

4.10 LAND USE AND PLANNING

This chapter describes the regulatory framework and existing conditions of the City of San Mateo Environmental Impact Report (EIR) Study Area and evaluates the potential land use and planning impacts from adopting and implementing the proposed General Plan 2040 and proposed Climate Action Plan (CAP), and from future development and activities that could occur under the proposed project. A summary of the relevant regulatory framework and existing conditions is followed by a discussion of potential impacts and cumulative impacts related to implementation of the proposed project.

4.10.1 ENVIRONMENTAL SETTING

4.10.1.1 REGULATORY FRAMEWORK

State Regulations

Cortese-Knox Act

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000¹ established a Local Agency Formation Commission (LAFCo) in each county in California, and authorized these commissions to review, approve, or deny proposals for boundary changes and incorporations for cities, counties, and special districts. The LAFCo established a “sphere of influence” (SOI) for cities within their jurisdiction that describes the city’s probable future physical boundaries and service area. The San Mateo SOI is regulated by San Mateo’s County LAFCo. The San Mateo SOI is shown on Figure 3-2, *EIR Study Area*, in Chapter 3, *Project Description*, of this Draft EIR. The City does not propose to annex or de-annex any areas of the SOI as part of the proposed project.

Housing Opportunity and More Efficiency Act

The Housing Opportunity and More Efficiency (HOME) Act (Senate Bill [SB] 9) was signed in September 2021 and went into effect in January 2022. The HOME Act streamlines the process for a homeowner to create a duplex or subdivide an existing lot, with the effect of legalizing fourplexes in areas that previously only allowed one home.² To be eligible for the streamlining process under the HOME Act, a parcel must meet a specific list of qualifications that protects historic districts, preserves the environmental quality and visual characteristics of communities, and prevents tenants from being displaced. Homeowners would still be required to comply with local zoning requirements, such as, but not limited to, height, floor area ratios, and lot coverage, when developing a duplex as long as they do not physically preclude a duplex.

¹ California Government Code, Sections 56000–56001.

² California Senate, SB 9 (Atkins): The California H.O.M.E. Act, <https://focus.senate.ca.gov/sb9>, accessed May 25, 2023.

LAND USE AND PLANNING

State Density Bonus Law

The State Density Bonus Law (California Government Code Sections 65915-65918) encourages the development of affordable and senior housing, including an increase in project densities depending on the amount of affordable housing provided. Cities and counties are required to grant a density bonus and other incentives or concessions to housing projects which contain one of the following:

- At least 5 percent of the housing units are restricted to very low income residents.
- At least 10 percent of the housing units are restricted to lower income residents.
- At least 10 percent of the housing units in a for-sale common interest development are restricted to moderate income residents.
- 100 percent of the housing units (other than manager's units) are restricted to very low, lower and moderate income residents (with a maximum of 20 percent moderate).
- At least 10 percent of the housing units are for transitional foster youth, disabled veterans or homeless persons, with rents restricted at the very low income level.
- At least 20 percent of the housing units are for low income college students in housing dedicated for full-time students at accredited colleges.
- The project donates at least one acre of land to the city or county for very low income units, and the land has the appropriate general plan designation, zoning, permits and approvals, and access to public facilities needed for such housing.
- The project is a senior citizen housing development (no affordable units required).
- The project is a mobile home park age-restricted to senior citizens (no affordable units required).

The City of San Mateo has adopted the State Density Bonus law by reference in Chapter 27.15, *Density Bonus*, in its Municipal Code.

Regional Regulations

Plan Bay Area

Plan Bay Area is the regional transportation plan/sustainable community strategy, as mandated by the Sustainable Communities and Climate Protection Act (SB 375). *Plan Bay Area* lays out a development scenario for the nine-county Bay Area region that works to align transportation and land use planning in order to reduce vehicle miles traveled through modified land use patterns. The current *Plan Bay Area* projects growth and development patterns through 2050 and was recently adopted in October 2021.³

Plan Bay Area is prepared and regularly updated by the Metropolitan Transportation Commission (MTC) in partnership with the Association of Bay Area Governments (ABAG), Bay Area Air Quality District

³ Association of Bay Area Governments and Metropolitan Transportation Commission, October 2021, *Plan Bay Area 2050*, https://www.planbayarea.org/sites/default/files/documents/Plan_Bay_Area_2050_October_2021.pdf, accessed August 9, 2022.

LAND USE AND PLANNING

(BAAQMD), and the Bay Conservation and Development Commission (BCDC). Each of the agencies has a different role in regional governance. ABAG primarily does regional land use planning, housing, environmental quality, and economic development; MTC is tasked with regional transportation planning, coordinating, and financing; BAAQMD is responsible for regional air pollution regulation; and BCDC's focus is to preserve, enhance, and ensure responsible use of the San Francisco Bay.

As described in Chapter 4, *Environmental Analysis*, of this Draft EIR, *Plan Bay Area* designates Priority Development Areas (PDAs) and Transit Priority Areas (TPAs) throughout the region. PDAs are areas along transportation corridors which are served by public transit that allow opportunities for development of transit-oriented, infill development within existing communities that are expected to host the majority of future development. TPAs are similar in that they are formed within one-half mile around a major transit stop such as a transit center or rail line. As shown on Figure 4-1, *Priority Development Areas and Transit Priority Areas*, in Chapter 4, the EIR Study Area has four PDAs and a TPA. The PDAs include Grand Boulevard Initiative, Downtown, Rail Corridor, and El Camino Real PDAs. The TPA surrounds El Camino Real and the three Caltrain stations (San Mateo, Hayward Park, and Hillsdale) in San Mateo.

