



CITY OF SAN MATEO

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Agenda Report

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TO: City Council
FROM: Drew Corbett, City Manager
PREPARED BY: Community Development
MEETING DATE: August 19, 2019

SUBJECT:
General Plan Update - Study Areas

RECOMMENDATION:

Consider the proposed study areas for the 2040 General Plan and provide direction on the study area boundaries.

BACKGROUND:

In 2018, the City Council authorized the update of the General Plan (GP), which serves as a “blueprint” for the future of the city. The GP is intended to cover a wide range of topics including land use, urban design, circulation transportation, housing, noise, safety, and parks, open-space and conservation throughout the city. In authorizing the General Plan Update (GPU) project, the Council emphasized the importance of community outreach and input in shaping the city’s future. Since the project kick-off in September 2018, there have been several events/meetings about the GPU effort to gather community input. At its April 1, 2019 meeting, the City Council gave final direction on the Vision Statement. The Vision Statement articulates a vision for San Mateo’s future in 2040 and will serve to guide future decisions on study areas, land use alternatives, and goals, policies, and programs to achieve the outcomes and values articulated by the community. The Vision Statement is included as Attachment 1.

LAND USE ALTERNATIVES – SELECTION OF STUDY AREAS

The GPU process has now entered its next phase, development of land use alternatives. The land use alternatives will explore different possible scenarios for the physical development and conservation of the city and is comprised of multiple steps. The first step in this phase is identifying “where” to study (referred to as the study areas) and will be followed by “what” as the next step. Detailed information on the various steps in the land use alternatives phase will be discussed later in this report. Once study areas are identified, the community will have the opportunity to share its ideas on the different type and range of development that should occur in each study area.

Public Engagement

A total of 1,148 participants have provided input on the General Plan Update to date. The identification of study areas included a wide variety of public engagement to provide different options and flexibility for community members to provide input:

- Saturday, June 8 - Community Workshop at the Main Library with interpreter headsets and bilingual facilitators
- Monday, June 10 - Community Workshop at Hillsdale High School with interpreter headsets and bilingual facilitators
- Friday, June 14 through Monday, July 15 - Online Study Area Mapping Exercise in English and Spanish
- Wednesday, June 26 - General Plan Subcommittee meeting
- Tuesday, July 23 – Planning Commission meeting

In addition to the meetings identified above, the GP team, including bilingual staff, attended several events and held popups at different locations to promote and encourage community attendance and input. The GP team conducted outreach at the following locations:

- Mi Rancho Market – 6/5
- Los Primos Taqueria – 5/7
- Door-to-door conversations with businesses and posting English & Spanish flyers – multiple days in April, 6/5, 8/6
- Downtown Caltrain Station – 5/7
- Hillsdale Caltrain Station – multiple days in April & May
- Philz Coffee shop – 4/19, 7/11
- Downtown San Mateo Association (DSMA) – 5/14
- Chamber Public Policy – 5/28
- Boys and Girls Club – 5/10
- Self Help for the Elderly – 4/12, 5/31
- Main Library – 5/7
- Senior Center – 5/10
- Central Park lawn area and recreation center - 5/7
- City Event - Eggstravaganza Event at Central Park – 4/20
- City Event - Central Park Music Series – 7/25
- City Event - National Night Out – 8/6

Community outreach and participation continue to be a challenge, especially for the hard to reach members in the community. The GP team continues to explore new outreach methods and adjust the community outreach and engagement strategy. The team is currently in the process of bringing on a bilingual facilitator and community engagement expert and identifying community-wide stakeholders to help reach all segments of the community.

Community Input on Study Areas

As mentioned above, the City held multiple meetings/workshops to obtain community input on the identification of study areas, and also provided an online option for those who could not attend in person. Community participation and input gathered from these sources are described below.

Community Workshops

The City held two community workshops in early June on different dates and times to provide flexibility for community members to participate. In total, 75 community members attended the community workshops. The majority of attendees indicated that they live in San Mateo, and 24 of the attendees who signed-in are new to the General Plan Update effort.

Both workshops began with an overview of the regional and local context of existing and projected population, housing, and job growth. Participants learned about the steps to create land use alternatives and how choosing study areas was the first step in an extensive process to decide upon a preferred land use and transportation scenario.

Following the presentation, participants worked together in small groups to identify study areas and areas for preservation on a workshop basemap. The small groups were offered the options of expressing strong interest in a study area (meaning there was substantial agreement among group members) or medium interest (meaning not all group members agreed that a given area should be studied). Groups could also identify areas that should be preserved. Between the two workshops, a total of 15 small groups provided marked-up maps and table notes. The workshop materials and copies of the completed small group maps, group table notes, and other written public comments can be found at:

<https://strivesanmateo.org/workshops-pop-up-events/>.

Online Exercise

In addition to the workshops, an Online Mapping Exercise was created and launched to provide an alternative means for community members who could not attend workshops or meetings to draw and share their ideas online for study areas or

areas for preservation. The Online Mapping Exercise was open for more than 4 weeks and was available in both English and Spanish.

There was a total of 1,017 visits to the site, with 193 participants identifying 277 study areas and 72 preservation areas. Additionally, respondents submitted 67 general comments. The responses and general comments are accessible via the project website at the www.StriveSanMateo.org website.

The City included a couple of demographic questions at the end of the online exercise to see how respondents are connected to the City. Approximately 173 individuals reported demographic data, which included questions about age and their relationship to San Mateo (i.e. resident, property owner, business owner, visitor, etc.) Approximately 83 percent of respondents were residents of San Mateo. Approximately 44 percent of respondents indicated that they own a property in San Mateo (see Figure 1). Additionally, the majority of respondents, approximately 66 percent, were 49 years old or younger (see Figure 2).

