

4.15 TRANSPORTATION

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 transportation impacts from adopting and implementing the proposed General Plan 2040 and proposed Climate Action Plan (CAP) update, 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. Transportation data is included as Appendix E, *Transportation Data*, of this Draft EIR.

4.15.1 ENVIRONMENTAL SETTING

4.15.1.1 REGULATORY FRAMEWORK

Federal Regulations

Federal Highway Administration

The Federal Highway Administration (FHWA) is the agency of the United States Department of Transportation (USDOT) responsible for the federally funded roadway system, including the interstate highway network and portions of the primary State highway network, such as US Highway 101, State Route (SR-) 92, and SR-84.

Americans with Disabilities Act

The Americans with Disabilities Act (ADA) of 1990 provides comprehensive rights and protections to individuals with disabilities. The goal of the ADA is to assure equality of opportunity, full participation, independent living, and economic self-sufficiency for people with disabilities. To implement this goal, the US Access Board, an independent federal agency created in 1973 to ensure accessibility for people with disabilities, has created accessibility guidelines for public rights-of-way. While these guidelines have not been formally adopted, they are widely followed by jurisdictions and agencies nationwide. These guidelines address various issues, including roadway design practices, slope and terrain issues, and pedestrian access to streets, sidewalks, curb ramps, street furnishings, pedestrian signals, parking, public transit, and other components of public rights-of-way.

State Regulations

California Complete Streets Act of 2008 (Assembly Bill 1358)

Originally passed in 2008, California's Complete Streets Act took effect in 2011 and requires local jurisdictions to plan for land use transportation policies that reflect a "complete streets" approach to mobility. "Complete streets" comprises a suite of policies and street design guidelines which provide for the needs of all road users, including pedestrians, bicyclists, transit operators and riders, children, the elderly, and the disabled. From 2011 onward, any local jurisdiction—county or city—that undertakes a

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substantive update of the circulation element of its general plan must consider “complete streets” and incorporate corresponding policies and programs.

Senate Bill 743

On September 27, 2013, Senate Bill (SB) 743 was signed into law.¹ The Legislature found that with the adoption of the Sustainable Communities and Climate Protection Act of 2008 (SB 375), the State had signaled its commitment to encourage land use and transportation planning decisions and investments that reduce vehicle miles traveled (VMT) and thereby contribute to the reduction of greenhouse gas (GHG) emissions, as required by the California Global Warming Solutions Act of 2006 (Assembly Bill [AB] 32). Additionally, AB 1358, described above, requires local governments to plan for a balanced, multimodal transportation network that meets the needs of all users. To further the State’s commitment to the goals of SB 375, AB 32 and AB 1358, SB 743 added Chapter 2.7, *Modernization of Transportation Analysis for Transit-Oriented Infill Projects*, to Division 13 (Section 21099) of the Public Resources Code.

California Building Code

The State of California provides a minimum standard for building design through Title 24, Part 2, of the California Code of Regulations (CCR), commonly referred to as the “California Building Code” (CBC). The CBC is updated every three years. It is generally adopted on a jurisdiction-by-jurisdiction basis, subject to further modification based on local conditions. The City of San Mateo regularly adopts each new CBC update under the San Mateo Municipal Code (SMMC) Chapter 23.08, *Building Code*. The CBC provides fire and emergency equipment access standards for public roadways in Part 9, Appendix D. These standards include specific width, grading, design, and other specifications for roads, which provide access for fire apparatuses; the code also indicates which areas are subject to requirements for such access. The CBC also incorporates by reference the standards of the International Fire Code (IFC). The modification of streets in the City of San Mateo would be subject to these and any modified State standards.

Regional Regulations

Metropolitan Transportation Commission/Association of Bay Area Governments

The Metropolitan Transportation Commission (MTC) is the transportation planning, coordinating, and financing agency for the nine-county Bay Area, including San Mateo County. It also functions as the federally mandated metropolitan planning organization (MPO) for the region. It is responsible for regularly updating the Regional Transportation Plan (RTP), a comprehensive blueprint for the development of mass transit, highway, airport, seaport, railroad, bicycle, and pedestrian facilities.

¹ An act to amend Sections 65088.1 and 65088.4 of the Government Code, and to amend Sections 21181, 21183, 21186, 21187, 21189.1, and 21189.3 of, to add Section 21155.4 to, to add Chapter 2.7 (commencing with Section 21099) to Division 13 of, to add and repeal Section 21168.6.6 of, and to repeal and add Section 21185 of, the Public Resources Code, relating to environmental quality.

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The passage of AB 32 and the associated State commitment to reducing statewide GHG emissions has placed a new emphasis on accommodating new housing production as a condition of securing transportation grant funding. Subsequent to adoption of AB 32, the State adopted SB 375 as the means of achieving regional transportation-related GHG targets. Among the requirements of SB 375 is the creation of a Sustainable Communities Strategy (SCS) that provides a plan for meeting regional targets. The SCS and the RTP must be consistent with one other, including action items and financing decisions. MPOs must use transportation and air emissions modeling techniques consistent with guidelines prepared by the California Transportation Commission.

The MTC and Association of Bay Area Governments' (ABAG) *Plan Bay Area 2050* is the Bay Area's Regional Transportation Plan/Sustainable Community Strategy (RTP/SCS). *Plan Bay Area 2050* was prepared by MTC in partnership with ABAG, the Bay Area Air Quality Management District (BAAQMD), and the San Francisco Bay Conservation and Development Commission and adopted on October 21, 2021.² The SCS sets a development pattern for the region, which, when integrated with the transportation network and other transportation measures and policies, would reduce greenhouse gas emissions from transportation (excluding goods movement) beyond the per capita reduction targets identified by California Air Resources Board. An overarching goal of *Plan Bay Area 2050* is to concentrate development in areas where there are existing services and infrastructure rather than allocate new growth to outlying areas where substantial transportation investments would be necessary to achieve the per capita passenger vehicle miles traveled and associated greenhouse gas emissions reductions.

The MTC has established its policy on Complete Streets in the Bay Area. The policy states that projects funded all, or in part, with regional funds (e.g., federal, State Transportation Improvement Program, and bridge tolls) must consider the accommodation of bicycle and pedestrian facilities, as described in California Department of Transportation (Caltrans) Deputy Directive 64. These recommendations do not replace locally adopted policies regarding transportation planning, design, and construction. Instead, these recommendations facilitate the accommodation of pedestrians, including wheelchair users, and bicyclists into all projects where bicycle and pedestrian travel is consistent with current adopted regional and local plans.

As part of the implementing framework for *Plan Bay Area*, Priority Development Areas (PDAs) and Transit Priority Areas (TPAs) are identified as areas where concentrated development can have beneficial environmental effects and reduce adverse environmental impacts. 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.

² Association of Bay Area Governments and the 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 July 29, 2022.

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City/County Association of Governments of San Mateo County

The City/County Association of Governments (C/CAG) of San Mateo County is responsible for providing countywide transportation planning. In San Mateo County, C/CAG is the Congestion Management Agency tasked with preparing the Congestion Management Plan (CMP) that describes the strategies to address congestion problems and monitoring compliance. C/CAG works cooperatively with MTC, transit agencies, local governments, Caltrans and BAAQMD. The CMP contains Level of Service (LOS) standards for roadway segments and intersections, a capital improvement program, a program for analyzing land use decisions, and a transportation demand management (TDM) program.³ The CMP roadway system comprises of 53 roadway segments and 16 intersections.

San Mateo County Comprehensive Bicycle and Pedestrian Plan

The 2011 San Mateo County Comprehensive Bicycle and Pedestrian Plan designates Pedestrian Focus Areas and a Countywide Bikeway Network.⁴ The plan identifies El Camino Real as the corridor in the County with the highest densities of population and employment, and thus potential pedestrian activity. The Plan notes that the high level of through-movement along this corridor necessitates the need for bicycle and pedestrian improvements. Although biking, walking, and transit percentages in San Mateo County are lower than the averages for the Bay Area, in 2000 the City of San Mateo had the highest percentage of commuters walking to work in San Mateo County, at 2.6 percent.

Priority bicycle and pedestrian projects identified in the City of San Mateo included new separated crossings of US Highway 101 at E. Hillsdale Blvd, Lodi Avenue/Haddon Drive, and an interchange reconstruction at 3rd Avenue/4th Avenue. Corridor improvements on El Camino Real through Downtown San Mateo were also identified as a priority project.