Plan Bay Area 2050 distributes projected future growth across the San Francisco Bay Area region in order to meet its GHG emissions reduction, housing, and other performance targets, but it is not intended to override local land use control. Cities and counties, not MTC/ABAG, are ultimately responsible for the manner in which their local communities continue to be built out in the future. For this reason, cities and counties are not required to revise their land use policies and regulations, including general plans, to be consistent with the regional transportation plan or an alternative planning strategy. Rather than increase regional land use control, *Plan Bay Area 2050* facilitates implementation by expanding incentives and opportunities available to local jurisdictions to support growth in PDAs. In addition to funding transportation and planning projects in PDAs, *Plan Bay Area 2050* sets the stage for cities and counties to increase the efficiency of the development process, if they choose, for projects consistent with *Plan Bay Area* and other state legislation.⁴

Airport Land Use Compatibility Plan

The Airport Land Use Compatibility Plan (ALUCP) covering all three public airports in San Mateo County was approved by the City/County Association of Governments of San Mateo County (C/CAG) in December 1996. C/CAG is the Airport Land Use Commission (ALUC) responsible for promoting land use compatibility around the County's airports in order to minimize public exposure to excessive noise and safety hazards. C/CAG has since adopted updated ALUCPs for San Francisco International Airport (November 2012), Half Moon Bay Airport (September 2014), and San Carlos Airport (October 2015).⁵ The updated ALUCPs describe a series of land use safety and compatibility zones and associated guidelines for development around each airport that are intended to prevent development that is incompatible with airport operations. These regulations include height restrictions based on proximity to

⁴ Association of Bay Area Governments and Metropolitan Transportation Commission, 2022, Frequently Asked Questions: Does *Plan Bay Area* override local land use control?, <https://www.planbayarea.org/2040-plan/quick-facts/faq-page#n4851>, accessed August 31, 2022.

⁵ City/County Association of Governments of San Mateo County, 2022, Airport Land Use, <https://ccag.ca.gov/plansreportslibrary-2/airport-land-use/>, accessed October 3, 2022.

LAND USE AND PLANNING

the airport and flight patterns. The ALCUPs delineate two Airport Influence Areas (AIA), Area A and Area B, within proximity to each airport. The EIR Study Area is located within the San Carlos Airport and San Francisco International Airport AIAs. As a requirement for development located in Area A, the presence of existing airports within two miles of the property must be disclosed in the notice of intention to offer the property for sale. For development located within Area B of the AIA, the C/CAG Board shall exercise its statutory duty to review proposed land development proposals, among other plans, ordinances, amendments, and actions.

Local Regulations

San Mateo General Plan

The City of San Mateo General Plan 2030 goals, policies, and actions that are relevant to land use and planning are primarily in the Land Use, Housing, and Urban Design Elements. As part of the proposed project, some existing General Plan goals, policies, and actions would be amended, substantially changed, or new policies would be added. Applicable goals, policies, and actions are identified and assessed for their effectiveness and potential to result in an adverse physical impact later in this chapter under Section 4.10.3, *Impact Discussion*.

Measure Y

Approved in November 2020, this measure extended the expiration date of General Plan policies that limited building heights, densities, and intensities to December 2030. These limits were originally established by Measure H, passed in 1991, and continued by Measure P, passed in 2004. On top of this date extension, Measure Y also broadens the inclusionary housing ordinance to apply to rental housing projects. This law requires developers of rental projects to either provide off-site construction of units or other alternative means of compliance with the inclusionary housing requirement. This measure does not permit the payment of in-⁶OEJ

City of San Mateo Municipal Code

The San Mateo Municipal Code (SMMC) includes various directives pertaining to land use and planning. The SMMC is organized by title, chapter, and section, and in some cases, articles. Provisions related to land use and planning impacts are included in Title 27, *Zoning*.

The primary purpose of the Zoning Code is to promote and protect the public health, safety, morals, comfort, and general welfare of the City of San Mateo, with specific purposes listed under Section 27.02.020, *Intent - Purpose*. The Zoning Code is the mechanism used to implement the land use goals, policies, and actions of the General Plan and to regulate all land use in the city. The Zoning Code describes zoning designations and contains the zoning map and development standards for the zoning designations.

⁶ City of San Mateo, May 2022, Agenda, <https://sanmateo.primegov.com/Public/CompiledDocument?meetingTemplateId=5854&compileOutputType=1>, accessed August 17, 2022.

LAND USE AND PLANNING

Other City Land Use Plans

All specific plans, area plans, master plans, or similar plans—such as the CAP or a hazard mitigation plan—and zoning in the city must be consistent with the General Plan. The following describes some of the other key plans that guide development in San Mateo.

- **Hillsdale Station Area Plan:** In April 2011, the *Hillsdale Station Area Plan* was adopted. This plan provides the regulatory framework for compact and sustainable development in the area surrounding the Hillsdale Caltrain Station.⁷ This plan’s study area is around 150 acres and does not include the Bay Meadows Phase II project areas.
- **Downtown Area Plan.** In May 2009, the City of San Mateo approved the *Downtown Area Plan*.⁸ The study area is around 70 blocks, and the plan provides a framework for future decision making on private development projects. One overarching goal of the plan is to enhance the Downtown’s role as a city center by improving the pedestrian environment, creating adequate parking, and increasing mixed-use buildings.
- **San Mateo Rail Corridor Transit Oriented Development Plan.** The *San Mateo Rail Corridor Transit Oriented Development Plan*, adopted June 2005, lays the framework for creating transit-oriented development (TOD) within a half mile of the Hillsdale and Hayward Park Caltrain station area.⁹ This plan also encourages improving street systems and pedestrian friendliness at other locations in the plan area.
- **Bay Meadows Specific Plan (Phase II):** Adopted in November 2005, the Bay Meadows Specific Plan Amendment is an outgrowth of a multi-year corridor planning process. This plan proposes that the Main Track area be redeveloped with residential, commercial and retail uses, and for the existing racing related uses to continue in the interim.¹⁰
- **Bay Meadows Specific Plan (Phase I):** In April 1997, the *Bay Meadows Specific Plan* was adopted and later amended in 2002, 2005 and 2010. The area of the plan is the Bay Meadows Race Track and the adjacent U.S. Route 101/Hillsdale Boulevard interchange, a land area of approximately 170 acres not including the interchange Hillsdale Station Area Plan.¹¹ This plans provides the framework for improvements to the Main Track Area, a new corporate office campus, and a new mixed-use residential and commercial neighborhood within the planning area.

⁷ City of San Mateo, April 2011, Hillsdale Station Area Plan, <https://www.cityofsanmateo.org/DocumentCenter/View/59484/Hillsdale-Station-Area-Plan?bidId=>, accessed on July 11, 2023.