Figure 1 – Online Users Relationship to City of San Mateo

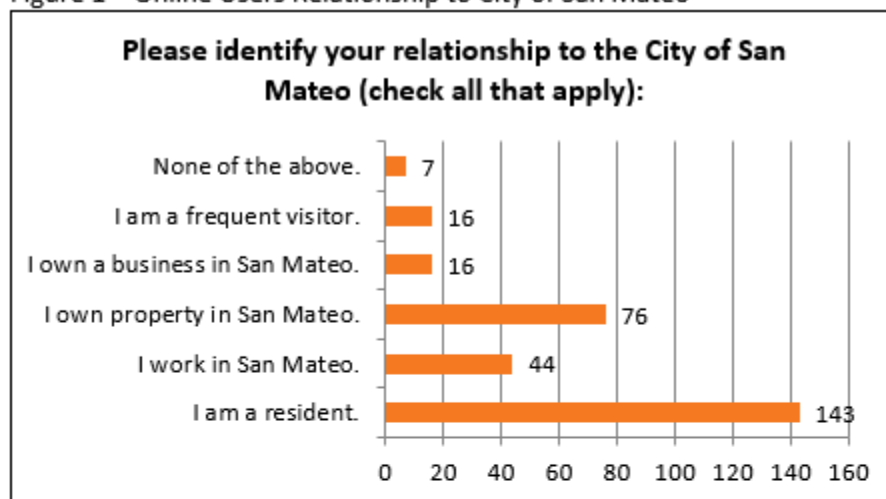
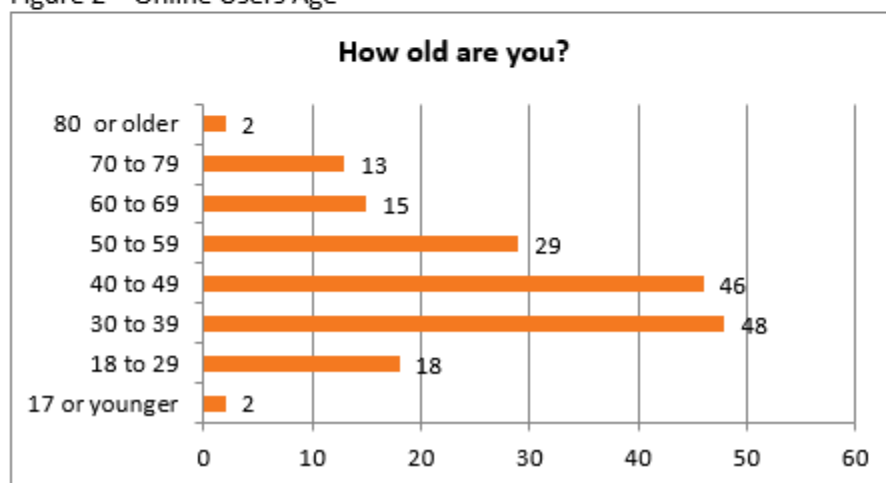


Figure 2 – Online Users Age



Written Public Comments

Community members have also submitted their ideas via written public comments. Since April 1, 2019, the City received several written public comment emails and letters regarding the General Plan Update. A dedicated page on the project website was created for public comments. Written comments submitted in-person, mailed or emailed are posted online at: <http://strivesanmateo.org/documents/publiccomments/>

Common Themes from All Public Input

The GP team analyzed ideas from all sources of input and noted the following common themes for areas to study and for preservation (note: themes below are not listed in order of importance):

- Study El Camino Real corridor area, enhance the El Camino Real corridor and connections to this area
- Study areas around the three Caltrain stations (San Mateo/Downtown, Hayward Park, Hillsdale)
- Focus future growth around the Caltrain stations and along El Camino Real
- Study aging office parks, shopping centers and older residential and retail areas
- Preserve the City's historic fabric and Downtown area
- Preserve existing open space and parks, and plan for new parks and community facilities in new developments
- Preserve walkable, neighborhood-serving commercial uses
- Preserve existing single-family neighborhoods

General Plan Subcommittee Input

On June 26, 2019, the General Plan Subcommittee (GPS) held a working meeting to provide its ideas about study areas. The GPS was asked to review the Compiled Study Area map (which was a consolidation of the 15 small group results from the June study areas workshops) and public comments. The GPS meeting materials, video of the meeting and the GPS's study area idea results are posted online at: <http://strivesanmateo.org/general-plan-subcommittee/>.

The compiled map showed the degree of community interest in a given area of San Mateo with darker colors indicating a stronger interest among groups at the two workshops to study or preserve. The GPS was then asked to help identify the areas and boundaries the City should consider as a potential study area. The GPS participated in a facilitated group exercise similar to the small group exercise that community members participated in during the June workshops.

It should be noted that at the time of the GPS meeting, the online mapping exercise was still open, therefore, the Compiled Study Area map that was provided to the GPS did not reflect the community input received via the online mapping tool. However, the ideas submitted online were accessible before, during, and after the GPS meeting. The GPS considered the compiled study areas map as well as the workshop basemap, and identified the following guiding principles for study areas:

- Focus future growth around the Caltrain stations and along El Camino Real
- Maintain access to commercial, medical, and other public services
- Consider historic resources when planning for future growth
- Plan for gradual transitions between varying land use intensities
- Preserve all City parks and plan for additional parks and open space in new development

Following this discussion, the GPS identified and agreed upon 10 study areas that it marked as areas for study, change, and growth, and these areas are:

- El Camino Real – This area encompasses properties that front onto El Camino Real.
- Bel Mateo/Mollie Stone Area – This area is generally bounded by El Camino Real to the east, City border (with Belmont) to the south, Beresford Street to the west, and 39th Avenue to the north.
- Rail Corridor Area – This area encompasses properties that front onto streets and is generally bounded by the Caltrain railroad tracks and Delaware Street to the east, 36th Avenue to the south, Hacienda Street/O'Farrell Street/Bovet Road to the east, and 16th Avenue to the north.
- Downtown Area – This is the same area as the Downtown Specific Plan study area. The GPS highlighted a few subareas in its discussion: North B Street, Claremont Street and Delaware Street, and area between Central Park and the Caltrain railroad tracks as areas to study for future change.