Local Regulations

San Mateo General Plan 2030

The City of San Mateo General Plan 2030 goals, policies, and actions that are relevant to transportation are primarily in the Circulation Element. 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 4.15.3, *Impact Discussion*.

³ City/County Association of Governments of San Mateo County, December 2021, *Congestion Management Program: Final Report*, https://ccag.ca.gov/wp-content/uploads/2022/01/258-018-San-Mateo-CMP-Report_Final.pdf, accessed July 29, 2022.

⁴ City/County Association of Governments of San Mateo County, September 2011, *San Mateo County Comprehensive Bicycle and Pedestrian Plan*, https://ccag.ca.gov/wp-content/uploads/2014/07/CBPP_Main-Report__Sept2011_FINAL.pdf, accessed July 29, 2022.

Climate Action Plan

Adopted in April 2020, the current San Mateo CAP is a comprehensive strategy to reduce GHG emissions and streamline the environmental review of GHG emissions of future development projects in the city.⁵ The CAP allows City decision-makers and the community to understand the sources and magnitude of local GHG emissions and identifies a strategy, reduction measures, and implementation actions the City will use to achieve targets consistent with State targets. The CAP, adopted in 2020, updated and expanded the City's goals, measures, and actions to address GHG emissions from the energy, water, transportation, solid waste, and off-road equipment sectors. It also revises San Mateo's implementation program and framework to monitor and report progress. A technical update to the CAP with updated inventories and forecasts has been conducted as part of the proposed project.

City of San Mateo Municipal Code

The SMMC includes various directives pertaining to transportation. The SMMC is organized by title, chapter, and section, and in some cases, articles. Most provisions related to transportation impacts are included in Title 24, *Transportation System Management (TSM)*, and Title 27, *Zoning*.

- Chapter 24.01, *Transportation System Management*, includes TSM requirements to assure that employers and complexes participate in mitigating traffic problems, encourage coordination and consistency between public agencies and the private sector in planning and implementing transportation programs, encourage alternatives to commuting by single occupancy vehicles, and reduce traffic impacts within the City by reducing the number of automobile trips, daily parking demand, and total VMT.
- Section 27.90.060, *Transportation Demand Management*, requires all planning applications for projects within the San Mateo Rail Corridor Transit Oriented Development (Rail Corridor Plan) area to be consistent with the provisions of Rail Corridor Plan Chapter 7 (G) Transportation Demand Management (TDM), including participation in the Transportation Management Association (TMA). All planning application submittal must include a trip reduction and parking management plan with recommended reduction measures. The requirement pertains to all projects which are estimated to result in a net increase of 100 PM peak hour trips, before implementation of TDM measures.
- Chapter 27.13, *Transportation Improvement Fee*, outlines the types of development and land use categories subject to the fee and how the amount of the fee is determined. Development will pay only for improvements where there is a reasonable relationship between the road improvements and the traffic generated by the new development. Each type of development shall contribute to the needed improvements in proportion to the use of improvements by that type of development.

Bicycle Master Plan

The 2020 City of San Mateo Bicycle Master Plan provides a blueprint for a citywide system of bike lanes, bike routes, bike paths, bicycle parking and other related facilities to allow for safe, efficient, and

⁵ City of San Mateo, April 2020, *2020 Climate Action Plan*, cityofsanmateo.org/DocumentCenter/View/80652/2020-Climate-Action-Plan?bidid=, accessed May 25, 2023.

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convenient bicycle travel within the city and to regional destinations in the Bay Area.⁶ The purpose of the plan is to build upon the existing mobility network with infrastructure projects and supporting programs that promote bicycling and use of personal mobility devices as alternatives to driving in San Mateo.

Pedestrian Master Plan

The Citywide Pedestrian Master Plan (PMP) was adopted in 2012 and provides a broad vision, strategies, and actions for improving the pedestrian environment and increasing the number of walking trips in San Mateo.⁷ The purpose of the PMP is to prioritize pedestrian improvements through a needs analysis of the city's network to identify gaps in the network and potential improvements. The PMP applies prioritization criteria to the output of the needs assessment to establish rankings for infrastructure improvements as well as programmatic recommendations and includes a list of priority pedestrian infrastructure recommendations for corridors and intersections throughout the city. The PMP also introduced a Greenway Pedestrian Corridor Network, a pedestrian-friendly network of streets that are intended to improve pedestrian connections to neighborhood destinations, transit, and recreational opportunities.

Transit Oriented Development (TOD) Pedestrian Access Plan

The 2022 Transit Oriented Development (TOD) Pedestrian Access Plan provides a roadmap to enhance pedestrian safety and create comfortable walking routes to transit for all ages and abilities. The Plan focuses on improving conditions for pedestrians around the three Caltrain stations and along El Camino Real.

Neighborhood Traffic Management Program

The City of San Mateo adopted its Neighborhood Traffic Management Program (NTMP) in 2006.⁸ The NTMP is intended to provide consistent citywide policies for neighborhood traffic management to ensure equitable and effective solutions that enhance the safety and livability of neighborhoods in San Mateo. The document provides instruction for residents in identifying appropriate neighborhood traffic management measures such as driver education, enforcement, and engineering physical improvements that can be utilized in addressing specific neighborhood traffic issues. An important component of the NTMP is to build consensus through neighborhood and stakeholder meetings and resident surveys, as well as trial installations prior to permanent installation of physical improvements.

⁶ City of San Mateo, April 2020, *Bicycle Master Plan*, https://www.cityofsanmateo.org/DocumentCenter/View/85445/2020-Bike-Master-Plan_Final_Updated-62021?bidId=, accessed July 29, 2022.

⁷ City of San Mateo, April 2012, *Citywide Pedestrian Master Plan*, <https://www.cityofsanmateo.org/DocumentCenter/View/10070/Final-Ped-MP-low-resolution?bidId=>, accessed July 29, 2022.

⁸ City of San Mateo, October 2016, *Neighborhood Traffic Management Program*, <https://www.cityofsanmateo.org/DocumentCenter/View/1211/Neighborhood-Traffic-Management-Program?bidId=>, accessed July 29, 2022.

San Mateo Transportation Impact Analysis Guidelines

The City of San Mateo adopted the Transportation Impact Analysis Guidelines (Guidelines) in July 2020.⁹ The Guidelines provide direction on how to conduct VMT assessments per SB 743 and level of service assessments per General Plan polices, but only the VMT assessment is part of the environmental review process that must meet the California Environmental Quality Act (CEQA) requirements. These CEQA requirements are described further in Section 4.15.2, *Standards of Significance*, below. The Guidelines establish the quantitative methodology, significance thresholds (which is 15 percent below average VMT for residential and office projects consistent with the citywide and GHG emission goals), and mitigation measures for any VMT impacts.

While the Guidelines provide a framework to analyze many types of projects, the Guidelines acknowledge that an alternative methodology may be appropriate for unique projects. As stated in the Guidelines, the City retains the authority to exercise its judgment in seeking exemptions or modifying the thresholds of significance, baseline, and methodology for individual projects based on the project-specific context during the review process. Since the Guidelines do not contain a specific threshold applicable to comprehensive planning documents such as a General Plan update, the VMT analysis methodology and thresholds defined in the Guidelines are not suitable for the impact assessment in this EIR. Instead, a threshold of no net increase in per capita or per employee VMT is considered more appropriate for programmatic level areawide redevelopment studies or General Plans, and is applied to estimate the VMT impact in the subsequent sections. (See Section 4.15.2, *Standards of Significance*.)

4.15.1.2 EXISTING CONDITIONS

Roadway System

The roadway system in the City of San Mateo is made up of freeways, arterials, collectors, local streets and alleyways. Each is described in detail below. The proposed classification as part of the proposed project is shown on Figure 4.15-1, *Proposed Street Classification*.

Freeways

Freeways are high-speed roadways without intersections that allow users to reach destinations outside of the city, either by car or transit. There are two freeways in the City of San Mateo: US Highway 101 and State Route 92 (SR-92). Interstate 280 (I-280) also provides regional access to the community and is located just west of the City's Sphere of Influence.

US Highway 101 is an 8- to 10-lane north-south freeway that traverses the easterly portion of the city. US Highway 101 extends northward through San Francisco and southward through San Jose and is a roadway of regional significance to the intercity circulation within the Bay Area. US Highway 101 provides access to the city via eight interchanges. One of the interchanges is a freeway-to-freeway

⁹ City of San Mateo July 2020, *Transportation Impact Analysis Guidelines*, [https://sanmateo.primegov.com/meeting/attachment/3169.pdf?name=Att%201%20-%20Draft%20Transportation%20Impact%20Analysis%20\(TIA\)%20Guidelines](https://sanmateo.primegov.com/meeting/attachment/3169.pdf?name=Att%201%20-%20Draft%20Transportation%20Impact%20Analysis%20(TIA)%20Guidelines), accessed May 26, 2023.