⁸ City of San Mateo, May 2009, *Downtown Area Plan*, <https://www.cityofsanmateo.org/DocumentCenter/View/55327/2009-Downtown-Area-Plan?bidId=>, accessed August 19, 2022.

⁹ City of San Mateo, June 6, 2005, *San Mateo Rail Corridor Transit Oriented Development Plan*, <https://www.cityofsanmateo.org/1899/Rail-Corridor-Transit-Oriented-Developme>, accessed August 11, 2022.

¹⁰ City of San Mateo, November 2005, Bay Meadows Specific Plan Amendment Phase II, <https://www.cityofsanmateo.org/DocumentCenter/Index/271>, accessed on July 13, 2023.

¹¹ City of San Mateo, April 1997, Bay Meadows Specific Plan, <https://www.cityofsanmateo.org/DocumentCenter/Index/2612>, accessed on July 11 2023.

LAND USE AND PLANNING

- **El Camino Real Master Plan.** In 2001, the *El Camino Real Master Plan* was adopted by the San Mateo City Council.¹² The plan lays out the framework for development occurring from State Route 92 (SR-92) to the Belmont City border. Building heights and intensities are further defined in the plan. Some improvements mentioned in the plan include increasing the number of public transit stops and installing a gateway to add a sense of place to the area. Other improvements discussed involved adding more trees, benches, and detailed building finishes to upgrade the pedestrian environment.
- **Detroit Drive Specific Plan.** Adopted in April 1984 and last amended in June 1990, the *Detroit Drive Specific Plan* outlines the framework for development in the Detroit Drive Area.¹³ This area is intended for a variety of commercial development such as warehousing, processing, recreational vehicle storage and limited general offices.
- **Mariner's Island Specific Plan.** The City adopted the *Mariner's Island Specific Plan* in June 1973 and last revised it in May 1995.¹⁴ This plan provides developmental framework for Mariner's Island and is intended to ensure that Mariners Island remains a high-quality area.
- **Shoreline Parks Specific Plan.** The *Shoreline Park Specific Plan* was adopted in May 1971 and was last revised in July 1990.¹⁵ The plan area extends from Burlingame to the north to Foster City to the south. One of the main goals of the *Shoreline Parks Specific Plan* is to provide as much public access to the shoreline as possible. Included in the plan are recreation areas along the shoreline that include bikeways, trails, fishing spots, and vista points.

4.10.1.2 EXISTING CONDITIONS

This section describes the existing 2030 General Plan land use designations and Zoning Districts in the EIR Study Area.

Land Use Designations

The 2030 General Plan land use designations and their distribution are illustrated in Figure 3-4, *Current General Plan Land Use Map*, in Chapter 3, *Project Description*, of this Draft EIR. Land use designations represent the intended future use of each parcel of land and are intended to provide a vision of the future organization of uses within the SOI and a flexible structure to allow for changes in economic conditions, community visions, and environmental conditions. As described in Chapter 3, the proposed project would amend the City's land use designations.

¹² City of San Mateo, September 2001, *El Camino Real Master Plan*, [cityofsanmateo.org/DocumentCenter/View/5111/0-Executive-Summary?bidId=](https://www.cityofsanmateo.org/DocumentCenter/View/5111/0-Executive-Summary?bidId=), accessed August 19, 2022.

¹³ City of San Mateo, April 1984, *Detroit Drive Specific Plan*, [accessed August 19, 2022.](https://www.cityofsanmateo.org/DocumentCenter/View/64607/Detroit-Drive-Specific-Plan---last-updated-1990#:~:text=The%20Detroit%20Drive%20Specific%20Plan,to%20insure%20compatibility%20of%20development.,)

¹⁴ City of San Mateo, revised May 1995, *Mariner's Island Specific Plan*, [cityofsanmateo.org/DocumentCenter/View/64608/Mariners-Island-Specific-Plan-SCANNED](https://www.cityofsanmateo.org/DocumentCenter/View/64608/Mariners-Island-Specific-Plan-SCANNED), accessed August 19, 2022.

¹⁵ City of San Mateo, revised July 1990, *Shoreline Park Specific Plan*, [cityofsanmateo.org/DocumentCenter/View/2486/Shoreline-Park-Specific-Plan?bidId=](https://www.cityofsanmateo.org/DocumentCenter/View/2486/Shoreline-Park-Specific-Plan?bidId=), accessed August 19, 2022.

LAND USE AND PLANNING

The existing 2030 General Plan land use designations include the following:

- **Single-Family Residential.** This designation allows one single-family dwelling unit per parcel and up to nine dwelling units per acre.
- **Low Density Multi-Family Residential.** This designation allows attached and detached, multi-family units from 9 to 17 units per net acre. These units are typically 1 to 2 stories.
- **Medium Density Multi-Family Residential.** This designation allows attached, multi-family units from 18 to 35 units per net acre. These units are typically 2 to 4 stories.
- **High Density Multi-Family Residential.** This designation allows attached, multi-family units from 36 to 50 units per net acre. These units are typically 3 to 5 stories.
- **Neighborhood Commercial.** This designation allows shopping centers that serve the immediate neighborhood at a floor area ratio (FAR) of 0.5 to 1.0 and heights between 25 to 45 feet.
- **Regional/Community Commercial.** This designation allows large shopping centers that rely on large trade areas like the Hillsdale and The Island Shopping centers and some areas of El Camino Real. The allowed FAR is between 1.0 to 2.5 and building heights of 35 to 55 feet.¹⁶
- **Downtown Commercial.** This designation allows a range of retail, service, and office uses. High-density residential is allowed above the ground floor. The allowed FAR is between 1.0 to 3.0 with building heights from 35 to 55 feet.
- **Service Commercial.** This designation allows city- and regional-serving commercial services such as automotive repair, pet hospitals, and building material yards. The allowed FAR is 1.0 with building heights up to 30 feet.
- **Manufacturing/Industrial.** This designation allows light manufacturing, warehousing, and distribution facilities with an FAR of 1.0 and building heights between 35 to 90 feet.
- **Executive Office.** This designation allows office parks, including concentrations of medical or professional offices. Permitted accessory uses include restaurants, personal services, travel agencies, printing, ticket outlets, clubs, and recreation facilities. The allowed FAR is between 0.62 and 1.0 with building heights between 35 to 55 feet.
- **Public Facilities.** This designation includes City and other government-owned facilities.
- **Parks/Open Space.** This designation allows public parks and City-owned conservation lands and private open space or recreation facilities.
- **Utilities.** This designation allows public utilities facilities.
- **Transportation Corridors.** This designation includes freeways and fixed transit lines.
- **Major Institution/Special Facility.** This designation allows private and public institutional, educational, recreational, and community service uses.