- Peninsula Avenue Area – This area encompasses properties that front onto streets in the area generally bounded by North Delaware Street to the east, Tilton Avenue to the south, San Mateo Drive to the west, and Peninsula Avenue to the north.
- North Bayshore and Shoreview Area – This area includes a mix of hotel, commercial, and residential uses. The area is generally bounded by Norfolk Street to the east, Dakota Avenue to the south, HWY 101 to the west, and Rogell Avenue to the north.
- Parkside Center Area – This area includes the non-residential properties that are located in the area generally bounded by the lagoon to the east, Borel Creek to the south, HWY 101 to the west, and Susan Court to the north, and the bridge portion of Fashion Island Blvd.
- Bridgepointe Shopping Center Area – Non-residential properties are included in this area, which are generally bounded by the City border (with Foster City) to the east, East Hillsdale Boulevard to the south, Edgewater Boulevard/Baker Way to the west, and Bridgepointe Circle to the north.
- Campus Drive Area - This area includes the office buildings located along Campus Drive.
- Alameda de Las Pulgas Area – This area includes office buildings that were constructed in 1985 or later, and are located along Alameda de Las Pulgas. While these sites were requested to be studied as part of the GPU, they are not recommended for study because the properties are located outside the half-mile radii of Caltrain stations and the buildings are 34 years old or less; therefore, they are less likely to receive redevelopment interest by 2040.

It should be noted that the GPS discussed inclusion of single-family zoned properties as a study area; but did not include it.

Technical Advisory Committee Input

Following the process to gather input from the community and the GPS, staff developed the initial draft study areas, which are numbered Study Area 1 through Study Area 11. Staff then formed a Technical Advisory Committee (TAC) for the General Plan Update effort, which is a staff working group comprised of representatives from multiple departments including, but not limited to, San Mateo Consolidated Fire Department, Economic Development, Finance Department, Parks and Recreation Department, Police Department, Public Works Department, City Attorney's Office, and Sustainability. The TAC meeting is an internal staff meeting not open to the public.

On July 9, 2019, the TAC met to review the initial draft study areas, including the adjustments provided by the GPS. The TAC provided additional comments to the study area boundaries as follows:

- Study Area 2, Bel Mateo/Mollie Stone Area – Expand the boundary to include the commercial area east of Railroad tracks.
- Study Area 6, Poplar Avenue/East Downtown Area - Expand the boundary to include Poplar Avenue given that Caltrans' current discussions for the Poplar Avenue entrance/exit to HWY 101 may result in changes to that area.
- Study Area 8, Bayshore/Parkside Center Area – Adjust the boundary to include Bay Shore Offices.
- Study Area 9, Hillsdale/Norfolk Area – Adjust the boundary to include more area around Hillsdale and HWY 101.

Application of Land Use Principles

Following the community workshops, General Plan Subcommittee meeting, online exercise, and Technical Advisory Committee meeting, the GP team synthesized all the input received, including written public comments, and prepared the Draft Study Area Boundaries Map [V1] (refer to Attachment 2). In drafting the map the following land use principles were considered:

- *Planning for growth.* Community planning, especially long-range planning, is about planning for future growth; San Mateo's population is estimated to grow by 25,000 by 2040, thereby requiring the need to plan for at least an additional 8,000 to 12,000 new housing units.
- *Create a range of housing opportunities and choices.* In addition to planning for population growth, every jurisdiction in California is obligated to plan for a designated amount of new housing units at various income-levels as determined by the State. The State determines the total number of new homes that need to be built in the Bay Area—and how affordable those homes need to be—in order to meet the housing needs of people at all income levels, referred to as the Regional Housing Need Allocation (RHNA). The final Association of Bay Area Governments (ABAG) housing allocation (RHNA) for the City of San Mateo for the 2014-2022 planning period was 3,100 housing units, up from 1,338 from the 2007-2014 planning period. San Mateo's next Housing Element update must be completed by December 2022 for the next 8-year planning period. It is anticipated that each jurisdiction's RHNA distribution will increase over previous RHNA allocations; but the methodology and percentage of increase has not yet been developed. The proposed methodology is estimated to be released in May 2020 and the draft allocations by January 2021. Cities that do not plan how they will meet this requirement and document it in their General Plan's Housing Element face potential legal challenges, and eligibility for state grants may be affected.
- *Mix land uses together.* Mixing residential and commercial uses near transit (transit-oriented development) provides more transportation choices, reduces the number of cars on the road, and reduces greenhouse gases.
- *Create an accessible, walkable and bicycle friendly community.* Create more accessible transit routes and infrastructure, and enhance pedestrian and bicycle safety through infrastructure improvements.
- *Provide a variety of transportation choices.* Multimodal transportation options are constantly changing and improving, thereby requiring different parking demands and reducing the use of a single-occupancy vehicle.
- *Encourage community and stakeholder collaboration in development decisions.*
- *Preserve open space, parks, and critical environmental areas.* The existing General Plan policy states a goal of 6 acres of combined Community/Neighborhood parks per 1,000 people. The current ratio of City-owned park acres per 1,000 people is 4.05. If there is any loss of City-owned park or open space land, the adopted standard would need to be considered as it could make it difficult to meet this goal.
- *Collaborate with Other Agencies.* Collaborate with other agencies and share information from regional efforts in planning for climate change adaptation. This includes careful consideration for uses that may be impacted by future sea-level rise, wildfires, etc. For example, new residential uses east of Highway 101 that would need to be designed to reflect that this area is the part of the city that is most subject to sea level rise and seasonal flooding.
- *Encourage retention of existing businesses and residents.* With redevelopment, encourage retention and avoid displacement of existing businesses and residents.

Planning Commission Recommendation

On July 23, 2019, the Draft Study Area Boundaries Map [V1] (Attachment 2) was presented to the Planning Commission. The GP team identified and recommended 11 study areas to the Planning Commission. Seven of the 11 proposed study areas are located wholly or partially within a half-mile radius of the Caltrain stations (including nearby stations in Burlingame and Belmont). Following public comment and focused discussion on each of the areas, the Planning Commission recommended the following changes to the study areas:

- Study Area 1, El Camino Real - Expand the boundary of El Camino Real area to generally encompass two blocks both east and west of El Camino Real. Please note that there are some overlap between Study Area 1 (ECR) and other study areas, the GP team applied common practice in utilizing parcel boundary and street lines.