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interchange with SR-92. Two of the interchanges, at 3rd Avenue/4th Avenue and at Hillsdale Boulevard, are full-access interchanges. The remaining five interchanges are partial access interchanges. Within the City Limits, average daily traffic volumes on US Highway 101 range between 240,000 south of SR-92 and 270,000 north of SR-92. Managed toll lanes were recently added to Highway 101 connecting from Santa Clara County boundary to I-380 in San Mateo County.

SR-92 is a 4- to 6-lane east-west freeway extending from Half Moon Bay in west San Mateo County to Hayward in Alameda County. SR-92 traverses across the San Francisco Bay via a six-lane bridge (San Mateo Bridge), which is one of the seven bridges that cross the San Francisco Bay within the Bay Area. SR-92 provides access to the city via eight interchanges. One of the interchanges is a freeway-to-freeway interchange with US Highway 101. All remaining interchanges are full-access interchanges. Within City Limits, average daily traffic volumes on SR-92 range between 60,000 to 80,000 west of El Camino Real, approximately 100,000 between El Camino Real and US Highway 101, and over 150,000 east of US Highway 101.

Arterials

Arterial streets connect the regional roadway network with collectors. Most intersections along arterials are signalized, often with a coordinated and interconnected signal system. Compared to collectors, arterials have higher capacity to accommodate traffic volumes, and they provide for longer, continuous movement throughout the city. Arterials typically serve between 10,000 to 50,000 vehicles per day. Access to most freeway interchanges within the city are provided by arterials.

El Camino Real (SR-82) is owned by Caltrans and is a four- to six-lane north-south arterial within the city that is of regional significance. El Camino Real extends from Santa Clara County through San Mateo County. Within the City Limits, El Camino Real provides access to the Hillsdale Shopping Center, Downtown San Mateo, the Hillsdale Caltrain Station, and nearby residential neighborhoods. El Camino Real provides direct access to SR-92 via a full interchange.

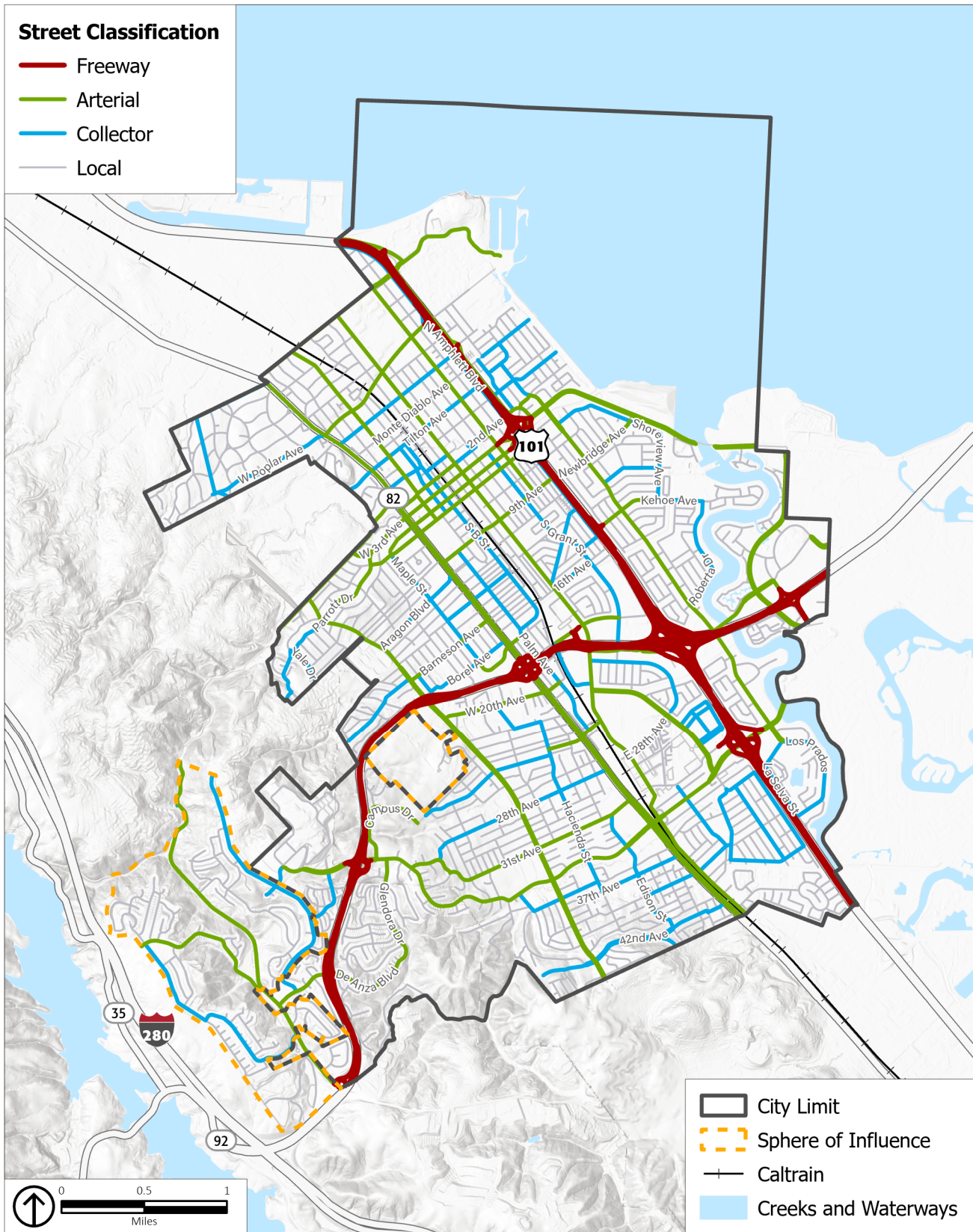
Collectors

Collectors link neighborhoods together and allow travelers to reach places outside of their neighborhoods. They have higher speeds than local streets and can handle more traffic volume. Collectors typically serve between 1,000 and 10,000 vehicles per day. While access to freeway interchanges within the EIR Study Area is mostly provided by arterials, two collector roads (North Bayshore Boulevard, and Kehoe Avenue) provide access to two partial interchanges with US Highway 101.

Local Streets and Alleyways

Local streets and alleyways make up the majority of the roadway system in San Mateo and typically have lower speeds and vehicular traffic volumes.

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Source: Caltrans, 2022; PlaceWorks, 2023.

Figure 4.15-1
Proposed Street Classification

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Public Transit

The City of San Mateo has three Caltrain Stations: San Mateo, Hayward Park, and Hillsdale. Caltrain operates through the San Mateo and Hillsdale Caltrain Stations with three types of service: local, limited stop, and express (Baby Bullet). Hayward Park has limited stops and local service only. During peak hours (5:00 to 10:00 a.m. and 4:00 to 9:00 p.m.), Caltrain runs local and limited stop service every 10 to 75 minutes, with an average headway of 28 minutes for Hillsdale, 29 minutes for San Mateo, and 55 minutes for Hayward Park. In the AM peak period, three northbound Baby Bullet trains and two southbound Baby Bullet trains serve Hillsdale Station. The direction of the Baby Bullet trains serving Hillsdale station reverses in the PM peak. San Mateo Station is served by three northbound Baby Bullet trains in the morning peak, with no southbound Baby Bullet service. This reverses in the evening with three southbound Baby Bullet trains serving San Mateo Station. Caltrain allows residents to connect with job centers around the Silicon Valley, as well as San Francisco and San Jose. In addition to Caltrain service, multiple SamTrans bus routes operate within City Limits. These routes fall under three categories: routes connecting to Caltrain stations, routes connecting to Caltrain and BART stations, and school-day only routes. Transit routes are shown in Figure 4.15-2, *Transit Network*.

In addition to regional transportation agency services, several shuttles operate on weekdays in San Mateo that offer last mile connections from Caltrain and caters to commuters and seniors. Shuttles that are open to the public are funded by C/CAG, BAAQMD, the Peninsula Joint Powers Board, MTC, local employers, and City funds. Shuttles operated by private companies are believed to support commuters in and around San Mateo but are not available to the general public.