¹⁶ Densities up to 75 units per acre, and height limits up to a maximum of 75 feet may be allowed in some areas within these land use categories, as specified in the area specific policy for Downtown (PA 3), and Policies PA 5.2 and PA 6.3 of the Land Use Element.

LAND USE AND PLANNING

- **Mixed Use: Executive Office/High Density Multi-Family.** This designation allows mixed-use office and high-density multi-family residential uses.
- **Mixed Use: Neighborhood Commercial/High Density Multi-Family.** This designation allows mixed-use neighborhood commercial with high-density multi-family residential uses.
- **Mixed Use: Regional/Community Commercial/High Density Multi-Family.** This designation allows mixed-use regional or community commercial with high-density multi-family residential uses.
- **Transit-Oriented Development Areas.** This designation is for parcels within close proximity of the Hillsdale Station Area and Hayward Park Caltrain Station Area. Permitted uses include multi-family housing, major employment centers, retail, office, and other supporting uses.

Zoning Designations

The City's Zoning Ordinance identifies specific zoning districts within the city and describes the development standards which apply to each district. Zoning districts within the City include the following:

- C1 – Neighborhood Commercial
- C2 – Regional/Community Commercial
- C3 – Regional/Community Commercial
- C4 – Service Commercial
- CBD – Central Business
- CBD/S – Central Business Support
- E1 – Executive Park
- E2 – Executive Offices
- M1 – Manufacturing
- R1 – One Family Dwellings (includes R1A, R1B, and R1C)
- R2 – Two Family Dwellings
- R3 – Multiple Family Dwellings (Med Density)
- R4 – Multiple Family Dwellings (High Density)
- R5 – Multiple Family Dwellings (High Density)
- R4-D, R5-D, and R6-D – Downtown Residential Districts (Med High to High Density)
- A – Agriculture
- OS – Open Space
- S – Shoreline
- BMSP – Bay Meadows Specific Plan
- TC – Transportation Corridor
- TOD – Transit Oriented Development

Existing Land Use

In this section, the term “existing land use” refers to the existing built environment, which may be different from the General Plan or zoning designations that are applied by the City for planning purposes. The acreages associated with each land use, based on available mapping data, are shown in Table 4.10-1, *Existing Land Use*.

LAND USE AND PLANNING

TABLE 4.10-1 EXISTING LAND USE

Existing Land Use	Definition	Acres*	Percent of Total
Single-Family Residential	Detached, residential units that occur on a single parcel.	2,760	27.9%
Multi-Family Residential	Attached, residential units. These units can range from duplexes, triplexes, townhomes, and multi-story apartment buildings.	780	7.9%
Mixed Use	Includes a mix of uses within a single building such as residential, office, or commercial.	15	0.2%
Commercial	Includes places of commerce such as retail shops, malls, hotels, auto dealerships, restaurants, banks, gas stations, and personal services such as salons, laundromats, and travel agents.	330	3.3%
Office	Includes places of employment without a retail component.	315	3.2%
Industrial	Includes light manufacturing, service and repair, and warehousing.	75	0.8%
Public Facility	Includes schools and public facilities such as City Hall or the wastewater treatment plant.	510	5.1%
Quasi-Public	Includes churches, medical facilities, and privately held utility facilities such as electrical substations.	115	1.2%
Public Parks and Recreation	Includes publicly owned park and recreation facilities.	330	3.3%
Open Space	Undeveloped land that is open to the public that typically includes trails and paths.	360	3.6%
Private Recreation	Includes privately owned recreation facilities such as the Poplar Creek Golf Course, Shipman Swim School, and Coyote Point Yacht Club.	140	1.4%
Vacant	Includes vacant, non-developed parcels.	70	0.7%
Rights-of-Way (ROW)	Includes the area consumed by the roadway network from curb to curb.	1,955	19.7%
Water	Includes the San Francisco Bay, Seal Slough, canals, and creeks.	2,150	21.7%
	Total	9,905	100%

* Acreages have been rounded.

Source: Urban Footprint and PlaceWorks, 2018.

Residential

San Mateo is primarily composed of residential land uses, representing approximately 36 percent of the area within the City Limits. Single-family residential uses are spread throughout the City Limits and account for approximately 2,760 acres of land. Multi-family uses account for 780 acres of land within the City Limits and are scattered throughout the city, though they tend to occur along major thoroughfares and in concentrated sites like Bay Meadows and along Seal Slough.

Mixed Use

Mixed-use developments, including commercial/office, residential/commercial, and residential/office, account for approximately 15 acres of the City Limits, less than 1 percent of the area within the City Limits. Mixed uses generally occur within the Downtown area and along El Camino Real.

LAND USE AND PLANNING

Commercial

Commercial uses, including retail, services, small, stand-alone offices, and lodging, account for approximately 330 acres within the City Limits. Commercial uses, which account for 3 percent of the area within the City Limits, are generally located within Downtown and along major corridors such as El Camino Real and frontage roads of US Highway 101 and SR-92.

Office

The City Limits contain 315 acres of office uses, which account for 3 percent of the city. Office uses are typically large employment complexes, such as the Franklin Templeton Office Campus, without a retail component and can mostly be found in the Downtown and along major corridors such as El Camino Real and the frontage area of SR-92.

Industrial

The city contains 75 acres of industrial uses, which represents less than 1 percent of the city. These uses include automotive repair, light manufacturing, and warehousing and mainly occur near the railroad track and the frontage area of US Highway 101.

Public Facility and Quasi-Public

There are 625 acres of public and quasi-public uses scattered throughout the City Limits. These uses account for approximately 6 percent of the City Limits. Some of these uses include schools, libraries, and the local community college, College of San Mateo.