- Study Area 2, Bel Mateo/Mollie Stone Area - Expand the western boundary to Beresford Street, inclusive of the multifamily and non-residential properties.
- Study Area 3, Rail Corridor Area - Expand the study area to encompass the half-mile radii of the two Caltrain stations (Hayward Park and Hillsdale stations).
- Study Area 5, Peninsula Avenue Area - Expand the western boundary to Highland Avenue.
- Study Area 6, Poplar Avenue/East Downtown Area - Expand the eastern boundary to HWY 101 and encompass half-mile radii of the Caltrain station.

In addition to the comments on the study areas, the majority of the Planning Commission also recommended:

- Studying districts currently zoned single family with regard to housing needs.
- Improving outreach to engage a much broader range of community members, including Hispanic community and renters.
- Equitably distributing housing across the city.

The boundaries were updated to incorporate Planning Commission recommendations as described above and included in Draft Study Area Boundaries Map [V2] (Attachment 3). Some study area boundaries include jogs and curves, this is due to the use of property/parcel boundary lines and street lines in developing the study area boundaries.

The meeting materials and video of the Planning Commission meeting are available on the City's website at: <https://sanmateo.primegov.com/Portal/Meeting?compiledMeetingDocumentFileId=1373>, and the draft minutes of the Planning Commission meeting are included as Attachment 4.

Staff Recommended Study Areas

At the August 19 meeting, the City Council will receive a presentation, hear public comments, and consider the staff recommendation for final study areas.

The staff recommendation for final study areas includes a majority, but not all, of the Planning Commission recommendations as described below and included in the updated map (Attachment 5). The proposed staff recommended study areas are:

- **Study Area 1, El Camino Real** – This area encompasses properties within 200 feet east and west of El Camino Real and includes a mix of different uses. Some of the buildings in this area are older or may not be at their optimal use, have vacant tenant spaces, and there are some underutilized sites including open parking lots. This is generally considered a prime area given that there are connections to the three Caltrain stations, there is SamTrans bus service with 15 min-headway for both north- and south-bound during peak commute time (6 AM – 8 PM) along El Camino that transports riders to other parts of the city and outside the city, and it is one of the major north-south corridors in the city. Based on all these factors, there is a higher likelihood that properties in this area may face redevelopment interest in the future.

Response to PC recommendation: In reviewing and visiting the neighborhoods within two blocks of El Camino Real, staff noted that the two blocks closest to El Camino Real do not follow a consistent pattern. The use of blocks would incorporate more area in certain neighborhoods compared to other neighborhoods, as some blocks are longer or shorter than others, and some blocks curve and vary in distance from El Camino Real. Staff recommends adjusting the boundary to generally encompass 200 feet east and west of the El Camino Real corridor, and utilize property/parcel boundary lines and street lines. Additionally, where there are overlaps with other study areas, the other study areas would take precedence.

- **Study Area 2, Bel Mateo/Mollie Stone Area** – This area is generally bounded by those non-residential properties to the east, City border (with Belmont) to the south, Beresford Street to the west, and 39th Avenue to the north. There is a mix of residential and commercial uses in the area. Some of the buildings in this area are older or may not be at their optimal use, and there are some underutilized sites including open parking lots. This is generally considered a prime area given that it is located between the Hillsdale and Belmont Caltrain stations, there is SamTrans bus service along El Camino that transports riders to other parts of the city and outside the city, and 41st Avenue is a prominent east-west connection in the southern part of the city. Based on all these factors, there is a higher likelihood that properties in this area may face redevelopment interest in the future.

Response to PC recommendation: The western boundary line was extended to Beresford Street to include multifamily and non-residential properties.

- **Study Area 3, Rail Corridor Area** – This area is generally bounded by the Caltrain railroad tracks and Delaware Street to the east, 36th Avenue to the south, Hacienda Street/O'Farrell Street/Bovet Road to the east, and 16th Avenue to the north. The area is comprised of a variety of different uses including residential, commercial, and service uses. Some of the buildings in this area are older or may not be at their optimal use, and there are some underutilized sites including open parking lots. This is considered a prime location for residents, workers, and visitors given that both the Hayward and Hillsdale Caltrain stations are located in this area, there are two shopping centers in this area, the area is serviced by multiple SamTrans bus routes as well as the AC transit, which provides connection to East Bay, and this area has direct access to two major freeways (HWY 92 and HWY 101). Based on all these factors, there is a higher likelihood that properties in this area may face redevelopment interest in the future.

Response to PC recommendation: The boundary of the study area was expanded to encompass properties within half-mile radii of the Hayward and Hillsdale Caltrain stations, and utilize property/parcel boundary lines and street lines. The western boundary line was extended to Hacienda Street, the eastern boundary line was extended to Grant Street, and the southern boundary line was extended to Poinsettia Avenue. The Bay Meadows Phase I blocks were not included since the development was constructed in the last 20 years and is less likely to receive redevelopment interest by 2040.

- **Study Area 4, Downtown Area** – This is a modification of the original Downtown Specific Plan study area, in that it is proposing to shift the eastern boundary from HWY 101 to Delaware Street. Some of the buildings in this area are older or may not be at their optimal use, and there are some underutilized sites including open parking lots. This is considered a prime location for residents, workers, and visitors due to the range of commercial businesses in downtown San Mateo, the convenient access to the San Mateo/Downtown Caltrain station, and other destinations located in this area (e.g. Central Park, movie theatre, medical offices, recreational uses, and the historic district). Additionally, the area is serviced by multiple SamTrans bus routes, and both Third and Fourth Avenues provide direct access to HWY 101. Based on all these factors, there is a higher likelihood that properties in this area may face redevelopment interest in the future.
- **Study Area 5, Peninsula Avenue Area** – This area is generally bounded by North Delaware Street to the east, Tilton Avenue to the south, San Mateo Drive to the west, and Peninsula Avenue to the north. This area consists of a mix of residential and commercial uses, as well as several destination places including the San Mateo High School with a popular performing arts center, a shopping center, and some specialized service uses (i.e. auto repair). Some of the buildings in this area are older or may not be at their optimal use, and there are some underutilized sites including open parking lots. Additionally, this area is located in close proximity to a Caltrain station in Burlingame, is serviced by SamTrans, and serves as a major connection from Burlingame and north San Mateo to HWY 101. Based on all these factors, there is a higher likelihood that properties in this area may face redevelopment interest in the future.