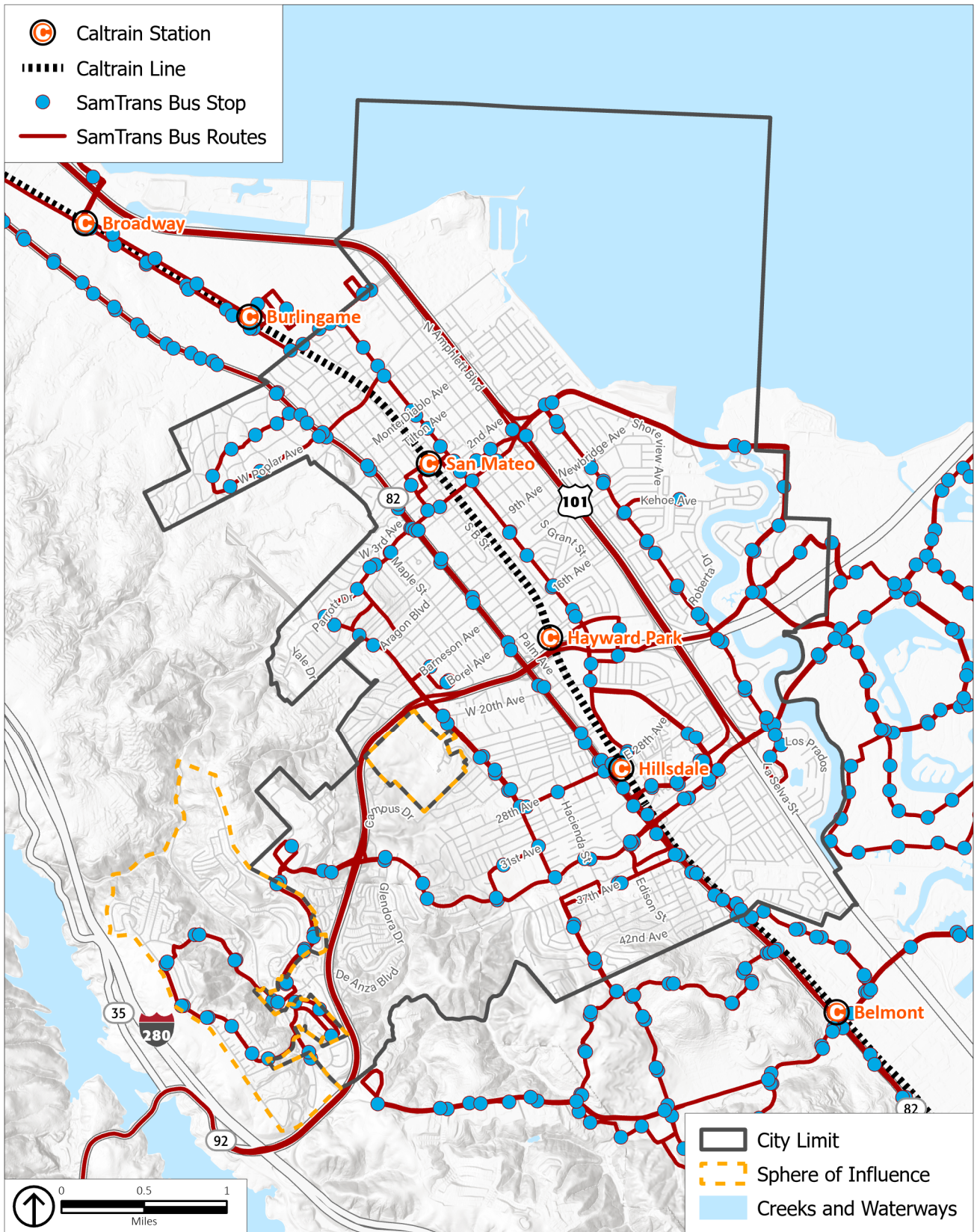
Pedestrian Network

The City of San Mateo Department of Public Works oversees the maintenance of 380 miles of sidewalks in San Mateo.¹⁰ In the City of San Mateo, property owners are financially and legally responsible for maintaining the sidewalk fronting their property. Nearly every street in the city has a sidewalk, with some exceptions in residential single-family neighborhoods of San Mateo Park and Sugarloaf, which is a pedestrian-only zone with space for outdoor dining and special events in the public right-of-way.

The city's street grid is allows for frequent pedestrian crossings, both controlled and uncontrolled. Controlled crossings are locations with a signal or a stop sign to facilitate pedestrian crossings. San Mateo has implemented additional treatments at crosswalks to help increase visibility of pedestrians at some intersections in its Downtown area and throughout the city. Additionally, high visibility crosswalks are installed at various locations throughout the city where greater amounts of pedestrian activity occur. Leading pedestrian intervals—when the pedestrian signal is timed to give pedestrian a 3- to 7-second head start when entering an intersection before the green light for vehicles—have been implemented in the Downtown to increase pedestrian safety.

¹⁰ City of San Mateo Website, Sidewalk Repair Program, <https://www.cityofsanmateo.org/2134/Sidewalk-Repair-Program#:~:text=In%202008%2C%20the%20City%20Council,effective%20and%20cost%2Defficient%20way.,> accessed July 29, 2022.

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Source: City of San Mateo, 2023; PlaceWorks, 2023.

Figure 4.15-2
Transit Network

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Some existing roadway infrastructure can make walking in the city more challenging. For instance, some roadways have a rolled curb instead of a vertical curb, which makes it easier for vehicles to park on and block the sidewalk.

Bicycle Network

San Mateo has an existing bicycle network with connections to neighboring city bikeway networks. The San Mateo bicycle network contains six classifications of existing and planned bicycle facilities as described herein. The classifications are described in order of the level of separation between bicyclists and motorists. Shared-use paths offer the most separation, while bicycle routes would require bicyclists to ride alongside motorists.

- **Shared-use paths (Class I):** Off-road pathways designed for people walking, biking, and rolling (e.g., skateboard or scooter).
- **Separated bike lanes (Class IV):** A designated lane separated from vehicular traffic by a physical buffer (e.g., flexible posts, planters, parked vehicles, curbs).
- **Buffered bike lanes (Class II):** A designated striped bicycle lane adjacent to vehicular traffic separated by a striped buffer area on the pavement.
- **Standard bike lanes (Class II):** A designated striped bicycle lane directly adjacent to vehicular traffic.
- **Bicycle boulevards (Class III):** Bicyclists share a lane with vehicular traffic and are identified with bicycle signage and pavement markings to increase driver awareness of bicyclists and aid bicyclists with navigation. Bicycle boulevards include traffic-calming treatments and are solely implemented on low-speed (i.e., less than 25 mile per hour) and low-volume (i.e., less than 3,000 vehicles per day) streets to ensure they are low-stress facilities.
- **Bicycle routes (Class III):** Bicyclists share the lane with vehicular traffic and are identified with bicycle signage and pavement markings to increase driver awareness of bicyclists and aid bicyclists with navigation. The City is phasing out this type of facility within the bicycle network and upgrading to other facility types.

4.15.2 STANDARDS OF SIGNIFICANCE

The proposed project would result in a significant transportation impact if it would:

1. Conflict with a program, plan, ordinance or policy addressing the circulation system, including transit, roadway, bicycle and pedestrian facilities.
2. Conflict or be inconsistent with CEQA Guidelines § 15064.3, subdivision (b).
3. Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment).
4. Result in inadequate emergency access.
5. In combination with past, present, and reasonably foreseeable projects, result in cumulative transportation impacts in the area.

As explained previously in Section 4.15.1.1, *Regulatory Framework*, the City of San Mateo TIA Guidelines establish a threshold of 15 percent below average VMT for residential and office projects to be consistent with the citywide and GHG emission goals. While the Guidelines provide a comprehensive framework, it is important to note that all projects are not covered under this framework. The City retains the authority to exercise judgment in seeking exemptions or adjusting requirements for individual projects during the review process. Although the threshold set by the guidelines is suitable for new development projects, it is not appropriate for the analysis of large program documents, such as the General Plan, that encompass existing land uses. Consequently, a threshold of no net increase in per capita or per employee VMT is more appropriate for the General Plan and is applied to estimate the VMT impact in the analysis below.

4.15.3 IMPACT DISCUSSION

TRAN-1 The proposed project would not conflict with a program, plan, ordinance or policy addressing the circulation system, including transit, roadway, bicycle and pedestrian facilities.

