews the development proposal for the racetrack area, it will ensure that measures are taken to memorialize the Bay Meadows racetrack history. Such measures could include, for example, that a

photo history and book archive are maintained at the library, ~~the new train station is named after the track to mark its location,~~ that some significant architecture element is retained and incorporated into the civic plaza, that a public art feature in the area call attention to its history.

RESOLUTION AND EXHIBITS

The resolutions and supporting exhibits are being separately forwarded from the Attorney's Office.

ATTACHMENTS

1. City Council April 18, 2005 Hearing – Administrative Report
2. City Council April 4, 2005 Study Session - Administrative Report
3. 2005 Traffic Mitigation Report Update (Previously provided to the Council in the April 18, 2005 hearing packet)
4. Revised Park Locations and Acreages
5. Park Connectivity Diagrams
6. Illustrative Park Conformation Diagrams
7. Planning Commission Draft Minutes from the May 24, 2005 Study Session
8. Park and Recreation Commission Minutes from the May 25, 2005 Study Session
9. Communication from the Public [None have been submitted at this time]

cc: Planning Commission
Public Works Commission
Park & Recreation Commission
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Beresford/Hillsdale)