Public Parks and Recreation, Open Space, and Private Recreation

Public parks, recreation, open space, and private recreation uses account for approximately 830 acres, or 8 percent, of the City Limits, and include City and County parks and other recreation facilities and private recreation uses like Poplar Creek Golf Course and the Coyote Point Yacht Club. In general, parks, recreation, and open space uses are distributed throughout the City Limits.

Vacant

Less than 1 percent of land within the City Limits is vacant. The 70 acres of vacant land are scattered throughout the City Limits, including sites containing only surface parking.

Rights-of-Way

Street rights-of-way, the roadway area from curb to curb, represent approximately 20 percent of the area within the City Limits.

Water

Water, such as the San Francisco Bay, Seal Slough, and canals, comprises approximately 22 percent of the City Limits.

4.10.2 STANDARDS OF SIGNIFICANCE

The proposed project would result in a significant land use and planning impacts if it would:

1. Physically divide an established community.
2. Cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect.
3. In combination with past, present, and reasonably foreseeable projects, result in cumulative land use and planning impacts in the area.

4.10.3 IMPACT DISCUSSION

LU-1 **The proposed project would not physically divide an established community.**

The physical division of an established community typically refers to the construction of a physical feature or the removal of a means of access (such as a local road or bridge) that would impair mobility within an existing community or between a community and outlying areas. For example, an airport, roadway, or railroad track through an existing community could constrain travel from one side of the community to another or impair travel to areas outside of the community.

Potential future development under the proposed project would not result in a change in land use or zoning that would cause the construction or removal of any physical features or means of access throughout the EIR Study Area or the region. The proposed project would increase development potential in the EIR Study Area; however, potential future development would be focused in ten General Plan Study Areas, as described in Chapter 3, *Project Description*, of this Draft EIR.

While the proposed General Plan does not prohibit development opportunities outside of the General Plan Study Areas, it does require the City to plan carefully for balanced growth. The Land Use (LU) Element of the proposed General Plan sets the foundation for future growth, change, and preservation. The following General Plan 2040 goal and policy would serve to minimize potential adverse impacts related to established communities:

- **Goal LU-1:** Plan carefully for balanced growth that provides ample housing that is affordable at all levels and job opportunities for all community members; maximizes efficient use of infrastructure; limits adverse impacts to the environment; and improves social, economic, environmental, and health equity.
 - **Policy LU 1.8: New Development within the Sphere of Influence.** Work with the County of San Mateo to require new developments and related infrastructure within the Sphere of Influence to be consistent with the City's General Plan, Zoning Code requirements, and development standards.

The proposed General Plan calls for transportation improvements. While these types of improvements could be installed and implemented under the proposed project, they would be intended to facilitate

LAND USE AND PLANNING

movement throughout the city, improve public safety, and connect new and existing development; they would not create new physical barriers or inhibit movement in the EIR Study Area. Therefore, implementation of the proposed project would not physically divide an established community. Impacts would be *less than significant*.

Significance without Mitigation: Less than significant.

LU-2 **The proposed project would not cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect.**

Land Use Plans, Policies, and Regulations

While the proposed General Plan is the primary planning document for the City of San Mateo and the proposed update is intended to ensure consistency between the General Plan, Zoning Ordinance, and federal and State laws, implementation of the proposed project has the potential to conflict with “land use” plans, policies, or regulations adopted for the purpose of avoiding or mitigating an environmental effect. For the purposes of this EIR a “land use” plan is a policy, or regulation that addresses how land is used. The following discusses the proposed project and its relationship to the land use plans, policies, or regulations adopted for the purpose of avoiding or mitigating an environmental effect as listed in Section 4.11.1.1, *Regulatory Framework*.

Cortese-Knox Act

The San Mateo SOI is regulated by the San Mateo County LAFCo and any proposed jurisdictional boundary changes, including annexations and detachments of territory to and/or from the City, is subject to the San Mateo County LAFCo review and approval. The San Mateo County LAFCo also must review any contractual service agreements and determine the SOI. The City does not propose to annex or de-annex any areas of the SOI as part of the proposed project. However, annexation proposals could occur during the buildout horizon of the proposed General Plan.

The Land Use (LU) Element of the proposed General Plan sets the foundation for future growth, change, and preservation. In addition to the proposed goal and policy identified in impact discussion LU-1, the following General Plan 2040 goal and policies would serve to minimize impacts from annexations and support the purpose of the San Mateo LAFCo to encourage the orderly growth of local communities, discourage urban sprawl, and assure efficient local government service:

- **Goal LU-1:** Plan carefully for balanced growth that provides ample housing that is affordable at all levels and job opportunities for all community members; maximizes efficient use of infrastructure; limits adverse impacts to the environment; and improves social, economic, environmental, and health equity.

LAND USE AND PLANNING

- **Policy LU 1.2: General Plan 2040 Maximum Development.** The General Plan Update Environmental Impact Report (EIR) assumes the following development projections for the year 2040:
 - 21,410 new dwelling units.
 - 4,325,000 square feet of new nonresidential floor area

When approved nonresidential development reaches half of the anticipated development, evaluate the citywide jobs-housing balance.

When approved development within City Limits and unincorporated properties within the Sphere of Influence reaches the maximum number of new residential units and net new nonresidential square feet projected in the General Plan EIR, require that environmental review conducted for any subsequent development project address growth impacts that would occur from development exceeding the General Plan EIR's projections.

- **Policy LU 1.3: Optimize Development Opportunities.** Encourage new development in major commercial and transit-oriented development areas, including the Downtown, Caltrain station areas, and the El Camino Real corridor, to maximize the density and intensity specified in the Land Use Plan and to efficiently use land and infrastructure resources.
- **Policy LU 1.4: Mixed-Use.** Encourage mixed-use developments to include increased residential components to provide greater proximity between jobs and housing, promote pedestrian activity, and reduce traffic congestion and vehicle miles traveled (VMT).
- **Policy LU 1.5: Surplus Land.** Consider redesignating City-owned land not required for public services, facilities, or infrastructure for development of affordable housing.
- **Policy LU 1.7: Annexation.** Annex urbanized areas of the unincorporated land adjacent to the City Limits where landowners petition the City to be annexed, subject to the following conditions:
 - a. The annexation is comprehensive, rather than piecemeal; and
 - b. Landowners will pay the full cost of City services, will assume a proportionate share of existing City debts, and will contribute to the existing capital improvements of the City, which will benefit the area to be annexed.