As discussed in Section 4.15.1.1, *Regulatory Framework*, programs, plans, and policies addressing circulation in EIR Study Area include the Complete Streets Act, Plan Bay Area, and the San Mateo County, Comprehensive Bicycle and Pedestrian Plan. In general, the overarching goals of these policy documents are to ensure a safe, efficient, and accessible multi-modal transportation network for all users that also reduces VMT to improve air quality and reduce GHG emissions.

As shown in Chapter 4.7, *Greenhouse Gas Emissions*, of this Draft EIR, 42 percent of GHG emissions in San Mateo originate from vehicle trips generated by San Mateo residents and businesses (i.e., the transportation sector). The California Air Resources Board recognizes that reducing VMT is a key objective to meeting California's GHG emission-reduction goals. The greatest potential for reducing GHG emissions in San Mateo is to reduce transportation-related emissions through measures that help to reduce vehicular trips and increase use of non-automobile modes of transportation (i.e., transit, bicycle, and pedestrian modes).

Public Transit

As described in Section 4.15.1.2, *Existing Conditions*, transit services in the EIR Study Area are provided by Caltrain and SamTrans. Future potential development under the proposed project is anticipated to contribute to an increased use of transit in the EIR Study Area due to growth in population and employment.

The Circulation (C) and Land Use (LU) Elements of the proposed General Plan contain goals, policies, and actions that require local planning and development decisions to consider impacts to transit facilities and support transit-oriented development. The following General Plan 2040 goals, policies, and action would directly and indirectly result in improving the transit network and support an increase in transit use, thus supporting regional goals to reduce VMT and GHG emissions, as well as support programs, plans, ordinances, or policies addressing the circulation system:

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- **Goal C-1:** Design and implement a multimodal transportation system that prioritizes walking, bicycling, and transit, and is sustainable, safe, and accessible for all users; connects the community using all modes of transportation; and reduces vehicle miles traveled (VMT) per capita.
 - **Policy C 1.1: Sustainable Transportation.** Reduce greenhouse gas (GHG) emissions from transportation by increasing mode share options for sustainable travel modes, such as walking, bicycling, and public transit.
 - **Policy C 1.2: Complete Streets.** Apply complete streets design standards to future projects in the public right-of-way and on private property. Complete streets are streets designed to facilitate safe, comfortable, and efficient travel for all users regardless of age or ability or whether they are walking, bicycling, taking transit, or driving, and should include landscaping and shade trees as well as green streets stormwater infrastructure to reduce runoff and pollution.
 - **Policy C 1.6: Transit-Oriented Development.** Increase access to transit and sustainable transportation options by encouraging high-density, mixed-use transit-oriented development near the City's Caltrain stations and transit corridors.
 - **Policy C 1.7: Equitable Multimodal Network.** Prioritize new amenities, programs, and multimodal projects, developed based on community input and data analysis, in San Mateo's equity priority communities.
 - **Action C 1.11: Complete Streets Plan.** Complete and implement the Complete Streets Plan to improve the City's circulation network to accommodate the needs of street users of all ages and abilities.
 - **Action C 1.13: El Camino Real Improvements.** Collaborate with Caltrans, SamTrans, and other partners to support accommodating higher-capacity and frequency travel along El Camino Real, Bus Rapid Transit, and other modes of alternative transportation.
 - **Action C 1.14: Transit-Oriented Development Pedestrian Access Plan.** Coordinate with interagency partners and community stakeholders to seek funding opportunities to design, construct, and build the priority projects identified in the Transit-Oriented Development Pedestrian Access Plan.
 - **Action C 1.17: Data-Driven Approach to Project Design and Prioritization.** Inform the prioritization of improvement projects through the consistent collection and analysis of modal activity data that reveals where the highest concentration of pedestrian, bicycle, and transit trips occur, and study routes and places people would like to access but are currently unable to because of limitations in pedestrian, bicycle, and transit infrastructure.
- **Goal C-5:** Make transit a viable transportation option for the community by supporting frequent, reliable, cost-efficient, and connected service.
 - **Policy C 5.1: Increase Transit Ridership.** Support SamTrans and Caltrain in their efforts to increase transit ridership.
 - **Policy C 5.2: Caltrain.** Support Caltrain as a critical transit service in the city and Peninsula.

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- **Policy C 5.3: California High-Speed Rail.** Support and facilitate local and regional efforts to implement High-Speed Rail. Work to provide multimodal connections between San Mateo and planned High-Speed Rail stations.
- **Policy C 5.5: Transit Improvements.** Support implementation of transit improvements by local and regional transit providers.
- **Policy C 5.6: Transit Safety.** Prioritize improvements to increase safety, access, and comfort at transit centers and bus stops in equity priority communities, along commercial corridors, and in dense, mixed-use neighborhoods.
- **Policy C 5.7: Transit Access in New Developments.** Require new development projects to incorporate design elements that facilitate or improve access to public transit.
- **Policy C 5.8: Transit Education.** Educate the public about the benefits of transit use.
- **Action C 5.10: Transit Experience Improvements.** Prioritize installing new transit shelters and benches or other seating and an energy-efficient street lighting program at transit stops in equity priority communities and areas that improve transit access, safety, and experience.
- **Action C 5.11: Shuttle Programs.** Continue to support public shuttle programs connecting to Caltrain stations. Work to expand public awareness and access to shuttles and expand shuttle service. Support the implementation of publicly accessible private shuttles.
- **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 1.3: 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.
- **Goal LU-2:** Balance well-designed development with thoughtful preservation.
 - **Policy LU 2.2: Caltrain Stations and El Camino Real Minimum Densities.** Require new residential development within a half mile of a Caltrain station or within one block of the El Camino Real corridor to meet the minimum density established by the applied land use designation and encourage new development to achieve maximum density.
- **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 3.8: 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.

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- **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.
- **Policy LU 4.2: Quality of Downtown Development.** Promote quality design of all new development that recognizes the regional and historical importance of Downtown San Mateo and strengthens its pedestrian-friendly, historic, and transit-oriented character.
- **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.
 - **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 Bridgepointe to the City’s transit corridors, such as Caltrain and El Camino Real.

Implementation of these proposed General Plan goals, policies, and actions support plans and programs to increase travel by transit. As 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 would not create inconsistencies with any City plans related to transit. The proposed project is generally consistent with and would not obstruct the transit-related goals and policies in Plan Bay Area as it supports transit facilities and transit-oriented development. Implementation of the proposed project would not result in conflicts with adopted policies, plans, or actions or otherwise decrease the performance or safety of transit facilities or services.

Roadway

The proposed project would contribute to an increased use of roadway facilities in the EIR Study Area. The proposed project is generally consistent with and would not obstruct the transportation-related goals and policies of Plan Bay Area as it continues to encourage a shift away from drive-alone commute vehicle trips, which are a primary contributor to commute GHG emissions and localized transportation impacts.

While growth within the EIR Study Area would contribute to increased use of roadway facilities from automobiles, the Circulation (C) and Land Use (LU) Elements of the proposed General Plan contain goals, policies, and actions that require local planning and development decisions to consider impacts to roadway facilities. In addition to the proposed General Plan goals, policies, and actions previously listed, the following General Plan 2040 goals, policies, and actions would also directly and indirectly result in reducing VMT, and thus would support regional goals to reduce VMT and GHG emissions, as well as support programs, plans, ordinances, or policies addressing the circulation system:

- **Goal C-2:** Use transportation demand management (TDM) to reduce the number and length of single-occupancy vehicle trips through policy, zoning strategies, and targeted programs and incentives.
 - **Policy C 2.1: TDM Requirements.** Require new or existing developments that meet specific size, capacity, and/or context conditions to implement TDM strategies.
 - **Action C 2.2: Implement TDM Ordinance.** Develop and implement a citywide TDM ordinance for new developments with tiered trip reduction and VMT reduction targets and monitoring that are consistent with the targets in their relevant area plans. Reduce parking requirements for projects that include TDM measures.
 - **Action C 2.3: Education and Outreach.** Pursue education for developers and employees about programs and strategies to reduce VMT, parking demand, and the resulting benefits.
 - **Action C 2.4: Leverage TDM Partnership Opportunities.** Work with regional partners to identify and fund TDM strategies that can be implemented at new and existing developments.
 - **Action C 2.5: Facilitate TDM Services.** Facilitate the provision of TDM services to employees and residents through development agreements, Transportation Management Associations, and coordination with regional partners.
 - **Action C 2.6: Travel to Schools.** Reduce school-related VMT and support student health by collaborating with private and public partners to increase the number of students walking or bicycling to school through expanded implementation of Safe Routes to School, including educating students and the community about the benefits of walking and bicycling and making physical improvements to streets and neighborhoods that make walking and bicycling safer. Prioritize school travel safety improvements in equity priority communities.
 - **Action C 2.7: New Development Shuttle Services.** Encourage new developments to provide shuttle services as an option to fulfill TDM requirements. Shuttles should serve activity centers, such as the College of San Mateo, Caltrain stations, downtown, the Hillsdale Shopping Center, or

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other areas and should accommodate the needs and schedules of all riders, including service workers.

