HILLSDALE
STATION AREA PLAN

THE CITY OF SAN MATEO
FINAL ADOPTED APRIL 18, 2011

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Prepared by

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Introduction 1

The Hillsdale Station Area Plan (Plan) has evolved from principles developed during many years of planning by City officials, designers, and local citizens to make San Mateo a better place to live and work. Taking its cue from local planning efforts such as the General Plan, the San Mateo Rail Corridor Transit-Oriented Development (TOD) Plan, the El Camino Real Master Plan, and regional planning frameworks provided by the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC), this Plan provides the regulatory framework for compact and sustainable development in the area surrounding the Hillsdale Caltrain Station. The Station Area Plan integrates a planned transportation hub into existing and new urban and circulation systems, and develops strong connections to the approved Bay Meadows Phase II transit-oriented development and surrounding established residential neighborhoods.

The Station Area Plan is funded through MTC's FOCUS Station Area Planning Grant program. This program provides funding for infill development surrounding transit stations, with the intent of fulfilling regional goals to increase housing near transit and reduce greenhouse gas emissions. The Station Area is located within the 600-acre Rail Corridor Priority Development Area (PDA), which is a part of another MTC program that provides incentives for infill development. PDA program makes the area eligible for additional funding for infrastructure, housing, and other improvements to attract development. MTC has identified two other Priority Development Areas in San Mateo, bolstering the opportunities for long-term housing, walkability, and transit improvements along the Caltrain corridor.

MTC's Station Area Planning Manual, one of the many planning documents that have helped shaped this Plan, aids jurisdictions and decision-makers in planning around transit hubs and corridors by defining seven Bay Area TOD Place Types and quantifying development guidelines suitable for each type. The Place Types are derived from common characteristics of successful station areas in the Bay Area such as economic base, land use mix, and transit mode, and enable cities and neighborhoods to self-assess existing strengths and weaknesses. Because they are based on a cross-section of successful station areas, the Place Types offer a realistic outlook for the future of Bay Area station areas.

According to the Manual, the existing Hillsdale Station Area closely resembles a Transit Town Center, a local center of economic and community activity served by commuter rail and buses with a moderate-density mix of residential, commercial, and employment uses. Transit Town Centers are not Regional, City, or Suburban Centers because they are not primary or significant centers of economic and cultural activities and do not have a mix of high-density land uses. San Mateo's downtown could be considered a Regional, City, or Suburban Center. Transit Town Centers have both destination retail and commuter rail, distinguishing them from Urban or Transit Neighborhoods and Mixed Use Neighborhoods.

A. Station Area

Encompassing roughly 150 acres, the Station Area addressed by this document is based on the area within walking distance of the preferred location, pending further technical and financial evaluation, of the future relocated Caltrain Hillsdale Station, excluding the Bay Meadows Phase II project area which has already been planned and is currently under construction as an 83-acre Transit-Oriented Development (TOD) with residential, office, retail, restaurant, and open space uses, and single-family residential neighborhoods beyond Flores and Edison Streets. As a result, the Plan boundary is roughly a mile from north to south, but is significantly less than a mile to the east and west. The Station Area and surrounding context is shown in Figure 1-1. It includes El Camino Real, the Hillsdale Shopping Center, and the 25th Avenue business district.

Aerial view of Station Area, looking north to the bay.

The Station Area is bounded on the west by residential neighborhoods, on the north by residential neighborhoods and retail areas along El Camino Real, on the east by the Bay Meadows Phase II project area, and to the south by retail areas and the Hillsdale Gardens development.

Figure 1-1: Plan Boundary

B. Guiding Principles

The following Guiding Principles provide the overarching goals for achieving a vibrant, compact, and sustainable Station Area, and are threaded through the decisions, goals, and policies that provide the foundation of the Plan. They are crafted to coordinate with MTC's principles for the successful development of Station Area Plans, as presented in the Station Area Planning Manual. As the MTC principles provide guidance for the broader Bay Area, the following narrative establishes the local context for these principles for a more area-specific application.

1. Promote Transit-Oriented Development

Transit-Oriented Development will bring multiple benefits to the Hillsdale Station Area. As financial and technological growth continues in the San Francisco Peninsula and Silicon Valley area, public transportation will play a vital role in the health of the region, relieving pressure on roads that are increasingly jammed with traffic. Intensive, transit-supportive uses within walking distance of the relocated Hillsdale Caltrain Station will maximize transit ridership, bring people to their destinations on a daily basis without the use of a vehicle, and reduce greenhouse gas emissions. TOD in the Station Area will also help to revitalize the El Camino Real corridor - dominated by auto-oriented uses - by fostering a vibrant, walkable community served by transit.

2. Enhance Connections and Station Access

Connections and direct access to the Hillsdale Caltrain Station are important to the future success of the Station Area. Well-planned connections from the residential neighborhoods to the east and west will provide transit users direct and pleasant routes on their daily trips, increasing the odds that they will use transit as their daily mode of travel. The long, continuous portion of El Camino Real between Hillsdale Boulevard and 25th Avenue and the railroad tracks has long acted as a physical and perceived barrier. New east-west streets will provide more direct, efficient paths of travel, connecting across El Camino Real to the more traditional grid street system of the surrounding neighborhoods. Added points of interest and intersections make walks along the street more interesting and enjoyable. A clear mandate of the Plan is to create attractive, safe, and direct access routes to bolster the Caltrain Station as the heart of a vibrant transit-oriented, mixed-use district.

3. Encourage Pedestrian-Oriented Development on El Camino Real

A new vision for El Camino Real at Hillsdale came forward in conversations at workshops for the Plan. The desire is to move away from auto-oriented development with set-back buildings and large parking lots, and to encourage more pedestrian-oriented

development. The area around Hillsdale Station should emphasize an environment that is conducive to walking and biking. In addition to providing pedestrian improvements such as wider sidewalks, building design should also contribute to a more pedestrian-friendly environment. Ground-floor uses on El Camino Real should be geared towards serving local residents as well as commuters to foster a round-the-clock vibrancy that enhances the viability of the Station Area. The City acknowledges that the Hillsdale Shopping Center is currently auto-oriented and a valuable asset for the community in San Mateo and throughout the Peninsula. New ground floor uses on Shopping Center property will likely serve a regional market rather than the more local serving uses of other properties in the area.

4. Ensure Quality Development

New development in the Hillsdale Station Area should include qualities that make a neighborhood a pleasurable place to visit, work and live. Buildings should be well made and they should reward attention at the distant as well as the close scale. The Hillsdale area has a rich mix of building types and architectural styles and new buildings should respect their context and their neighbors. Buildings and streets should provide public amenities and spaces that allow for relaxation and conversation. Buildings, streetscape, and public space should be constructed from sustainable materials that come from recycled or renewable resources as much as possible and built to last. Landscapes should be beautiful and conserve water. In summary, all new projects, large or small, public or private, should contribute to a district that residents, workers, and shoppers feel drawn to and happy to inhabit.

5. Improve the Identity of the Station Area

The placeless character of the El Camino Real corridor throughout the Peninsula is largely shaped by its function as a main thoroughfare for regional transportation. The current lack of a strong identity for the Hillsdale Station Area is due to the regional nature of El Camino Real, but this can be counteracted by several existing or potential elements: the Hillsdale Shopping Center, the 25th shopping district, the Caltrain Avenue station, and Bay Meadows II. Tying the many elements of the Station Area together will develop a stronger identity. The creation of improved streetscapes, distinctive TOD, and mixed-use buildings, and combined with a new public space at a relocated Hillsdale Station, provides an opportunity to differentiate the Hillsdale Station Area from other places along the El Camino Real corridor.

6. Provide a Range of Housing Choices

San Mateo is home to households of various sizes, configurations, and income levels. While TOD can improve neighborhoods, ensure better pedestrian access, and increase use of transit, it is important to ensure that these benefits are available to a range of income levels. Revitalization of the Hillsdale Station Area will need to focus on preserving existing affordable residential and commercial districts, and supporting the development of a variety of home sizes and types. These efforts should include both subsidized affordable units and market-rate homes that are more accessible to low- and moderate-income households through their design and pricing.

C. Planning Process

The City of San Mateo led the Station Area Plan project through an extensive public engagement process with community members, stakeholders, and decision-makers. The participation process, centered on issues identification, vision and goal setting, and alternative land use synthesis and evaluation, is described below.

Initial Steps

In early 2010, the City conducted stakeholder interviews with property owners, business owners, residents, community service organizations, housing associations, governmental associations, and transit agencies. Some of these meetings were held with individual organizations, while businesses on 25th Avenue and El Camino Real were solicited through a letter circulated to all business owners on the streets. The broad cross-section of viewpoints provided the City and its consultant team with a better understanding of the key issues and opportunities in the Station Area.

Existing Conditions

The City and the consultant team completed an Existing Conditions Report to understand key opportunities and constraints in the Station Area. The report includes a thorough review of relevant documents that are essential to understanding the economic and social frameworks for the Plan. Opportunity sites were identified to focus the attentions of the community, staff, and consultants to analyze development scenarios. Opportunity sites were selected because they are either already vacant, have older buildings, or buildings that are vacant or underutilized, include large areas dedicated to surface parking, are nearby the relocated Caltrain station, or are adjacent to planned grade-separated railway crossings.

Project Website

The City established a website for the project early on, to provide regular updates on project status, notices of upcoming meetings, and project-related documents as they were created.

Community Workshop 1

The City held its first community workshop in March 2010, to establish broad area-wide goals and develop a vision for the Station Area. Citizens, City staff, and stake-holders explored the benefits of TOD and participated in small groups that mapped out strengths in the Station Area, and identified which areas could use change. For this workshop, and those that followed, the City conducted extensive outreach: newspaper and website notices, mailing to all property owners and residential and commercial tenants inside and within 500 feet of the Station Area, posters at the Hillsdale station, in-person flyering at the station, emails to interested organizations throughout the City, as well as those focused on affordable housing, and a letter to participants in the stakeholder interviews inviting them to attend upcoming workshops.

Community Workshop 1.

Alternatives Analysis

The feedback provided at the first community workshop was used by the consultant team to generate two alternatives for future development in the Station Area, which were each analyzed for their economic and traffic feasibility. Each of the alternatives included a similar level of growth over the next 20 years, although they differed in type and location of development and streetscape designs for El Camino Real.

Community Workshop 2

In June 2010, the alternatives were presented to the public and their differences and similarities were discussed. Working in small groups again, participants prioritized concepts of each plan and synthesized them into one map that represents aspects that the group agreed should be included in the final preferred alternative. In addition to the outreach described above, the City placed posters advertising this workshop and the next in public gathering places and multi-family residences in and near the Station Area, and sent postcards regarding the workshop to City Council and Planning and Public Works Commission members.

Planning Commission/City Council Study Session 1

The consultant team incorporated the suggestions and clear direction from the second community workshop into a final, preferred alternative which was presented to the City Council and Planning Commission in a joint study session in July, 2010. The Council and Commission provided valuable input for finalizing a Preferred Alternative.

Community Workshop 3

In November 2010, the public review draft Hillsdale Station Area Plan was presented to the community. An open house was held to allow participants to view the Illustrative Plan and other key figures from the Station Area Plan and ask questions about those figures. Following the open house, a more formal presentation summarized the Plan. Participants asked questions and provided comments on additional ideas to be considered as the Plan went through the review process. Outreach for this workshop was the same as that for Workshop 2.

Planning Commission/City Council Study Session 2

City staff and consultants summarized the input provided at Community Workshop 3. A meeting summary was prepared and provided to the Planning Commission and City Council at a joint study session held in January 2011 Additional public comments were also made at the Study Session. The Council and Commission asked questions regarding the Plan and provided input on modifications to be made to the public review draft Plan. Those modifications were made and are included in this final Plan.

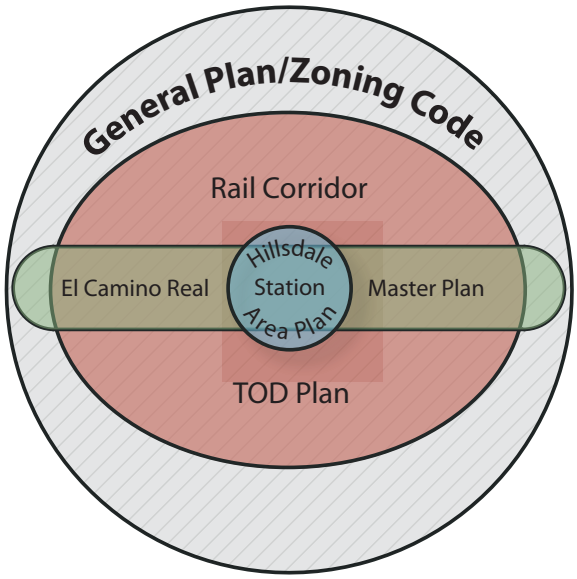
D. Relationship to Existing Plans and Policies

The Hillsdale Station Area Plan is created within a regulatory context of existing plans and documents. Goals, policies, and standards contained within this Plan are an extension and refinement of goals, policies, and standards found within the following documents:

- General Plan Vision 2030
- City of San Mateo Zoning Code
- San Mateo Rail Corridor Transit-Oriented Development (TOD) Plan
- El Camino Real Master Plan

These plans were developed at an earlier time and with different, broader goals. This Station Area Plan looks at a smaller area, and therefore proposes more specific development standards and guidelines that are tailored to the Hillsdale Station Area. Although there is no intentional conflict between this Station Area Plan and existing plans and documents, the Hillsdale Station Area Plan takes precedence if a conflict were to arise. Figure 1-2 shows how the Station Area Plan spatially and functionally relates to these other plans. The shape reflects a general, conceptualized sphere of influence of each plan while color intensity represents the scale of each plan: the darker the color, the more specific and detailed are the vision, goals, and policies of each plan.

Figure 1-2: Regulatory Framework



E. Plan Contents and Organization

The Station Area Plan includes the following chapters:

Chapter One: Introduction
This chapter includes a description of the planning process and the Guiding Principles.

Chapter Two: Site and Context
This chapter provides an overview of the physical context of the site and a brief description of existing conditions and policies that shape the future development in the Station Area.

Chapter Three: Vision
This chapter presents the vision of a future Hillsdale Station Area by discussing the main organizing concepts for proposed change.

Chapter Four: Land Use
This chapter provides the land use framework and designations for the Station Area.

Chapter Five: Urban Design
This chapter describes the development guidelines and streetscape standards for the Station Area.

Chapter Six: Transportation
This chapter discusses the proposed circulation improvements in the Station Area, including vehicular, pedestrian, bicycle, and transit improvements.

Chapter Seven: Infrastructure
This chapter describes potential improvements to public facilities needed to meet increased demand for services.

Chapter Eight: Implementation
This chapter provides specific strategies for implementing the Station Area Plan.

Site and Context 2

This chapter describes the key characteristics of the Hillsdale Station Area that have shaped the development of this Plan. More detail about existing conditions is found in the Existing Conditions Report, which serves as a companion document to this Plan.

A. Regional and Local Setting

The City of San Mateo is located in the middle of the San Francisco Peninsula, approximately 20 miles south of San Francisco and about 30 miles north of San Jose, as shown in Figure 2-1. It is located next to San Francisco Bay and benefits from easy access to the San Mateo Bridge, Highway 101, and Interstate 280. In addition to good roadway connections, the city is well-served by Caltrain with three stations: Downtown San Mateo, Hayward Park, and Hillsdale. San Mateo is a significant Peninsula city serving as a regional center with a well-established downtown. The regional rail connection remains an important organizing principle for the community.

Figure 2-1: Regional Map

The Station Area encompasses approximately 150 acres of land surrounding the proposed relocated Hillsdale Station in the southern half of the city, as shown in Figure 2-2. The approved Bay Meadows Phase II, and recently completed Phase I, lie directly east of the Station Area. Together, they will be a sizeable neighboring community with residential, commercial, and office uses. Many of the proposed open spaces in Bay Meadows Phase II are publicly accessible and will serve Station Area residents and visitors. Plans for the development include two new connections to the Station Area across the rail tracks at 28th and 31st Avenues. Just north of Bay Meadows and east of Delaware Street is the San Mateo County Event Center, a regional destination for meetings and special events. Another point of interest in the surrounding area is the San Mateo Medical Center south of the Station Area.

B. Related Documents

This section describes recent planning documents that guide development in and around the Station Area.

1. General Plan

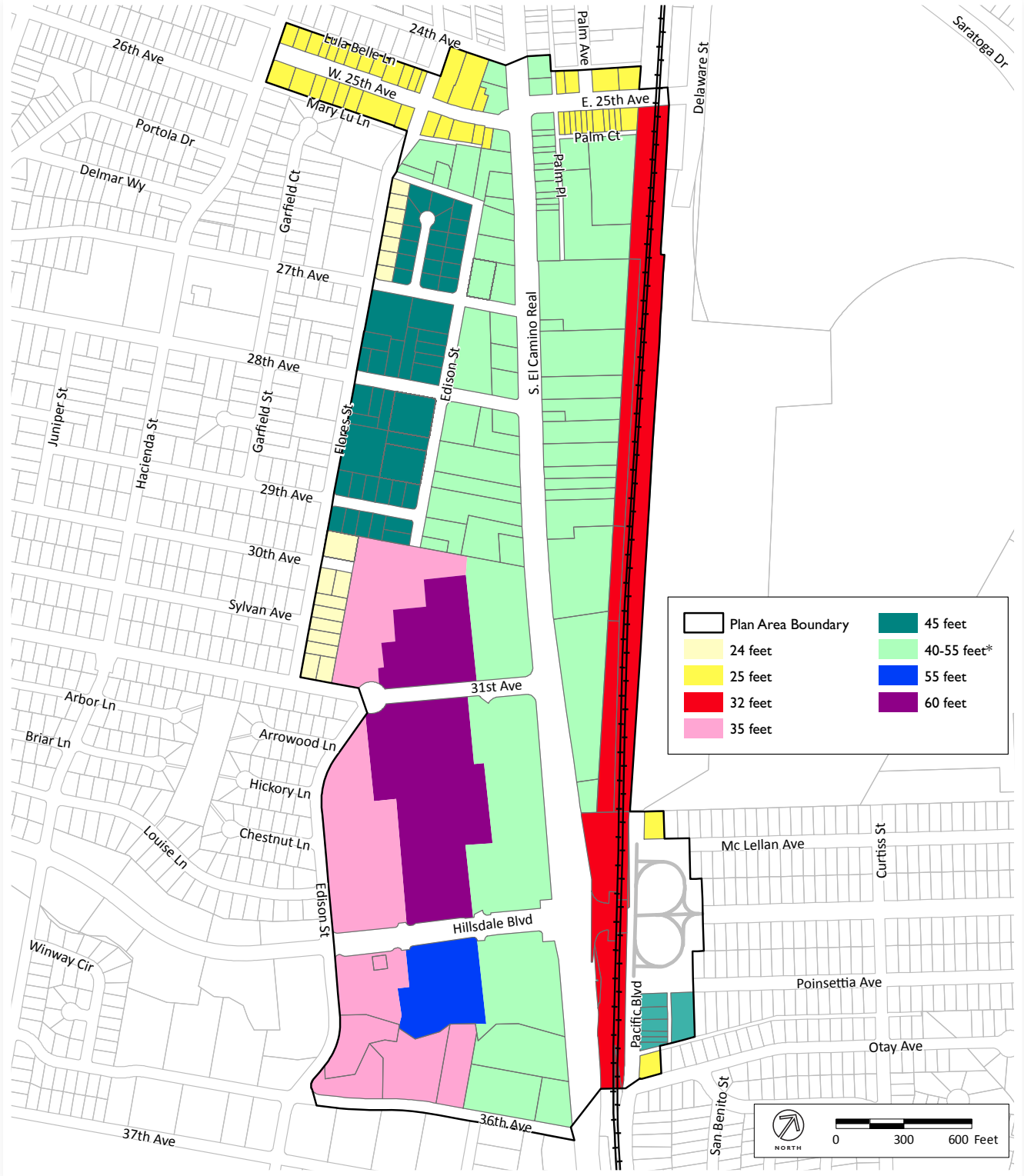
Adopted in 2010, the General Plan *Vision 2030* is the result of an extensive planning process, providing a clear framework for future development in San Mateo. *Vision 2030* is guided by eight major planning principles that strike a balance between new growth and preservation of San Mateo's quality of life. These directives include concentrating major new development near transportation and transit corridors and beautifying and improving El Camino Real. They continue the direction provided by the prior General Plan and are evident in the documents discussed in this section. The land uses designated by the General Plan in the Station Area are indicative of the City's desire to focus growth around transit centers. The most prevalent land use designations are Transit Oriented Development, Regional/Community Commercial/High Density Multi-Family, High Density Multi-Family, Regional/Community Commercial, and Neighborhood Commercial. Figure 2-3 illustrates the General Plan land use designations in the Station Area.

Maximum building heights, as shown in Figure 2-4, are indicative of the City's desire to focus growth on the city's main transportation corridors. In the Station Area, development on parcels along El Camino Real may be up to 55 feet so long as they are parcels over 100 feet deep and conform to specific policies. These height limits are set per Measure P, a height limit ordinance passed by the city's voters in 2004.

Figure 2-2: Citywide Context

Figure 2-3: General Plan Land Use

Figure 2-4: General Plan Heights



**For lots more than 100 feet deep, buildings over 40 feet may be permitted up to a maximum of 55 feet if they conform with specific Planning Area policies.*

This Station Area Plan takes advantage of, and applies standards that are consistent with, these generally higher density designations around transit centers.

2. Zoning

The City of San Mateo's *Zoning Code* implements the General Plan through zoning districts and overlay zones, and contains general provisions for orderly development in San Mateo. A map of these zoning designations within the Station Area is shown in Figure 2-5.

The Station Area contains residential designations ranging from single-family to multi-family and commercial designations of different ranges from the neighborhood-scale to regional-scale. The *Zoning Code* also contains specific language that refers users to the San Mateo Rail Corridor Transit-Oriented Development Plan, discussed below, for regulations governing TOD parcels. While the Corridor Plan governs these parcels for TOD, other designations in the Station Area are highly flexible and also conducive to high density, transit-friendly, mixed-use development. In addition to the residentially zoned parcels, parcels with C1, C2, C3, and E2 designations allow for residential uses. Residential development in these designations is allowed by right with a residential zone overlay and encouraged by allowing a higher overall intensity of development for mixed-use projects. Residential units may be developed on parcels without a residential overlay district but are subject to a Special Use Permit. If such a permit is issued, the residential development follows R3 "Minimum Development Standards."

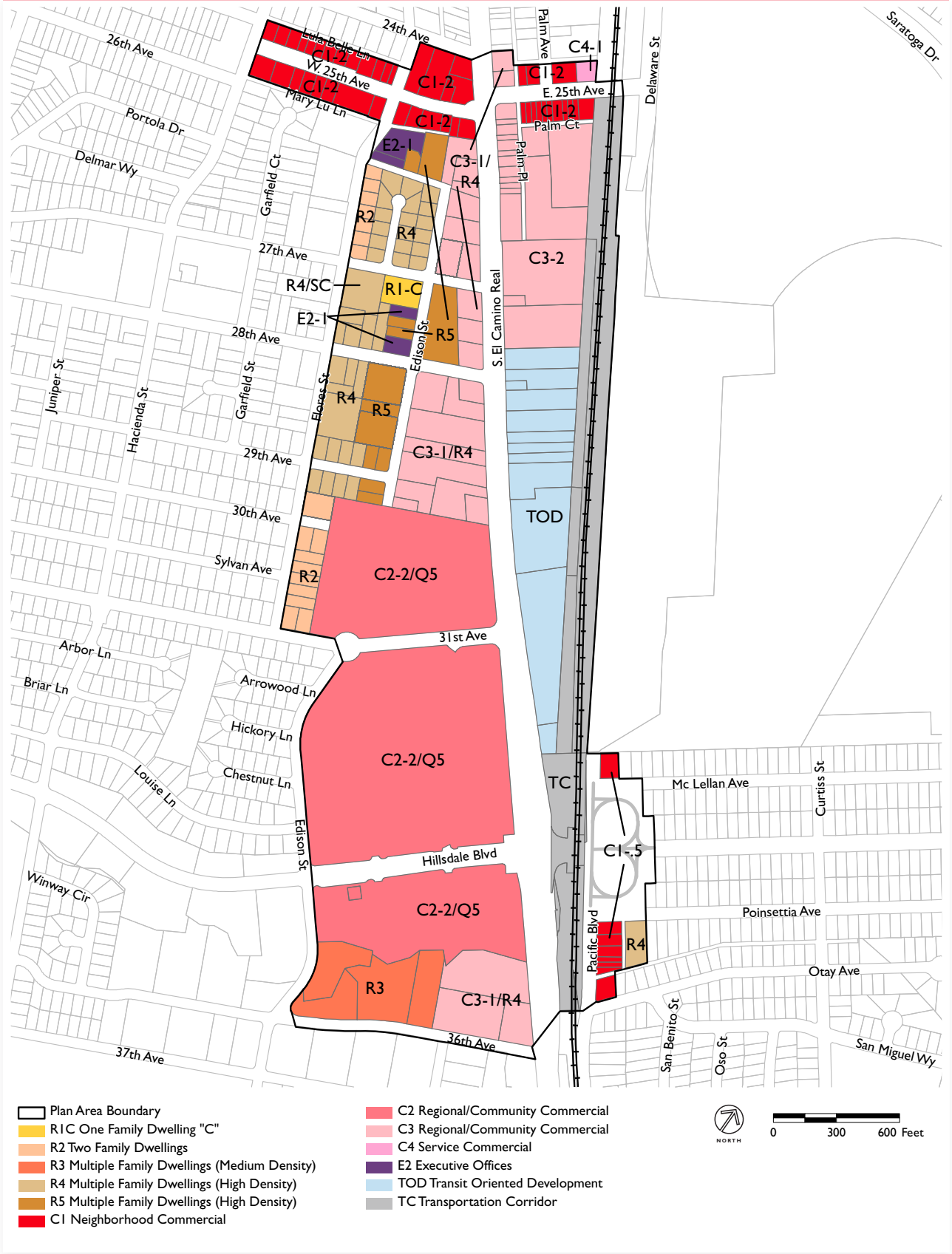
3. Measure P

In 2004, the voters of San Mateo passed Measure P. Measure P extended the provisions of the sun setting Measure H. Measure H passed in 1991 and became effective January 1, 1992. Measure P extended the horizon-year of Measure H to 2020 and incorporated some modifications. It places limitations on building heights throughout the city, with the intent of maintaining San Mateo's suburban character while providing for economic development and increasing the development of affordable housing. The measure includes language that was inserted into the General Plan. Building heights permitted in the Station Area are as shown in Figure 2-4.

4. Senate Bill (SB) 375

On September 30, 2008, Governor Schwarzenegger signed into law SB 375. SB 375 focuses on housing and transportation planning decisions to reduce fossil fuel consumption and conserve farmlands and habitat. SB 375 provides a path for improved planning by providing incentives to locate housing developments closer to where

Figure 2-5: Zoning



people work and go to school, allowing them to reduce vehicle miles traveled every year. Finally, SB 375 provides certain exemptions under CEQA law for projects that are proposed consistent with local plans developed under SB 375. MTC will prepare a Sustainable Communities Strategy for the Bay Area to implement this bill. Although that strategy is not yet available, it will certainly emphasize development like that shown in the Hillsdale Station Area in this Plan, prioritizing the construction of housing and other compatible uses around transit centers.

5. Sustainable Initiatives Plan

The Sustainable Initiatives Plan was prepared in 2007 by San Mateo's Sustainability Advisory Committee. It includes recommendations to reduce San Mateo's carbon footprint through energy efficiency, transportation, and City operations; reduce water use; improve San Mateo's suburban forest; and expand recycling and waste reduction opportunities. Many of the recommendations were incorporated into the General Plan *Vision 2030*, as they are aligned with the General Plan's commitment to sustainable development.

This Plan contains concepts, goals, and policies that are supportive of specific recommendations made in the Sustainability Initiatives Plan. The following key recommendations are aligned with the vision of this Plan:

- T 1: Increase mode share for pedestrian and bicycle travel to 30 percent for trips of one mile or less by 2020. Bicycle and pedestrian travel currently represents about 3 percent of all travel.
- T 5: Concentrate future development near rail transit stations.

6. Multi-Family Design Guidelines

There are several multi-family buildings in the Station Area, which are subject to City design guidelines for this type of development. While the zoning code regulates the height, bulk, setback, parking, open space, and other standards, the design guidelines establish preferred architectural character, site design, and building design. As property is redeveloped from lower density single-family housing to larger multi-family projects, it can significantly alter the character of the neighborhood. The Design Guidelines are intended to ensure that new multi-family developments improve the quality of life for existing and new residents. Although this Plan proposes specific standards and guidelines for new residential development, the Multi-Family Design Guidelines provide a useful context and will still apply to new development on parcels not addressed in the later Chapters of this Plan.

7. El Camino Real Master Plan

Adopted in 2001, the *El Camino Real Master Plan* identifies issues and opportunities for improving the safety and urban design of one of the most heavily traveled, historic corridors in San Mateo. Some of the specific elements of the plan that have directly informed the Station Area Plan include:

- Themed intersections at 25th and 31st Avenues.
- Setbacks from El Camino property line to create a wider effective sidewalk. In cases where the effective sidewalk exceeds 10 feet, this area should be landscaped, with areas adjacent to building entries and display windows designed predominately as a hardscape area for gathering and outdoor commercial activity with accent planters, raised beds, benches and/or other types of pedestrian amenities.

Included as part of the plan are General Corridor Design Guidelines. These guidelines serve as recommendations for improvement and redevelopment going forward. The guidelines ensure attractive, site-sensitive, and pedestrian-oriented development for parcels on El Camino Real, including many in the Station Area.