The proposed project acknowledges that the City will follow adopted San Mateo County LAFCo policies to review proposed SOI changes and annexation requests. Accordingly, the proposed project would not conflict with or be inconsistent with the San Mateo County LAFCo policies, and the impact would be *less than significant*.

Housing Regulations

As described in Section 4.10.1.1, *Regulatory Framework*, various State and local laws, regulations, and measures seek to expand housing opportunities. For example, the HOME Act is intended to provide access to more rental and ownership options for working families who would otherwise be priced out of neighborhoods. The Land Use (LU) Element of the proposed General Plan sets the foundation for future

LAND USE AND PLANNING

growth, change, and preservation. In addition to the goal and policies previously identified, the following General Plan 2040 goals and policies would serve to support housing regulations:

- **Goal LU-1:** Plan carefully for balanced growth that provides ample housing that is affordable at all levels and job opportunities for all community members; maximizes efficient use of infrastructure; limits adverse impacts to the environment; and improves social, economic, environmental, and health equity.
 - **Policy LU 1.1: Equitable Development.** Prioritize development projects that meet social and economic needs of the economically vulnerable populations to address and reverse the underlying socioeconomic factors in the community that contribute to residential and social segregation in the city. Provide a range of housing types, sizes, and affordability levels in all San Mateo neighborhoods.
 - **Policy LU 1.6: Legal Nonconforming Developments.** Allow legally established nonconforming uses and buildings to be maintained, have minor expansions where appropriate, and be reconstructed if destroyed by fire or natural disaster. Encourage reconstruction and/or minor expansions to have a design that is visually compatible with surrounding development and complies with the City's development standards.
- **Goal LU-3:** Provide a wide range of land uses, including housing, parks, open space, recreation, retail, commercial services, office, and industrial to adequately meet the full spectrum of needs in the community.
 - **Policy LU 3.1: Housing Diversity.** Promote safe, attractive, and walkable residential neighborhoods with diverse types and sizes of homes for individuals, families, and households of all income levels.
- **Goal LU-13:** Maintain Development Review and Building Permit processes that are comprehensive and efficient.
 - **Policy LU 13.1: Development Review Process.** Review development proposals and building permit applications in an efficient and timely manner while maintaining quality standards in accordance with City codes, policies, and regulations, and in compliance with State requirements.
 - **Policy LU 13.2: Public Education.** Promote public awareness of the development review and permitting process.
 - **Policy LU 13.3 Fee Information.** Maintain an updated schedule of fees and housing development affordability requirements, all zoning ordinances and development standards, and annual fee or finance reports on the City's website. In addition, maintain archives of impact fee nexus studies, cost of service studies, or equivalent reports for ease of information sharing with the public.

Accordingly, the proposed project would not conflict with or be inconsistent with the HOME Act, and the impact would be *less than significant*.

LAND USE AND PLANNING

Plan Bay Area

While ABAG's *Plan Bay Area 2050* does not override local land use control, it provides guidance to the local agencies such as San Mateo on how future development can be consistent with the State's GHG and VMT reduction goals. This includes constructing more infill development in downtowns and centers in close proximity to jobs and services.

The Land Use (LU) Element of the proposed General Plan sets the foundation for future growth, change, and preservation. In addition to the goals and policies previously identified, the following General Plan 2040 goals, policies, and actions would serve to minimize impacts from conflicts with *Plan Bay Area*:

- **Goal LU-3:** Provide a wide range of land uses, including housing, parks, open space, recreation, retail, commercial services, office, and industrial to adequately meet the full spectrum of needs in the community.
 - **Policy LU 3.7: Visitor Economy.** Collaborate with other Peninsula cities and the San Mateo County/Silicon Valley Convention and Visitors Bureau to support the continued development of the visitor economy of both the city and the region, including lodging, entertainment, recreation, retail, and local events; encourage uses that attract visitors. Incentivize through fee reduction and visitor perks, sustainable modes of travel to and from the city to reduce both the use of air travel and gas-powered vehicles.
 - **Policy LU 3.8: Workplaces.** Develop office buildings and business parks to facilitate transit, pedestrian, and bicycle commutes. Provide compact development, mixed uses, and connectivity to transit to reduce vehicle miles traveled (VMT).
- **Goal LU-4:** Maintain downtown San Mateo as the economic, cultural, and social center of the community.
 - **Policy LU 4.1: Downtown Land Uses.** Allow and prioritize a wide range of residential, dining, entertainment, lodging, and other commercial uses downtown, at high intensities and densities, with strong multi-modal connectivity to the San Mateo Caltrain station and other transit.
 - **Action LU 4.4: Downtown Area Plan.** Update the Downtown Area Plan to support and strengthen the Downtown as a vibrant and active commercial, cultural, and community gathering district. The updated Downtown Area Plan shall align with the General Plan, integrate recommendations from other concurrent City efforts, focus growth and intensity in proximity to the Caltrain station, encourage superblock concepts or approaches and allow parklets, update parking standards and parking management strategies, allow for increased housing units and density, and support high-quality, pedestrian-oriented design and architecture.
- **Goal LU-5:** Promote residential and mixed land uses along El Camino Real to strengthen its role as both a local and regional corridor.
 - **Action LU 5.3: El Camino Real Corridor Plan.** Prepare a Corridor Plan for El Camino Real that assembles existing planning documents for the corridor into a single comprehensive plan that implements the El Camino Real policies in General Plan 2040.
- **Goal LU-6:** Promote transit-oriented development around the Hillsdale Caltrain station.