Response to PC recommendation: The Highland Avenue area was suggested for inclusion within a study area for the purpose of exploring potential historical status. In reviewing and visiting the neighborhood, staff noted the mix

of single-family, low-density and medium-density multifamily in the area. While the neighborhood includes some older buildings and there may be concern if the buildings are altered/demolished, it should be noted that there are existing General Plan policies and Zoning Code requirements whereby property owners/applicants are required to pay for a historic evaluation by a specialized consultant that is hired by the City. This evaluation is required to be completed before any formal decision can be made on a proposed Planning Application to alter or demolish the building. As an alternative to including this area, the City can work to more broadly strengthen the General Plan policies (during the Goals, Policies and Programs phase of the GPU) and Zoning Code requirements for historic preservation to incorporate current best practices from the U.S National Park Service and provide more clarity for property owners seeking to apply for property tax relief under the Mills Act.

- **Study Area 6, Poplar Avenue/East Downtown Area** – This area is generally bounded by HWY 101 to the east, Fifth Avenue to the south, Delaware Street to the West, and Popular Avenue to the north. This area, known as the North Central neighborhood and a portion of Downtown, are two of the oldest neighborhoods in the City. Some of the buildings and infrastructure in these areas may not be at their optimal use, including some underutilized sites. There are a variety of uses in the area including a mix of residential and commercial uses, as well as several destination places including schools, King Center/Park, and several religious places of worship. This area is located in close proximity to a Caltrain station in Downtown and is serviced by SamTrans. Additionally, Caltrans is working on improvements to the Poplar interchange and there may be a need to study possible closure/reconfiguration in this area. Based on all these factors, there is likelihood these areas face improvements or development interest in the future.

Response to PC recommendation: The eastern boundary was expanded to HWY 101 and encompass the half-mile radii of the San Mateo/Downtown Caltrain station.

- **Study Area 7, North Bayshore and Shoreview Area** – This area is generally bounded by Norfolk Street to the east, Dakota Avenue to the south, HWY 101 to the west, and Rogell Avenue to the north. The non-residential buildings in this area include neighborhood serving motels/motels, commercial uses, small office uses, and service commercial uses (i.e. auto repair, etc.). Some of the buildings in this area are older or may not be at their optimal use, as the area is already connected to Downtown Caltrain station via a bike and pedestrian bridge across HWY 101; therefore, there is a higher likelihood that non-residential properties in this area may face redevelopment interest in the future.
- **Study Area 8, Bayshore/Parkside Center Area** – This area is generally bounded by the lagoon to the east, Borel Creek to the south, Grant Street to the west, and 16th Avenue Channel (a water way) and Susan Court to the north. The area includes office buildings constructed in 1975, and variety of other non-residential uses. Some of the buildings in this area are older or may not be at their optimal use, and there are some underutilized sites including open parking lots. This area is considered a central location in that it is serviced by SamTrans, Fashion Island Boulevard (bridge) serves as an east-west connection across the lagoon to Bridgepoint shopping center, Norfolk Street provides north-south connection, and while this area is not yet well connected to the Hayward Caltrain Station, there is opportunity to explore connections. Based on all these factors, there is a higher likelihood that properties in this area may face redevelopment interest in the future.
- **Study Area 9, Hillsdale/Norfolk Area** – This area is generally bounded by the City border (with Foster City) to the east, Los Prados Street/La Selva Street to the south, Pike Lane to the west, and Franklin Parkway to the north. There are a variety of uses in this area including a shopping center, a hotel, a senior care facility, a medical office building, and a mix of residential and other commercial uses. Some of the buildings in this area are older or may not be at their optimal use, and a bike bridge across HWY 101 is in the early design and planning stages to provide an east-west connection to the Hillsdale Caltrain station; therefore, there is a higher likelihood that properties in this area may face redevelopment interest in the future.
- **Study Area 10, Bridgepointe Shopping Center Area** – This area is generally bounded by the City border (with Foster City) to the east, East Hillsdale Boulevard to the south, Edgewater Boulevard/Baker Way to the west, and

Bridgepointe Circle to the north. The area includes a large regional shopping center, offices and other non-residential uses. As retailers continue to face increasing competition from online retailers, larger regional shopping centers face challenges in tenancing vacant spaces. The increase in retail competition has resulted in closure of some centers (i.e. Vallco Shopping Mall). The Bridgepointe Master Plan was adopted in the 1990's, at the time when online retail competition had not been contemplated. Some of the buildings in this area are older or may not be at their optimal use, and there are a few vacant tenant spaces (i.e. Toys R Us); therefore, there is a higher likelihood that non-residential properties in this area may face redevelopment interest in the future.

- **Study Area 11, Campus Drive**– This area includes the office buildings located along Campus Drive. Some of the buildings in this area may not be at their optimal use, and as the area is already connected to Hillsdale Caltrain Station via commuter shuttle service, there is a higher likelihood that non-residential properties in this area face redevelopment interest in the future.

Input for areas to study or areas for preservation conflicted for some areas of the city. The GP team factored in all of the input received into the analysis, along with existing locational factors (i.e. topographic conditions in certain areas, limited access to major transit service, climate change) and application of the land use planning principles noted above, in developing the staff recommended Draft Study Area Boundaries Map [V3] (Attachment 5).