8. San Mateo Rail Corridor Transit-Oriented Development (TOD) Plan

The San Mateo Rail Corridor TOD Plan (Rail Corridor Plan) was adopted in 2005 to provide a framework for TOD development and streetscape improvements around the Hillsdale and Hayward Park Caltrain station areas. A key objective is a new, well-designed transit center for multiple modes of transportation, with specific emphasis on pedestrian access, open space, and shared parking around the Hillsdale Station. Some of the specific elements of the Rail Corridor Plan that have directly informed the Station Area Plan include:

- Grade separations at 25th, 28th, and 31st Avenues to improve local access for pedestrians, bicycles, and autos;
- A viaduct structure for the tracks between 28th and 31st Avenues to facilitate connections, light, and air.
- Drop-off locations for shuttles near the Caltrain Station access points.
- A "transit plaza" between 28th and 31st Avenues that is at least 8,000 square feet.
- The Rail Corridor Plan supports the implementation of the theme intersections proposed by the *El Camino Real Master Plan*. In addition, the Plan proposes the theme intersection concept to be extended to 28th Avenue.

In addition to these overall concepts, the Rail Corridor Plan establishes the TOD zoning district that applies to many parcels in the Station Area between the train tracks and El Camino Real north of the existing Caltrain Station.

9. Grand Boulevard Initiative

The Grand Boulevard Initiative is a collaborative effort between 19 cities, counties, local, and regional agencies, as well as other stakeholders, such as local businesses and advocates for housing, bicycling, economic development, and smart growth, with the goal of improving the performance, safety, and aesthetics of El Camino Real. In part, the intent of the effort is to clarify regulations for El Camino Real, which is under the jurisdiction of Caltrans, but also subject to regulation by local and regional agencies.

10. Grand Boulevard Multimodal Transportation Corridor Plan

The Grand Boulevard Multimodal Transportation Corridor Plan, adopted on September 15, 2010, translates the Grand Boulevard vision into tangible strategies and design concepts that fulfill the Grand Boulevard Initiative guiding principles. As part of the plan, transit and land use scenarios are analyzed to explore possibilities for enhanced transit service along the corridor. Design guidelines and prototypes are developed to illustrate possible multimodal streetscape options.

The plan includes the Multi-Modal Access Strategy and Context Sensitive Design Guidelines, which propose pedestrian, bicycle, and transit scenarios on El Camino Real. The design guidelines also provide a regulatory context on how new streetscape improvements meet, exceed, or require design exceptions of Caltrans' standards.

C. Existing Land Use

Existing land uses in the Station Area are primarily a mix of commercial and residential uses. Neighborhood-oriented commercial and office space lines 25th Avenue. Along El Camino Real, land uses transition from small-scale retail uses in the north to larger strip and formula retail in the south, culminating in the regional commercial center of the Hillsdale Shopping Center. Generally, the entrances to uses along El Camino Real front the street and the loading areas are at the back of the buildings. The Caltrain station is primarily surrounded by parking, with one national restaurant chain – TGI Friday's – and a station building occupied by a convenience foods store. The western extent of the Station Area, between Edison Street and Flores Street, is a mixture of single-family homes, duplexes, townhomes, and multi-family homes. Hillsdale Garden Apartments, a large garden style multi-family project, encompasses several blocks at the south-west corner of the Station Area.

D. Urban Design

San Mateo is one of a chain of communities that began as a trading and agricultural post along El Camino Real and grew up during the last century around the commuter rail line serving San Francisco. These two transportation corridors have largely influenced the form of the Station Area.

1. Streets

El Camino Real is a six-lane commercial boulevard with a development pattern that is typical of many Peninsula cities. It is characterized by a wide automobile right-of-way, narrow sidewalks, and minimal pedestrian amenities that reinforce the perception of an auto-oriented corridor. As the main north-south connection in the Station Area, El Camino Real is experienced by thousands of residents, travelers, and motorists each day. Because of its size, form, and function, El Camino Real serves as the most prominent physical feature of the Station Area.

Looking north on El Camino Real.

The east-west streets are more varied in size, form, and function. 25th Avenue is a two-lane, slow moving street with good pedestrian amenities and angled parking west of El Camino Real, qualities that work well in a small-scale business district. 27th, 28th, and 29th Avenues are typical residential streets that connect the neighborhoods to El Camino Real, defined mostly by minor landscaping and parallel parking. Hillsdale Boulevard and 31st Avenue are defined largely by their relationship to the Shopping Center. Hillsdale Boulevard is a major arterial and a main "front door' to the flanking suburban mall development. As a result, the character of Hillsdale Boulevard is representative of a street engineered for maximum vehicular flow: a wide right-of-way with sparse pedestrian amenities and trees, designed for drivers going through the Station Area and into the shopping center.

25th Avenue.

Hillsdale Boulevard.

2. Buildings

Buildings in the Station Area are varied in form and orientation, and generally exhibit qualities that are reflective of the street and neighborhood they are in. Small-scale commercial buildings, typically one to two stories tall, are consistently built to the street edge in the 25th Avenue business district, west of El Camino Real. Although they are of various architectural styles, the buildings exhibit a coherent design that is comfortable for pedestrians because of the scale and orientation of doors, windows, and awnings.

The area between Flores and Edison Streets is marked by single-family and multi-family residential buildings. The single-family homes are one to one-and-a-half stories high with well landscaped front yards, attached garages, wood siding, and gabled roofs. Interspersed between single-family homes are multi-story apartments and condominiums dating from the 1960s and 1970s. These buildings typically sit over parking and vary in size from larger projects to buildings confined to a single-family-sized parcel.

Pedestrian-scaled development on 25th Avenue.

Buildings on El Camino Real north of 31st Avenue are the most varied, ranging from recently built strip malls oriented perpendicular to the street, to small, independent retail and service buildings. Starting with a cluster of compactly built buildings around 25th Avenue, the scale and form of development gradually becomes more auto-dominated from the northern section of the Station Area to the south. As El Camino Real is a major regional arterial, the buildings and land uses along it reflect the desire to move traffic efficiently. As Figure 2-6 shows, parking lots account for more than half the street-level activity along El Camino Real, with instances of large, adjacent parking lots on separate parcels. Commercial buildings, both in their architectural features and layout of the site, are designed to serve a driving clientele. Buildings such as furniture stores, fast food restaurants, and auto services have side main entrances, opening into parking lots, and large monument signage that is visible to cars moving at a fast speed. Some buildings are directly adjacent while others have a side setback.

In contrast to the consistency of 25th Avenue, El Camino Real exhibits an inconsistent "street wall" where a pedestrian is likely to be impeded by driveways, gaps in development, vacant lots, and inconsistent building typologies.

The Hillsdale Shopping Center marks the southern end of the Station Area. Its form and function is characterized by typical mall development formula. A central, enclosed complex of shops oriented to an interior circulation system is surrounded by either parking lots or a parking structure, including a large block-length, two-level parking structure fronting El Camino Real from 31st Avenue to Hillsdale Boulevard.

3. Parcel Sizes

Parcels vary widely in size and shape in the Station Area, as shown in Figure 2-7. This can present development challenges on key parcels. Some parcels are narrow and long while others have long frontages along the street but lack depth. Parcels that are oddly shaped or are too small for a prototypical building type will likely need to be combined with other parcels in order for new development to take place.

Figure 2-6: Building Footprints and Parking

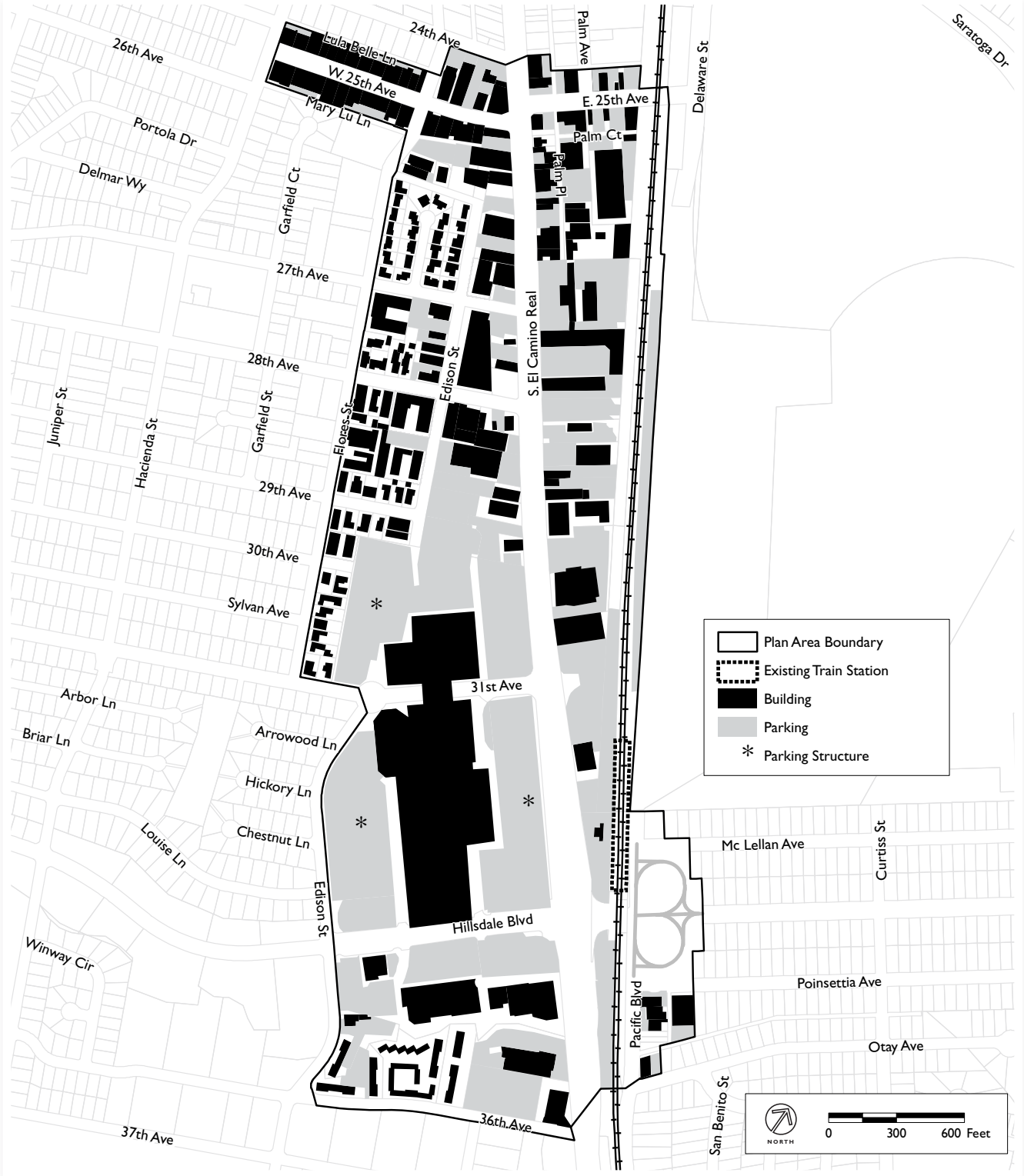
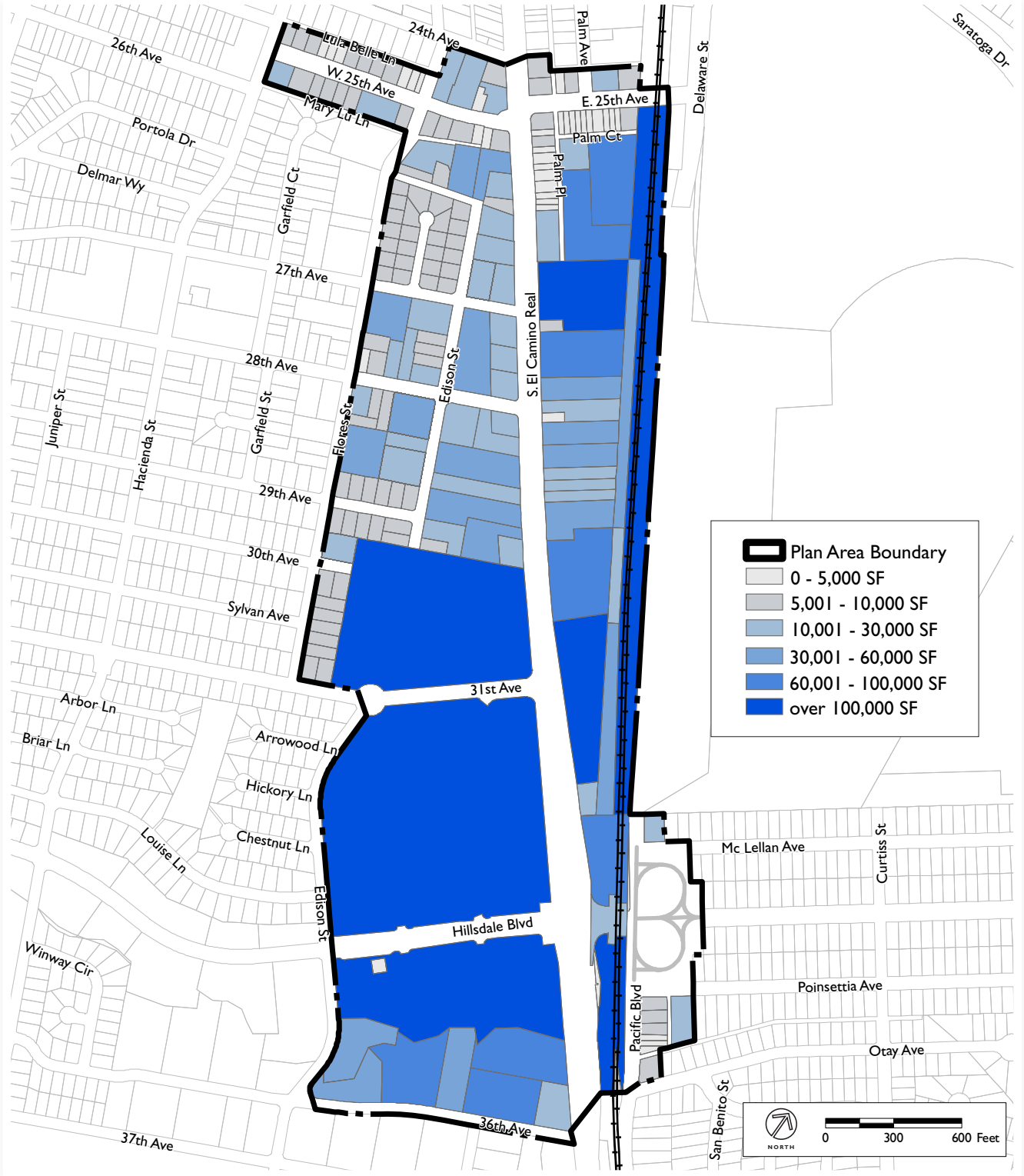


Figure 2-7: Parcel Size

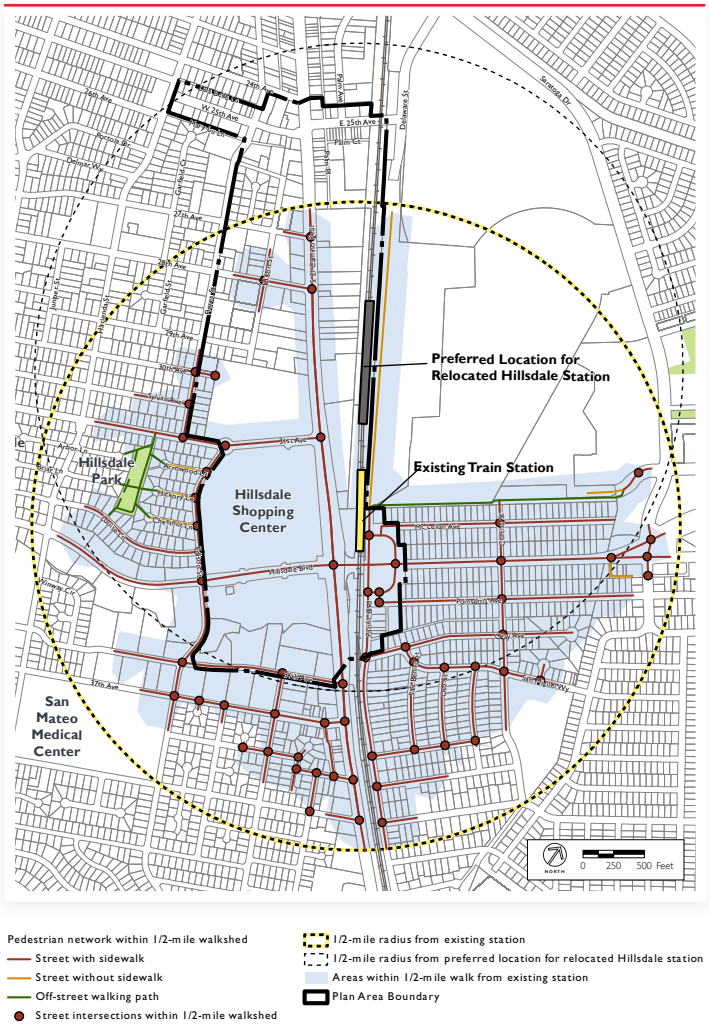


4. Walkability

Walkability is a measure of how conducive a place is to walking. If a place is very walkable, there are more opportunities for healthy recreation and sustainable transportation. Neighborhoods are considered highly walkable when they have destinations such as stores and services, public facilities, and parks in close proximity combined with a network of sidewalks and intersections that are evenly dispersed in a grid.

A walkability analysis of the Hillsdale Station Area provides a more detailed evaluation of a ½-mile walk distance around the Hillsdale Caltrain Station. Traditionally, a ½-mile radius around a transit center, roughly a 10-minute walk, marked the extent to which a pedestrian is willing to walk before choosing a different mode of transportation, such as bicycling or driving. However, this circular parameter can be misleading as it is a 'crow-fly' distance and does not account for interruptions or barriers in the grid pattern of street networks, long, uninterrupted boundaries, and other network gaps.

Figure 2-8: Walkability Existing



Figures 2-8 and 2-9 show two conditions: walkability around the existing Hillsdale Caltrain Station (Figure 2-8) and walkability around the preferred relocated station just north of 31st Avenue (Figure 2-9).

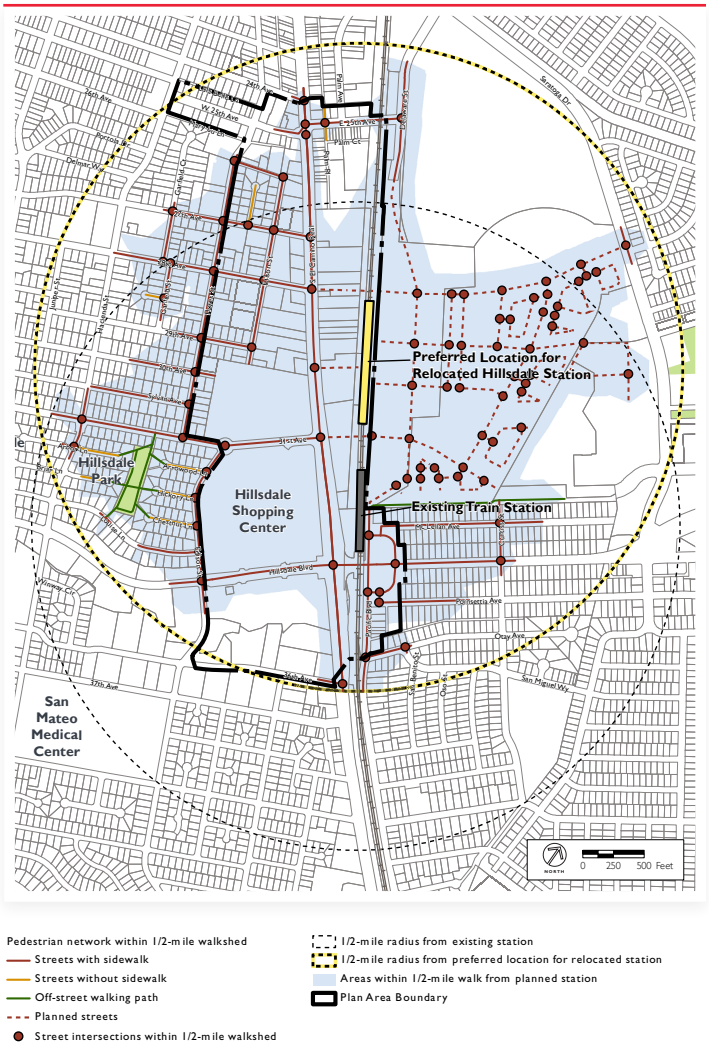
Figure 2-8 (Existing) shows that all parcels south of 31st Avenue in the Station Area are within a ½-mile walking distance of the train station. The San Mateo Medical Center and Hillsdale Park, southwest and west of the Station Area respectively, are also reachable within a ½-mile walk. North of 31st Avenue, most of the Station Area, except El Camino Real, is not within a ½-mile walking distance. The pedestrian circulation for the current station is presently oriented to the southern section of the platform, causing many pedestrians to take a roundabout route to reach the northern section of the Station Area. As a result, even though the northern portion of the Station Area contains more intersections, most of them are not reachable within a ½-mile walking distance. Furthermore, Bay Meadows Phase II, to the east of the Caltrain tracks, is currently unwalkable due to the lack of a street network.

Figure 2-9 shows the ½-mile walkshed for the preferred location for the Relocated Hillsdale Station, which would be approximately 1,000 feet north of the existing station. The walkshed shifts north, making many areas north of 31st Avenue to be reachable within a ½-mile walking distance. The analysis also accounts for the future street network proposed for Bay Meadows, which would be within the walkshed. The blue area in Figure 2-9 is larger than that in 2-8, indicating the expanded walkshed due to the location of the station and a new road network. One important change is that the foot of the 25th Avenue commercial district is walkable from the relocated station, according to this analysis. However, this northward shift distances the San Mateo Medical Center from the walkshed. Although the southwestern-most portion of the Station Area would not be within a ½-mile walking distance, a greater portion of the overall Station Area would be "walkable" from the relocated station.

Specific issues regarding individual streets and barriers will be discussed below in the Pedestrian Circulation and Connectivity section.

The figures show the traditional ½-mile walking radius from the existing train and relocated stations as a dashed line highlighted in yellow. The actual Station Area "walkshed" is shown in blue. This blue area represents the portion of the Station Area that is within a ½-mile walk from the existing station, accounting for street pattern, intersections, and walking paths in parks. The red lines depict sidewalks, yellow lines are streets without sidewalks, and green lines are walking paths. The figures also show the Station Area boundary in black.

Figure 2-9: Walkability Potential



E. Circulation and Transit

1. Existing Roadways

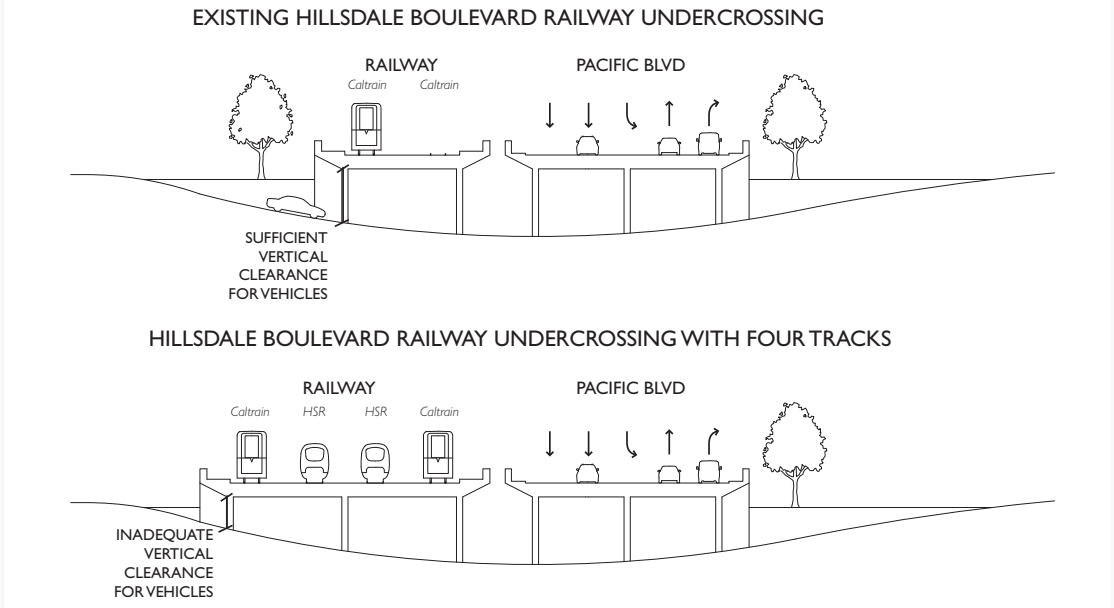
The existing vehicular circulation network is comprised of State highways, city arterials, collectors, local streets, and alleyways. Regional vehicular access to the Station Area is provided via Highway 101, State Route 92, and State Route 82 (El Camino Real). These facilities are shown in Figure 2-10.

Figure 2-10: Existing Roadway Network

2. Planned Undercrossings and Station Relocation

There are significant improvements to the circulation network planned as part of the Bay Meadows Phase II project that will improve grade separated east-west access over the railway in the Station Area. 28th Avenue, a collector, and 31st Avenue, an arterial, which do not currently extend east of El Camino Real, are planned as grade-separated railway crossings that will connect through the Bay Meadows Phase II project site to Saratoga Drive and Highway 101. 25th Avenue is also planned as a grade-separated railway crossing in its current location. The City's strong consistently stated preference is that these grade-separated railway crossings result in relocation of the Hillsdale Station between 28th and 31st Avenues, as is called for by this Plan. As shown in Figure 2-11, the current configuration of Pacific Boulevard and the Hillsdale Boulevard undercrossing are not supportive of two additional tracks required for a Baby Bullet bypass or High-Speed Rail. In order to get four tracks on the same elevation, the Hillsdale station platforms are recommended to relocate north between 28th and 31st Avenues in order to accommodate the minimum vertical clearance for undercrossing traffic. Because the design of the Baby Bullet bypass and High-Speed Rail is at a preliminary phase, the City will need to work with the transportation agencies on a final configuration for the railway.

Figure 2-11: Hillsdale Boulevard Railway Underpass Relationship to High-Speed Rail



3. Bicycle Facilities

The City of San Mateo is currently developing a Bikeways Master Plan, which will analyze bicycle counts and inventory and recommend bicycle network improvements. Currently, bicycle circulation within the City of San Mateo is provided through an extensive system that is not well connected. A number of Class I, II, and III bikeways exist and are planned within the vicinity of the Station Area. Existing and planned bikeways are shown in Figure 2-12. A detailed discussion of planned bikeways in the Station Area can be found in Chapter 6, Transportation.

Pedestrian environment on El Camino Real.

4. Pedestrian Circulation and Connectivity

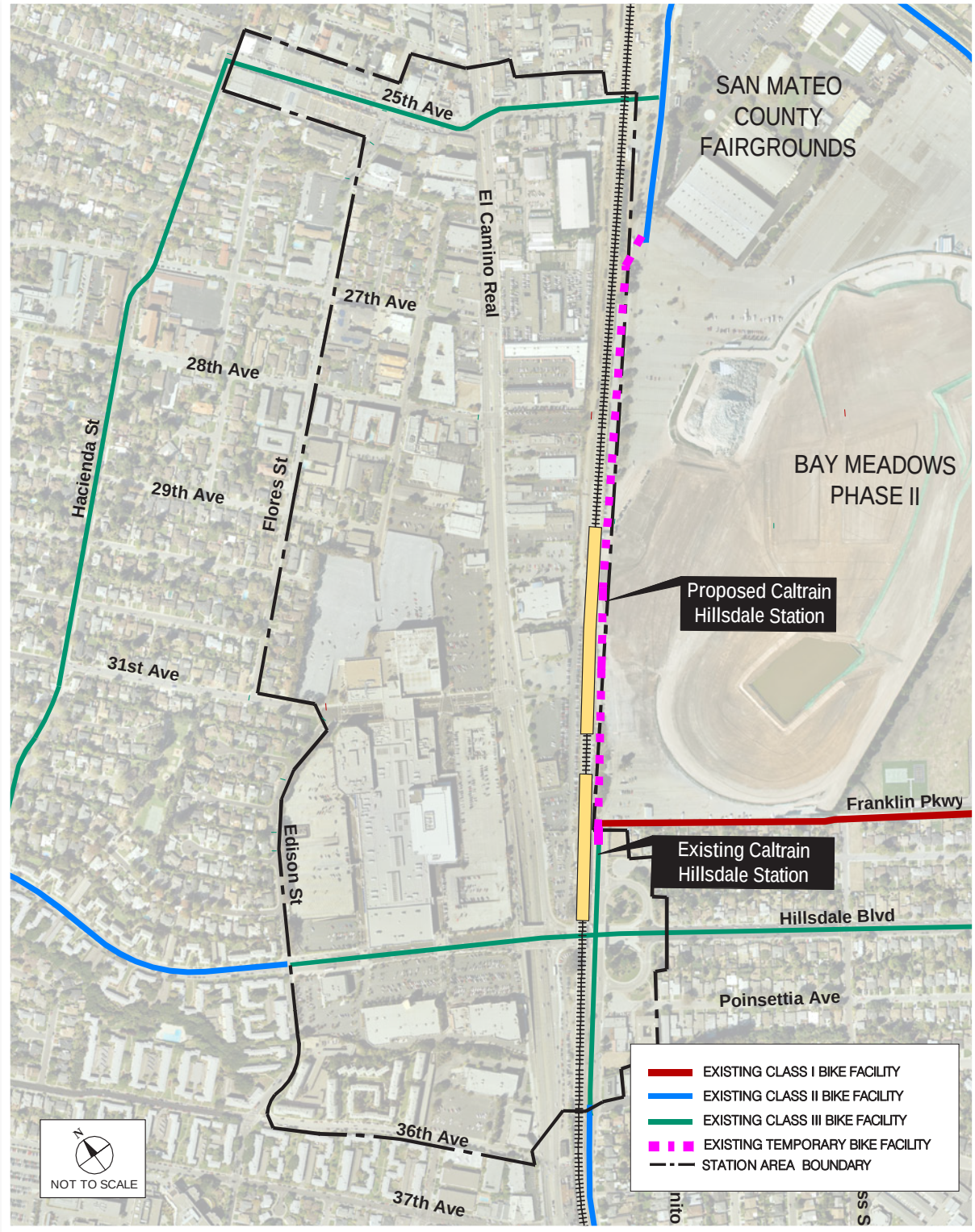
Although El Camino Real and Hillsdale Boulevard provide strong regional and local accessibility, their qualities for efficient automobile movement can be a barrier for movement within the Station Area. El Camino Real's high volume of traffic, multiple travel lanes, and multiple curb cuts are prohibitive to safe pedestrian circulation. Pedestrian crossings are located at signalized intersections, which can be over 1,000 feet apart. Signalized intersections at 25th, 27th, and 28th Avenues contain only one east-west crossing on El Camino Real, forcing some pedestrians to cross three streets instead of one. Further south, the Hillsdale Boulevard interchange with El Camino Real is also a significant barrier, with multiple lanes of potentially high-speed turning vehicles. The high speed, volume, and lack of pedestrian protection create a barrier to successful circulation and connectivity between the west and east.