LAND USE AND PLANNING

- **Policy LU 6.1: Rail Corridor Transit-Oriented Development Plan (Rail Corridor Plan).** Continue to implement the Rail Corridor Plan to allow, encourage, and provide guidance for the creation of world-class transit-oriented, mixed-use development (TOD) within a half-mile radius of the Hillsdale and Hayward Park Caltrain stations, while maintaining and improving the quality of life for those who already live and work in the area.
- **Action LU 6.3: Hillsdale Station Area Plan.** Update the Hillsdale Station Area Plan to foster higher-density residential, office and mixed-use, transit-oriented development that connects to neighborhoods to the east and west, improves bicycle and pedestrian circulation to the station, and increases park and open space areas.
- **Goal LU-7: Support the transition of shopping areas designated for new uses into vibrant districts with a range of housing, shopping, services, and jobs.**
 - **Action LU 7.2: Bridgepointe Area Plan.** Update and consolidate the Bridgepointe Master Plan and Mariner’s Island Specific Plan into one planning document to guide redevelopment of the Bridgepointe Shopping Center and the surrounding properties into a mixed-use neighborhood that maintains its regional retail component while developing a diverse range of housing types, including affordable housing; new parks and recreational facilities; community gathering places; ample facilities to support transit, bicycling, and walking; and a range of businesses and services. The plan shall include safe access for pedestrians, cyclists, and transit riders from Bridgepoint to the City’s transit corridors, such as Caltrain and El Camino Real.
 - **Action LU 7.3: Bel Mateo Area Plan.** Prepare a Specific Plan or Master Plan to guide redevelopment of the Bel Mateo area into a mixed-use neighborhood with a diverse range of neighborhood-serving commercial uses and amenities; new market-rate and affordable housing, ample facilities to support bicycling and walking; and publicly accessible park and open space areas.
- **Goal LU-8: Support the equitable health and well-being of all neighborhoods in San Mateo and all members of the San Mateo community by improving conditions in equity priority communities.**
 - **Policy LU 8.7: Access to Parks and Recreation.** Provide attractive, comfortable, and safe pedestrian and cyclist access to public parks and recreational facilities in and near equity priority communities.
 - **Action LU 8.8: Streetscape and Safety Improvements.** Work with residents in equity priority communities to identify sidewalk, lighting, landscaping, and roadway improvements needed to improve routes to parks, schools, recreation facilities, and other destinations within the community. Prioritize investments to address health disparities in equity priority communities in the annual Capital Improvement Program.
- **Goal LU-10: Make San Mateo strong and resilient by acting to significantly reduce greenhouse gas emissions and adapt to a changing climate.**
 - **Policy LU 10.2: Decarbonized Building Stock.** Eliminate the use of fossil fuels as an energy source in all new building construction and reduce the use of fossil fuels as an energy source in the existing building stock at the time of building alteration through requirements for all-electric construction.

LAND USE AND PLANNING

- **Policy LU 10.3: Sustainable Improvements.** Ensure that all improvements to existing structures are developed or remodeled in a sustainable and resilient manner.
- **Action LU 10.4: Climate Action Plan Implementation.** Implement the greenhouse gas reduction strategies to meet the City’s Climate Action Plan emission-reduction goals.
- **Action LU 10.5: Climate Action Plan Monitoring.** Monitor and report progress on the implementation of the City’s Climate Action Plan on an annual basis. Regularly review new opportunities and approaches to reduce emissions consistent with the Climate Action Plan’s goals.
- **Action LU 10.6: Greenhouse Gas Inventory.** Every five years, prepare an updated greenhouse gas emissions inventory consistent with the Climate Action Plan.
- **Action LU 10.7: Engage the Public in the Climate Action Plan.** Provide public information to educate residents and businesses on the Climate Action Plan and to spark behavioral changes in individual energy and water consumption, transportation mode choices, and waste reduction.
- **Action LU 10.8: Building Decarbonization.** Evaluate and adopt reach codes and other policies to decarbonize the building stock.
- **Action LU 10.9: Resilience of Critical Facilities and Public Infrastructure.** Identify critical facilities and public infrastructure in areas vulnerable to climate change hazards, and work to site, design, and upgrade these facilities with consideration for future increases in severity that may occur over the anticipated life of the development. In cases where facilities cannot be sustainably maintained, evaluate the costs and benefits of relocation. Where facilities can be safely sited for the near term, but future impacts are likely, prepare an adaptive management plan detailing steps for maintenance, retrofitting, and/or relocation.
- **Action LU 10.10: Clean Fuel Infrastructure.** Support efforts to build electric vehicle charging stations and clean fuel stations in San Mateo, including hydrogen and sustainably sourced biofuels, as supported by market conditions.
- **Goal LU-14:** Collaborate and communicate with other public agencies regarding regional issues.
 - **Policy LU 14.3: Plan Bay Area.** Remain engaged in current and future long-range plans prepared by Metropolitan Transportation Commission (MTC), Association of Bay Area Governments (ABAG), and other regional organizations to influence and be aware of projected growth assumptions for San Mateo and regional priorities for transportation, infrastructure, and the economy that could affect the city.
 - **Policy LU 14.4: Priority Development Areas.** Support the strategies outlined in Plan Bay Area 2050, especially within City-identified Priority Development Areas.

In addition to the proposed General Plan goals, policies, and actions listed above, see Chapter 4.2, *Air Quality*, Chapter 4.5, *Energy*, and Chapter 4.7, *Greenhouse Gas Emissions*, of this Draft EIR for complete lists of proposed General Plan goals, policies, and actions that would minimize conflict with the goals of ABAG’s *Plan Bay Area*. Accordingly, the proposed project would not conflict with or be inconsistent with *Plan Bay Area 2050*, resulting in a *less-than-significant* impact.

LAND USE AND PLANNING

Airport Land Use Compatibility Plan

The EIR Study Area is located within the San Carlos Airport and San Francisco International Airport AIA, as shown on Figure 4.8-1, *Airport Influence Areas*, in Chapter 4.8, *Hazards and Hazardous Materials*, of this Draft EIR. Land use compatibility with the airports is regulated by C/CAG. Pursuant to the California Public Utilities Code Section 21676, development of land and changes in land use around the airport must be consistent with the ALUCP. The Land Use (LU) Element of the proposed General Plan sets the foundation for future growth, change, and preservation. The following General Plan 2040 goal and policy would serve to minimize impacts from development in close proximity to the airports:

- **Goal LU-14:** Collaborate and communicate with other public agencies regarding regional issues.
 - **Policy LU 14.1: Inter-Agency Cooperation.** Promote and participate in cooperative planning with other public agencies and the jurisdictions within San Mateo County, such as the 21 Elements regional collaboration, regarding regional issues such as water supply, traffic congestion, rail transportation, wildfire hazards, air pollution, waste management, fire services, emergency medical services, and climate change.