The following are examples of why certain areas were not included in a study area:

- **Public Lands** – The one City-owned vacant parcel has been included in Study Area 2. Some community members provided input that publicly owned land (including public schools, Caltrans, JPB, County, etc.) should be studied; however, these properties are under the jurisdiction of the County or State. For example, based on information from school district staff, they are monitoring current and planning for future student enrollment. Based on the most recent San Mateo Foster City Elementary School District's student enrollment projections, all current district owned land will be necessary to accommodate future projected student population. The San Mateo High School District has also studied district owned land, and there are no excess parcels located within San Mateo. The GP team is not aware of any excess land in the College of San Mateo that may be utilized for non-educational related uses. However, the City can convey community input to school staff. Additionally, if or when public lands become available, the City will work with other public agencies in redeveloping vacant public lands.
- **Single-family Zoned Properties** –The GP team factored in community input from all sources and recognizes the conflicting interests of whether or not to include all single-family zoned properties as a study area. When proposing study area boundaries, the GP team did not distinguish between single-family zoned properties vs. other zoning districts for inclusion in a study area. Rather, the areas that were identified for study are focused on areas in close proximity to transit corridors, underutilized sites (including open parking lots, vacant lots, or vacant buildings) or sites that were requested to be studied as part of the GPU. The team's professional recommendation to the Planning Commission and City Council remain the same with regards to single-family zoned properties. It is important to note current state law allows property owners with a single-family dwelling to apply for an Accessory Dwelling Unit (ADU). In practical terms, this means that there are no single-family neighborhoods as there may be up to two units on a property (main residence and ADU). Staff recommends focusing on removing barriers to facilitate the construction of more ADUs for all income levels, and also explore incentivizing the construction of affordable ADUs.

NEXT STEPS:

After Council provides final direction on the study area boundaries, the City will hold the next meeting series beginning in fall 2019. The next community workshops will ask for public input to help formulate the range of land use alternatives within each study area. This is intended to gather community ideas on "what" to study in each of the study areas. Once the details for these future meetings are finalized, the dates and times will be posted on the project website.

The overall process to create the land use alternatives and to ultimately select a preferred land use scenario will take approximately two years and will be guided by the community every step of the way. In general, each step of the

alternatives process will include a similar series of meetings: first, community input, then General Plan Subcommittee Meeting(s), followed by Planning Commission Meeting(s), and culminating in City Council direction.

The following is an overview of the next steps to create the land use alternatives and ultimately a preferred land use scenario:

1. *Create a Range of Alternatives for Each Study Area.* The next part will begin in fall 2019. This is where the community will have the opportunity to share its ideas on the different type and range of development that should occur in each study area. Using public feedback, GPS, Planning Commission, and City Council input on the range of alternatives, the GP team will prepare three land use and transportation alternatives that consider different numbers of housing units and jobs, as well as different locations and intensities of development that could occur over the next 20 years for each identified study area. The range of alternatives is not limited to change for growth; it may also include change such as enhancing pedestrian and bicycle connections, traffic and infrastructure improvements, lighting and landscaping, etc.
2. *Evaluate and Compare Alternatives.* When the land use alternatives have been vetted and finalized, GP team will compare the differing outcomes of these alternative scenarios against a set of metrics. The evaluation will consider things such as:
 - Amount of development that would be allowed
 - Overall character
 - Traffic impacts
 - Impacts on utilities and public services
 - Public health
 - Environmental sustainability
 - City's fiscal health
 - Potential community benefits
 - Development feasibility
 - Applicable state laws/regulations
3. *Select a Preferred Alternative for Further Study.* The City will present the results of the alternatives evaluation to the community and decisionmakers to choose a preferred alternative for each study area after considering the relative benefits, trade-offs, and potential impacts of each alternative. The preferred alternative will likely be created by mixing and matching different combinations of housing and commercial development in each study area.
4. *Refine the Preferred Alternative to Become the Updated General Plan Land Use Map.* The preferred land use scenario will be the combination of the individual preferred alternatives for each study area and become the basis for the land use and circulation maps in the Draft General Plan, and will undergo additional analysis in the Draft Environmental Impact Report.

BUDGET IMPACT:

There is no fiscal impact to taking this action.

ENVIRONMENTAL DETERMINATION:

In accordance with Public Resources Code section 21065, the City Council's review and consideration of the study areas for the General Plan Update effort is not a project subject to CEQA because the City Council is providing direction for the General Plan Update and not adopting the update at this time. An environmental review will be completed for the General Plan Update project as a whole, prior to any formal decision on the project.

NOTICE PROVIDED:

All meeting noticing requirements were met for the City Council meeting.

ATTACHMENTS:

Att 1 - Vision Statement

Att 2 - Draft Study Area Boundaries Map [V1] – Recommendation to Planning Commission

Att 3 - Draft Study Area Boundaries Map [V2] – Planning Commission Input

Att 4 - Draft Planning Commission Minutes

Att 5 - Draft Study Area Boundaries Map [V3] – Staff Recommendation to City Council

Att 6 – Public Comments

STAFF CONTACT

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Vision & Values

Our Vision:



San Mateo is a vibrant, livable, diverse, and healthy community that respects the quality of its neighborhoods, fosters a flourishing economy, is committed to equity, and is a leader in environmental sustainability.

Our Values:

Diversity

We embrace diversity and respect the experiences, contributions, and aspirations of people of all ages, abilities, incomes, and backgrounds. We celebrate arts and culture.



Balance

We seek to balance well-designed development and thoughtful preservation with a full spectrum of choices for housing and effective transportation.



Inclusivity

We strive to include everyone in community life and decisions for a shared, sustainable future.



Prosperity

We cultivate a diverse and thriving economy with different types of homes, jobs, recreation, lifelong learning opportunities, and services for both current and future generations.