Although Caltrain is a significant asset to the Station Area and the catalyst for TOD, the railway line is a physical barrier limiting east-west connections. In the future, the proposed High-Speed Rail will require a completely separated right-of-way, creating additional challenges for connectivity.

Finally, the Hillsdale Shopping Center is a large, enclosed development with a largely internal circulation system and limited connections to the streets that surround it.

Connectivity issues aside, there is generally a strong presence of sidewalks throughout the Station Area, ranging from 5 to 7 feet in width. Pedestrian crossings in the immediate vicinity of the Station Area are predominantly comprised of striped crosswalks with pedestrian push buttons. Signalized crossing timings are typically designed by City and Caltrans traffic engineers to provide sufficient time for pedestrians to comfortably clear the intersection; however, median refuges with pedestrian push buttons are provided at several signalized crossings on El Camino Real to accommodate slower

Figure 2-12: Existing Bicycle Facilities



pedestrians. Crossings are generally provided at each signalized intersection approach within the immediate vicinity of the Station Area, with the exception of the following locations:

- El Camino Real / 25th Avenue (no east-west crossing at south leg)
- El Camino Real / 27th Avenue (no east-west crossing at north leg)
- El Camino Real / 28th Avenue (no east west crossing at north leg)

The City is currently developing a Citywide Pedestrian Master Plan, which will include an inventory of existing pedestrian facilities and address pedestrian circulation and connectivity issues at a citywide scale.

The successful Hillsdale Shopping Center has expanded to the south of Hillsdale Boulevard.

F. Demographic and Economic Conditions

From a development perspective, the Station Area enjoys a number of positive attributes. The Hillsdale Caltrain Station represents a unique opportunity for TOD. It is consistently ranked in the top ten for average weekday ridership among Caltrain's 32 stations. New residential and employment-generating uses in the Station Area could further boost passenger activity. The Station Area's proximity to mature residential neighborhoods, the 25th Avenue commercial corridor, the Hillsdale Shopping Center, and Bay Meadows makes it a well-established, credible, and attractive location for new housing and commercial uses.

At the same time, several factors present challenges to development in the Station Area. The Station Area is largely built out, with narrow and shallow parcels, requiring parcel assembly and redevelopment. El Camino Real's strong auto-orientation and complex intersections, like that of Hillsdale Boulevard and El Camino Real, will make it difficult to foster the type of pedestrian-oriented streetscape that complements TOD. The City and future development will also need to address access and circulation issues to fully capitalize on the Station Area's TOD potential.

1. Demographics

The demographics of the Station Area are markedly different from the County and San Francisco Bay Area region. There are fewer family households and smaller household sizes. There are more single-person households, which are generally renting, and the average resident in the Station Area is either younger, 25 to 44 years old, or older, 65 years or older, than the County's average resident. The average household in the Station Area is also less affluent than the region, raising the issues of resident displacement and the production of affordable housing as part of the new development discussion.

The Association of Bay Area Governments (ABAG) projects the City of San Mateo's population to grow by 22 percent between 2010 and 2030, reaching 116,200 residents in 2030. This projected growth shows the need to plan strategically for housing, particularly given the city's limited land resources. Although population projections by age group are not available at the city level, County and regional projections foresee substantial increases in the persons aged 65 years and older. The aging of the Baby Boomer population is expected to lead to a continued demand for smaller units as elderly households "downsize" to smaller homes near transit and amenities. Demographic trends suggest market potential for smaller units and multi-family housing in the Station Area.

The city and the Station Area, in particular, are characterized by smaller household sizes and a higher proportion of younger households and seniors. In addition, the prevalence of renter households in the Station Area points to a potential for higher density ownership housing to diversify the Area's residential base. The development program described in Chapter 3 of this Plan reflects site conditions and development standards, including parcel size, parking requirements, and building height limits. These may favor the development of several small multi-family developments rather than one or two large projects in the Station Area.

2. Office

Although San Mateo contains the largest share of office space within the County, and studies show strong employment growth, there is limited demand for new office in the Station Area in the current economic environment due to high vacancies and the large amount of planned and proposed development. New office development in the Station Area is best organized in a mixed-use setting or in close proximity to transit, and should target small finance, insurance, real estate, medical, technical, and other professional services tenants.

3. Retail

The City of San Mateo boasts a large and diverse retail market, with stores spanning all price points, store categories, and formats. The city's retail market is organized around six main subareas, including the Hillsdale Shopping Center and 25th Avenue, both of which are located in the Station Area, as well as the Bridgepoint Shopping Center, Downtown, El Camino Real, and the Bay Meadows development. New household spending generated by population growth in the city over the next 20 years will create only limited demand for new retail space, due to the city's extensive and mature retail base. Retail would perform best near the Hillsdale Station, at corner lots along El Camino Real. In those locations, it will need to be designed to accommodate tenant

needs, including parking, appropriate depths and heights, and quality development. The Station Area's narrow and shallow parcels, and the abundance of regional retail in the city, indicate that local-serving convenience retail in a mixed-use format would be most appropriate for the Station Area.

Vision 3

Since the mid-1990's, the City of San Mateo and its citizens have been engaged in developing and fine-tuning a vision for successful transit-oriented development (TOD) around the city's major transit stations. In this vision, pedestrian-friendly neighborhoods and employment centers are conveniently located in proximity to transit and interwoven harmoniously into neighborhoods that surround it. Local businesses provide residents and office-workers a variety of goods and services within a short walking distance. Residents and workers walk, bike, or take public transit to their destinations, creating a more vibrant and active streetscape and reducing dependency on automobile transportation. For the area surrounding the Hillsdale Caltrain Station, this vision has been carried through in several planning documents adopted by the City Council, including the Rail Corridor Plan, El Camino Real Master Plan, and the Bay Meadows Phase II Specific Plan Amendment. The Hillsdale Station Area Plan builds on and is a result of this vision, these documents, and extensive community and transit agency engagement.

Mountain View's Caltrain Station is designed for multiple types of uses.

In the following pages, this vision is organized into a general physical and economic framework, describing how the Hillsdale Station Area will function as the Plan is implemented over time. A diagram depicting this conceptual physical framework can be found in Figure 3-1. Figure 3-2 is the Illustrative Plan, showing the potential physical build-out of development and streetscape improvements that are envisioned. The Illustrative Plan shows a possible development pattern based on the goals, policies, standards, and guidelines in this Plan. Actual development under the Plan, however, may differ from the Illustrative Plan as long as it achieves the goals of the Plan and is consistent with City regulations.

Figure 3-1: Conceptual Framework

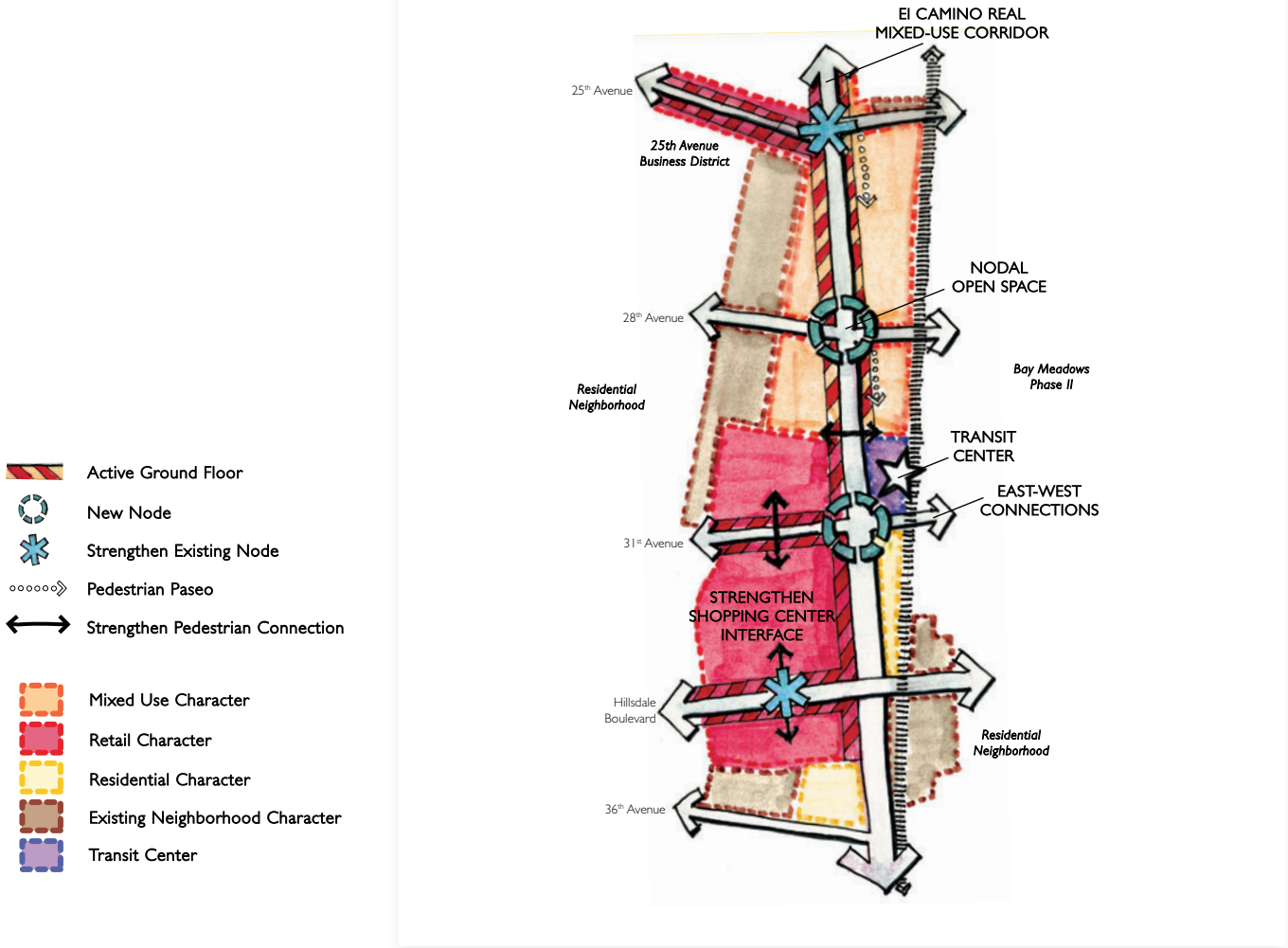
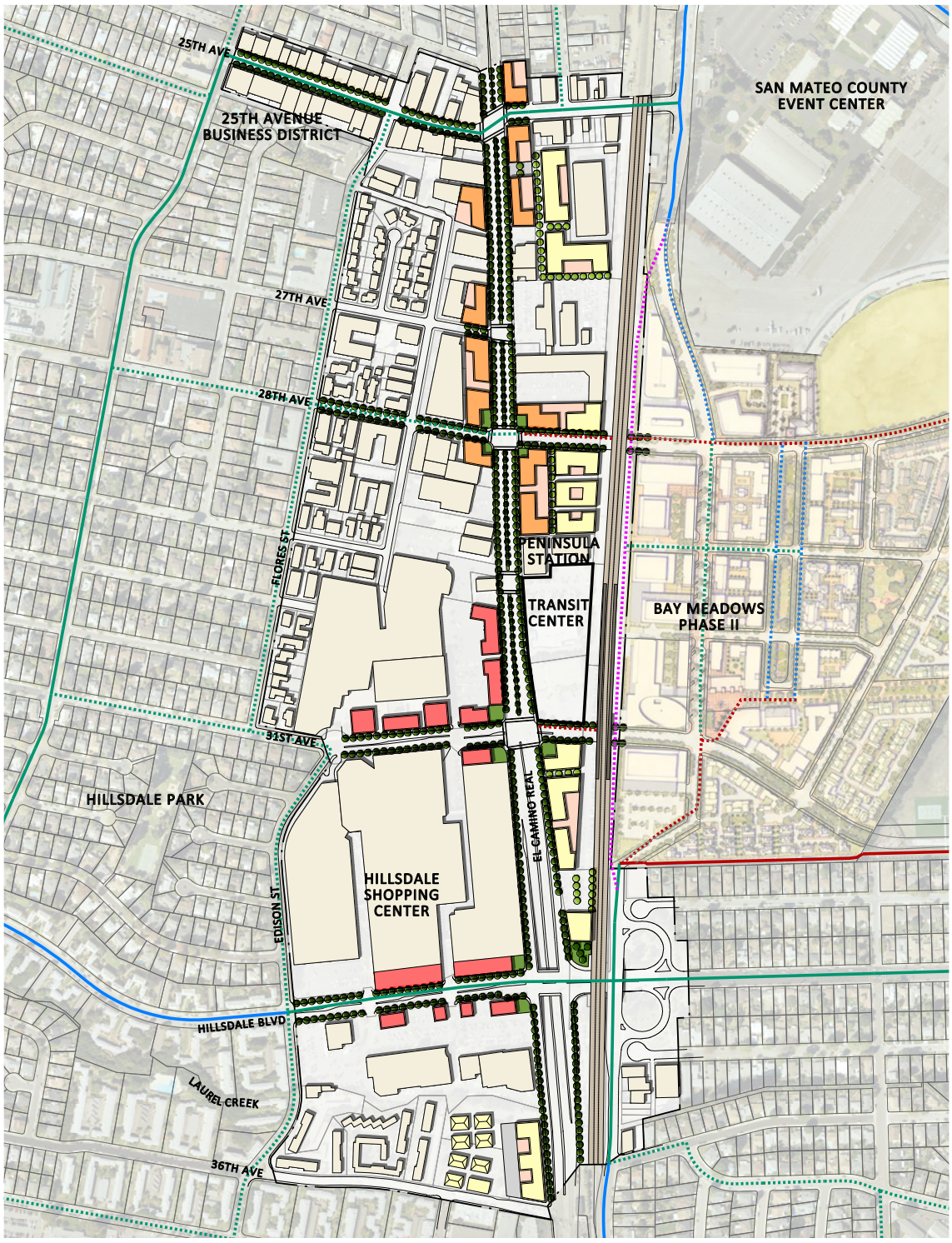


Figure 3-2: Illustrative Plan



El Camino Real mixed-use corridor, balancing vehicular travel with a pleasant pedestrian environment.

El Camino Real Mixed-Use Corridor

El Camino Real is the Station Area's main activity center and commercial spine for existing and new residents, businesses, commuters, and visitors. Three- to four-story infill mixed-use and apartment buildings, pedestrian-scaled street lamps and trees, and a steady flow of street-level activity make for a pedestrian-friendly and vibrant urban corridor that is active throughout the day and evening. Local and regional serving shops, restaurants, and other active ground floor uses provide pedestrian amenities within walking distance of homes and offices.

As a major regional thoroughfare, El Camino Real will continue to be the vital route for north-south vehicular travel through the Station Area. In keeping with the Grand Boulevard Initiative, El Camino Real is a balanced environment where walking and public transportation are viable modes of travel. Widened sidewalks, attractive landscaping, pedestrian amenities, and new shop fronts create a pleasant walking experience.

The stretch of El Camino Real north of 31st Avenue serves an important function as a bridge between the Station Area's two successful commercial nodes, the Hillsdale Shopping Center and 25th Avenue, to create a cohesive network of neighborhoods and commercial hubs. New development in this area lines El Camino Real with uses that enliven the street, creating a space that is open and inviting. New homes in the Station Area bring new riders and house a variety of individuals, and families, representing the wide range of households in San Mateo.

Figure 3-3 is a visual simulation of an enhanced El Camino Real corridor at 31st Avenue, looking north. In the simulation, streetscape improvements and pedestrian-oriented buildings frame a pleasant and vibrant El Camino Real.

San Pablo Avenue in Berkeley is an example of a 4-lane arterial with a median and street trees that create a pleasant environment for pedestrians and drivers.

Figure 3-3a: Existing Conditions Looking Northwest on El Camino Real at 31st Avenue

Figure 3-3b: Potential Changes Looking Northwest on El Camino Real at 31st Avenue

East-west connections: Bay Meadows to the east and residential areas to the west.

Surrounding neighborhoods, such as the future Bay Meadows Phase II, will connect to the Station Area on new east-west connections

East-West Connections

Several streets perpendicular to El Camino Real provide complementary east- west local access. 28th and 31st Avenues extend through Bay Meadows Phase II to Highway 101 and Saratoga Drive, and provide the main connections between Bay Meadows, the Station Area, and residential neighborhoods to the west. Street trees and new development line the streets to create an attractive urban frame and sense of place, providing a pleasant walk for pedestrians going from one neighborhood into the next.

Hillsdale Boulevard continues to be an important east-west connector in the Station Area. As an important pedestrian and bicycle connection, enhanced crosswalks, streetscape improvements, and retail development make it a more attractive thoroughfare for pedestrians and bicyclists.

A network of pedestrian-oriented alleys and lanes will provide access to new development off of the east-west streets, particularly at 25th Avenue, as shown in Figure 3-4. Figure 3-4 is a visual simulation of a new mixed-use development and pedestrian paseo at Palm Place. This alley is located behind the existing Ah Sam flower shop.

Central Transit Center

A mid-block, multi-modal Transit Center between the Peninsula Station multifamily housing development and 31st Avenue is the centerpiece of a revitalized transit-oriented Hillsdale neighborhood. The Transit Center combines the relocated Caltrain station, a dedicated garage for transit users, bus and shuttle stops, and drop-off and taxi queuing areas in one central location for efficient inter-modal transportation. The station's proximity to surrounding mixed-use development enhances the ease of access to transit, and promotes public transportation and walking as viable alternatives to driving, reducing greenhouse gas emissions. The center's advantageous location, roughly equidistant to 25th Avenue to the north, the Hillsdale Shopping Center and Hillsdale Garden Apartments to the south, residential neighborhoods to the west, and Bay Meadows to the east, allows it to serve more riders and take advantage of the benefits of TOD. The walkability map shown in Figure 2-9 illustrates the connections between the Transit Center and other portions of the Station Area. The Transit Center's plaza areas serve as a local meeting place, designed as flexible space for various gatherings such as farmer's markets, festivals, and fairs. The exact configuration of the Transit Center will reflect the needs and desires of the community, transit agencies, and various stakeholders.

Figure 3-4a: Existing alley at Palm Place

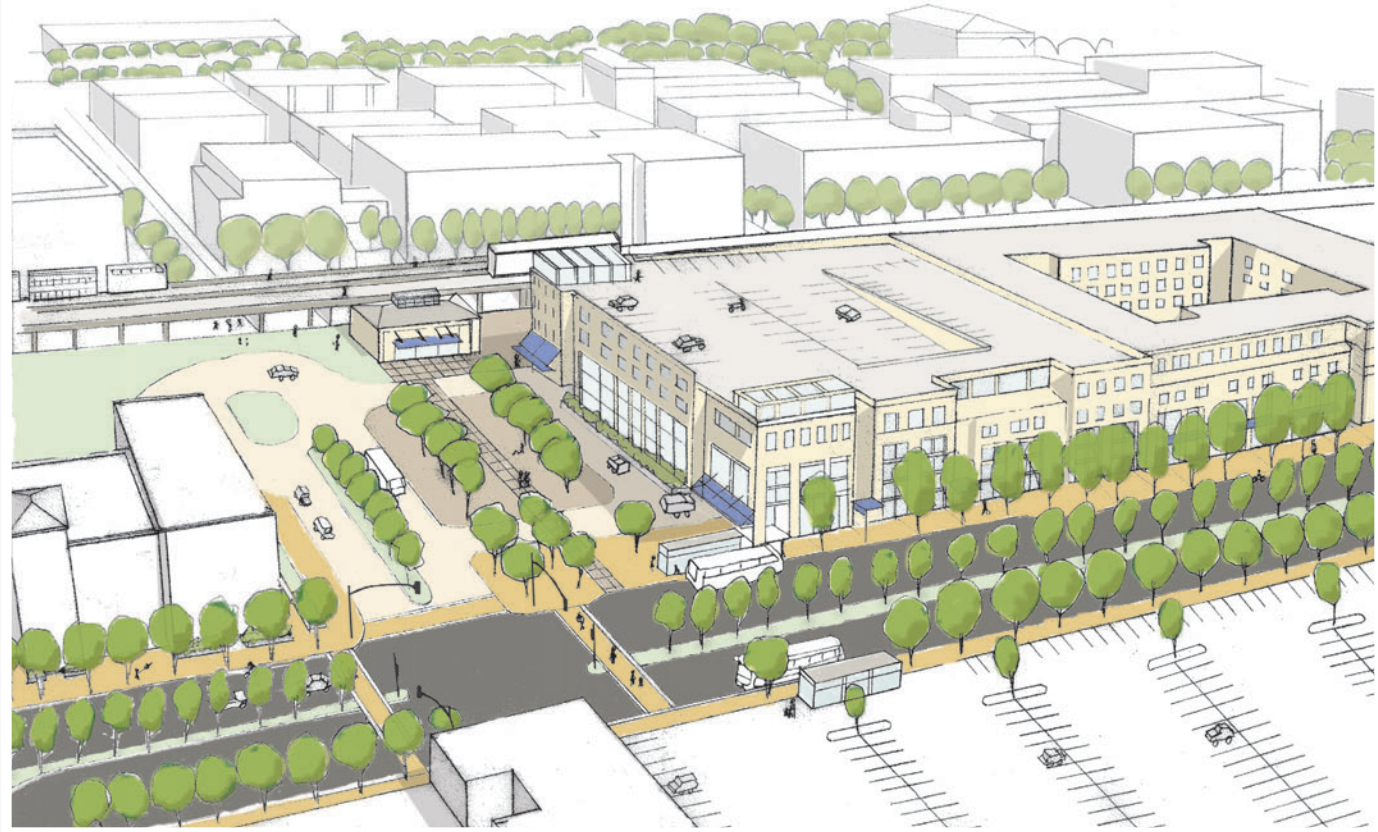
Figure 3-4b: Potential mixed-use development and pedestrian paseo at Palm Place

The Transit Center Program locates the Hillsdale station approximately mid-block between 28th and 31st Avenues, the preferred location for the future station. An alternative location, at the corner of 31st Avenue and El Camino Real, is discussed in Appendix B to provide the City flexibility on the final location of the Transit Center in case issues with property acquisition arise. The Transit Center Program connects to an additionally proposed parking garage for transit users in Bay Meadows II, south of 31st Avenue. The Program is analyzed more in detail in Chapters 5 and 6. Figure 3-5 shows the Transit Center in birds-eye view, illustrating the overall feeling, dimensions, and scale of the Transit Center and surrounding context.

Nodes of Active Open Space/Plazas

A major component of Bay Meadows Phase II is 15 acres of new public park land and nearly 3 acres of new publicly accessible open space within walking distance to the Station Area. As a result, this Plan does not envision additional significant new parks

Figure 3-5: Transit Center Program Looking South along El Camino Real towards 31st Avenue



or public open space in the Station Area. However, it does envision plazas and forecourts incorporating sustainable stormwater treatment anchoring El Camino Real where it intersects 28th and 31st Avenues and Hillsdale Boulevard. As shown in the visual simulation in Figure 3-6, new mixed-use and commercial development could be designed to give space to cafes opening onto outdoor seating areas, performance areas, benches, fountains, landscaping, and trees. This space would remain part of the private development, and would not be required to be publicly dedicated. In addition, the Plan includes expanded visual access to Laurel Creek at the south end of the Station Area, as an amenity for surrounding development. Where corner open space proves difficult to achieve due to site constraints, the key intersection node concept can also be achieved using vertical corner features on the buildings, resulting in a similarly cohesive treatment of these important intersections.

Figure 3-6a: Existing Conditions Looking West on 28th Avenue from El Camino Real

Figure 3-6b: Potential Change Looking West on 28th Avenue from El Camino Real

Strengthen Hillsdale Shopping Center Interfaces

Pedestrian-friendly ground floor street frontages with openings to outdoor cafes and activity line the entries to the Hillsdale Shopping Center along Hillsdale Boulevard and 31st Avenue where parking lots, large blank walls, closed retail entrances to the Sears store, and a pedestrian bridge now exist. A redesigned shopping frontage encourages increased pedestrian activity along these east-west streets, strengthening their role as complementing neighborhood connectors while enhancing the shopping center's vitality. The perceived boundaries and barriers of the shopping center are softened, integrating the Hillsdale Shopping Center into the surrounding Station Area and providing renewed energy and activity through the Station Area in new ways.

Major destination retail development in Walnut Creek has stressed an active pedestrian street frontage.

Land Use 4

The current land uses in the Station Area vary widely from single-family homes and neighborhood-serving retail to multi-family apartments and regional-serving retail. There are also numerous underutilized parcels along El Camino Real, suitable for more intensive, transit-supportive uses. The careful weaving of new transit-supportive development into the fabric of El Camino Real is a major key to the success of this Station Area Plan. This is consistent with the land use vision established in *Vision 2030*, the City's General Plan. The General Plan land uses are exemplified by intensive and mixed-use compatible land use designations along El Camino Real and the rail right-of-way, and less intensive land use designations away from the main corridor. This Plan does not change existing General Plan land use designations for parcels in the Station Area. The General Plan's designations are already consistent with San Mateo's vision for transit-oriented development around the Hillsdale Station, as was reiterated in the City's recent update of the General Plan. The General Plan land use designations provide a land use framework for the location, use, and intensity of new development in the Station Area Plan.

A. Land Use Framework

The following is a summary of the land use designations and associated development intensities that are found in the Station Area. Figure 4-1 shows a map of land use designations in the Station Area. This map reflects land use designations that are the same as those in the City's General Plan.

Residential densities are stated as the number of housing units per acre of developable land. Development is required within the density range, both maximum and minimum, as stipulated in the land use designation.

1. Low-Density Multi-Family Residential

Lower density residential uses such as duplexes and townhouses, ranging from 9 to 17 dwelling units per acre, are allowed in this designation. This designation is intended to serve as a buffer between higher intensity uses along major corridors and single-family neighborhoods.

Figure 4-1: Land Use Map

2. Medium-Density Multi-Family Residential

Apartment and condominium developments at a density range of 18 to 35 dwelling units per acre are allowed in this designation. This land use category is intended to serve as a buffer between higher intensity uses along major corridors and single-family neighborhoods.

3. High-Density Multi-Family Residential

This designation is intended to focus high intensity residential development near El Camino Real and Caltrain. Residential development designed to generate activity and support transit-use at a range of 36 to 50 units per acre is allowed in this designation.

4. Neighborhood Commercial

This designation allows retail, restaurants, services, and offices that serve the immediate neighborhood. Development can vary from shopping centers with off-street parking to clusters of street-facing storefronts. Floor-to-area ratios (FAR) range from 0.5 to 1.0. Residential uses are allowed in this designation.

5. Regional/Community Commercial

This designation allows larger shopping centers and districts with FARs of 1.0 to 2.5 providing goods and services usually not available in neighborhood shopping centers. These centers rely on large trade areas and may include department stores, banks, furniture stores, auto dealerships, appliance stores, toy stores, hotels, and offices. Residential uses are allowed in this designation.

6. Service Commercial

This designation accommodates facilities which provide city-wide and regional services including automobile and truck repair, building material yards, and animal hospitals. These uses are generally located away from residential areas due to potential noise, air quality, and parking conflicts and are characterized by a maximum FAR of 1.0. Residential uses are not permitted in service commercial areas.

7. Regional/Community Commercial/High Density Multi-Family

This designation allows for a mix of Regional/Community Commercial and High Density Multi-Family uses and provides incentives for housing as part of a mixed-use development. FARs range from 1.0 to 3.0.

8. Executive Office

This designation allows office parks as well as concentrations of medical or professional offices, and is characterized by FARs of 0.62 to 1.0. Residential uses are allowed in this designation.

9. Public Facilities

Facilities owned and/or operated by the City, other governmental agencies, and/or the public school districts are allowed in this designation.