- **Goal C-6:** Achieve a transportation system that prioritizes user safety, accommodates future growth, reduces VMT per capita, and maintains efficient and safe operations for all modes and all residents.
 - **Policy C 6.1: Roadway Operations.** Maintain acceptable roadway operations for all intersections and all modes within the city.
 - **Policy C 6.2: Circulation Improvement Plan.** Maintain a transportation network that will accommodate future growth, reduce VMT per capita, and equitably implement complete streets.
 - **Policy C 6.3: Local Transportation Analysis.** Require site-specific transportation impact analysis following the City's adopted Transportation Impact Analysis (TIA) Policy for development projects where there may be an adverse condition or effect on the roadway system.
 - **Policy C 6.4: Operations Analysis for Development Projects.** Require new development to determine the need for new or modified circulation improvements, operations, or alignments where developments identify operational deficiencies that were not previously identified in a transportation impact fee study. Require development applicants to prepare an analysis to determine the need for modifications, such as signalization, turn restrictions, roundabouts, etc. Require applicants to fund identified off-site improvements if warranted, as determined by the appropriate transportation analysis, and as approved by City staff.
 - **Policy C 6.5: Neighborhood Traffic.** Implement traffic-calming measures on residential streets to reduce the volume of pass-through traffic and vehicular speeds.
 - **Policy C 6.6: Truck Routes.** Maintain and update the truck route network to use roadways that are adequately designed for truck usage and minimize potential conflicts with other transportation modes.
 - **Action C 6.9: Network Operations Standard.** Evaluate and adopt an operational metric for all roadway users that accounts for the safe, equitable, and efficient roadway access.
 - **Action C 6.10: Prioritization and Timing of Roadway Improvements.** Revise the Capital Improvement Program (CIP) prioritization system to include additional criteria, such as: potential to reduce vehicle miles traveled (VMT) per capita; proximity to high-injury locations identified in the Local Roads Safety Plan; eligibility and availability of grant or other funding source; benefit or harm to equity priority communities; and correlation with the distribution and pace of development, reflecting the degree of need for mitigation.
 - **Action C 6.11: Congestion Management.** Work with neighboring agencies and regional partners, such as the City/County Association of Governments of San Mateo County (C/CAG), to implement traffic management strategies and technologies, such as signal coordination, to manage local traffic congestion.
- **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;

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limits adverse impacts to the environment; and improves social, economic, environmental, and health equity.

- **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).

Implementation of these proposed General Plan goals, policies, and actions would support programs to reduce overall vehicle usage and VMT. The proposed project is generally consistent with and would not obstruct the transportation-related goals and policies in *Plan Bay Area 2050* as it continues to encourage a shift away from drive-alone commute vehicle trips, which are a primary contributor to commute GHG emissions and localized transportation impacts. As described in Section 4.16.1.1, *Regulatory Framework*, Plan Bay Area seeks to reduce GHG emissions from transportation sources in the Bay Area.

Implementation of the proposed project would not result in conflicts with adopted policies, plans, or actions or otherwise decrease the performance or safety of roadway facilities or services.

Bicycle and Pedestrian Facilities

Future potential development from implementation of the proposed project would contribute to and increase use of bicycle and pedestrian facilities in the EIR Study Area. As described in Section 4.15.1.1, *Regulatory Setting*, the San Mateo County Comprehensive Bicycle and Pedestrian Plan identifies that the high level of through movement along El Camino Real necessitates the need for bicycle and pedestrian improvements.

While growth within the EIR Study Area would contribute to and increase use of bicycle and pedestrian facilities, the Circulation (C) and Land Use (LU) Elements of the proposed General Plan contain goals, policies, and actions that require local planning and development decisions to consider impacts to bicycle and pedestrian circulation and facilities. In addition to the proposed General Plan goals, policies, and actions previously listed, the following General Plan 2040 goals, policies, and actions would also directly and indirectly result in improving the bicycle and pedestrian network and support an increase in bicycle and pedestrian travel, thus supporting regional goals to reduce VMT and GHG emissions, as well as programs, plans, ordinances, or policies addressing the circulation system:

- **Goal C-1:** Design and implement a multimodal transportation system that prioritizes walking, bicycling, and transit, and is sustainable, safe, and accessible for all users; connects the community using all modes of transportation; and reduces vehicle miles traveled (VMT) per capita.
 - **Policy C 1.4: Prioritize Pedestrian and Bicycle Mobility Needs.** Prioritize local pedestrian and bicycle projects that enhance mobility, connectivity, and safety when designing roadway and intersection improvements.
 - **Policy C 1.5: El Camino Real.** Facilitate efficient travel and pedestrian safety along El Camino Real.
 - **Policy C 1.9: Dedication of Right-of-Way for Transportation Improvements.** Require dedication of needed right-of-way for transportation improvements identified in adopted City plans, including pedestrian facilities, bikeways, and trails.

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- **Goal C-3:** Build and maintain a safe, connected, and equitable pedestrian network that provides access to community destinations, such as employment centers, transit, schools, shopping, and recreation.
 - **Policy C 3.1: Pedestrian Network.** Create and maintain a safe, walkable environment in San Mateo to increase the number of pedestrians. Maintain an updated recommended pedestrian network for implementation. Encourage “superblock” or similar design in certain nodes of the city, such as the downtown, that allows vehicle access at the periphery and limits cut-through vehicles to create pedestrian-focused, car-light spaces.
 - **Policy C 3.2: Pedestrian Enhancements with New Development.** Require new development projects to provide sidewalks and pedestrian ramps and to repair or replace damaged sidewalks, in addition to right-of-way improvements identified in adopted City master plans. Encourage new developments to include pedestrian-oriented design to facilitate pedestrian path of travel.
 - **Policy C 3.3: Right-of-Way Improvements.** Require new developments to construct or contribute to improvements that enhance the pedestrian experience, including human-scale lighting, streetscaping, and accessible sidewalks adjacent to the site.
 - **Action C 3.4: Implement Pedestrian Improvements.** Prioritize implementation of goals, programs, and projects in the City’s adopted plans that improve the comfort, safety, and connectivity of the pedestrian network.
 - **Action C 3.5: Pedestrian Trails and Routes Awareness.** Increase awareness of existing trails and routes by working with outside agencies and developers to promote these amenities to residents. Continue collaborating with the County on development of the trail network.
 - **Action C 3.6: Access for Users of All Ages and Abilities.** Implement the ADA Transition Plan and maintain accessible streets and sidewalks. Use ADA requirements when implementing design standards.
 - **Action C 3.7: Pedestrian Connectivity.** Incorporate design for pedestrian connectivity across intersections in transportation projects to improve visibility at crosswalks for pedestrians and provide safe interaction with other modes. Design improvements should focus on increasing sight lines and removing conflicts at crosswalks.
 - **Action C 3.8: Safe Routes to School.** Fund and implement continuous Safe Routes to School engagement and improvements with San Mateo elementary, middle, and high schools, and provide support to increase number of students walking and bicycling to school.
 - **Action C 3.9: Downtown Pedestrian Mall.** Complete design and fund improvements to fully transition B Street between 1st Street and 3rd Street into a pedestrian mall.
- **Goal C-4:** Build and maintain a safe, connected, and equitable bicycle and micromobility network that provides access to community destinations, such as employment centers, transit, schools, shopping, and recreation.
 - **Policy C 4.1: Bicycle Network.** Create and maintain a bicycle-friendly environment in San Mateo and increase the number of people who choose to bicycle.