Resiliency

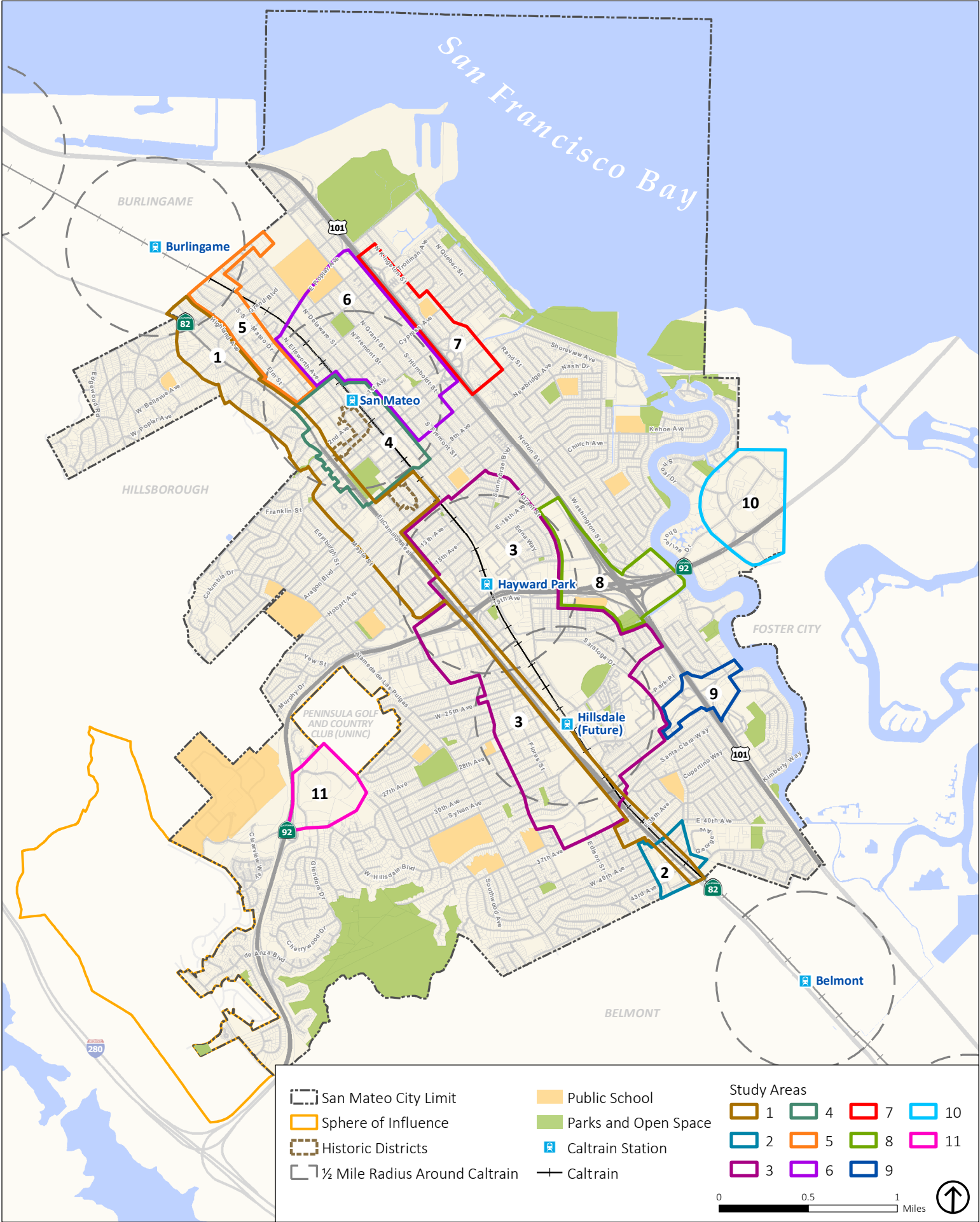
We are leaders in sustainability, making San Mateo strong and resilient by acting boldly to adapt to a changing world.



DRAFT STUDY AREA BOUNDARIES MAP [V1] - Recommendation to Planning Commission



DRAFT STUDY AREA BOUNDARIES MAP [V2]- Planning Commission Input



Source data: City of San Mateo, 2019; San Mateo County, 2018; Esri, 2019; PlaceWorks, 2019.

CITY OF SAN MATEO
Planning Commission
July 23, 2019
7:00 PM



COMMISSION MEMBERS
Mike Etheridge, Chair
John Ebnetter
Ramiro Maldonado
Ellen Mallory
Margaret Williams

City Hall Council Chamber
330 W. 20th Avenue
San Mateo CA 94403

MINUTES

CALL TO ORDER

Pledge Allegiance

Roll Call

Present 4 – Chair Mike Etheridge, Commissioner John Ebnetter, Commissioner Ramiro Maldonado, and Commissioner Ellen Mallory
Excused 1 – Commissioner Margaret Williams

CONSENT CALENDAR

1. [Commendary Resolution - Dianne Whitaker](#)

Adopt a Resolution Commending Dianne Whitaker for Her Outstanding Service to the City of San Mateo as Planning Commissioner from 2010 to 2019.

Vice Chair Etheridge motioned to adopt, the motion was seconded by Commissioner Mallory and approved unanimously on a voice vote (4-0).

2. [Planning Commission - Meeting Minutes Approval](#)

Approve the Minutes of the Planning Commission meeting of April 23, 2019.

Vice Chair Etheridge motioned to approve, the motion was seconded by Commissioner Ebnetter and approved unanimously on a voice vote (4-0).

3. [Planning Commission – Meeting Minutes Approval](#)

Approve the Minutes of the Planning Commission meeting of May 28, 2019.

Vice Chair Etheridge motioned to approve, the motion was seconded by Commissioner Ebnetter and approved unanimously on a voice vote (4-0).

PUBLIC COMMENT

Public Speaker: Drew, San Mateo.

There being no further speakers, the public comment period was closed.

MINUTES

OLD BUSINESS

4. [General Plan Update - Study Areas](#)

Julia Klien, Principal Planner, and Joanna Jansen, with PlaceWorks, jointly gave a PowerPoint presentation on the project.

Commission Questions:

Highest areas of interest, preservation areas, demographic info, online participation, language options, workshops.

Public Speakers:

Adam Nugent, San Mateo, Nancy Schneider, San Mateo, Gustavo Hornos, San Mateo, Ken Abreu, San Mateo, Evelyn Stivers, San Mateo, Drew, San Mateo, Dianne Whitaker, San Mateo, Amourence Lee, San Mateo, Susan Rowinski, San Mateo, Charlie Drechsler, San Mateo, Tim Tosta, San Mateo, Susanna Schick, San Mateo.

Public Comments:

Study single family zoning and aging multifamily, areas along Caltrain stations and El Camino, factor in climate change, Caltrain business plan, grade separations, gentrification and displacement, need for more housing, equitable distribution of housing, and outreach.