10. Transit-Oriented Development (TOD) Areas

This designation is described more fully in the Rail Corridor Plan. Land uses within this area should be transit supportive, including multi-family housing and major employment centers. Retail uses are intended to be convenience oriented, such as, but not limited to shops which carry smaller goods, cafes, newsstands, dry cleaners, neighborhood grocery stores, specialized services and shops such as daycare, bicycle shops, art stores, or similar uses. These uses should be developed within larger mixed-use buildings, combined with residential or offices uses. Childcare facilities and daycare centers should be incorporated within employment centers and multi-family projects. Densities may range from 25 to 50 units per acre, FARs may range from 0.3 to 3.0, and heights may range from 24 feet to 55 feet.

11. Transportation Corridor

This designation is intended for freeways and fixed transit lines which provide mass transportation. Portions of the railroad corridor not required for transportation purposes may be considered for other uses.

Peninsula Station is a recent affordable housing project in the Station Area.

B. Housing Affordability

The Hillsdale Station Area Plan and other City policy documents set out a framework for transit-oriented development around the Hillsdale Caltrain station. An additional goal of this Station Area Plan is to ensure that the type of TOD developed in the Station Area includes housing that is affordable to a range of households.

While transit-oriented development (TOD) planning and projects can improve neighborhoods, increase transit use, and reduce traffic congestion and carbon emissions, these benefits do not always accrue to lower-income residents in the area. Many new

TOD projects serve upper-income households who can afford to pay premium rents and sales prices. In addition, new TOD projects can lead to real estate appreciation in the community, resulting in displacement of lower-income households or small businesses who can no longer afford to live and operate in the neighborhood. As such, neighborhood revitalization through TOD should be balanced with efforts to preserve affordable residential and commercial districts, and support the production of affordable homes. These include both subsidized affordable units, as well as market rate homes that are more accessible to low- and moderate-income households through their design and pricing.

Following is a discussion of housing affordability measures contained in the Plan. An Affordable Housing Strategy that will help implement these goals can be found in Chapter 8, Implementation.

Ground Floor Uses

In an effort to create an active street frontage and promote walkability, the City has encouraged residential developers in the Hillsdale Station Area to include ground-floor commercial space as part of their projects. However, depending on the location and amount of space, ground-floor commercial uses can hinder a project's financial performance, making it harder for projects to "pencil out." Affordable housing developers, in particular, have to identify additional financing for commercial uses, which are not supported by many housing funding sources, such as the Low Income Housing Tax Credit (LIHTC) program.

For these reasons, the Station Area Plan limits the requirements for ground-floor non-residential uses in the Hillsdale Station Area to the front part of parcels that directly face onto El Camino Real and onto 25th Avenue, with some exceptions as noted in Policy LU-1.1. This area together constitutes the "Active Zone" in the Station Area, which has the greatest pedestrian focus. Street life is particularly important and design guidelines in Chapter 5: Urban Design focus on ways to bring interest to the street environment.

The focus on non-residential uses is intended to continue to allow a wide range of uses, not all of which will be retail. This is because during the initial implementation of the Hillsdale Station Area Plan, the area will be in transition as it is improved and becomes more accessible to pedestrians and passengers. As new mixed-use developments are built in this transition time, support for ground floor retail may remain modest due to

the gradual economic recovery, current vacancies in the area, and the need to establish the area as a pedestrian-oriented environment. These vacancies in new spaces can limit building owners' ability to maintain façades and make ongoing improvements. Over time, long-term vacancies can depress lease rates, making it more difficult for future developers to include commercial space in mixed-use projects. Therefore, this Plan is flexible about ground floor uses, permitting any non-residential use, which may include offices, personal services such as banking or hair salons, and other uses not focused on retail transactions. Throughout the Station Area, affordable housing developments can include ground-floor residential uses. All ground floor uses are subject to the design standards in Chapter 5: Urban Design.

Appropriate Parking for Residential Development

Parking can often dictate the feasibility of a development because of the amount of land required for the provision of spaces for residents and guests. There is also a relationship to the number of parking spaces to the costs of residential units. The provision of parking spaces is a large portion of the construction cost, and is passed on to the cost of the housing unit. Reduced parking requirements or tandem parking strategies are measures that can preserve the affordability of new housing in the Station Area.

While projects in the TOD districts do not have specific parking requirements according to the Rail Corridor Plan, the Corridor Plan contains other parking management related requirements. According to Policy 7.19 of the Rail Corridor Plan, all development projects must complete a Trip Reduction and Parking Management Plan as part of the development application. Policy 7.19 states that the Parking Management Plan "would be tailored to reflect the location of the project, proximity and access to transit, walkability, proposed land uses, proposed phasing, if applicable, and other relevant factors." Thus the Parking Management Plan offers developers an opportunity to document and justify the amount of parking they are proposing to provide. According to Policy 7.22 specific parking minimum and maximum standards for a new development project will be established as part of the conditions of approval process.

The Station Area Plan supports the implementation of Rail Corridor Policies 7.19 and 7.22 as mechanisms to combat high housing costs and displacement. In addition, see the Transportation chapter of this Plan for parking policies.

C. Existing Hillsdale Caltrain Station Parcel

The existing Caltrain Station is located on a parcel that is designated Transportation Corridor and owned by Caltrain. Located north of Hillsdale Boulevard and bounded by El Camino Real and the railway tracks, this parcel is designated Transportation Corridor, which prohibits residential uses. However, only the portion immediately adjacent to the train tracks is necessary to support the tracks and associated right-of-way. Once the Caltrain Station relocates north, the parcel's designation as Transportation Corridor would make it difficult to construct housing or mixed-use consistent with this Plan's vision for the area. For this reason, this Plan recommends that Caltrain or a future property owner consider applying to the City to redesignate the portion of this parcel not needed for Caltrain tracks and right-of-way to TOD. This would allow development on the parcel that would incorporate it into the greater network of transit-oriented uses.

Caltrain railway tracks are within parcels designated Transportation Corridor.

D. Land Use Goals and Policies

Existing policies supportive of TOD are found in the General Plan and Rail Corridor TOD Plan. This plan respects and builds on those policies. The following are goals and policies specific to the Station Area. They promote a mix of uses that will create a lively, transit-friendly, and affordable Station Area.

Goal LU-1: Encourage land uses that support use of Caltrain, SamTrans, and other transit providers, and make the Station Area a place where daily needs can be met by walking, cycling, and taking transit.

Policy LU-1.1: North of 31st Avenue, require non-residential ground-floor uses in the Active Zone of the Station Area, defined as the portion of parcels that face onto El Camino Real from 25th to 31st Avenues and the portion of parcels that face onto 25th Avenue. This requirement applies only to the first 30 feet of depth of a building facing onto El Camino Real. For parcels with more than 300 feet of frontage along El Camino Real, a minimum of 50% of the parcel frontage (measured in linear feet) must meet this requirement. Residential entryways, lobbies, and other accessory uses related to upper story residential are permitted.

Policy LU-1.2: To encourage the production of affordable-only housing development, such projects may have ground floor residential in any location in the Station Area.

Policy LU-1.3: Ground floor residential uses are permitted outside of the Active Zone of the Station Area as defined in Policy LU-1.1.

Policy LU-1.4: Encourage resident-/commuter-serving commercial uses outside of the Hillsdale Shopping Center, north of 31st Avenue on El Camino Real to enhance the character of the Station Area and expand the ability of residents and commuters to meet their daily needs.

Policy LU-1.5: Following station relocation, a rezoning by the property owner of the parcel north of Hillsdale Boulevard and between El Camino Real and the Caltrain tracks to TOD is encouraged. This parcel will also need to be divided up into two parcels to allow for the train tracks to continue to be designated Transportation Corridor. Such a rezoning and parcel division would be subject to normal City review and requirements.

Policy LU-1.6: Encourage the establishment of entertainment facilities in the Station Area and allow these types of uses to fulfill non-residential ground-floor frontage requirements.

Goal LU-2: Promote housing of a variety of types that is affordable to San Mateo residents.

Policy LU-2.1: Actively support housing affordable to very low-, low-, and moderate-income households as defined by the State of California through ongoing City programs and policies.

Policy LU-2.2: Continue to avoid displacement of current renters in the Station Area, through ongoing programs including implementation of the Condominium Conversion Ordinance, support for first-time homebuyers who want to purchase units in the area, and providing funding for affordable housing development.

Policy LU-2.3: Continue active support of affordable housing programs in the City, such as the density bonus and related incentives, concessions, and waivers and modifications of development standards consistent with State law and the Density Bonus and Inclusionary Zoning Ordinances.

Policy LU-2.4: Encourage the development of housing in appropriate locations on the Hillsdale Shopping Center property in conjunction with remodels of Shopping Center buildings by making housing a permitted use on the Shopping Center property. Any redevelopment or major expansion on the site will require a Master Development Plan, per the City's General Plan

Policy LU-2.5: Continue to encourage the development of housing specifically targeted for seniors through the use of the Senior Citizen Overlay District and public funding of affordable housing set aside for senior residents.

Goal LU-3: Support land uses consistent with implementation of the Sustainable Initiatives Plan

Policy LU-3.1: Support intensification of land uses around the Hillsdale Caltrain station that make the use of alternative forms of transportation more viable.

Policy LU-3.2: Continue to implement the City's Green Building Ordinance, and encourage developers within the Station Area to voluntarily exceed requirements of the ordinance. Look for intersections between the required Trip Reduction and Parking Management Program for new projects in the Station Area and green building techniques.

Urban Design 5

The Development Guidelines and Streetscape Standards established in this chapter will ensure that new development in the Station Area corresponds to, supports, and accomplishes the vision and goals set forth in this document. These Guidelines and Standards promote vibrant and attractive new development, streetscape improvements, and public gathering places.

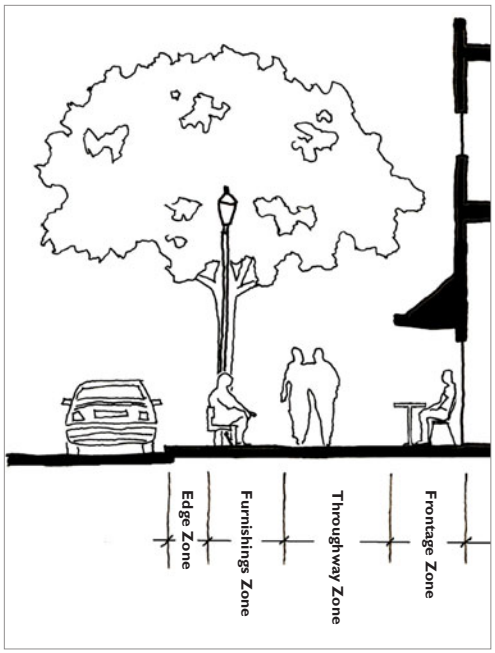
The Development Guidelines and Streetscape Standards serve as the primary authority for all design issues in the Station Area, regardless of whether they are addressed in San Mateo's Zoning Code. Although no conflicts are anticipated with other documents, should any arise these Development Guidelines and Streetscape Standards shall take precedence over the Code, and by extension the San Mateo Rail Corridor TOD Plan and El Camino Real Master Plan, where either one applies in the Station Area. Any projects not within a designated area described in this chapter are subject to the existing regulations in the City's Code. The multi-family residential areas off of El Camino Real are not the subject of focus of the design guidelines in this chapter, as the City's Multi-Family Design Guidelines address that type of development.

The Development Guidelines and Standards contain language that reflects the following principles:

- "Shall" or "Must" indicate a design standard and means that conformance is mandatory.
- "Should or "Strongly Encouraged" mean that conformance will be strongly encouraged by the City through the review process and that the guideline is intended to be a recommendation about how to implement the goals for development.

Focus Areas

The Design Guidelines and Streetscape Standards are created to bring to fruition the urban design concepts proposed in the focus areas below. These concepts embody the Guiding Principles and are illustrative of the type of development and public improvements that are envisioned for the implementation of this Station Area Plan. Following a discussion of the focus areas in this section, specific development standards and streetscape standards are listed in the sections that follow.



Station Area Sidewalks

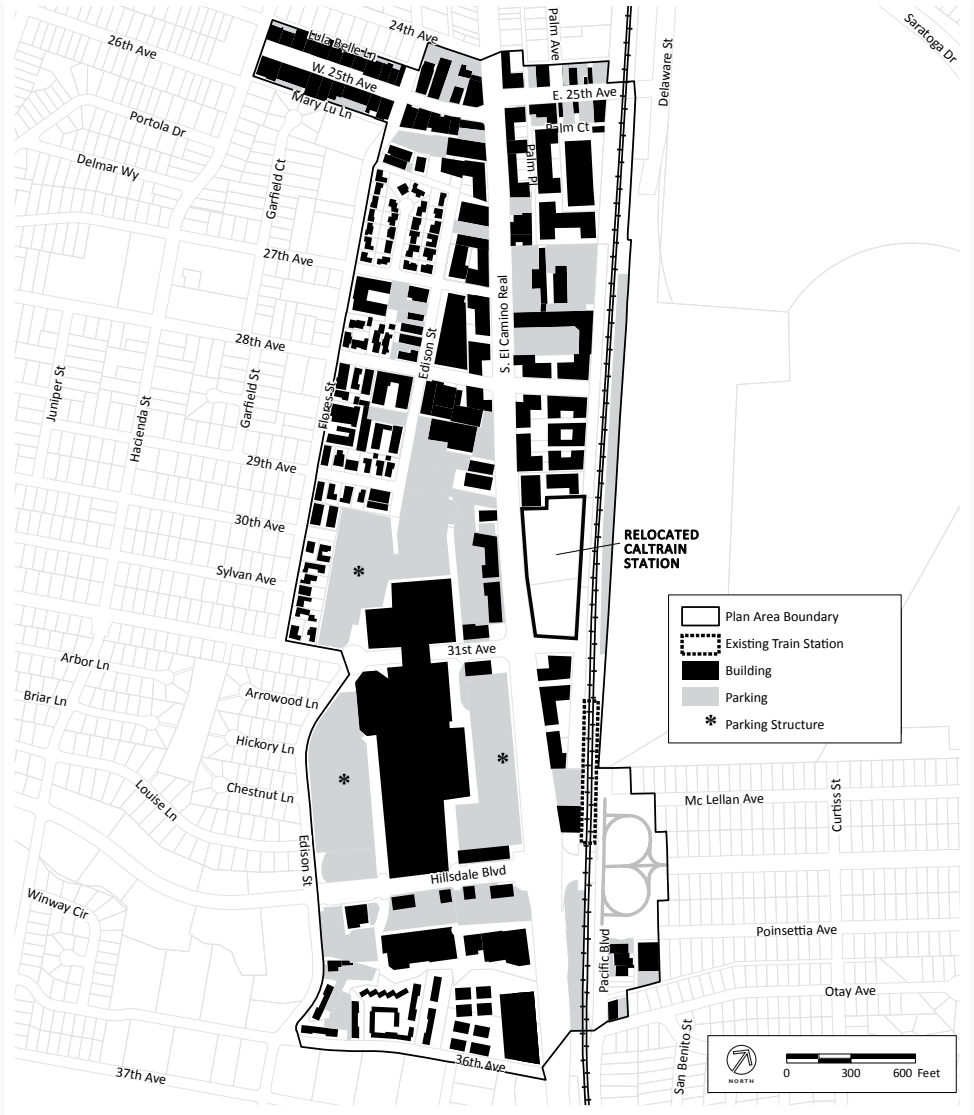
In areas of high pedestrian activity, sidewalks should be considered to have four zones: edge, furnishing, pedestrian, and frontage. The edge zone is the area where the sidewalk transitions to the street, providing space for motorized vehicles and for passengers to get in and out of vehicles. The furnishing zone is the area of the sidewalk housing street trees, street furniture, and lights. The throughway zone is the segment of the sidewalk set aside for pedestrian travel. Finally, the frontage zone is where the transition to private property takes place, where the doors and windows of buildings facing the sidewalk open onto the public right-of-way.

El Camino Real

El Camino Real is envisioned as a bustling corridor that serves as an efficient transportation thoroughfare and vibrant focus of activity, lined with consistent storefronts, an attractive streetscape, and a lively mix of residential and office uses. The development pattern will be significantly improved to promote livability in the Station Area. Figure 5-1 depicts how well-designed, human-scaled buildings line the street edge, replacing large parking lots and auto-oriented development and providing a more pleasant and active environment. Buildings will have a strong presence and contribute to a sense of place. While the right-of-way (ROW) and curb-to-curb widths of El Camino Real will remain wide to provide for heavy vehicular traffic, improvements can be made to make it a more pleasant environment for pedestrians. From 25th to 31st Avenues, a landscaped median, enhanced crossings, and streetscape improvements are proposed, as shown in the section in Figure 5-2. While the Plan envisions a bustling corridor north of 31st Avenue, there is a strong need to provide the setting for feasible affordable housing development at appropriate places. To this end, the Plan has policies supportive of residential-only buildings south of 31st Avenue, fronting El Camino Real. Figure 5-3 shows a plan of a potential residential development at the corner of 36th Avenue and El Camino Real. This potential development illustrates how housing could be designed to face onto El Camino Real while creating livable homes. It shows buildings raised a half-story above the street and includes an interior courtyard.

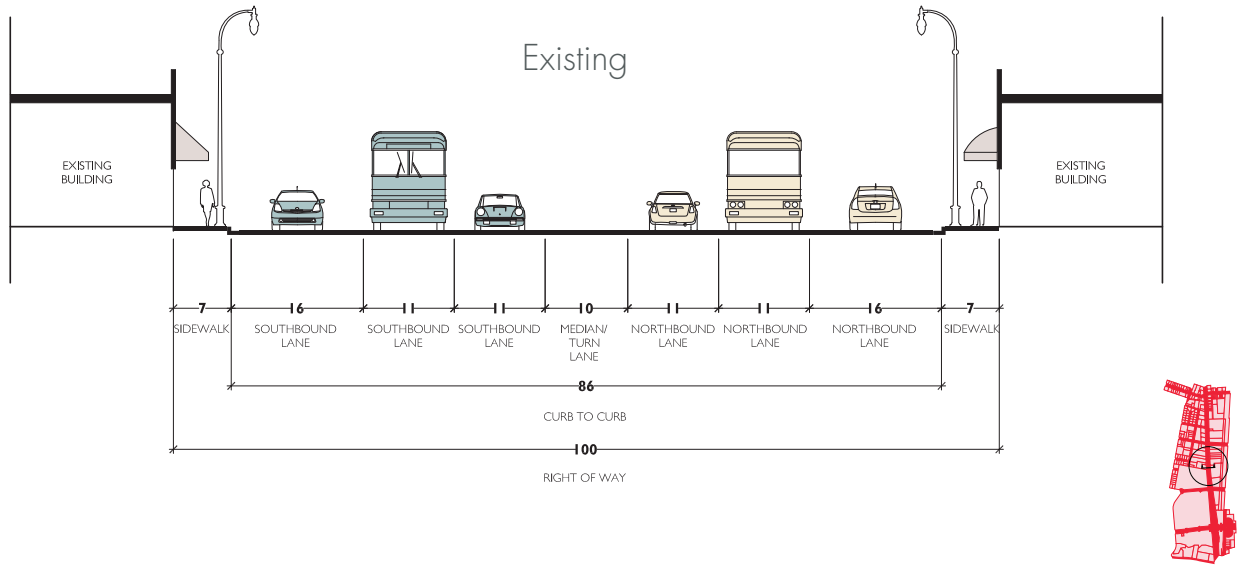
Development on large parcels will include pedestrian paseos to ensure mobility and accessibility while providing opportunities for an enhanced public realm. Figure 5-4 shows how the existing alley, Palm Place, can be integrated into a larger mixed-use development and be featured as a pedestrian paseo. These pedestrian paseos will be places of small gatherings and nooks of commerce. Figure 3-4 in Chapter 3 is a visual simulation illustrating a potential look and feel of a pedestrian paseo.

Figure 5-1: Potential Building Footprints and Parking at Plan Buildout



Existing building footprints and parking. A before and after comparison of the development pattern in the Station Area reveals a more walkable block-pattern and more buildings developed to the edge of the street, enhancing the pedestrian experience on El Camino Real.

Figure 5-2: El Camino Real Street Sections



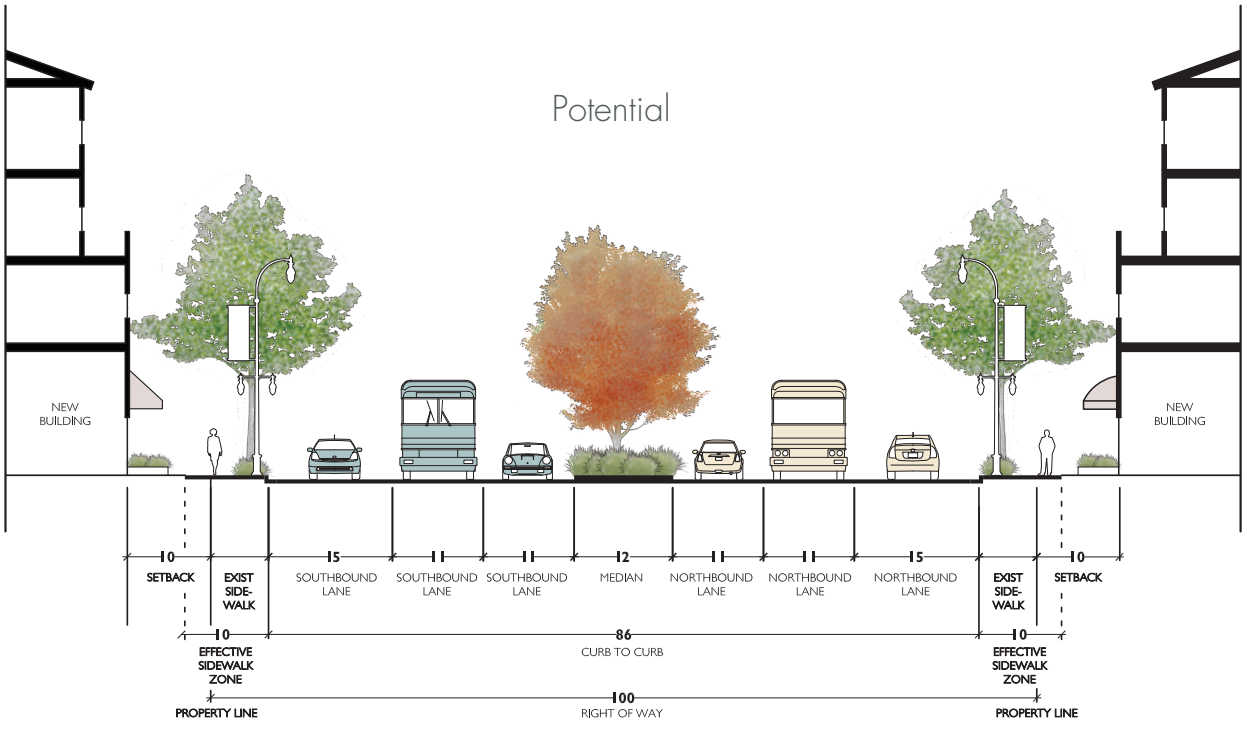


Figure 5-2: El Camino Real Street Sections

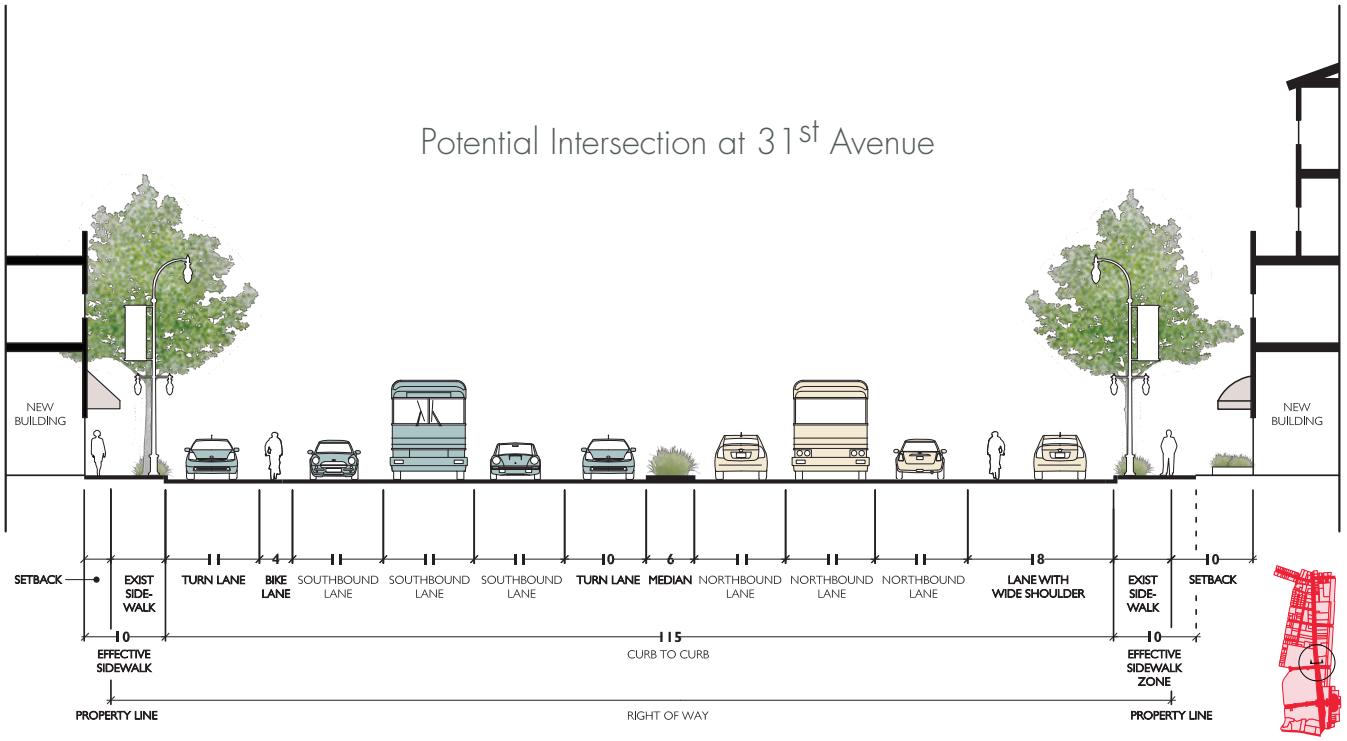
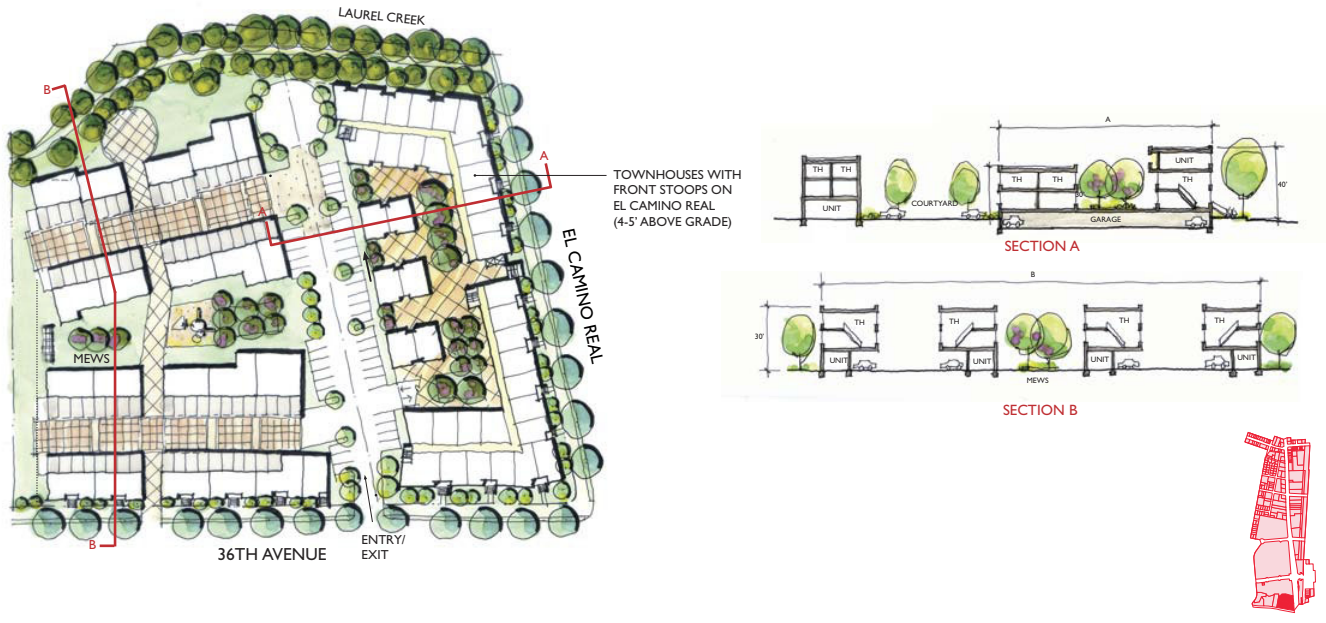


Figure 5-3: Potential Residential Development at El Camino Real and 36th Avenue

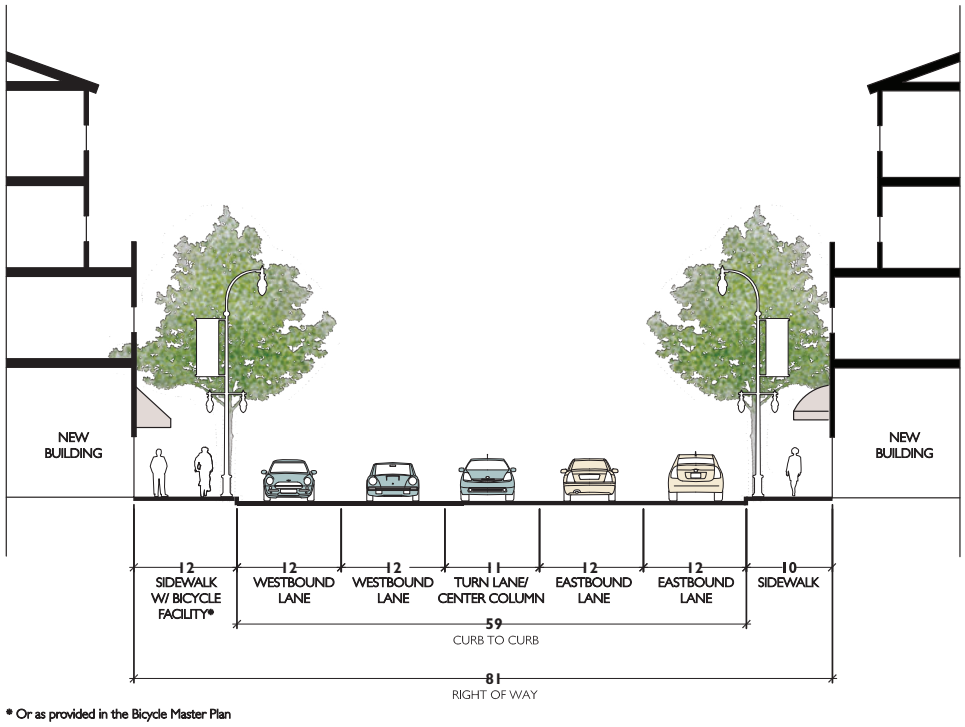


East-West Avenues

The east-west avenues will connect the Station Area to established residential neighborhoods in the west and Bay Meadows I and II in the east. They will extend the type of building and street character desired along El Camino Real in order to establish a cohesive Station Area identity. They include 28th and 31st Avenues, while 25th Avenue is a separate focus area described below. A street section illustrating both 28th and 31st Avenues between El Camino Real and the train tracks is shown in Figure 5-5 and a street section illustrating 31st Avenue as it passes through the Hillsdale Shopping Center is shown in Figure 5-9.