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- **Policy C 4.2: Bicycle Master Plan.** Maintain an updated recommended bicycle network for implementation in the adopted Bicycle Master Plan and related City plans.
- **Policy C 4.3: First- and Last-Mile Connections.** Encourage and facilitate provision of bicycle parking and shared mobility options at transit centers and other community destinations to provide first- and last-mile connections.
- **Policy C 4.4: Bicycle-Related Technology.** Explore ways to use technology to improve bicycle safety and connectivity.
- **Policy C 4.5: Bicycle and Shared Mobility-Related Technology.** Explore ways to use technology to improve bicycle and shared mobility safety and connectivity.
- **Policy C 4.6: Bicycle Improvements.** Require new developments to construct or contribute to improvements that enhance the cyclist experience, including bicycle lanes.
- **Policy C 4.7: Coordination with Other City Projects.** Maximize opportunities to implement bicycle facilities through other City of San Mateo projects.
- **Policy C 4.8: Interjurisdiction Coordination.** Continue to coordinate with adjacent jurisdictions and regional partners in the development of connected bicycle and pedestrian facilities and regional trails, as identified in adopted City plans.
- **Action C 4.9: Bicycle Master Plan Implementation.** Implement the Bicycle Master Plan’s recommended programs and projects to create and maintain a fully connected, safe, and logical bikeway network and coordinate with the countywide system. Update the Bicycle Master Plan and related adopted City plans to reflect future bicycle and micromobility facility needs to support the City’s circulation network.
- **Action C 4.10: Paving Coordination.** Coordinate and fund the implementation of bicycle facilities and pedestrian improvements identified in the Bicycle and Pedestrian Master Plans with the City’s paving program.
- **Action C 4.11: Connectivity Across Freeway Barriers.** Conduct feasibility studies and design alternatives for overcrossings and undercrossings at US Highway 101 and State Route 92 to facilitate connectivity across major barriers.
- **Action C 4.12: Bay Trail.** Identify State and County programs to maintain safe pedestrian and bicycle access to and extension of the San Francisco Bay Trail through coordination with neighboring jurisdictions.
- **Action C 4.13: Crystal Springs.** Pursue safe pedestrian and bicycle access to San Francisco Water District lands via Crystal Springs Road through coordination with the Town of Hillsborough and with State and County assistance.
- **Action C 4.14: Bicycle Detection Devices.** Install signal modifications on existing and planned bikeways to detect bicyclists and micromobility users’ presence at intersections and facilitate their safe movement through the intersection.
- **Action C 4.15: Increased Bicycle Capacity on Caltrain and SamTrans.** Coordinate with Caltrain and SamTrans to support/increase bicycle capacity on transit vehicles and to provide an

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adequate supply of secure covered bicycle and micromobility parking at Caltrain stations, transit centers, and major bus stops.

- **Goal LU-2:** Balance well-designed development with thoughtful preservation.
 - **Policy LU 2.3: Community Benefits.** Develop a framework to allow density/intensity bonuses and concessions in exchange for the provision of community benefits, such as additional affordable housing, increased open space, public plazas or recreational facilities, subsidized retail space for small businesses, subsidized community space for nonprofits that provide community support services or childcare facilities, pedestrian and multimodal safety improvements, and/or off-site infrastructure improvements above minimum requirements.
- **Goal LU-4:** Maintain downtown San Mateo as the economic, cultural, and social center of the community.
 - **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-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.

Implementation of these goals, policies, and actions of the proposed General Plan would improve the bicycle and pedestrian network and support programs to increase bicycle and pedestrian travel. Implementation of the proposed project would not result in conflicts with adopted policies, plans, or actions or otherwise decrease the performance or safety of bicycle or pedestrian facilities.

Summary

In summary, the proposed project supports public transit, improvements to bicycle and pedestrian facilities, and it would promote and direct the City to expand the pedestrian and bicycle network; close gaps in the transportation network; and coordinate with regional agencies to improve the transit network. The proposed project supports the regulatory programs that address the circulation system in the EIR Study Area. As such, the proposed project is consistent with the existing adopted policies, plans, and programs regarding public transit, bicycle, or pedestrian facilities and consequently reducing VMT and GHG emissions, and impacts would be *less than significant*.

Significance without Mitigation: Less than significant.

TRAN-2 The proposed project would not conflict or be inconsistent with CEQA Guidelines §15064.3, subdivision (b).

CEQA Guidelines Section 15064.3(b) states that a land use project would have a less-than-significant impact if the VMT generated by the project is within the established VMT thresholds set by the agency. VMT can be measured in different ways: as total VMT; or as an efficiency metric, such as VMT per capita, VMT per employee, and VMT per service population on a typical day. Total VMT represents the overall VMT generated within the city, while VMT per capita or VMT per employee, is an efficiency metric, that quantifies the amount of VMT generated per person who lives and/or works in the city on an average day. VMT per capita is used to evaluate residential projects, VMT per employee for office projects, and VMT per service population for a combination of land uses. For this analysis, VMT per capita and VMT per employee are utilized to assess the impacts of the proposed project. The impact is considered significant if the project results in a net increase in either VMT per capita or VMT per employee. The guidance from both the Governor's Office of Planning and Research (OPR) and the City's Transportation Impact Analysis guidelines allow City staff to modify thresholds depending on the project's characteristics. Therefore, adopting the "no net increase" threshold aligns with the guidance from both OPR and City's TIA guidelines.

Based on this threshold, a significant impact would occur if a proposed residential project's VMT per capita is higher than the existing San Mateo County Baseline, which equates to an impact threshold of 16.4 VMT per capita. For office use, a significant impact occurs if VMT per employee is higher than the existing San Mateo County Baseline, which is 17.3 VMT per employee.

A summary of the VMT analysis based on the City of San Mateo travel demand model is shown in Table 4.15-2, *VMT Analysis*. Table 4.15-2 provides changes in VMT per capita and per employee related to implementation of the proposed project as compared to 2020 baseline conditions (VMT thresholds of significance). The VMT metrics are evaluated for the total of all land uses in the EIR Study Area. VMT metrics reflect minor updates to the City VMT/TIA Guidelines based on new 2020 baseline modeling.

TABLE 4.15-2 VMT ANALYSIS

| Scenario | VMT per Capita | Significant Impact? | VMT per Employee | Significant Impact? |
|--|----------------|---------------------|------------------|---------------------|
| 2020 San Mateo County Baseline | 16.4 | | 17.3 | |
| 2020 Existing Conditions | 16.0 | | 16.4 | |
| Proposed General Plan 2040 Cumulative Conditions | 14.6 | No | 15.3 | No |

Note: The San Mateo County 2020 Baseline is used as a threshold of significance.
Source: Kittelson & Associates, Inc., 2023.

As shown in Table 4.15-2, future VMT per capita and VMT per employee in the City of San Mateo under the proposed project are expected to decrease in comparison to existing conditions. For cumulative 2040 conditions, VMT per capita would decrease by approximately 8.8 percent, from 16.0 to 14.6, while VMT per employee would decrease by approximately 7.2 percent, from 16.4 to 15.3. The anticipated changes in VMT from the current conditions to the projected 2040 conditions indicate that future development, especially mixed-use projects, can be successful in reducing VMT by increasing access to job

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opportunities and essential services within shorter distances. As a result of the reduced distances, there will be a decrease in VMT per capita. Moreover, these shorter trips would also reduce VMT by promoting the use of alternative modes of transportation such as bicycling and walking.

The Circulation (C) Element of the proposed General Plan provides guidance to help design a sustainable and comprehensive transportation system that is safe and accessible for all users and modes of travel. The proposed General Plan goal, policies, and actions listed in impact discussion TRANS-1 would also serve to minimize potential adverse impacts related to VMT. These goals, policies, and actions also promote alternative modes of transportation, such as public transit, bicycling, and walking, encouraging more individuals to choose non-auto modes of transportation and thereby decreasing their reliance on private vehicles.

The implementation of the proposed General Plan goals, policies, and actions would support VMT reduction, and result in reducing VMT per capita and VMT per employee within the proposed project. Additionally, new development within the San Mateo Rail Corridor Transit Oriented Development (Rail Corridor Plan) area would be mandated to include TDM measures in their planning applications. These TDM measures aim to mitigate the VMT generated by the project. Currently, the extent of vehicle trip reduction achieved through the implementation of the City's existing TDM requirements cannot be precisely quantified at the program level. As a result, the VMT estimates provided for the proposed project are considered to be conservative (i.e., represent a "worst case scenario"), as they do not account for potential reduction in VMT resulting from the incorporation of TDM measures.

The buildout of the proposed project is anticipated to generate VMT below the City's established impact thresholds. As shown in Table 4.15-2, under the proposed project, the VMT per capita is estimated to be 14.6, which is below the established threshold for VMT per capita of 16.4. Similarly, the VMT per employee is calculated as 15.3, which is below the impact threshold of 17.3. Therefore, the VMT per capita and VMT per employee would constitute a *less-than-significant* impact.