Accordingly, the City would coordinate with C/CAG regarding development in close proximity to the airports. Future development within Area B of the AIA would be subject to review by C/CAG for determination of consistency with the ALUCP. Therefore, the proposed project would not conflict with or be inconsistent with the ALUCP, resulting in a *less-than-significant* impact.

Non-Land Use Plans, Policies, and Regulations

Plans, policies, and regulations concerning a wide range of topics can also have direct and indirect effects on land use decision-making. The proposed project's potential to conflict with other applicable plans, policies, and regulations adopted for the purpose of avoiding or mitigating an environmental effect are discussed in detail in the other environmental topic chapters of this Draft EIR. Specifically, these discussions are in Chapter 4.2, *Air Quality*; Chapter 4.3, *Biological Resources*; Chapter 4.4, *Cultural Resources*; Chapter 4.7, *Greenhouse Gas Emissions*; Chapter 4.8, *Hazards and Hazardous Materials*; Chapter 4.9, *Hydrology and Water Quality*; Chapter 4.11, *Noise*; Chapter 4.13, *Population and Housing*; Chapter 4.14, *Public Services*; Chapter 4.15, *Transportation*; Chapter 4.16, *Tribal Cultural Resources*, Chapter 4.17, *Utilities and Service Systems*; and Chapter 4.18, *Wildfire*. Some of these key regulations include:

- **Air Quality.** Bay Area Air Quality Management District (BAAQMD) has prepared several plans to attain the National ambient air quality standards (AAQS) and California AAQS. The air quality management plans (AQMP) prepared by BAAQMD provide the framework for San Francisco Bay Area Air Basin to achieve attainment of the State and federal AAQS.
- **Biological Resources.** The federal Endangered Species Act (ESA) and California ESA protects plants and animals that are listed as endangered or threatened by the United States Fish and Wildlife Service, the National Marine Fisheries Service, and the California Department of Fish and Wildlife. The Migratory Bird Treaty Act protects migratory birds, any of their parts, eggs, and nests. The Bald and Golden Eagle Protection Act of 1940, as amended, provides for the protection of bald eagles and golden eagles. The federal Clean Water Act (CWA) and State CWA protect habitat for animals and

LAND USE AND PLANNING

plants. The Native Plant Protection Act of 1977 was created with the intent to “*preserve, protect and enhance rare and endangered plants in this State.*”

- **Cultural and Tribal Cultural Resources.** The National Historic Preservation Act defines the responsibilities of federal agencies to protect and preserve Historic Properties. The American Indian Religious Freedom Act and the Native American Graves Protection and Repatriation Act of 1990 protect Native American artifacts. California Government Code Section 65352.3-5, formerly known as SB 18, and Assembly Bill 52 are both intended to protect Native American resources as well.
- **Greenhouse Gas Emissions and Vehicle Miles Traveled.** *Plan Bay Area 2050* provides guidance to reduce VMT and thus reduce GHG emissions to meet the State’s goals.
- **Airport Hazards.** The Airport Land Use Compatibility Plan (ALUCP) covering all three public airports in San Mateo County was approved by the City/County Association of Governments of San Mateo County (C/CAG) in December 1996. The C/CAG has since adopted updated ALUCPs for San Francisco International Airport (November 2012), Half Moon Bay Airport (September 2014), and San Carlos Airport (October 2015). The updated ALUCPs describe a series of land use safety and compatibility zones and associated guidelines for development around each airport that are intended to prevent development that is incompatible with airport operations.
- **Hydrology and Water Quality.** The federal and State CWAs include regulations for protecting water quality. The City of San Mateo is within the jurisdiction of the San Francisco Bay RWQCB (Region 2). The San Francisco Bay RWQCB addresses region-wide water quality issues through the creation and triennial update of the *Water Quality Control Plan* for the San Francisco Bay Region (Basin Plan).
- **Natural Hazards.** The City of San Mateo adopted the *Local Hazard Mitigation Plan* (LHMP) in June 2017. The LHMP focuses on protecting the community from risks associated with hazards such as earthquakes, floods, fires, hazardous materials and other hazards. The LHMP analyzes these hazards and the risks they pose and includes goals and mitigation strategies to establish what measures will be undertaken to reduce these risks to levels determined by the City of San Mateo to be reasonable.
- **Population and Housing.** ABAG is the official comprehensive planning agency for the San Mateo County area and is responsible for taking the overall RHNA provided by the State and preparing a formula for allocating that housing need by income level across its jurisdiction.
- **Utilities and Service Systems.** The National Pollutant Discharge Elimination System permit program was established by the CWA to regulate municipal and industrial discharges to surface waters of the United States, including discharges from municipal separate storm sewer systems.

A complete list and description of the applicable non-land-use plans, policies, and regulations adopted for the purpose of avoiding or mitigating an environmental effect, is included in the individual chapters of this Draft EIR listed previously.

In summary, the proposed General Plan is the primary planning document for the City of San Mateo. The proposed General Plan is intended to ensure consistency between the General Plan, Zoning Ordinance, and federal and State laws. The proposed CAP update does not involve any land use changes. Because the proposed General Plan is the overriding planning document for the City, and because the proposed General Plan involves amending the current General Plan, the impact would be *less than significant*.

LAND USE AND PLANNING

Significance without Mitigation: Less than significant.

LU-3	The proposed project would not, in combination with past, present, and reasonably foreseeable projects, result in cumulative land use and planning impacts in the area.
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The geographic context for the cumulative land use and planning impacts would occur from potential future development under the proposed project combined with impacts of development on lands adjacent to the city.

As discussed in impact discussions LU-1 and LU-2, the proposed project would not divide an established community or conflict with established plans, policies, and regulations. The proposed project would not conflict with any State, regional, or local land use plans, policies, or regulations adopted for the purpose of avoiding or mitigating an environmental effect. Future development that would be allowed under the proposed project would not create substantial land use impacts. Development would likely continue to occur in the surrounding cities and the unincorporated areas of San Mateo County. However, such development would largely be taking place in already urbanized areas and would not require development or demolition that would create land use conflicts or divide established communities. Therefore, the proposed project would not result in a cumulatively considerable contribution to cumulative impacts related to land use changes, and cumulative impacts would be *less than significant*.

Significance without Mitigation: Less than significant.