Figure 5-4: Potential Pedestrian Paseo Development along Palm Place

Figure 5-5: Potential 28th and 31st Avenues East of El Camino Real

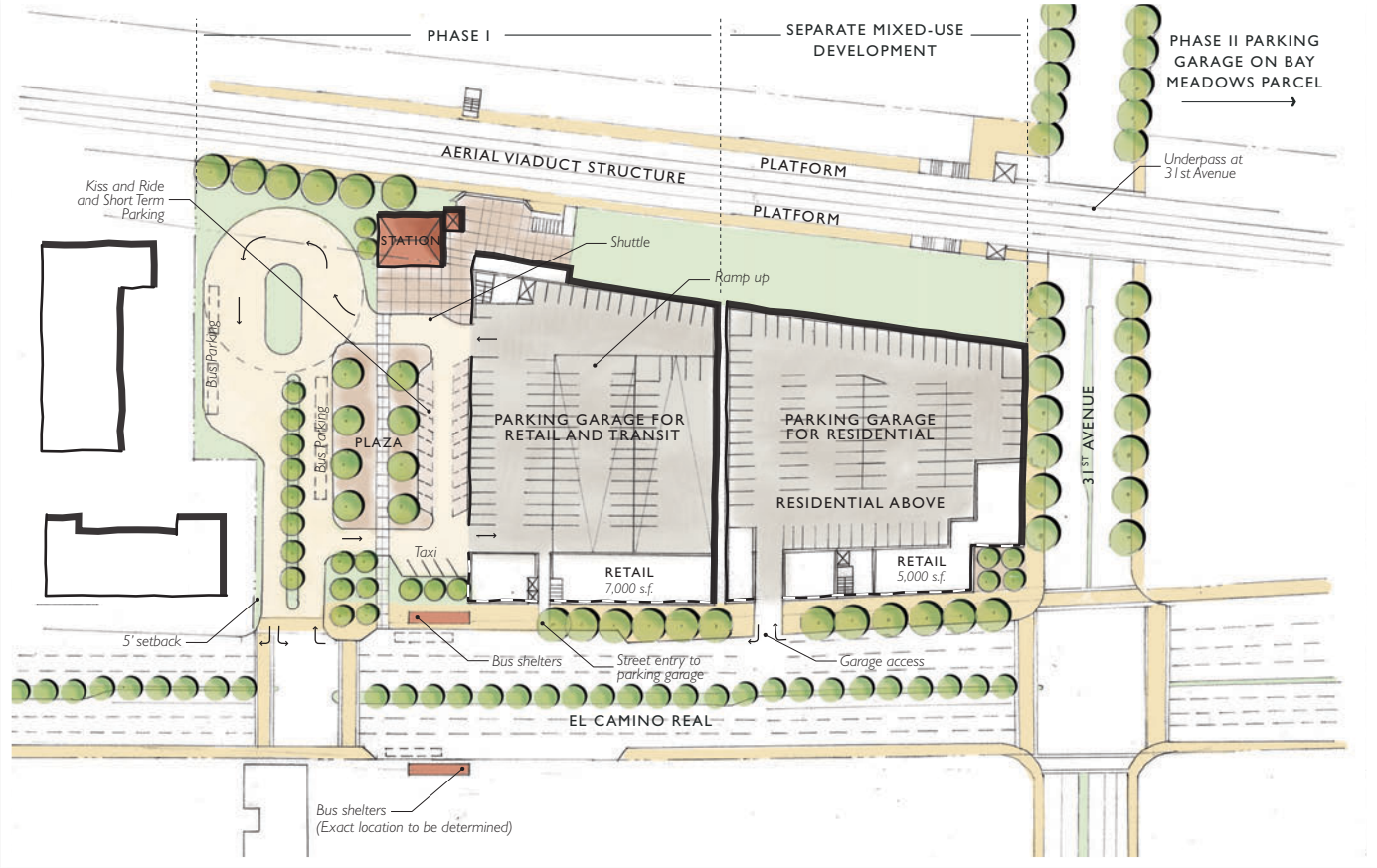


Transit Center

A Transit Center with adjoining TOD is proposed for the parcels between the Peninsula Station development and the future 31st Avenue extension. The Transit Center will be the activity hub of the Station Area, providing direct and safe rider access to Caltrain and serving as an intermodal hub between separate transit systems. This Plan presents a Transit Center Program, and an alternate 31st Avenue Alternative Program is included in Appendix B to the Plan. A detailed examination of the program is presented in Chapter 6. As shown in Figure 5-6, the Transit Center Program incorporates an internal bus turnaround to provide a direct transfer point for different modes of transit. The new Caltrain Station is located midblock to accommodate this feature, and as a result, pedestrian and vehicular circulation is centrally oriented.

Well-designed parking areas, including a parking garage, and well-lit, clearly marked pedestrian paths and bicycle access will be integrated within the enhanced transit circulation system to efficiently and safely provide direct routes for commuters from their cars to the station platform. The Transit Center's central location and plaza will also provide the backdrop for a local meeting place, designed as flexible space for various community gatherings.

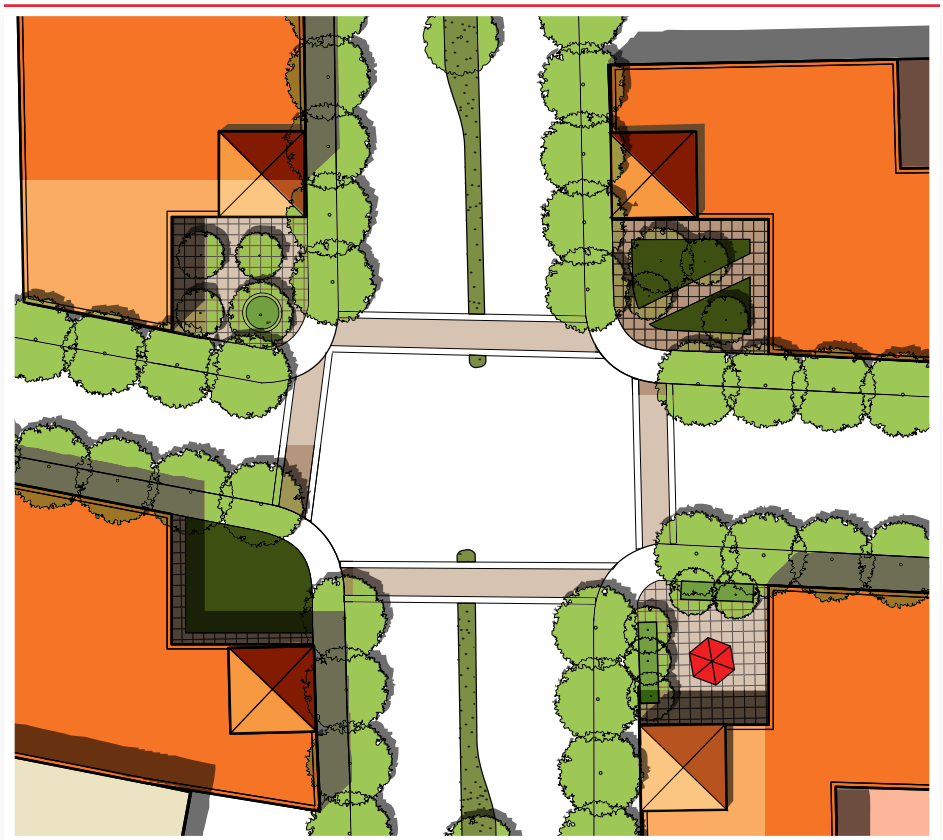
Figure 5-6: Transit Center Program



Key Intersections

The intersections of El Camino Real with 28th and 31st Avenues and Hillsdale Boulevard provide opportunities to create distinctive places through consistent treatment of all four corners. Development on all corners of each intersection is encouraged to carve out setbacks to create vibrant and intimate spaces. Integrated together they will create a larger, cohesively planned open area. Figure 5-7 shows how development can frame a conceptual urban open space at 28th Avenue and El Camino Real. Where corner open space proves difficult to achieve due to site constraints, the key intersection node concept can also be achieved using vertical corner features on the buildings, resulting in a similarly cohesive treatment of these important intersections.

Figure 5-7: Conceptual Urban Open Space Configuration



Laurel Creek

Laurel Creek is an important asset to the Station Area, providing residents and workers opportunities for an outdoor meeting area in a creek setting. Currently, the creek is underutilized as it is largely hidden behind commercial development and is fenced off from abutting residential properties. In this Plan, setbacks in new development abutting the creek will help create a more recreation-friendly environment along the creek. Development is encouraged to orient design and landscaping treatments to Laurel Creek. Figure 5-8 is a close-up of the residential development at the corner of 36th Avenue and El Camino Real, showing its relationship with the creek.

Hillsdale Shopping Center

The Hillsdale Shopping Center is an important asset to the Station Area as a regional retail and employment center. As the largest property in the Station Area, it also has a strong influence on the overall character and experience along El Camino Real and the

Figure 5-8: Potential Development at 36th Avenue and El Camino Real, with Relationship to Creek

east-west avenues. This Plan proposes guidelines for pedestrian-scaled improvements for portions of the Shopping Center facing public right-of-ways, strengthening the cohesiveness of the Station Area. It also encourages modification of the bridge over 31st Avenue, providing opportunities for more light to penetrate to the street and create an open and vibrant street-level experience. As shown in Figure 5-9, Hillsdale Boulevard is proposed to include small-scale ancillary commercial buildings in the current parking lot to help build a consistent street wall, if this is feasible given retail standards and parking requirements. The bookends of the existing parking garage along El Camino Real are envisioned to be remodeled to include ground floor retail or restaurant uses to activate the street previously dominated by parked cars.

These recommendations are intended to provide encouragement for an enhanced interface between the Shopping Center and the public realm. They are not intended to propose wholesale changes to the existing configuration of the Shopping Center. In the event that the Shopping Center is partially or completely redeveloped, it is anticipated that a Master Development Plan for the entire site will be developed. The Plan is meant to be flexible enough that the Master Development Plan could support the vision and goals of this plan using different solutions than proposed here.

Figure 5-9a: Existing 31st Avenue West of El Camino Real

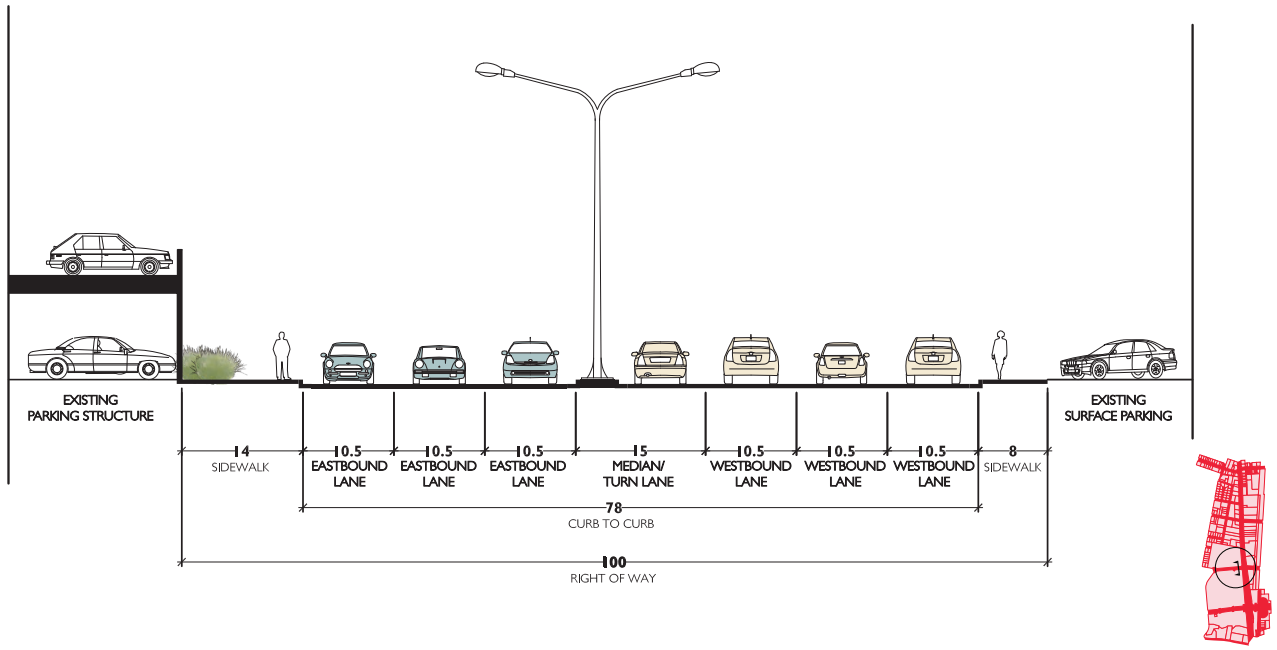
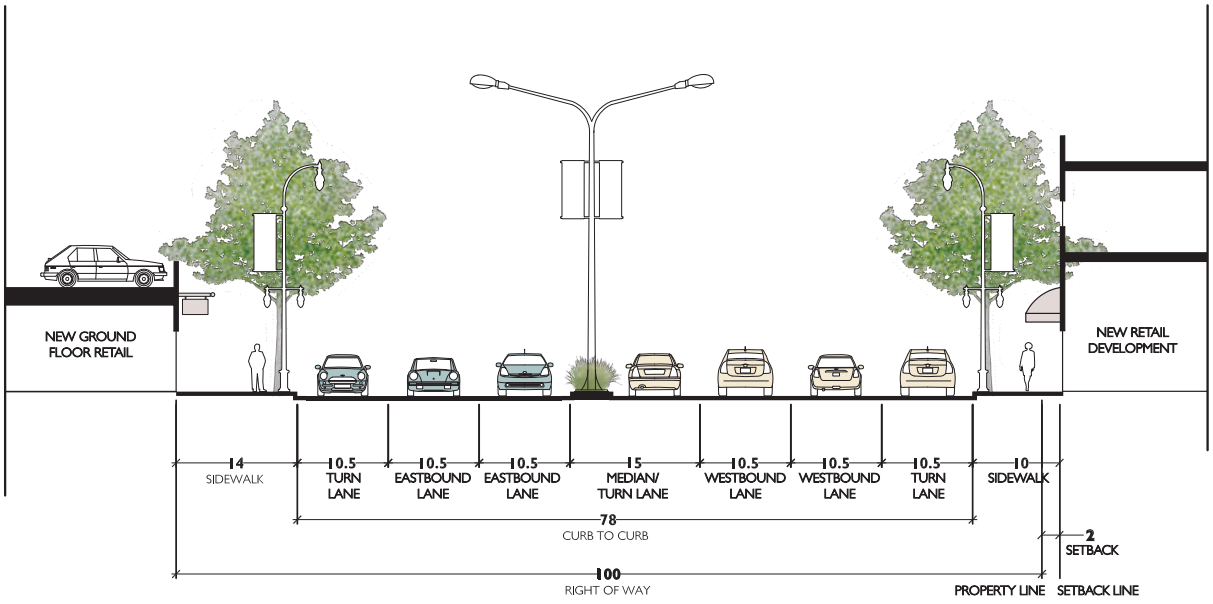


Figure 5-9b: Potential 31st Avenue West of El Camino Real



Bicycle facilities as provided in the Bicycle Master Plan and/or in accordance with Policy TRA-5.3

25th Avenue

Along with the Shopping Center, the 25th Avenue business district is one of the Station Area's major neighborhood-serving commercial districts. The street is lined with small businesses in one- to two-story well maintained and attractive buildings. Pedestrian-scaled storefronts, including good ground floor transparency and attractive signing and awnings, add to the identity of a thriving local district. An improved public realm will complete and enhance the neighborhood's identity as a pedestrian-oriented shopping district.

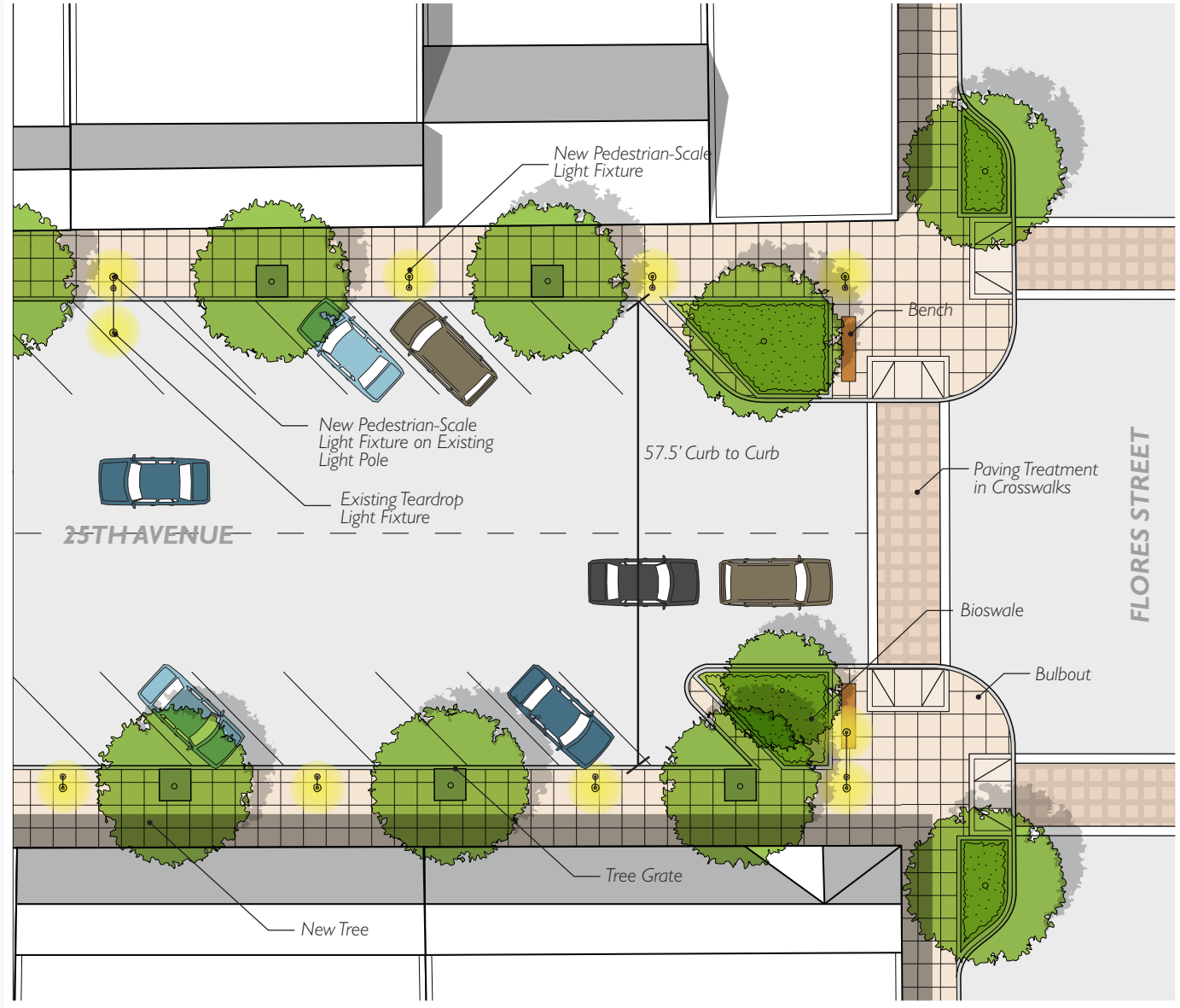
The curb-to-curb width, the width of the roadway including travel lanes and parking stalls, can be narrowed to a minimum standard to gain potential right-of-way for additional sidewalk width, retaining the throughway zone while providing additional space for trees to be planted in the furnishing zone. This width change is illustrated in Figure 5-10. To further enhance the throughway zone for pedestrians and effectively widen sidewalk width even more at certain portions of the street, bulb-outs, enhanced crosswalks, and vegetation-based stormwater treatment systems are proposed at key intersections and at the midblock crossing between Hacienda and Flores Streets. New pedestrian-scaled light fixtures, including installation of new light fixtures onto existing light posts, benches, and other pedestrian amenities round out the streetscape improvements on 25th Avenue to cohesively tie the district together to the greater Station Area.

Grade-Separated Railway Crossings

New grade-separated railway crossings at 25th, 28th, and 31st Avenues will connect the Station Area with Bay Meadows, Highway 101, and Saratoga Drive. They are important components that should be conceptually incorporated into the overall network of improved streets in the Station Area.

Measures should be taken in order for the underpasses to feel like they are part of the greater pedestrian network, and to avoid feeling like unsafe, desolate areas. Natural light into the underpasses should be maximized through an open design. Opportunities for public art such as murals should be explored.

Figure 5-10: Potential 25th Avenue



A. Station Area Sidewalks

1. Streetscape Standards

Edge Zone

The edge zone should create a clear end to the vehicle realm and transition to the pedestrian realm.

Furnishing Zone

The furnishing zone should be a minimum of 3 feet in width, including space for street trees, street furniture, and lights. To the extent possible, street furniture such as newspaper racks should be grouped to keep space clear for pedestrian travel.

Throughway Zone

The throughway zone should be a minimum of 5 feet in width and free of all obstructions to meet ADA requirements for pedestrian travel. Where sidewalks are wider than 8 feet total, it should be a minimum of 50% of the total sidewalk width, or 5 feet, whichever is greater.

Inverted U shaped bike rack.

Frontage Zone

The frontage zone should be used by businesses to engage passers-by and provide items of visual interest. The frontage zone should be a minimum of 2 feet in width.

Street Furniture

- Street furniture should be provided along El Camino Real, including, but not limited to benches, trash receptacles, and newspaper racks. These should meet the following specifications:
- Benches: Wabash Valley Estate Series, Estate Benches, Slat (S) Black powder coat
- Planters: Wabash Valley Rod (O)
- Table: Designer Series Diamond (D) 30" square table
- Inverted U shape bike racks: Secure Site Designs LLC by Victor Stanley Model BRWS-101 Black powdercoat
- Tree Grate: Urban Accessories OT-Title 24, Powdercoat RAL 6004 (Black), Customized to provide two 4" holes for bubbler access
- Trash Cans: Victor Stanley Inc, Ironsites Series, S-424, 36 Gallon Capacity, Surface Mounted, Black, Powdercoated.
- Bus shelters along El Camino Real should be placed as close as possible to signalized intersections, with a focus on locations that will smooth the flow of traffic.

Tree grate.

- Bus shelters are desirable at all bus stops on El Camino Real, provided there is adequate space for them while maintaining ADA accessibility requirements. The City should work with SamTrans to pursue installation of new shelters, or upgrades to existing dated shelters, for all bus stops in the Station Area.
- Pedestrian amenities must be strategically located to ensure ADA compliance and a clear path of travel for pedestrians.

36 gallon capacity trash can.

B. El Camino Real

1. Development Guidelines

These guidelines apply to properties fronting El Camino Real, including the side of those parcels that fronts onto side streets at intersections with El Camino Real. Guidelines for parcels in the Transit Center area are discussed later in this chapter.

Ground Floor Design

Ground floors of buildings within 100 feet of and fronting on El Camino Real shall include building transparency of at least 50% of the building's street frontage and shall include the primary building entrance. Properties on the west side of El Camino Real that are part of the Hillsdale Shopping Center may include store display windows in calculating 50% transparency and are encouraged to have secondary entrances on El Camino Real. Where residential uses are allowed on El Camino Real, they are exempt from this guideline.

Active ground floor uses add vibrancy.

Residential uses, where allowed on ground floors of buildings facing El Camino Real, should include design features ensuring a livable environment for residents. These should include raising floor levels above sidewalk level and providing interior courtyards.

In no case shall blank walls be permitted on buildings facing El Camino Real.

Setbacks

Buildings shall be set back from El Camino Real to create a 10 foot effective sidewalk wide enough for a pleasant pedestrian environment. This shall be established per the requirements of the City's Zoning Code and shall be consistently applied throughout the Station Area.

Parking Lots

- Surface parking associated with new development shall not be located within 25 feet of the El Camino Real-facing property line for parcels, existing or combined, with 200 feet or less of El Camino Real Frontage.
- Parking lot landscaping and screening shall be provided in compliance with the City's landscape ordinance.
- Surface parking area associated with new development shall not occupy more than 25% of a property frontage within 25 feet of the property line along El Camino Real for parcels, existing or combined, with more than 200 feet of El Camino Real frontage. Existing surface parking may be retained in conjunction with moderate improvements to existing development.
- New development shall limit the number of new curb cuts onto El Camino Real, including shared access where feasible, side street access, and use of existing curb cuts.

Pedestrian Paseos

- Mixed-use and residential development on parcels more than 300 feet deep on the east side of El Camino Real shall provide a north-west pedestrian path at least 20 feet wide. The pathway shall have lighting consistent with pedestrian-scale lighting proposed on El Camino Real, and include pedestrian amenities similar to those found on public sidewalks.
- Mixed-use development flanked by El Camino Real and Palm Place is strongly encouraged to include additional entrances, awnings, and outdoor seating areas oriented along Palm Place.
- Retail and restaurant uses are strongly encouraged to have additional entrances, awnings, and outdoor seating areas facing pedestrian paseos to enhance the safety, character, and economic vitality of the Station Area.

A building with stepbacks.

Stepbacks

- Buildings taller than three stories are strongly encouraged to step back at least 6 feet above the third floor.
- Within that stepback, balconies are permitted and encouraged.

2. El Camino Real Streetscape Standards

Median

- El Camino Real shall include a median at least 12 feet wide from 25th Avenue to 31st Avenue. Where there is a turn lane, the median should be at least 4 feet wide.

- The ROW of El Camino Real fluctuates between 99 and 108 feet from 25th to 31st Avenues. In cases where the ROW is less than 100 feet, a 1-foot reduction in median width is encouraged. In cases where the ROW exceeds 100 feet, up to 4 feet of extra ROW is encouraged to be applied to the median, and the remainder to the shoulder lane.
- The median shall be landscaped and planted with appropriate vegetation, including tree species recommended by the City's Street Tree Master Plan.

Pedestrian Refuge Islands

- At all signalized crossings of El Camino Real, there shall be pedestrian refuges to provide a space for pedestrians who cannot cross the entire street during a single traffic signal sequence to wait. At most intersections, they should be a minimum of 6 feet wide.
- At 25th Avenue, a pedestrian refuge should be located only on the south side of the street. If the ROW is not adequate, the pedestrian refuge may be narrower.

Lane Widths

- The outside travel lanes on either side of El Camino Real should be narrowed to allow for the landscaped median from 25th to 31st Avenues. The lane including the shoulder should be a maximum of 15 feet wide which is wide enough for bicycles to ride adjacent to traffic.

Street Trees

- Street trees shall be planted along all the entirety of El Camino Real in the furnishing zone at consistent intervals of 20 to 30 feet.
- Sidewalk street tree species should be London Plane tree, consistent with the El Camino Real Master Plan.
- Trees should be planted in City standard tree grates that are ADA compliant, such that the grates do not present obstacles for persons with mobility impediments.

A street with trees planted at a consistent interval

Street Lights

- Pedestrian-scale light fixtures recommended by the El Camino Real Master Plan should be installed all along the El Camino Real corridor within the Station Area.
- Light fixtures should match the Teardrop Series as recommended in the ECRMP, and be installed on pedestrian-scaled light poles no taller than 15 feet. Pedestrian-scale light fixtures should be installed on existing light poles.

Theme IntersectionsAs proposed by the El Camino Real Master Plan and supported by the Rail Corridor Plan, intersections at 25th and 31st Avenues should be redesigned to include:

- Enhanced paving treatment in crosswalks and pedestrian refuge islands.
- New streetlights with pedestrian fixtures.

The 31st Avenue intersection should include:

- 6-foot medians to provide a median pedestrian refuge space for pedestrians who cannot cross the entire street during a single traffic signal sequence to wait.
- A monument sign within the median on the north side of the intersection, pursuant to Caltrans approval. The monument sign should reference the Hillsdale Caltrain Station and Transit Center.
- Canary Island Date Palm (*Phoenix canariensis*) at all four corners (existing).