Commission Discussion:

The Planning Commission discussion of the draft study area boundaries map was facilitated by Ms. Jansen. The Commission discussed each of the study areas including proximity to transit, sea level rise, aging office and commercial areas, etc. The majority of the Commission recommends the following changes to the study areas:

- Study Area 1 - Expand the boundary of El Camino Real area to generally encompass two blocks both east and west of El Camino Real including for transition area.
- Study Area 2 - Expand the western boundary to Beresford Street inclusive of the multifamily and non-residential properties.
- Study Area 3 - Expand the study area to generally encompass the half-mile radii of the two Caltrain stations (Hayward Park and Hillsdale stations).
- Study Area 5 - Expand the western boundary to include the gap between El Camino Real and Study Area 5.
- Study Area 6 - Expand the eastern boundary to HWY 101 and generally encompass the half-mile radii of the Caltrain station.
- Study Areas 7, 8, 9, 10 and 11 – No change.

In addition to the comments on the study areas, the Planning Commission also recommended:

- Improving outreach to engage a much broader range of community members, including Hispanic community and renters.
- Studying districts currently zoned single family in regards to housing needs.
- Equitably distribute housing across the city.

One Commissioner expressed concern that there had not been enough information provided yet to decide on the study areas.

The Commission's recommendations will be incorporated in a new map and presented to the City Council at their August 19, 2019 meeting.

MINUTES

NEW BUSINESS

5. [Election of Officers](#)

Nominate and Elect the Planning Commission Chair and Vice Chair.

Commissioner Maldonado motioned to Nominate Mike Etheridge as the Chair, the motion was seconded by Commissioner Mallory and approved on a voice vote (3-1), Etheridge abstained.

Commissioner Maldonado motioned to Nominate Ellen Mallory as the Vice Chair, the motion was seconded by Commissioner Ebnetter and approved on a voice vote (3-1), Mallory abstained.

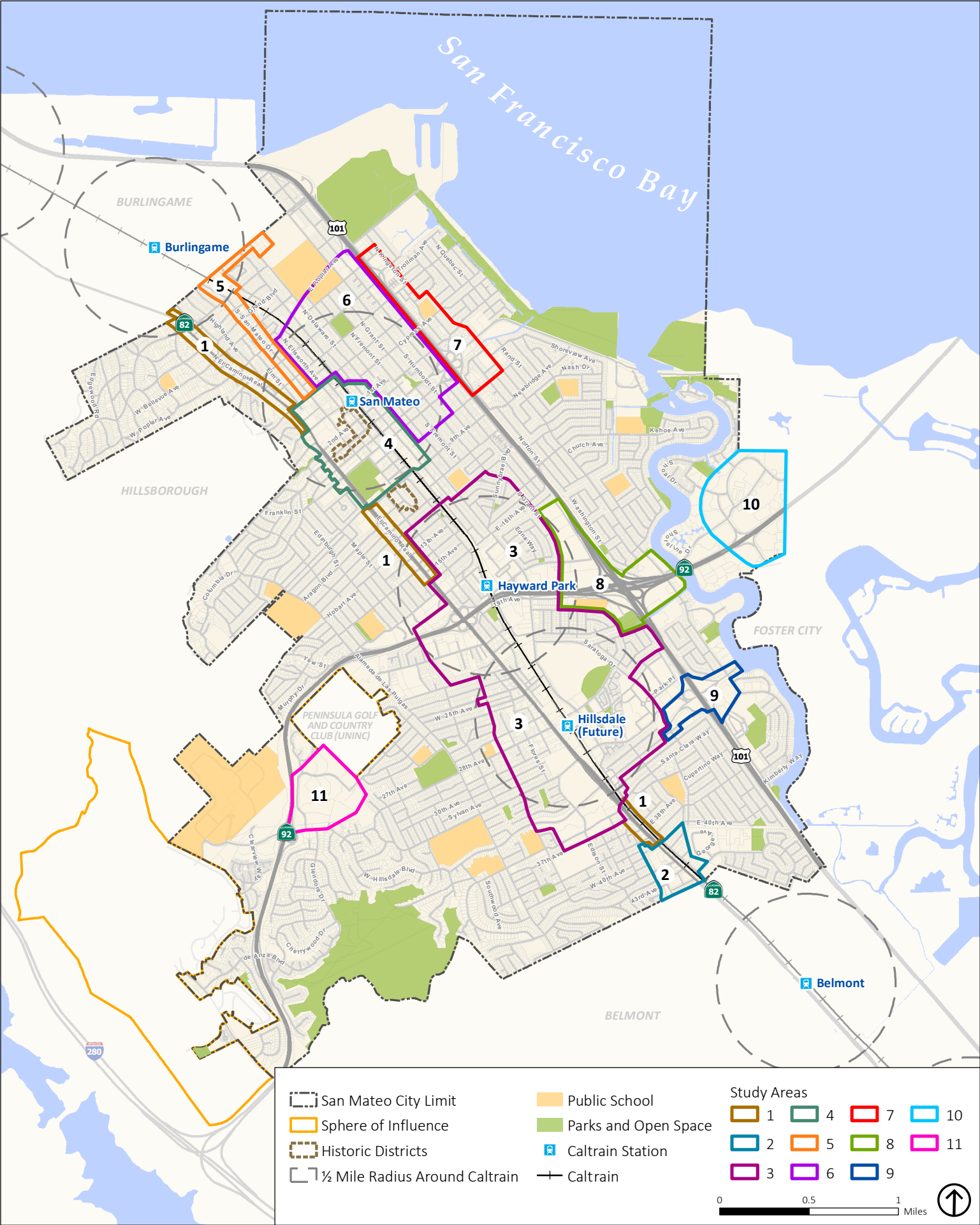
REPORTS AND ANNOUNCEMENTS

Ron Munekawa, Chief of Planning summarized future projects and upcoming meetings.

ADJOURNMENT

The meeting was adjourned at 10:46 p.m.

DRAFT STUDY AREA BOUNDARIES MAP [V3] - Staff Recommendation to Council



Attachment 6 – Public Comments

Public comments received prior to publication of this Agenda Report are posted online at <http://strivesanmateo.org/documents/publiccomments/>.