Significance without Mitigation: Less than significant.

| | |
|---------------|---|
| TRAN-3 | The proposed project would not substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment). |
|---------------|---|

While adoption of the proposed project would not directly result in any physical development projects or construction activities, the proposed General Plan recommends various transportation and green infrastructure improvements. They would facilitate movement throughout the city and accommodate existing and proposed local development. This analysis does not currently include an evaluation of such improvements. However, these improvements would be evaluated prior to design, installation and implementation. The evaluation of the transportation and green infrastructure improvements would include conflicts, hazards, or incompatible uses and would be subject to meeting the relevant federal, State, and local City design standards.

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The Circulation (C) Element of the proposed General Plan provides guidance to help design a sustainable and comprehensive transportation system that is safe and accessible for all users and modes of travel. In addition to the proposed General Plan goals, actions, and policies listed in impact discussion TRANS-1, the following General Plan 2040 goals, policies, and action would support the design of a transportation system that is safe for all modes of travel:

- **Goal C-1:** Design and implement a multimodal transportation system that prioritizes walking, bicycling, and transit, and is sustainable, safe, and accessible for all users; connects the community using all modes of transportation; and reduces vehicle miles traveled (VMT) per capita.
 - **Policy C 1.3: Vision Zero.** Use a safe systems approach for transportation planning, street design, operations, emergency response, and maintenance that proactively identifies opportunities to improve safety where conflicts between users exist to eliminate traffic fatalities and serious injuries in our roadways.
 - **Action C 1.18: Safety Education.** Pursue safety education to increase awareness for all street users.
- **Goal C-5:** Make transit a viable transportation option for the community by supporting frequent, reliable, cost-efficient, and connected service.
 - **Policy C 5.4: Safety at At-Grade Rail Crossings.** Eliminate existing at-grade rail crossings to improve safety and local multimodal circulation.

Implementation of these proposed General Plan goals, policies, and actions would promote the design of improvements to the transportation network that are safe for all modes of travel. Compliance with State regulations on roadway and facility design, materials, and signage would further minimize the potential for impact. Implementation of the proposed project would not substantially increase hazards due to a design feature or incompatible uses that may have a significant impact on the environment, and impacts would be *less than significant*.

Significance without Mitigation: Less than significant.

TRAN-4 **The proposed project would not result in inadequate emergency access.**

The implementation of the proposed project would include modifications to the existing transportation network that could potentially impact emergency access response times. These modifications, along with land use changes under the proposed project, could result in increased vehicle delays at intersections as well as along roadway segments. Although the proposed project VMT per capita and per employee reduces compared to existing conditions, the proposed project would increase total VMT overall, as described in impact discussion TRAN-2; therefore, the increased delays at intersections could result in an increase in emergency response times. However, future development under the proposed project would be subject to the requirements contained in the City's development codes, which include requirements for emergency access, and would be reviewed by public safety officials for compliance with applicable safety, fire, and building codes as part of the City's entitlement process.

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The Circulation (C), Land Use (LU), Public Services and Facilities (PSF), and Safety (S) Elements of the proposed General Plan contain goals, policies, and actions that require local planning and development decisions to consider impacts to emergency access. In addition to the proposed General Plan goals, actions, and policies listed in impact discussion TRANS-1, the following General Plan 2040 goals, policies, and action would serve to minimize impacts to emergency access:

- **Goal C-6:** Achieve a transportation system that prioritizes user safety, accommodates future growth, reduces VMT per capita, and maintains efficient and safe operations for all modes and all residents.
 - **Policy C 6.8: Emergency Signal Preemption.** Require new and upgraded signals to include preemption for emergency vehicles to maintain and enhance emergency response times.
- **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.
- **Goal PSF-1:** Protect the community's health, safety, and welfare by maintaining adequate police, fire, and life safety protection.
 - **Policy PSF 1.6: Emergency Medical Service (EMS) Readiness.** Maintain the highest level of Emergency Medical Service (EMS) readiness and response capabilities possible by encouraging interagency medical drills and exercises where hospital personnel work with emergency responders in the field and with Emergency Operation Centers and by encouraging citizens to become trained in basic medical triage and first aid through the Community Emergency Response Team (CERT).
- **Goal S-1:** Minimize potential damage to life, environment, and property through timely, well-prepared, and well-coordinated emergency preparedness, response plans, and programs.
 - **Policy S 1.4: Multiple Egress Points.** Require new development to provide at least two points of emergency access (ingress and egress).
 - **Policy S 1.8: Response Times.** When reviewing and analyzing roadway improvements, consider how emergency response times can be maintained and improved without reducing roadway user safety.
 - **Policy S 1.11: Evacuation Education.** Include information about safe and effective evacuation as part of natural disaster awareness, prevention, and community education and training efforts. Share information about how to prepare for evacuations, potential evacuation routes and shelter locations, how to receive notifications, and other relevant topics.
 - **Action S 1.16: Evacuation Routes.** Maintain adequate evacuation routes as identified by arterial streets shown in the Circulation Element, Figure C-3 [of the proposed General Plan]. Evaluate each evacuation route's feasibility using a range of hazard criteria. Update this map on a regular basis to reflect changing conditions and State requirements for evacuation routes.

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- **Action S 1.22: Public Safety Outreach.** Develop a public safety education program to increase public awareness of potential hazards, City’s emergency readiness and response program, and evacuation routes. Target public education programs to segments of the community that are most vulnerable to hazards and safety risks.
- **Action S 1.24: Emergency Infrastructure and Equipment.** Establish systems to ensure that traffic lights at major intersections, communications and radio infrastructure, and other critical infrastructure continues to function in the event of a localized power outage. Repair any damaged sets of infrastructure or equipment as needed to continue City operations.
- **Action S 1.26: Response Time Study.** Conduct a Response Time Study to provide a data-driven understanding of how future roadway safety improvements could impact emergency response times and use this information to adjust proposed roadway improvements as needed.
- **Action S 1.27: Emergency Notification System.** Develop an emergency notification system (e.g., SMC Alert and Nixle) for flood-prone neighborhoods and businesses before, during, and after a climate hazard event, to assist with evacuation and other support activities. This includes coordination with the San Mateo County Flood and Sea Level Rise Resiliency District (OneShoreline) on its early flood warning notification system.

Additionally, emergency vehicles are able to use vehicle preemption technology (where possible) and sirens to reduce their response times, and they would continue to do so regardless of any roadway capacity modification. Locations that would experience a reduction in vehicular roadway capacity would undergo individual operations analyses to assess the potential impacts to emergency vehicle access, and mitigation measures would be developed as needed to reduce potentially significant impacts.

Implementation of the proposed General Plan goals, policies, and actions identified would address emergency access by considering access routes, developing and updating emergency response plans, and incorporating emergency access considerations in the design of future street improvements. Implementation of the proposed project would not result in inadequate emergency access and impacts would be *less than significant*. For an additional discussion of potential impacts related to emergency response and evacuation, please also see impact discussion WILD-1 in Chapter 4.18, *Wildfire*, of this Draft EIR.

Significance without Mitigation: Less than significant.

TRAN-5 The proposed project would not, in combination with past, present, and reasonably foreseeable projects, result in cumulative transportation impacts in the area.

The impact evaluation described in impact discussions TRANS-1 through TRANS-4 includes discussion on cumulative transportation impacts in the City of San Mateo due to the proposed General Plan. In addition to the proposed General Plan goals, actions, and policies previously listed, the following General Plan 2040 goal and policy would help mitigate cumulative transportation impacts:

TRANSPORTATION

- **Goal C-1:** Design and implement a multimodal transportation system that prioritizes walking, bicycling, and transit, and is sustainable, safe, and accessible for all users; connects the community using all modes of transportation; and reduces vehicle miles traveled (VMT) per capita.
 - **Policy C 1.8: New Development Fair Share.** Require new developments to pay a transportation impact fee to mitigate cumulative transportation impacts.

Implementation of the proposed General Plan would not conflict with a program, plan, ordinance or policy addressing the circulation system, including transit, roadway, bicycle and pedestrian facilities. The proposed project would result in a VMT per capita of 14.6, which is below the threshold of 16.4, and a VMT per employee of 15.3, which is below the threshold of 17.3. Therefore, the VMT generated by both the residential and employment development associated with the proposed project would constitute a cumulatively less-than-significant impact. The proposed project would not substantially increase hazards due to a geometric design feature or incompatible uses, nor would it result in inadequate emergency access. Therefore, compliance with the proposed General Plan goals, actions, and policies listed throughout this chapter would ensure that the proposed project would result in *less-than-significant* cumulative transportation impacts.

Significance without Mitigation: Less than significant