C. East-West Avenues

1. Development Guidelines

The guidelines in this section apply to properties fronting 28th and 31st Avenues, except for the Transit Center area and the Hillsdale Shopping Center property, which are discussed later in this chapter.

Setbacks

- Buildings shall be set back to create a 10 foot effective sidewalk wide enough for a pleasant pedestrian environment, plus any additional ROW for bicycle facilities.
- Areas adjacent to entries and display windows should be predominantly hard-scape. Parking shall not be allowed in front setback areas.
- Buildings are strongly encouraged to set portions of the building back to create usable outdoor space. Planters and well-designed, low-sitting fences should be used to define the edge of the outdoor space. Parking shall not be allowed in front setback areas.
- Corner properties with El Camino Real frontage shall provide setbacks on 28th and 31st Avenues, consistent with the El Camino Real Master Plan.

Parking Lots

- Surface parking area is strongly encouraged to be located in the rear of the building, and should be avoided along the front property line.

2. Streetscape Standards

Street Trees

- Street trees shall be planted along both streets in the Station Area at consistent intervals of 20 to 30 feet.
- In order to complement El Camino Real and create a cohesive character for the Station Area, tree species should be the species recommended by the City's Street Tree Master Plan.
- Trees should be planted in grates that are ADA compliant, such that the grates do not present any obstacle for persons with mobility impediments.
- 28th Avenue street trees should be made Maidenhair Ginkgo trees (*Gingko biloba*) on the east of El Camino Real to the train tracks. West of El Camino Real, the City's Street Tree Master Plan should be consulted.
- These standards do not apply to streets internal to the Hillsdale Shopping Center. Landscaping improvements on these streets should be part of a landscape master plan for the Shopping Center.

Street Furniture and Street Lights

- Street furniture and street lights shall be provided as described for the Station Area in A. Station Area Sidewalks.
- Pedestrian amenities must be strategically located to ensure ADA compliance and a clear path of travel for pedestrians.

D. Transit Center

1. General Principles

- The primary function of the Transit Center is to provide rider access to the relocated Caltrain station and boarding platforms located between the extensions of 28th and 31st Avenues to El Camino Real.
- The station is designed to facilitate the transfer of people once they arrive at the station to the train platforms, regardless of how they access the station.
- The Transit Center is intermodal in that it provides convenient and integrated connectivity between modes and services at the center. The center is designed to accommodate conventional buses, future Bus Rapid Transit, employer and/or privately operated shuttles, taxis, bicycles, and pedestrians. It anticipates potential conflicts between these users and is designed to minimize them. Travelers arriving by private automobile may be dropped off or picked up at kiss-and-ride loading curbs or park within the station's parking structures.

- Mixed-used development in and around the Transit Center is important to the center's success. This type of development creates transportation efficiency through proximity to public transportation, opportunities for shared parking, and provision of everyday needs, such as retail and eating establishments, to Transit Center users.

The Transit Center will benefit from train tracks on an aerial viaduct structure. It will enhance visual, bicycle, and pedestrian connectivity with Bay Meadows II, as well as provide space that can be devoted to Transit Center circulation, parking, and amenities.

2. Development Guidelines

The guidelines in this section apply to the parcels bounded by the Peninsula Station development and 31st Avenue to the north and south, and El Camino Real and the Caltrain ROW to the east and west.

Parking Garage

- A parking garage servicing Caltrain users, convenience retail, and other nearby activity should be located along El Camino Real near midblock.
- The garage shall provide ADA compliant parking spaces and paths of travel for persons with mobility impediments.
- If the parking garage is a standalone project, retail shall occupy the ground-floor space along the frontage of El Camino Real, at the minimum depth of 40 feet. The ground floor may be dedicated to parking if the garage is part of a larger, mixed-use project.
- The garage shall be designed to fit into contextual development, be human-scaled, and follow the El Camino Real Master Plan guidelines to the extent possible.
- Real-time parking space availability signage shall be included in the parking garage.

Signage

- Signage within the Transit Center and guiding patrons to the Transit Center shall be created consistent with the Station Integration Plan and be developed in collaboration with neighboring property owners such as Bay Meadows Phase II.

Intermodal Circulation

- An off-street bus turn-around with adequate turning radius and bus-stop space is strongly encouraged.
- A lane or section dedicated to kiss-and-ride travelers shall be provided, and should be located as close to the Caltrain platforms as possible.

Caltrain Station Building

- A well-designed station building shall be developed and should occupy a prominent location, visible from the rest of the Transit Center. It should be a focal point for the Transit Center, define arrival at Hillsdale Station, and establish a strong sense of place.
- The station building is strongly encouraged to include convenience retail uses or a cafe to accommodate travelers and provide a sense of activity. In addition, the station building should provide ticket-sale or similar services, information about train arrival and departure times, and pedestrian, bicycle, bus, and shuttle connection options.

TOD Mixed-Use Project

- A mixed-use project with residential and/or office uses above the first floor should be developed to fully take advantage of the proximity of the station.
- The project should be designed to be simultaneously oriented to El Camino Real, the Transit Center, and the Caltrain right-of-way so that all faces of the building have a strong contextual relationship to its surroundings.

Plazas

- There should be a public plaza, or combination of plazas, of at least 20,000 square feet for use by short-term parking/pick-ups. The space should be flexible to include public gatherings.
- The plaza should be mostly hardscape, with minimal and hardy landscaping so that it can host various activities and gatherings.
- Public art should be provided in the plaza, consistent with the City's Public Art Ordinance.

Setbacks

- Buildings shall be set back from the property line to create 20 feet of effective sidewalk width along El Camino Real, inclusive of the existing width of the public sidewalk. The extra sidewalk width is intended to provide for ease of mobility for bus users and to signify the Transit Center as a unique destination within the Station Area.
- Buildings, not including the garage, are strongly encouraged to set portions of the building back from El Camino Real to create usable outdoor space. Planters and well-designed, low-sitting fences should be used to define the edge of the outdoor space. Parking shall not be allowed in front setback areas.

- Buildings adjacent to the train station platform shall include a 10-foot rear yard setback, which shall be designed to provide bicycle and pedestrian access to the train station platform, including stairs or other structures as appropriate to the height of the tracks and configuration of the building.

Bicycle Amenities

- Bicycle parking facilities should be provided in a safe, well-lit, and convenient location near the station building.
- The number and types of facilities should correspond to the recommendations in the Caltrain Bicycle Access and Parking Plan to the extent possible, and modified to fit the new station location, as detailed in Appendix A.
- Stairways should incorporate bicycle channels for easier access to and from the platforms; however, if the platform is low enough to allow ramp access, that is preferred over channels due to operational issues associated with channels

Universal Access

- Pavement should be designed for accessibility by all users. Pavement should be stable, firm, and slip resistant, should contrast with walls and adjacent buildings, and should not have strong, confusing patterns, or textures with changes in direction.
- Paths of travel should be clear and placement of lights, benches, newsstands, and other pedestrian amenities should be placed out of the path of travel.

Safety and Crime Prevention

Crime Prevention through Environmental Design (CPTED) is a crime prevention philosophy based on the theory that the proper design and effective use of the built environment can lead to a reduction in the fear and incidence of crime, as well as an improvement in the quality of life. CPTED emphasizes understanding and changing the physical environment in an effort to reduce crime at particular locations. Using the principles of CPTED, this Plan recommends the following approaches to safety and crime prevention:

- Natural surveillance shall be used in the design of buildings to maximize visibility of spaces throughout the Transit Center. This shall include windows or open areas to create visual connections to the interior of the parking garage and ground floor uses of the station building and TOD mixed-use project. Windows allow pedestrians and motorists passing by to see into the parking area and detect criminal activity. In the event that a crime does occur, there is a greater chance that it will be seen and reported to police.

- Landscaping shall be properly trimmed and maintained to allow visibility.
- Lighting shall be pedestrian-scale, highlighting the pedestrian environment.
- Signage should clearly demarcate the transition between public, private, and semi-private spaces. The design of this signage should be coordinated with the Station Integration Plan.
- Small decorative fencing should be placed around the semi-private outdoor patio of a business.
- Well marked pedestrian pathways should be created through parking lots, which give direction to its users, and create a safer path of travel by alerting drivers to the concentrated presence of pedestrians.
- To the extent possible, non-motorized paths of travel, including bicycle and pedestrian, should be clearly separated from vehicular traffic.
- Additional measures as required by the City's Building Security Code.

3. Streetscape Standards

Mid-block Signalized Crossing

- A signalized southbound left turn and related crosswalks shall be installed near the midpoint between 28th and 31st Avenues, subject to traffic studies identifying traffic impacts. The intersection and crosswalks shall provide for enhanced vehicular, transit, and pedestrian circulation in relationship with the garage and Intermodal Transit Center.
- The southbound left turn lane should lead directly into the new parking garage or Transit Center.
- Pedestrian safety features should be incorporated into the design of this crossing.

Street Furniture

- Street furniture should be provided, including, but not limited to benches, trash receptacles, and newspaper racks.
- Amenities must be strategically located to ensure ADA compliance and a clear path of travel for pedestrians.

E. Key Intersections

The guidelines in this section apply to the parcels that surround the intersections of 28th and 31st Avenues and Hillsdale Boulevard at El Camino Real. Setbacks for urban open space are encouraged, and guidelines for these open spaces are described in Section 1 below. Where corner open space proves difficult to achieve due to site constraints, corner building features should be provided at these intersections, subject to guidelines in Section 2 below.

Buildings set back to create active open space.

1. Development Guidelines for Urban Open Space

Where such regulations apply, corner open spaces will count toward on-site open space requirements under the City's Zoning Code.

Setbacks

Buildings are strongly encouraged to provide additional setback to create urban open spaces. These should be consistent at the four corners of an intersection; would remain part of private development; and would not be publicly dedicated:

- El Camino Real: 30 feet beyond that described in Section B; 10 feet beyond for buildings that are two stories and/or 28 feet in height or less.
- East-West Avenues: 20 feet beyond that described in Section C; 10 feet beyond for buildings that are two stories and/or 28 feet in height or less.

Development oriented to open space.

Stepbacks

- Stepbacks are not required, and are strongly discouraged, for the portions of the building that face any open space developed at key intersections.

Open Space Design

- Active ground-floor uses are strongly encouraged to have entrances, awnings, and outdoor seating area in the urban open space.
- At least 50% of the open space should be treated as a plaza, with hardscape, benches, tables, pedestrian amenities, and lighting.
- At least 25% of the open space should be treated with sustainable stormwater features. This could be a central water feature such as a rain garden, or a number of features, such as swales.
- Public art should be provided in the urban open space, consistent with the City's Public Art Ordinance.
- If right-of-way space allows, use bulbouts at corners containing urban open space to expand the overall size of the open space and increase the buffer distance between traffic and open space users.

2. Development Guidelines for Corner Building Features

Corner Building Features

- As an alternative to open space setbacks, buildings located at key intersections shall be oriented and architecturally designed to emphasize the corner as a node of activity and architectural prominence. Solutions for developing projects that are of an exemplary quality include:
- Tower elements as a prominent massing feature
- Entry plazas on corner sites
- Fountains or water features
- Distinct changes in the building volume at the primary entry
- Prominent landscape features, such as tall trees
- Dramatic building lighting for nighttime effect
- Public art installations

The primary building entry should be oriented towards the corner and be visible from the intersection.

A tower element makes the corner of the building stand out.

Stepbacks

- Stepbacks are not required, and are discouraged, for the portions of the building within 40 feet of the corner at key intersections.

F. Laurel Creek

1. Development Guidelines

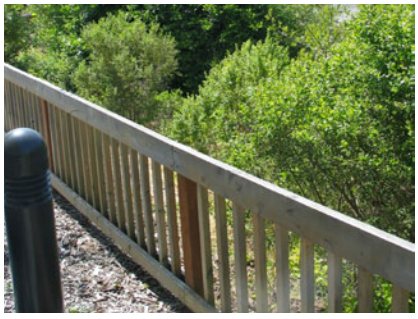
The guidelines in this section apply to the parcels that are adjacent to Laurel Creek.

Setback

- Buildings shall be set back from Laurel Creek consistent with the City's General Plan and zoning regulations.
- This setback should be designed as a passive park-like setting, which could include trails, and be publicly accessible.

Fencing

- No solid fencing should be installed along the creek. This will ensure an open and safe environment. If fencing is required, the fence should be designed with visibility in mind, use high-quality materials, and be a maximum of 4 feet in height.



An attractive low-lying fence along a creek.

Safety

- Development should orient windows and entries to face the creek to provide "natural surveillance" on the creek throughout the day.

An example of a small creek sign.

2. Streetscape Standards

These standards apply to El Camino Real where it is directly adjacent to the centerline of the Creek.

Signage

- In order to reinforce the identity of the creek, a monument sign highlighting the presence of Laurel Creek should be erected in a location that is clearly visible to pedestrians.
- The sign should not be so large or placed in a location that presents a visual distraction or obstruction for residents, pedestrians, and drivers.

G. Hillsdale Shopping Center

1. Development Guidelines

The guidelines in this section apply to portions of the Hillsdale Shopping Center that directly face 31st Avenue and Hillsdale Boulevard.

Setbacks

- Buildings shall be set back from El Camino Real consistent with the requirements of City's Zoning Code and the El Camino Real Master Plan, in order to provide for a 10-foot effective sidewalk width, wide enough for a pleasant pedestrian environment.
- Buildings should be built to this effective sidewalk setback.
- Buildings are strongly encouraged to have portions set back to create usable outdoor space. Planters and well-designed, low-sitting fences should be used to define the edge of the outdoor space.

Pedestrian Bridge

- Consider modifications to the pedestrian/retail bridge over 31st Avenue to allow for better visual connections to the street below, and for more light down to street level.
- Consider installation of enhanced crosswalk treatments, such as lighted crosswalks, to increase the visibility of pedestrians crossing the street.

Buildings

- All new or remodeled buildings should be pedestrian-scale and designed to add visual interest to the street.
- Entries to retail uses should open onto the sidewalk where possible.
- In order to complement El Camino Real and create a cohesive character for the Station Area, buildings should be well-designed and follow the guidelines from the El Camino Real Master Plan. In general, blank ground floor building walls should be avoided while design elements that heighten visibility and transparency are strongly encouraged.
- New buildings are strongly encouraged to be constructed on existing surface parking areas that front the street in order to reduce the visual prominence of parking lots.
- The bookends of the existing parking structure are encouraged to be redesigned as retail uses with at least a 40-foot depth.

Pedestrian-scaled retail with entryways and windows oriented to the sidewalk.

Relationship with Laurel Creek

- In order to activate the creek along the boundary of the Shopping Center, restaurant and café uses should incorporate outdoor seating areas that face the creek and bridge.
- Consider the removal of the chain link fence that physically and visually separates the creek and the Shopping Center, or the installation of a low-lying, more visually-appealing fence, as described in Section E.

2. Streetscape Standards

Please refer to the Streetscape Standards in Section C, East-West Avenues.

H. 25th Avenue

1. Streetscape Standards

Roadway

- Existing roadway width at West 25th Avenue is approximately 60 feet. Consider the narrowing of the curb-to-curb width to a maximum of 57.5 feet to allow for safe and efficient movement of vehicles as well as gaining potential right-of-way for wider sidewalks.

Sidewalks

- Convert any extra right-of-way gained from the narrowing of the street to usable sidewalk area devoted to either throughway or furnishing zone.
- Sidewalk materials should be designed to provide additional interest and create a sense of place that distinguishes 25th Avenue from the Downtown area of San Mateo.

Street Trees

- The Capital Pear (*Pyrus calleryana*) should be planted on 25th Avenue, as shown in Figure 5-10.

Street Furniture

- Street furniture and street lights shall be provided as described for the Station Area in A. Station Area Sidewalks.

Street Lights

- Street lights on 25th Avenue should be pedestrian-scaled and provided at consistent intervals of every 30 feet, following the guidelines shown for El Camino Real.

Utilities

- Pursue undergrounding of telecommunications and other overhead wiring on East 25th Avenue.

Bulbouts can extend the pedestrian realm for additional space.

Bulbouts

- Bulbouts should be installed where 25th Avenue intersects Flores and Hacienda Streets. Bulbouts should also be provided at the midblock crossing between these streets.
- Pedestrian amenities such as benches, trash cans, bicycle parking and, ganged newspaper racks should be provided in the bulbouts.
- Vegetation-based stormwater treatment systems should be installed in the bulbouts to provide a decorative corner treatment and aid in stormwater management.

Crosswalks

- In order to complement El Camino Real and create a cohesive character for the Station Area, crosswalks should have enhanced pavement features that are similar to that of the theme intersections.
- Upgrade the mid-block crossing between Hacienda Street and Flores Street to improve pedestrian visibility using approaches including lights and a raised crosswalk.

1. Grade-Separated Railway Crossings

Streetscape Standards

- At grade-separated roadways, sidewalks should be separated from traffic and located on top of retaining walls so that the pedestrian pathway is as evenly graded as possible.
- Pedestrian and bicycle access to the Transit Center should be provided from the 31st Avenue crossing immediately on the west side of the train tracks.
- Additional traffic safety features, such as well-designed fencing, should be incorporated into the overall design of the underpasses.
- Consider high-quality, well-designed fencing as a safety and design feature along the sidewalk. Public art should be considered in the design of the fencing.
- If an underpass abuts an existing or proposed building, clear pedestrian access should be available to the property.
- Retaining walls below the train tracks should be treated with design elements, including public art, to create interest and increase visibility and safety of pedestrians.
- The underpasses shall be well-lit with fixtures that direct a clear path of travel.
- If possible, overhead track structures should be separated to allow natural light underneath.

Attractive and safe underpass design features.

Transportation 6

This chapter describes the transportation system in and around the Hillsdale Station Area, with a focus on the Transit Center at the relocated Hillsdale Caltrain Station. The transportation system described in this Plan assumes that the Hillsdale Station will be relocated to between 28th and 31st Avenues, and that 25th, 28th, and 31st Avenues will be grade-separated crossings connecting Delaware Street to El Camino Real under the train tracks.

Both High Speed Rail and Caltrain electrification are potential future uses of the Caltrain corridor through the Station Area, which are currently uncertain. In either case, this Plan assumes the City's preferred configuration for the train tracks in this location, an elevated viaduct, and identifies the advantages for transit center design that result.

A. Transit Center Circulation and Access

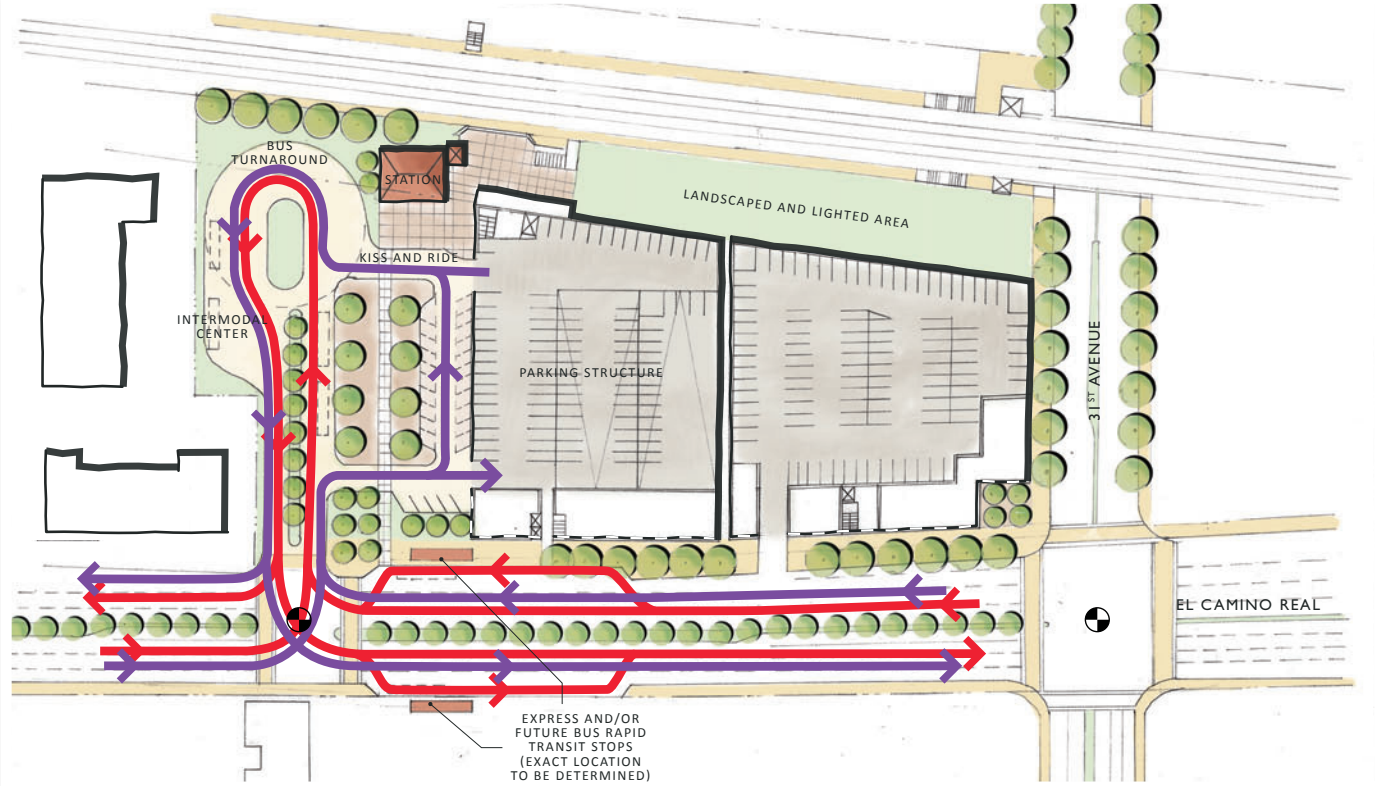
The Hillsdale Station Area Plan incorporates the planned relocation of the Hillsdale Caltrain Station and identifies a Transit Center Program. An alternate 31st Avenue Alternative Program is included in Appendix B to account for the possibility that the property closest to 31st Avenue may be easier to acquire, necessitating the use of that location for the Transit Center. The Transit Center Program is subject to the General Principles for the Transit Center included in Chapter 5 of this Plan. This section describes the Transit Center's multimodal circulation and access, the location of, and access to, station parking, and connections to the surrounding land uses. This section also describes off-site improvements that will enhance access to the transit station by all users.

1. Transit Center Circulation

The following sections further describe transportation in and around the Transit Center.

Vehicular access to the Transit Center, whether by bus, shuttle, taxi, or private automobile, is provided from El Camino Real, as shown in Figure 6-1. Although the center abuts the extension of 31st Avenue below the train tracks, the grade of the street between the train tracks and El Camino Real precludes access from 31st Avenue. The station

Figure 6-1: Transit Center Program, Vehicular and Transit Circulation



program provides a new signalized intersection on El Camino Real between 28th and 31st Avenues, subject to traffic impact analysis reports identifying traffic impacts. A signalized intersection is required to:

- Provide a direct, signal-protected pedestrian crossing to the Transit Center from the west side of El Camino Real, and
- Provide protected vehicular movement against El Camino Real's high traffic volumes, particularly for buses entering the station's intermodal center.

The new signalized Transit Center access, combined with the proposed signalized intersection at the extension of 31st Avenue, frames the center with protected pedestrian crossings. In addition, a single driveway at the new signalized intersection provides access to the Transit Center. This driveway is shared by all vehicles entering and exiting the Transit Center. The driveway directly connects to the Transit Center and the passenger loading area. Vehicles accessing the parking structure pass through the Transit Center.

The program requires reconfiguration of El Camino Real to accommodate a southbound left-turn lane at the new signalized intersection accessing the transit station.

a. Bus and Shuttle Vehicle Access and Circulation

Several types of vehicles access the center: conventional 40- to 45-foot coaches, 65-foot articulated buses, and 30- to 35-foot shuttles. These vehicles are accommodated through a combination of on-street and off-street facilities. On-street facilities provide additional vehicle capacity as well as stops for express service that remains on El Camino Real to reduce the delay associated with using the off-street intermodal center. The off-street Transit Center provides multiple bus bays and space for buses to layover or "dwell." The Transit Center Program provides an off-street intermodal center and internal turnaround for buses. In addition, it provides northbound (near side) and southbound (far side) bus stops on El Camino Real for express service and/or potential future Bus Rapid Transit. The on-street stops are designed to accommodate larger articulated vehicles. The location of these stops will need to respect existing circulation patterns, and technical studies will be needed to determine their exact location and configuration.

b. Automobile Access and Circulation

Private automobiles access the Transit Center by driveways shared with transit vehicles. Vehicle access to the Transit Center only occurs on El Camino Real. Passenger kiss-and-ride drop-off/pick-up take place curbside within the intermodal center adjacent to the pedestrian plaza. Vehicles access the parking structure or surface parking via internal circulation lanes.

The internal circulation also provides emergency vehicle access to the Transit Center and fire ladder vehicle access to the Caltrain platform.

c. Bicycle Access and Circulation

Bicycle access to the Transit Center is provided via the bicycle routes identified in the existing and planned bicycle facilities shown in Figure 6-2. Bicyclists not taking their bicycles onto the train will access secure bicycle parking provided within the Transit Center.

El Camino Real provides very limited bicycle facilities because parallel routes are provided. Therefore, most bicyclists will access the Transit Center from the east side of the train tracks through the Bay Meadows II development at Landing Avenue, likely passing under the train tracks elevated on an aerial viaduct. This includes access from

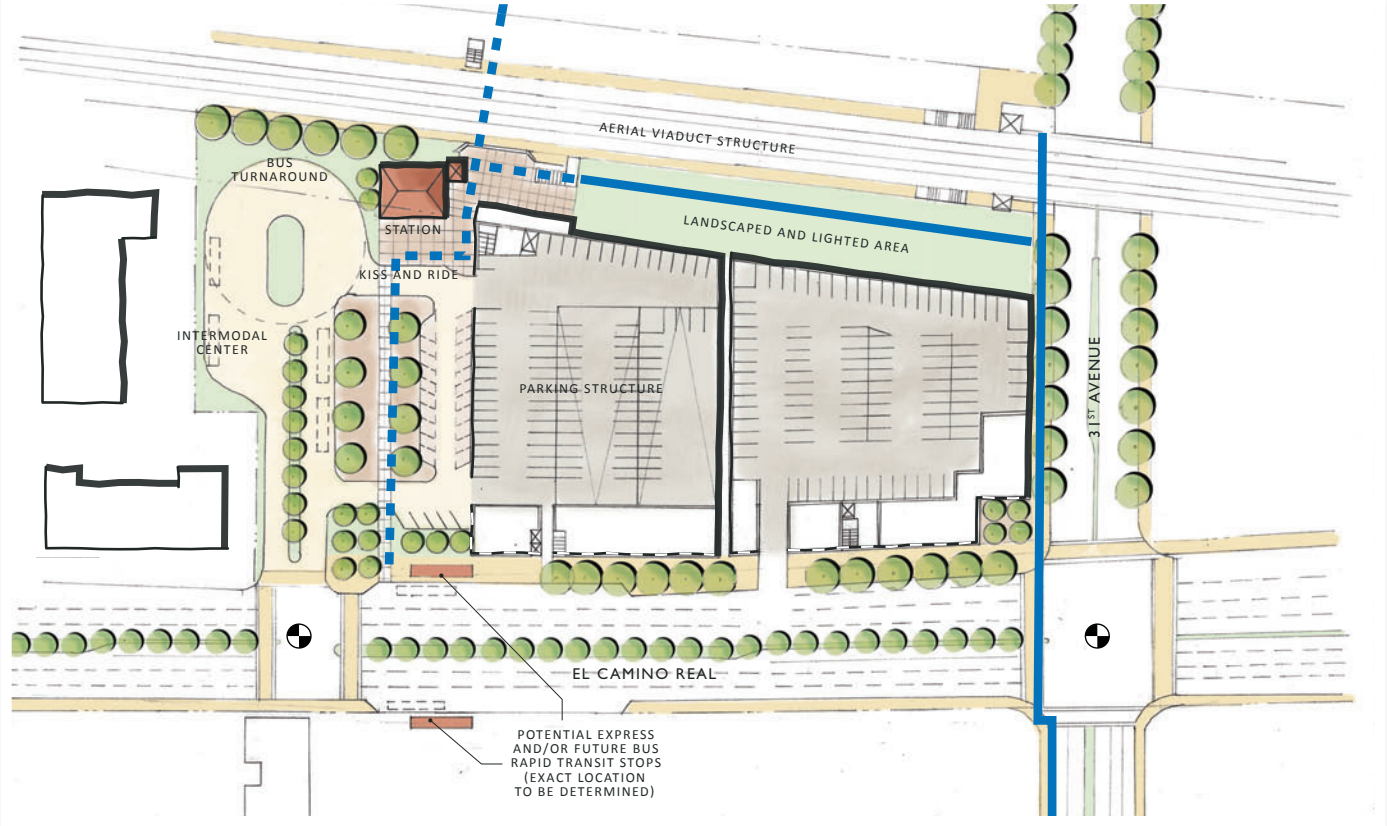
Three Types of Bicycle Facilities:

Class I bike paths: exclusive use by both bicycles and pedestrians; separated from roadways.

Class II bike lanes: one-way lanes on either side of the roadway separated from the motor vehicle lane by a painted white stripe.

Class III bike routes: on roadway facilities with sufficient width for shared motor vehicle and bicycle usage, and usually only designated by signs indicating the route.

Figure 6-2: Transit Center Program, Bicycle Access



neighboring residential areas south of Hillsdale Boulevard. Another major route will be from the west side of El Camino Real using Class III routes on local streets. Bay Meadows Phase II provides several east-west connections, including a Class I bicycle facility on 28th Avenue connecting the train tracks to Saratoga Avenue, a Class III facility on Derby Avenue connecting the interior blocks to the railway, and an existing Class I facility on Franklin Parkway.

Bicyclists on the east side of the train tracks may access the Transit Center using the 31st Avenue facilities, or by traveling under the tracks, elevated as a viaduct, to the Transit Center on the west side. Bicyclists on the west side can access the Transit Center via 28th Avenue, traveling under the train tracks elevated on an aerial viaduct. They may be able to enter from 31st Avenue if a bicycle connection is created through the Hillsdale Shopping Center in conjunction with redevelopment of the shopping center.

d. Pedestrian Access and Connectivity to Adjacent Development

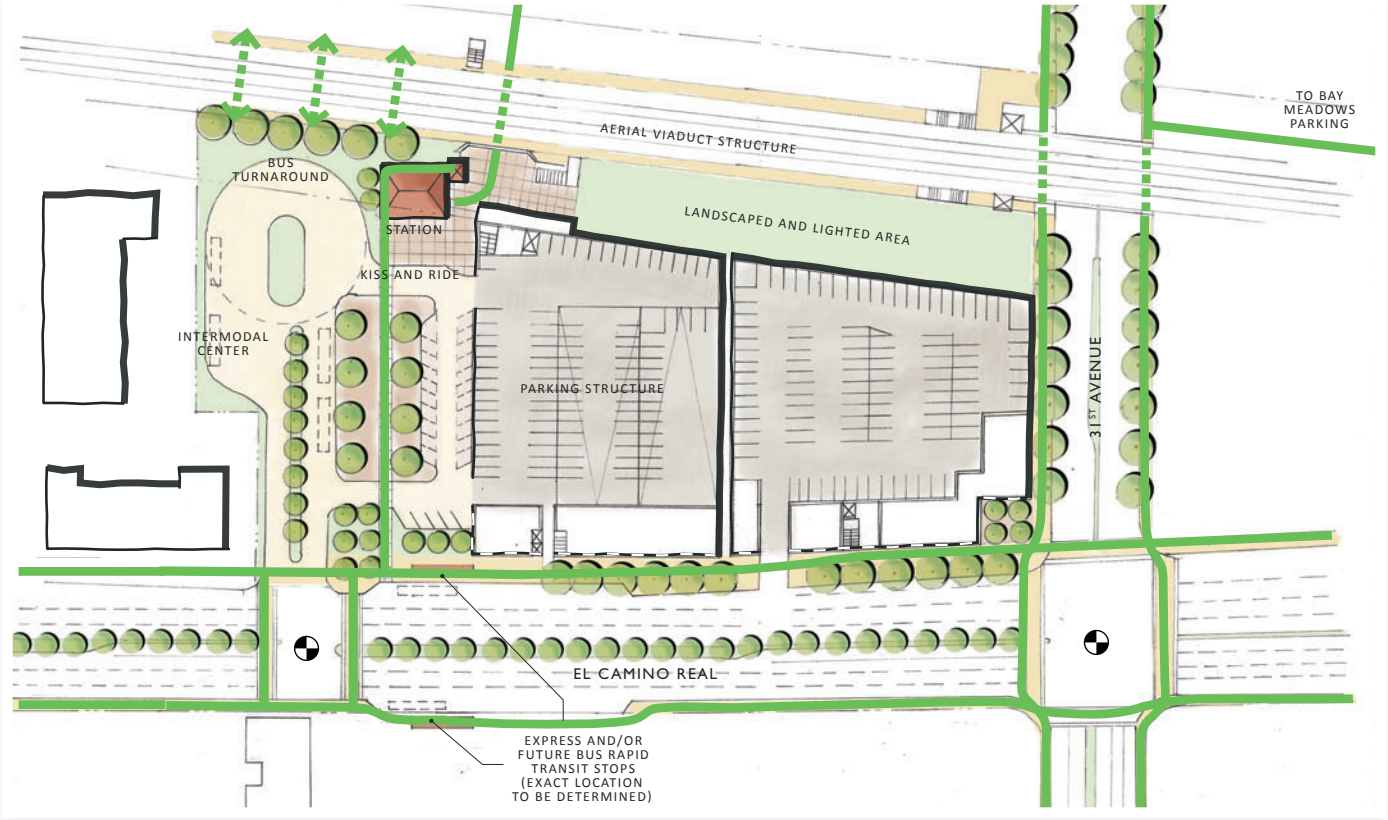
Regardless of the mode of access to the Transit Center all users ultimately become pedestrians. On-site pedestrian access at the Transit Center includes an emphasis on pedestrian-orientation through the provision of direct connections between key features of the center, comfortable and attractive public plazas for waiting, and transportation related services such as ticket sales and information and amenities. All areas of the Transit Center are accessible to persons with disabilities.

This Plan also focuses on clear pedestrian routes from the Transit Center to surrounding residential and commercial development. The following improvements are designed to enhance off-site access and overcome the existing barriers created by arterial streets, the train tracks, and lack of street connectivity. They additionally take advantage of the track configuration as an aerial viaduct, allowing free circulation between the east and west sides of the tracks.

- New pedestrian crossings of El Camino Real on the north and east sides of the existing 28th Avenue intersection and the north side of the existing 27th Avenue intersection.
- A new signalized intersection including pedestrian crosswalks accessing the Transit Center between 28th and 31st Avenues.
- Pedestrian crossings to Bay Meadows II under the elevated train tracks via Derby and Landing Avenues to Delaware Street.
- Direct bridge connections between the proposed Caltrain Station parking structure south of 31st Avenue and the Caltrain platforms.
- Pedestrian crossing enhancements for new and existing crossings, including median pedestrian refuge where intersection width is sufficient for a minimum 6-foot island, ADA-conforming corner ramps and signal equipment, and pedestrian countdown timers.
- Improved buffer between pedestrians and moving traffic through wider sidewalks, uniform street tree plantings, and on-street parking on some segments.
- Pedestrian-scaled lighting and urban design features.
- Design guidelines for pedestrian-friendly building placement, orientation, massing, and ground floor uses.

Figure 6-3 illustrates the pedestrian routes accessing the Transit Center.

Figure 6-3: Transit Center Program, Pedestrian Routes



Signalized Intersection
Pedestrian Circulation
Pedestrian Circulation (covered)

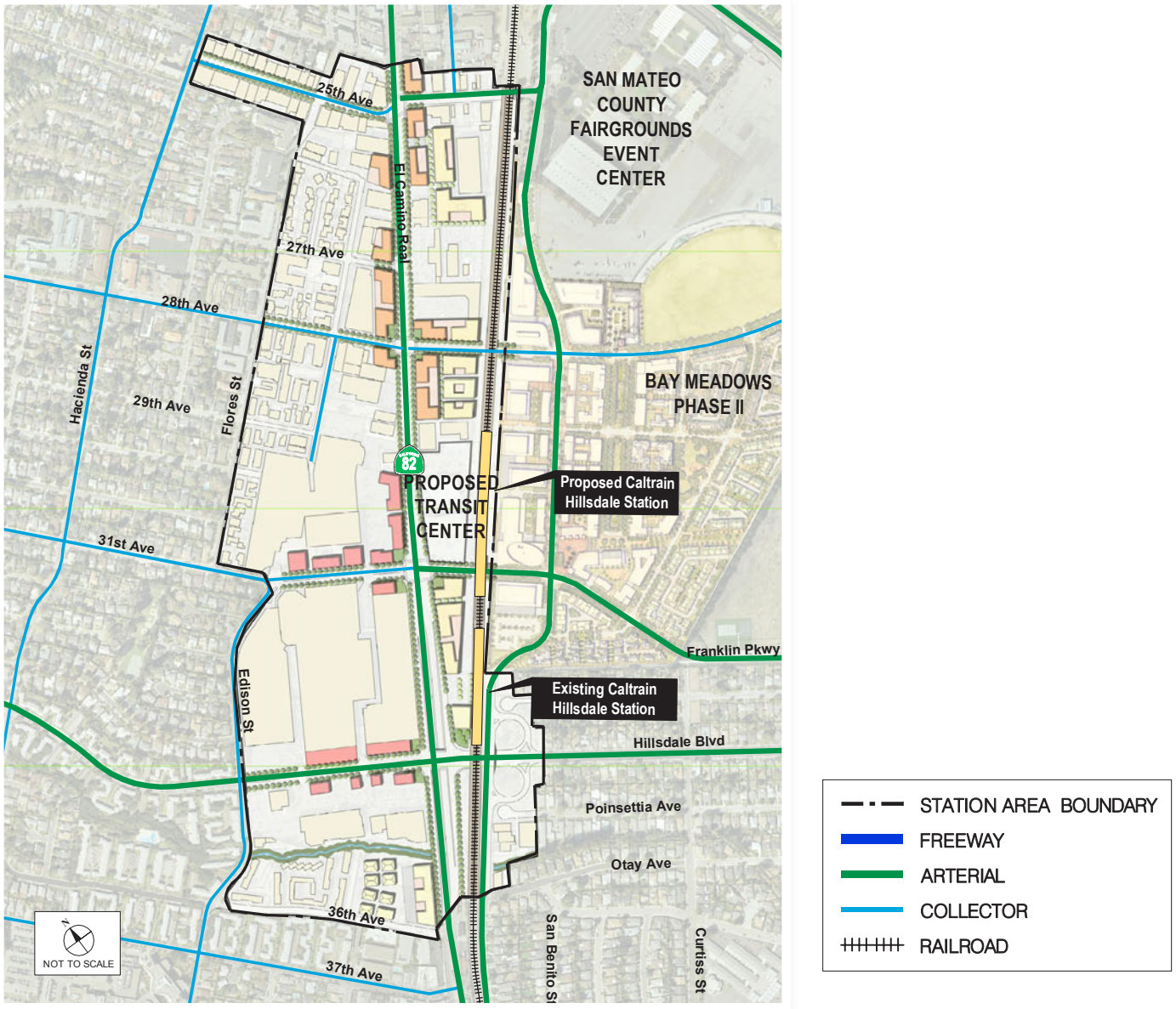
B. Transportation Network

The following sections describe the transportation system serving the entire Hillsdale Station Area, identifying the facilities and circulation patterns of different modes of transportation accessing or passing through the area.

1. Vehicular Circulation and Street Connectivity

Automobiles, buses, shuttles, emergency, and delivery vehicles traveling within the Station Area use streets classified under the City of San Mateo's "functional classification" system of arterial, collector, and local streets. As planned development occurs, new streets will be added to the existing street network in the Station Area, as shown in Figure 6-4, increasing connectivity. The Bay Meadows II development will include the new primary streets shown in Figure 6-4: 31st Avenue as an arterial extension of Franklin Parkway connecting Saratoga Drive to El Camino Real; Delaware Street as an arterial extending to Pacific Boulevard; and 28th Avenue as a new collector street connecting Saratoga Drive to El Camino Real.

Figure 6-4: Future Roadway Network



The extension of 31st Avenue will be an alternative route parallel to Hillsdale Boulevard providing an alternate and more direct route to Highway 101 from the Station Area. This new extension is a particularly important link because it reduces the volume of traffic on Hillsdale Boulevard, distributing the traffic to multiple streets. Spreading traffic over multiple streets subsequently reduces the volume of traffic at intersections, lessening conflicts between vehicles and pedestrians using the intersection.

Increased street connectivity not only provides alternative routes and additional capacity for vehicular traffic, it also:

- Improves the response time of emergency service providers;
- Provides opportunities for expanded public transportation service;
- Creates more direct paths of travel for pedestrians and bicyclists; and
- Establishes the basis for a pedestrian-scaled block pattern that encourages walking.

In addition to new streets, the Station Area will benefit from the planned grade-separation of the train tracks at 25th, 28th, and 31st Avenues as shown in Figure 6-4. Grade-separations improve safety and reduce delay for all modes of transportation, and eliminate one of the most significant barriers to pedestrian and bicycle travel in the Station Area.

2. Transit and Shuttle Circulation

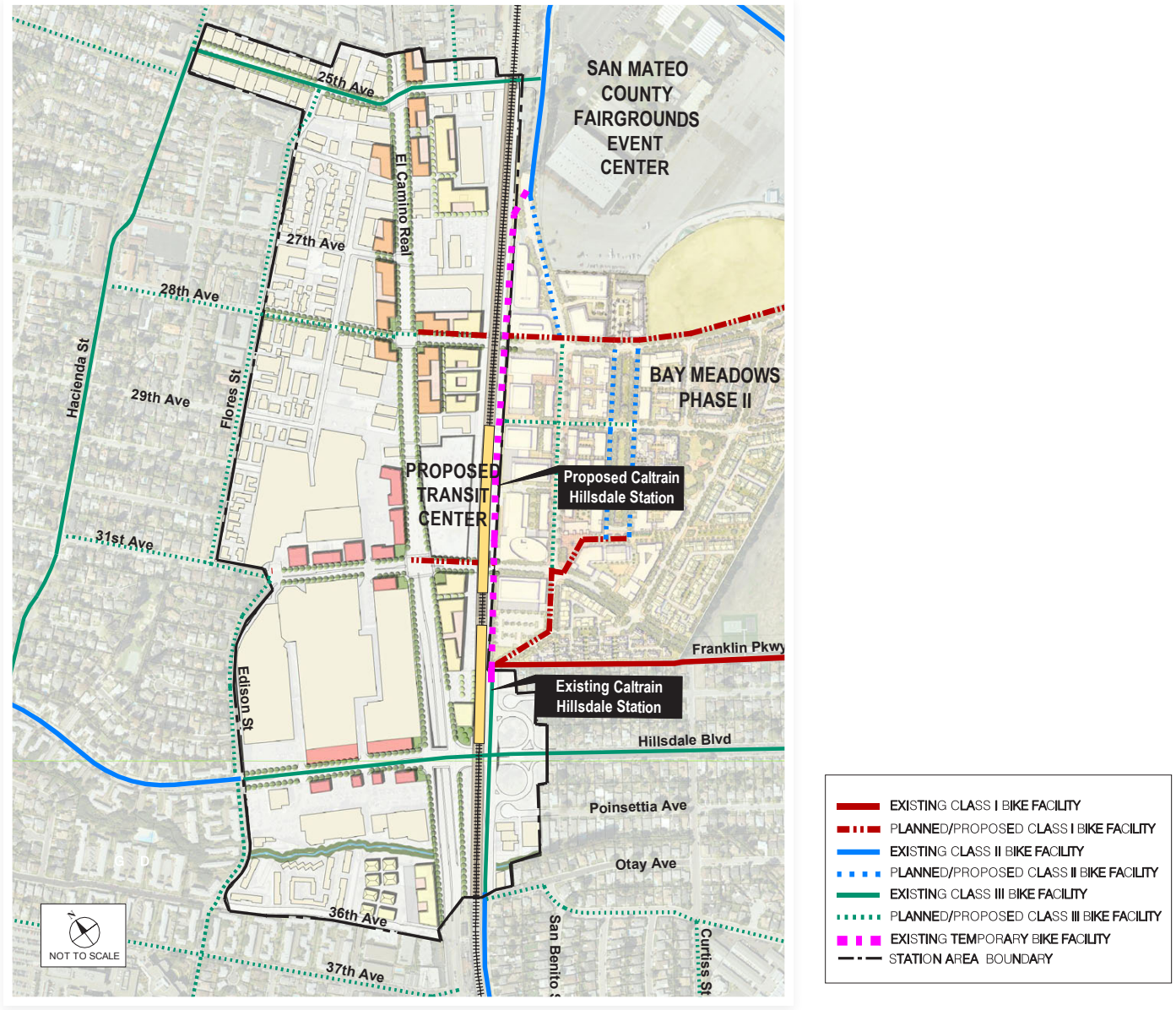
Public transportation and privately-operated shuttles serving the Station Area will continue to use the primary arterial streets of El Camino Real, Hillsdale Boulevard, and Saratoga Drive, as well as various collector streets. The new 28th Avenue, 31st Avenue, and Delaware Street connections will provide opportunities to improve transit efficiency by relocating existing routes or adding new routes that can serve the relocated Hillsdale Caltrain Station. In addition, dedicated space for buses and shuttles at the Transit Center will improve transitions from the train to these other forms of transportation.

San Mateo County's public transportation provider, SamTrans, does not currently have plans to restructure bus routes in the Station Area but has expressed support for the opportunity and flexibility for future routes provided by additional streets surrounding the train station.

3. Bicycle and Pedestrian Circulation

With completion of Bay Meadows II and implementation of the recommendations of this Plan, the area will benefit from a greatly expanded and connected system of bicycle facilities. Figure 6-5 illustrates the entire system of bicycle facilities serving the Station Area and beyond.

Figure 6-5: Future Bicycle Network



Or Bicycle Facilities as provided for in the Bicycle Master Plan and/or in accordance to Policy TRA-5.3

The Station Area bicycle system intentionally avoids facilities on El Camino Real due to its high volume of traffic, speeds, and lack of right-of-way to accommodate bicycle lanes. Rather, less-traveled and slower-speed parallel streets provide bicycle facilities for north-south travel. East-west routes are provided on existing and new streets connecting the north-south routes on both sides of the train tracks forming a grid of bike routes. The section below describes these routes.

Within the Station Area north-south bicyclists are directed to the following routes:

- West of the train tracks, Flores Street, 31st Avenue, and Edison Street provide a route from 25th Avenue to Hillsdale Boulevard on low-volume, low-speed, primarily residential streets. This local route connects to the regional facilities on Alameda de Las Pulgas and Hillsdale Boulevard.
- East of the train tracks, multiple alternative routes are provided within Bay Meadows II. The most direct north-south route, Delaware Street, provides a shared lane configuration with connections to the regional facilities on north Delaware Street, Pacific Boulevard, and Saratoga Drive. Casual or recreational bicyclists may choose a less active route through Bay Meadows I and II residential neighborhoods.

Within the Station Area, the east-west routes that connect the north-south routes on both sides of the train tracks are on 25th, 28th (which connects to Saratoga Drive), and 31st Avenues, a Class I path between Delaware Street and Saratoga Drive on the south edge of Bay Meadows, and Hillsdale Boulevard.

Pedestrian circulation within the Transit Center and accessing the Caltrain platforms is described in Section A. Pedestrian circulation within the remainder of the Station Area is comprised of sidewalks and intersection crosswalks, and multi-use paths in some locations. All of the public streets in the Station Area have sidewalks on both sides. Crosswalks are located at each signalized intersection on El Camino Real and all intersections within Bay Meadows II. Accommodation of persons with disabilities is a mandatory requirement of all streets and intersections under the Americans with Disabilities Act.

A high level of connectivity of the pedestrian system is a fundamental requirement for adequate circulation and access to development and transit stations within transit-oriented districts. Although relatively widely spaced on the west side of the train tracks, the street and sidewalk system provides a complete grid of connections to all neighborhoods and the Transit Center. East of the train tracks the Bay Meadows II development provides a very fine grid of highly pedestrian-oriented streets.

The major barriers to pedestrian travel are the high-volume and high-speed nature and width of El Camino Real, narrow sidewalks, and inhospitable pedestrian environment along El Camino Real, the complicated intersection of Hillsdale Boulevard and El Camino Real, and the train tracks. In this Plan, these barriers are overcome by increasing the number of signalized crosswalks uniformly spaced at each major east-west street intersection. The barrier created by the train tracks is reduced dramatically through the grade separation of 25th, 28th, and 31st Avenues as well as pedestrian and bicycle crossings under the elevated viaduct structure. In the event that another public parking structure is provided on the east side of the tracks, a pedestrian and bicycle bridge will potentially connect at that location as well.

C. Parking Strategy

This section summarizes projected future commuter parking demand of the future Transit Center and surrounding development in the Station Area; the components and impacts of the trip reduction program for new development; and the potential for shared parking between commuters and other uses. This section also establishes parking requirements and strategies for the Station Area. A more detailed analysis of parking can be found in Appendix A.

When developing parking management and policy recommendations for the Station Area Plan, the City consulted both the Metropolitan Transportation Commission (MTC) Parking Toolbox and the City of San Mateo's Rail Corridor Transit-Oriented Development Plan (Rail Corridor TOD Plan) to ensure that the recommendations made for the Station Area Plan are in line with the policies outlined in these documents.

1. Transit Center Vehicle Parking

The amount of new development that will be built in the ½ mile radius/walkshed of the Hillsdale Caltrain Station is projected to result in a large net increase in ridership. The new ridership arises from both residential and commercial development within the Station Area as well as in nearby Bay Meadows Phase II. From 2009 to 2035, there is a projected increase in ridership of 250 percent, from 1,941 to 6,838 weekday riders[1].

The Transit Center Program identifies two parking structures, one within the Transit Center on the west side of the train tracks and one on the east side within the Bay Meadows II development, just south of 31st Avenue. As is further described

[1] *Appendix A: Parking Analysis*

in Appendix A, the program is intended to ensure that adequate parking is provided for Caltrain users to avoid spillover parking beyond the transit center. The parking structures will have reserved parking exclusively for Caltrain patrons and the structure on the west side will have parking available for the mixed-use development on the station site. The structures provide limited shared parking opportunities as is described in Appendix A. Vehicular access to the structures is described above. The parking structures will provide accessible parking spaces at locations most convenient to the platform elevators.

Pedestrian access between the parking structures and the train platform is provided through combinations of at-grade and elevated walkways, accessible ramps, and elevators.

In the Transit Center Program, a 636-space multi-story parking garage will be constructed along El Camino Real midblock between 28th and 31st Avenues during the first phase of construction. In a second phase of transit center development, as warranted by demand, an approximately 500-space parking garage in Bay Meadows II will be constructed, located on Delaware Street just south of 31st Avenue. Users of the Transit Center structure on the west side of the train tracks access the ground level and use an elevator at the center building to access the southbound platform. The northbound platform is accessed via the 30th Avenue extension underpass and use of the elevator on the east side. Users of the east side parking structure use a bridge linking the structure directly to the northbound platform. Access to the southbound platform from the east side structure requires crossing under the train tracks at 31st Avenue or by crossing under the elevated viaduct.

Under the current parking ratio of 0.24 spaces per Hillsdale boarding, parking demand would be 1,418 spaces in 2035, based on the ridership projections described above and assuming that the parking fee is set at $2 per day until 2035. While new parking would be constructed, some existing parking would be lost to redevelopment or be located further than the ¼ mile or 5-minute walk that most patrons are willing to make to parking areas when the station is relocated. Thus the net change in parking supply may not be sufficient to serve all riders who may want to access the station by car.

A commuter parking analysis evaluated how parking pricing would affect the demand for parking. Daily parking rates could be set at $3 per day and simply adjusted for inflation, or a more aggressive rate of up to $10 per day could be charged. With the less aggressive approach, a larger total demand for spaces would be anticipated, with

1,400 spaces demanded by 2035, while with the $10 per day approach, the total would be 1,100 by 2035. However, in both cases, demand for the first parking structure would occur around 2013 and the second around 2023. These figures assume the potential for temporary surface parking. Finally, the most aggressive approach would also call for charging $10 per day, but raising the rate more quickly. In this case, the second parking structure could be delayed as late as 2031 and total demand in 2035 would be only 920 spaces. Future pricing of the daily parking rates will be subject to further analysis and adoption of new parking rates by Caltrain.

2. Transit Center Bicycle Parking

Caltrain's Bicycle Access and Parking Plan provides policy and facilities recommendations to better serve bicycle commuters at Caltrain stations. The recommendations specific to the Hillsdale Station have been modified to fit the relocation of the station and are included in this chapter as policy statements.

3. Station Area Parking

New office, residential, and commercial development will occur throughout the Station Area. The land uses described in this Plan would require up to 5,961 parking spaces if the City of San Mateo's minimum parking requirements were used. However, this would not account for the approach to parking taken in the places designated TOD under the Rail Corridor Plan, nor would it use state-of-the-art parking requirements as recommended by the MTC Parking Toolbox. Using the city-wide minimum parking requirements might result in an oversupply of parking because development that occurs within the Station Area will likely have lower parking demand given the higher density, mix of uses, and proximity to transit.

Lower parking standards are feasible in transit-intensive neighborhoods such as downtown.

4. Parking Requirements and Standards

As was described in the Land Use chapter of this Plan, the Rail Corridor Plan includes Policies 7.19 and 7.22 governing parking within the TOD zone. In addition to these policies, this Station Area Plan establishes specific parking standards designed for the transit-oriented development anticipated in the Station Area. For TOD-zoned parcels, the parking requirements are advisory only because the Rail Corridor Plan calls for parking standards to be established based on a

project-specific Trip Reduction and Parking Management Plan. Table 6-1 shows the minimum parking requirements.

Such standards are only effective if demand for parking is reduced through transportation demand management to encourage the use of alternative forms of transportation, as well as management of spillover parking into adjacent areas where more parking may be available. These policies are found in the next section: Goals and Policies.

Table 6-1 Station Area Parking Requirements

Land Use	Minimum (per 1000 sq. ft. or unit)
Residential (units)	
Studio	1.0
1-bedroom	1.2
2-bedroom	1.5
3-bedroom	1.8
Office	2.2
Retail	2.5
Restaurant	4

[1] *These parking ratios include visitor parking of 0.2 spaces per unit.*

[2] *For uses not listed in this table, consult the Zoning Code. Reductions to required parking per the Zoning Code will be considered if justified by the project's Trip Reduction and Parking Management Plan.*

D. Transportation Goals and Policies

In addition to the Goals and Policies below, please see Section C of Chapter 5 of this Plan for Transit Center general principles, design guidelines, and streetscape design.

Goal TRA-1: Develop and maintain a safe, functional street system that facilitates movement and connectivity for vehicular, pedestrian, bicycle, and transit modes of travel.

Policy TRA-1.1: Integrate and connect the Station Area street system with the surrounding City streets, including tying into the grid system established in Bay Meadows Phase II.

Policy TRA-1.2: Provide Station Area streets that support multiple modes of travel, while incorporating the functional typology and design consistent with maintaining adjacent uses.

Policy TRA-1.3: Support increased east-west connectivity for all modes of travel within the Station Area through the extension and grade separation of 28th and 31st Avenues, as well as through the grade separation of 25th Avenue.

Goal TRA-2: Develop a multimodal Transit Center that provides convenient access to commuter rail, bus, shuttle, and taxi service.

Policy TRA-2.1: Support the construction of a new multimodal Transit Center on the east side of El Camino Real between 28th and 31st Avenues, with convenient access to buses, shuttles, taxis, and Caltrain commuter rail service.

Policy TRA-2.2: Provide enhanced access for transit services by minimizing travel paths and times for transit vehicles to enter the Station Area.

Policy TRA-2.3: Locate entrances to Transit Center facilities and parking to minimize potential queuing and efficient flow of auto, bicycle, and pedestrian circulation through the Station Area.

Policy TRA-2.4: Enhance pedestrian and bicycle access to and through the Transit Center by providing additional, safe east-west pedestrian crossings on El Camino Real between 28th and 31st Avenues, as well as undercrossings of the train tracks at 28th and 31st Avenues and under a Transit Center viaduct structure. Balance this pedestrian and bicycle access with an efficient flow of auto circulation through the Station Area.

Policy TRA-2.5: Ensure access is provided for persons with disabilities within the Transit Center. Access to the platform may be through elevators, ramps, or a combination, although for operational reasons ramp access is preferred if it is feasible.

Policy TRA-2.6: Support area-wide shuttle programs through coordination between Caltrain, SamTrans, the Peninsula Traffic Congestion Relief Alliance, shuttle providers, and the City of San Mateo to ensure that shuttle service is provided efficiently and seamlessly integrates with other forms of transportation.

Goal TRA-3: Support frequent and convenient train service along the Caltrain corridor.

Policy: TRA-3.1: Work with Caltrain and MTC to ensure that as many resources as possible are focused on maintaining and expanding the number of trains run on the Caltrain corridor each day. This could include Caltrain's planned electrification of its trains.

Policy TRA-3.2: Continue to support the California High Speed Rail Authority's efforts to construct High Speed Rail along the Caltrain corridor, with a preference for a viaduct structure that raises the tracks above grade and enhances circulation from one side of the train tracks to the other.

Goal TRA-4: Encourage the use of transit, cycling, and walking as primary forms of transportation within the Station Area and to destinations throughout the region.

Policy TRA-4.1: New development on properties in the Station Area must develop a Trip Reduction and Parking Management Program, following the recommendations in Appendix A of this Plan, including implementing the required and optional measures for both employers and residential developments. The Hillsdale Shopping Center shall complete such a program, but may make implementation optional for employers that are tenants of the Shopping Center.

Policy TRA-4.2: Expand the Transportation Management Association (TMA) formed under the Rail Corridor Plan to include all properties within the Station Area and require that all new development join the TMA. The Hillsdale Shopping Center's participation in the TMA will consist of optional measures, but it will not be subject to the TMA's trip reduction goals.

Goal TRA-5: Provide a safe, functional and coherent system of pedestrian and bicycle-friendly facilities that support the use of alternative travel modes and directly connect the Station Area to nearby residential, retail, office, and mixed-use developments.

Policy TRA-5.1: Link the pedestrian and bicycle circulation system within the Station Area to the existing and planned city-wide and regional pedestrian and bicycle circulation facilities, including connecting to residential areas west of El Camino Real and south of Hillsdale Boulevard.

Policy TRA-5.2: Create internal connections within the Station Area that maximize safe and appealing pedestrian-oriented circulation through the incorporation of design elements such as pedestrian-oriented lighting, wide landscaped sidewalks, curb extensions at intersections, and on-street parking to buffer pedestrians from vehicles. Where feasible, as parcels are developed, add through-block pedestrian connections within the internal circulation of larger properties to create a finer-grained circulation pattern west of El Camino Real.

Policy TRA-5.3: Promote increased east-west bicycle circulation through the Station Area by supporting the development of new bicycle facilities along 28th Avenue. If feasible, support the development of new bicycle facilities on 31st Avenue, in conjunction with redevelopment of that portion of the Hillsdale Shopping Center. The latter would only be considered feasible if a configuration can be developed that balances auto, bicycle, and pedestrian circulation on 31st Avenue.

Policy TRA-5.4: Support north-south bicycle circulation routes in and around the Station Area that provide alternatives to travel on El Camino Real on streets such as Hacienda, Flores, and Delaware.

Policy TRA-5.5: Promote access for persons with disabilities within the existing and planned transportation facilities throughout the Station Area.

Policy TRA-5.6: Provide for wider sidewalks and improved bicycle facilities in conjunction with any improvements to the Hillsdale Boulevard railway underpass and the El Camino Real overpass.

Policy TRA-5.7: Work with the Bay Meadows Phase II property owners to determine whether a Class I route on 31st Avenue between Delaware Street and the railway can be created.

Goal TRA-6: Balance the parking supply at the Hillsdale Caltrain Station intermodal Transit Center to encourage people to ride transit, while also encouraging alternative modes of accessing the Transit Center.

Policy TRA-6.1: Construct parking structures for the Transit Center using a phased approach, such that they are constructed only when projected demand exists and design the structures such that they increase the potential for shared parking and accommodate car-sharing.

Policy TRA-6.2: Monitor and manage Transit Center parking to ensure that it is not spilling over to adjacent areas, such as the Hillsdale Shopping Center, Bay Meadows Phase II, and residential areas west of El Camino Real.

Policy TRA-6.3: Use temporary surface parking for transit riders if demand exceeds supply before structured parking can be constructed.

Policy TRA-6.4: Implement parking pricing strategies to manage demand for parking at the Transit Center and consider utilizing a portion of parking fees to support alternative forms of access to the Transit Center.

Policy TRA-6.5: Provide bicycle parking in the form of both racks and lockers on both sides of the Transit Center. Ensure monitoring of the lockers and add lockers as demand warrants more lockers. Consider using the revenue from increased daily parking fees to finance new lockers. If a shared bicycle program is available, provide bicycle parking for that program.

Policy TRA-6.6: Provide bicycle access to the train platform through stair channels, ramps, or other equivalent structures. If it is possible to access the platform with ramps, prioritize this type of access because stair channels raise operational concerns for Caltrain.

Goal TRA-7: Establish parking strategies throughout the Station Area that support the use of transit, bicycling, walking, and carpooling, while also providing adequate on- and off-street parking to meet the needs of businesses and residents.

Policy TRA-7.1: Establish parking standards as shown in Table 6-1 of this Plan and continue to implement Rail Corridor Plan Policies 7.19 and 7.22 to reduce parking required

for TOD zoned parcels, thereby lowering the cost of construction of new housing development.

Policy TRA-7.2: Require new residential development to implement the following parking measures:

- Provide both bicycle parking facilities per requirements in City Code.
- Share visitor parking with commercial uses depending on the types of land uses and explore sharing additional parking spaces consistent with Zoning Code and Building Security Code provisions.
- Reserve garage spaces for future carshare vehicles, to be used when carshare programs become viable in the Station Area.
- Provide tandem or parking lift spaces when feasible as part of project and garage design.

Policy TRA-7.3: Require new non-residential development to implement the following parking measures:

- Establish preferential parking spaces for carpools and vanpools.
- Reserve parking spaces for future carshare vehicles.
- Explore employee parking pricing feasibility and implement if deemed feasible.

Policy TRA-7.4: If adjacent projects are being planned within the same time frame they must coordinate their Trip Reduction and Parking Management Plans during the approval process.

Policy TRA-7.5: Explore the possibility of unbundling (separating the cost of parking from housing in the lease or purchase of housing) the second parking space for housing units where more than one parking space per unit is provided.

Policy TRA-7.6: Conduct an evaluation of the City's Building Security Code requirement for parking garages serving residential uses to have electrically operated closures separating resident and visitor parking. Examine best practices of other jurisdictions for alternative means that would allow for less restrictive access while still ensuring resident security.

Policy TRA-7.7: Continue to allow developers to use off-site parking supplies to meet their projected demand in accordance with any applicable Zoning Code provisions and their required Trip Reduction and Parking Management Plan.

Policy TRA-7.8: Continue discussions with the Hillsdale Shopping Center, and other commercial businesses on El Camino Real that may have excess parking capacity, to pursue future opportunities to share parking.

Policy TRA-7.9: As the parking standards in this Plan are implemented, monitor residential areas adjacent to the Station Area to determine if they are experiencing spillover parking impacts. If such impacts exist, consider establishing residential parking management programs.

Policy TRA-7.10: Explore establishing on-street parking meters and parking time limits to manage on-street parking throughout the Station Area, encouraging turnover and expanding availability of parking. If parking meters are used, incorporate state-of-the-art payment technology to improve convenience for drivers and the City of San Mateo.

Policy TRA-7.11: Establish additional approaches to parking management within the 25th Avenue Parking District, including:

- Studying ways to more efficiently share use of existing private parking lots.
- Signage indicating the location of public parking spaces located off of the Avenue.

Infrastructure 7

This chapter describes the infrastructure needed as this plan is developed. This includes water, sewer, stormwater, and electric and gas utilities, as well as telecommunications infrastructure and parks and open space needs. Complete background information on these topics is available in the Existing Conditions Report that serves as a companion document to this Plan.

Figure 7-1 presents a summary of the infrastructure needs identified in this chapter. It identifies new roadways, bicycle and pedestrian facilities, water and sewer infrastructure, and parks and open space needs. Please see Chapter 6: Transportation of this Plan for further discussion of roadways as well as bicycle and pedestrian facilities.

A. Water Supply

Water supply is important to support development, particularly in drought-prone, California. This section evaluates the potential need for water-related infrastructure in the Station Area.

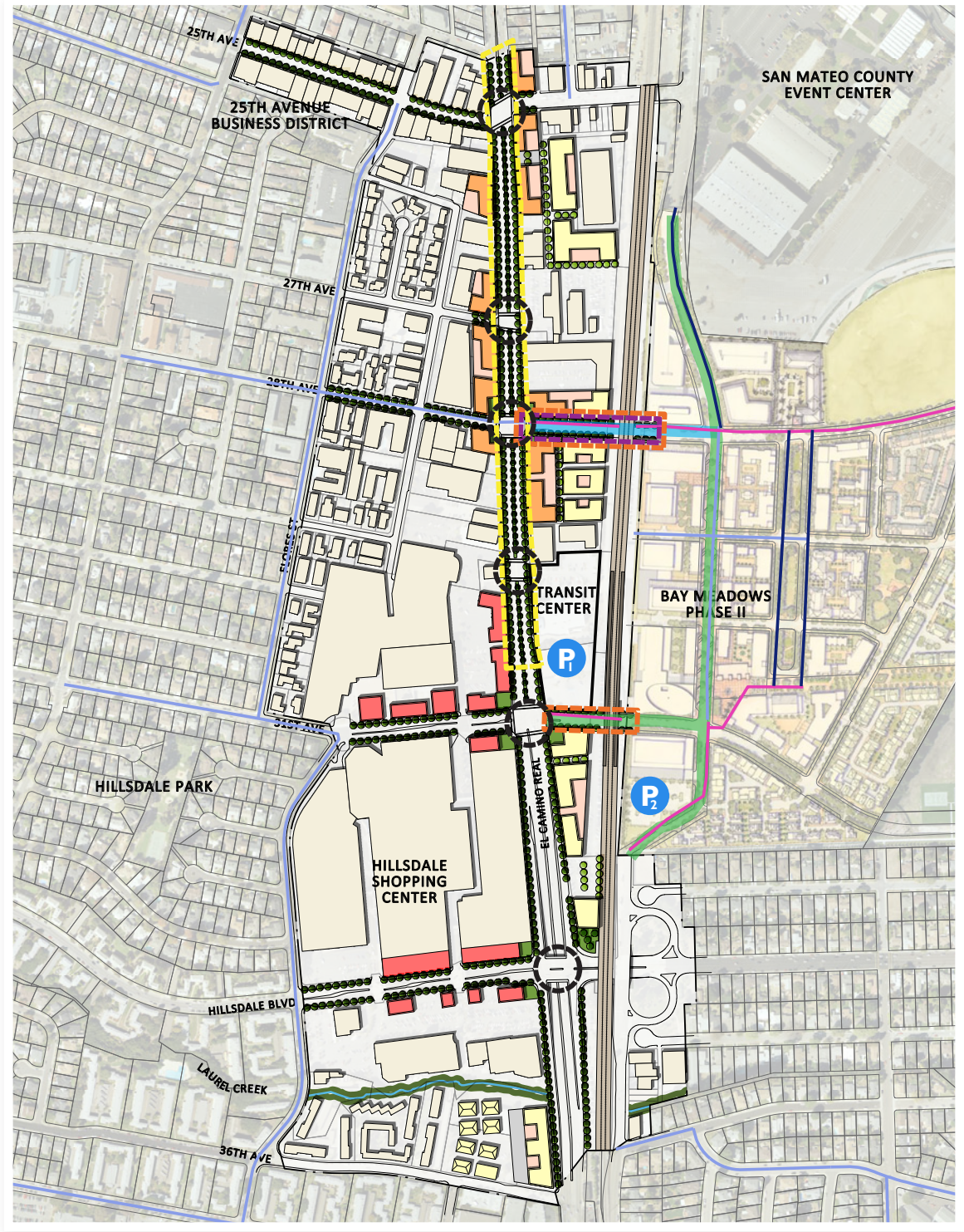
1. Existing Conditions

The Station Area receives water service from California Water Service Company (Cal Water). This area is within Cal Water's Mid-Peninsula District, which serves the cities of San Mateo and San Carlos. This District is dependent on water purchased from the San Francisco Public Utilities Commission (SFPUC). The existing water supply system in the Station Area consists of 6- to 12-inch lines in El Camino Real, connecting to perpendicular streets. This system is fed by a 24-inch main from the north. There are no reports of low flows or lack of pressure within the Station Area. Current supply is sufficient to meet projected demand.

2. Projected Demand

Table 7-1 shows projected domestic water demand for development of this Plan. These calculations are based on rates for the Bay Meadows Phase I development. The Water Supply Assessment prepared for the TOD Rail Corridor Plan and Bay Meadows Phase II indicates that there will be adequate supplies to meet projected demands under normal, single dry year, and multiple dry year conditions. Since the proposed redevelop-

Figure 7-1: Infrastructure Needs



* Required only if the development does not connect to the 12" line along the west side of El Camino Real (preferable).

Table 7-1 Domestic Water Demand under Station Area Plan

Use		Units	GPD/ Units	GPD	G/Yr.	AFY
Residential	existing:	68	78.0	5,304	1,935,960	5.9
	planned:	819	78.0	63,882	23,316,930	71.6
	net:	751		58,578	21,380,970	65.6
Commercial		SF				
Office	existing:	101615	0.01227	1,247	455,086	1.4
	planned:	101615	0.01227	1,247	455,086	1.4
	net:	0		0	0	0.0
Retail	existing:	1516949	0.05040	76,454	27,905,786	85.7
	planned:	1517527	0.05040	76,483	27,916,424	85.7
	net:	578		29	10,637	0.0
Service/Warehouse	existing:	208990	0.01277	2,669	974,115	3.0
	planned:	159117	0.01277	2,032	741,652	2.3
	net:	-49874		-637	-232,463	-0.7
Vacant	existing:	7651	0.0	0	0	0.0
	planned:	7651	0.0	0	0	0.0
	net:	0		0	0	0.0
Net Total		**-48,544**		**57,970**	**21,159,144**	**65**

** Residential is assumed to be all multi-family.*

** Demand is based on rates from existing Bay Meadows Phase I development as reported by Calwater for the Bay Meadows Phase II Specific Plan. New development and redevelopment within the Station Area will feature low-flow bath and kitchen fixtures in accordance with state and local law, and will likely feature more drought-tolerant landscaping. Therefore, the actual net increase in water demand within the Station Area may be significantly lower than the estimated numbers above.*

GPD = Gallons per Day
G/Yr. = Gallons per Year

ment under this plan is consistent with the planned land uses evaluated at the time of the Water Supply Assessment, they would likely have adequate water supply as well. Implementation of water conservation measures will reduce this additional demand.

The required fire flow for a particular development will most likely dictate whether upgrades to the existing water lines will need to be made. The fire demand will depend on the construction and type of development. This demand will need to be assessed at the time a specific development proposal is presented.

3. Improvements Needed

Very limited improvements to the water supply system are expected for implementation of this Plan. The City's General Plan Goal 8d requires a citywide reduction of water use. Even without this reduction, it is anticipated that water allocations will be sufficient to support the Station Area. New development to east side of El Camino Real, and along the proposed 28th Avenue connection may result in a need to upgrade the existing waterline to accommodate required fire flow. Redevelopment on the east side of El Camino Real is served by a 6-inch line which may need to be expanded, unless the development can connect to the 12-inch line along the west side of El Camino Real. The extension of 28th Avenue between El Camino Real and Delaware Street provides an opportunity to include a water line connection to improve the water flow in the existing El Camino Real 6-inch line by connecting it to the 24-inch line in Delaware.[1]

B. Sewer

Sewer infrastructure is important to support development, and timing such improvements in conjunction with new development has been a key focus of the City of San Mateo's efforts.

1. Existing Conditions

The existing sewer collection facilities within and near the Station Area include the Mongini and Santa Clara Pump Stations, a 24-inch trunk line in Delaware Street, a 15-inch to 21-inch trunk line in El Camino Real, and 8-inch to 18-inch collector lines off the El Camino Real trunk line.

The City has identified a number of system capacity limitations related to the South Trunk system and is in the process of correcting these deficiencies. As development mitigation measures, fees have been collected from developers to fund these improvements.

2. Projected Demand

Projected sewer generation rates are shown in Table 7-2, based on City standard rates. This additional wastewater can easily be accommodated with the existing infrastructure during dry weather. For wet weather flows, during storm events, it is expected that the planned Southern Trunk relief line will accommodate the increased flows.[2]

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[1] *California Water Service. Meeting with Jason Mansfield, BKF Engineers, August 30, 2010.*

[2] *City of San Mateo. Meeting with Jason Mansfield, BKF Engineers, August 30, 2010.*

Table 7-2 Wastewater Generation under Station Area Plan

Use		Units	GPD/ Units	GPD	Million GPD
Residential	existing:	68	180	12,240	0.01
	planned:	819	180	147,420	0.15
	net:	751		135,180	0.14
Commercial		SF			
Office	existing:	101615	0.10	10,161	0.01
	planned:	101615	0.10	10,161	0.01
	net:	0		0	0.00
Retail	existing:	1516949	0.10	151,695	0.15
	planned:	1517527	0.10	151,753	0.15
	net:	578		58	0.00
Service/Warehouse	existing:	208990	0.10	20,899	0.02
	planned:	159117	0.10	15,912	0.02
	net:	-49874		-4,987	0.00
Vacant	existing:	7651	0.0	0	0.00
	planned:	7651	0.0	0	0.00
	net:	0		0	0.00
Net Total		**-48,544**		**130,250**	**0.13**

* Residential is assumed to be all multi-family.

* Generation rates are based on City rates as identified in the Bay Meadows Phase II Specific Plan EIR.

GPD = Gallons per Day

3. Improvements Needed

Sewer conveyance and treatment systems in the Station Area are nearing capacity. Development of this Plan will result in increased housing development and decreased retail development. This transition will likely result in a very limited increase in demand for sewer capacity. Implementation of water conservation devices would reduce this increase in demand to an even smaller level. Individual projects may be required to prepare individual sewer capacity analysis based on the location in the Station Area.

In accordance with current City practices, when projects are proposed within the Station Area, they will be required to pay Development Impact Fees to fund needed

infrastructure and phase the infrastructure such that it is in place ahead of demand. In combination with the improvements already planned with Bay Meadows Phase II and the Southern Trunk relief line, the system is expected to be able to accommodate development of this Station Area Plan.

C. Storm Drain

This section evaluates the potential need for storm drain-related infrastructure in the Station Area.

1. Existing Conditions

Within San Mateo, surface runoff generally drains in an easterly direction into San Francisco Bay. Several places in and near the Station Area have storm drainage system capacity limitations. These include a narrow strip of land immediately east of the railroad tracks from just south of 19th Avenue to just north of 25th Avenue, a narrow strip of land running east-west from Delaware Street to between Flores and Hacienda Streets just north of 25th Avenue, and an area immediately east of El Camino Real at East Hillsdale Boulevard.[3]

Existing flooding downstream indicates the current stormwater runoff exceeds the capacity of the system. The existing runoff from the Station Area is a function of the impervious surfaces within the Station Area. Because the area was fully developed prior to current stormwater quality and quantity regulations, there is extensive impervious surface cover, creating a relatively large quantity of runoff compared to more suburban and rural areas.

2. Projected Demand

While capacity issues with the storm drain system have been identified, the San Francisco Bay Regional Water Quality Control Board's C3 stormwater regulations currently require post-development runoff to be equal to, or less than, existing runoff. With much of the Station Area already built out and with mostly impervious surfaces, any additional demand on the system will be caused by development upstream and not by development within the Station Area. Therefore, it is anticipated that no additional demand will be placed on the existing stormwater infrastructure by development within the Station Area.

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[3] *EDAW, 2010. San Mateo Corridor Plan and Bay Meadows Specific Plan Amendment, pages 4.8-16 to 4.8-17. Prepared for the City of San Mateo Community Development Department.*

3. Improvements Needed

Implementation of this Plan will consist of redevelopment of currently developed areas. These areas will be subject to the C3 regulations described in the prior section. Therefore, the redevelopment is expected to have no effect or, potentially, a positive effect on stormwater runoff in the Station Area and is not expected to result in a need for infrastructure improvements.

D. Telecommunications

Telephone and cable services provide crucial connections between Station Area businesses and the world.

1. Existing Conditions

AT&T provides local telephone service to the City of San Mateo, while a variety of providers supply cable television service to the Plan Area, including Comcast, Dish Network, DIRECTV, Cox Cable, Time Warner, and others.[4] Wireless telephone service is provided by a range of operators, including Verizon, Sprint, T-Mobile, and AT&T. High speed internet access is supplied by Comcast, Dish Network, DIRECTV, Cox Cable, Time Warner, NetZero, Earthlink, ATT, CNET, and other providers.[5]

2. Projected Demand

Throughout the San Francisco Bay Area, demand for telecommunications products and services has increased steadily in recent years, and the industry has responded by providing a wider range of services. Future demand for telecommunications products and services in the Station Area is expected to mirror that trend.

3. Improvements Needed

Telecommunications service providers are making on-going improvements to their service infrastructure region-wide. These improvements will continue to serve the Station Area throughout implementation of this Plan.[6]

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[4] *Superpages.com, San Mateo Cable TV service providers, http://www.superpages.com/ca/san-mateo/, accessed on October 28, 2010.*

[5] *Superpages.com, San Mateo High Speed Internet providers, http://www.superpages.com/ca/san-mateo/, accessed on October 28, 2010.*

[6] *City of San Mateo, 2009, General Plan Update Draft EIR, page 4.11-44-45.*

E. Gas & Electric

Gas and electric services are necessary for any new development in the Station Area. Development in the Station Area will primarily be infill development in places with existing power lines.

1. Existing Conditions

Pacific Gas and Electric (PG&E) provides electricity and natural gas to the City of San Mateo, including the Station Area.

2. Projected Demand

Implementation of the Plan would result in increased demand for gas and electricity in the Station Area; however, additional demand would come incrementally as the Plan is built out over a period of 20 years. Based on the current average annual household consumption rates for the City of San Mateo, it is anticipated that an additional 123,861,750 kilowatts of electricity and 36,450,000 cubic feet of natural gas would be required annually at full buildout of the Plan in 2030.[7] Technological advances are expected to improve the energy efficiency of heating and cooling systems, as well as home appliances over the 20-year horizon of the Plan. Additionally, demand for gas and electricity would be tempered with strategies and policies from the General Plan and Sustainable Initiatives Plan designed to reduce energy use and encourage conservation. Continued implementation of the Green Building Ordinance, which includes numerous measures to promote increased energy efficiency in building design, is also expected to moderate future demand for gas and electricity in the Station Area.

3. Improvements Needed

PG&E anticipates that it will be able to continue to serve the Station Area through ongoing upgrades to the gas and electricity transmission and generation systems, as well as conservation measures.[8] As the Plan is built out, infrastructure requirements will be assessed on a project-by-project basis at the time of application in accordance with California Public Utilities Commission Rules of Practice and Procedure.[9]

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[7] *The 2007 City of San Mateo Greenhouse Gas Inventory Report cites average annual household consumption of electricity as 5,149 kWh/year and average annual household natural gas consumption as 486 therms/year, where 1 therm is the equivalent of buring 100 cubic feet of natural gas. These consumption rates were multiplied by an additional 750 households anticipated in the Station Area at full buildout in 2030 to arrive at the estimated future demand figures for gas and electricity.*

[8] *City of San Mateo, 2009, General Plan Update Draft EIR, page 4.11-44.*

[9] *Wilfred Albovias, Service Planning Department, PG&E. Personal Communication with DC&E, November 16, 2010.*

F. Parks & Open Space

Access to parks and other open space is important to residents and visitors alike. In the Station Area, this access is particularly important because most current and future residents will live in multi-family homes with limited private open space areas.

1. Existing Conditions

Laurel Creek is the only existing area of natural open space in the Station Area; however, a large portion of the Station Area is within one-third mile of East Hillsdale Park. There are also three planned park facilities on the Bay Meadows Phase II Project site, within one-half mile of the Station Area. Together, these four facilities provide access to approximately 17 acres of parkland within a half-mile radius of the Station Area. In addition, several schools in the vicinity of the Station Area offer access to recreational facilities, such as ball fields and tennis courts. Finally, residents of the Station Area have access to three regional recreational facilities in San Mateo: Sugarloaf Mountain/ Laurelwood Park, Marina Lagoon, and San Francisco Bay Shoreline Park.

2. Projected Demand

Currently, the ratio of parks to residents in the City of San Mateo is approximately 4.9 acres per 1,000 residents. This city-wide ratio is expected to fall to 3.93 acres per 1,000 residents by 2025.[10] While the projected ratio of parks to residents would not meet the target of 6 acres per resident established in the General Plan, it would exceed the National Recreation and Park Association standard of 2.5 acres per 1,000 residents.

3. Improvements Needed

This Plan calls for pedestrian-oriented plazas in building setbacks along the commercial corridors in the Station Area, which would provide open space for shoppers, commuters, and residents to use. These plazas are expected to be developed in conjunction with new buildings. A larger plaza is also anticipated as part of the relocated transit center and will need to be developed by the City of San Mateo in cooperation with Caltrain. Additionally, future residents of the Station Area will benefit from better access to Bay Meadows Phase II park facilities when 28th and 31st Avenues are extended from El Camino Real through the Bay Meadows road network.

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[10] *City of San Mateo, 2009, General Plan Update Draft EIR, page 4.11-48.*

As was described in the existing conditions section above, Station Area residents will have access to approximately 17 acres of parkland within a half-mile radius of the their homes. This will provide sufficient access to parks along with regional open space, so the only improvements to be made are the plazas described above.

G. Infrastructure Improvement Phasing and Financing

The infrastructure needs identified below, as well as those included in Chapter 6: Transportation, are summarized in Figure 7-1.

1. Water Supply

Water distribution facility improvements are implemented by Cal Water's regular Capital Improvement Program. Currently Cal Water has no improvements scheduled within the Station Area.[11] However, as shown in Figure 7-1, improvements such as the waterline expansions will be required as needed by a particular development. These would be the responsibility of the developer during construction of that specific project. Because the anticipated upgrades required are limited to those mentioned above, it would be expected that, as each project in the Station Area is developed, that developers would be responsible for any required upgrades.

2. Sewer

As noted above, in accordance with current City practices, when projects are proposed within the Station Area, they will be required to pay Development Impact Fees to fund needed infrastructure and phase the infrastructure such that it is in place ahead of demand. These fees would fund any required sewer improvements. Figure 7-1 shows only sewer line expansions along with the extension of 28th and 31st Avenues. These would take place only as the opportunity arises along with the roadway extensions.

Sewer system improvements will be made according to the capital improvement program in place, based on the 2005 Citywide Sewer System Study, and subsequent updates. As each specific redevelopment project is proposed, the project needs will have to be evaluated.

3. Storm Drain

Stormwater improvements would be limited to work on-site and would be the responsibility of the developer during construction of that specific project.

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[11] *Cal Water. Meeting with Jason Mansfield, BKF Engineers, August 30, 2010.*

4. Telecommunications

Telecommunications services are provided by private operators whose capital improvement plans are funded through the fees they receive from retail customers. Providers will implement capital improvements as required in accordance with their capital improvement plans.

5. Gas & Electric

Since 2001, PG&E has operated as an independent, investor-owned company and as such capital improvements are funded through the fees they receive from retail customers. Additionally, prior to approval, individual development projects resulting from buildout of the Plan will require separate review by utilities providers in order to ensure that sufficient service capacity exists.

6. Parks & Open Space

New multi-family residential development in the Station Area will be subject to park impact fees established in Title 13.05 070 of the City of San Mateo Municipal Code, which augment funding for parks close to the Station Area as well as city-wide.[12] Plazas proposed in the Plan will be constructed by private developers as new building occurs following the guidance of this Plan and other City of San Mateo regulations. Finally, the plaza associated with the relocated Transit Center will need to be completed simultaneously with the relocation of Hillsdale Station.

H. Infrastructure Goals and Policies

Please note that in addition to the goals and policies listed below, the City's General Plan includes city-wide goals and policies related to infrastructure, all of which continue to apply within the Station Area. These goals and policies provide amplification of important points related to the future development of the Station Area, but do not duplicate the policy statements in the General Plan.

Goal INF-1: Provide funding to support necessary infrastructure improvements in the Station Area.

Policy INF-1.1: Ensure that private development provides its fair share of funding for necessary improvements to infrastructure in the Station Area.

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[12] *City of San Mateo municipal code is accessible online at: http://www.cityofsanmateo.org/index.aspx?NID=164*

Policy INF-1.2: Use City-collected Development Impact Fees to implement area-wide improvements, supplementing those with regional, State, and federal grant funds as-needed to support improvements.

Policy INF-1.3: Work with non-City service providers, including telecommunications and gas and electric providers to ensure that infrastructure is expanded in conjunction with development.

Goal INF-2: Provide adequate sewer service and water supply for existing and new development in the Station Area.

Policy INF-2.1: Ensure that water supply infrastructure and wastewater infrastructure are developed in advance of new development in the Station Area.

Policy INF-2.2: As downstream improvements are constructed with modifications to the railway, capacity should accommodate the potential redevelopment in the Station Area. Facilities should not be sized for a lower capacity than the existing adjacent facilities. Larger sized water lines could be placed in the potential roadway connections at the grade separations if the roadway connection projects are tied to the railway improvements.

Goal INF-3: Provide adequate stormwater drainage for existing and new development in the Station Area.

Policy INF-3.1 Ensure that new development meets or exceeds storm drainage requirements, with a focus on providing green infrastructure solutions for stormwater management.

Policy INF-3.2 Work with developers and the San Francisco Bay Regional Water Quality Control Board to encourage innovative treatment and detention methods, particularly methods that reduce the need for on-site mitigation.

Goal INF-4: Provide access to park and open space areas sufficient for Station Area residents and visitors.

Policy INF-4.1 Work with City of San Mateo Parks and Recreation as well as regional open space providers to ensure that Station Area residents have access to sufficient park areas, most of which are outside of the Station Area. Access includes bicycle and pedestrian connections that are clear, as well as signage so that residents and visitors know where parks are located.

Implementation 8

This chapter describes the steps necessary to implement this Station Area Plan. It provides a prioritization of improvements outlined in the Plan, indicates conceptual costs for a new Transit Center, and identifies potential funding sources. This chapter also includes strategies for promoting affordable housing.

A. Regulatory Structure

Adoption of this Station Area Plan requires a series of amendment to the City's Zoning Code to incorporate the policies found in Chapter 4, development guidelines and streetscape standards found in Chapter 5, and the parking requirements found in Chapter 6. These regulations are intended to increase specificity for development within the Station Area such that future developers will understand the City's requirements and desires for development in the Station Area.

B. California Environmental Quality Act (CEQA) Requirements

The City of San Mateo certified the Negative Declaration for the Hillsdale Station Area Plan on April 18, 2011. The City's action to certify the Negative Declaration did not constitute approval of the Station Area Plan. Rather, it indicates that the Negative Declaration has been completed in compliance with CEQA, and that the Negative Declaration was presented to and reviewed by the City's decision-makers and the public concurrent with Station Area Plan adoption.

C. Review of Future Development Projects

The concepts recommended in this Station Area Plan have been approved by the City and studied in the Negative Declaration prepared for the Plan. Future development applications that adhere to the concepts recommended in this Plan are expected to be subject to minor additional environmental review, depending on the size and scope of the project. In addition to, or instead, of relying upon the Negative Declaration for this Plan, future projects may be able to use the categorical exemption for infill development projects included in CEQA section 15332.

No subdivision map, use permit, design review application, or other entitlements will be issued for development projects in the Station Area until a finding has been made that the proposed project is consistent with this Station Area Plan.

D. Development Strategies

New development is an integral part of the change envisioned in this Plan. It is inevitable that older properties and uses will transform over time, especially in communities such as San Mateo that are attractive places to live, work, and shop. To ensure that new development helps to achieve the vision and goals expressed in previous chapters of this Plan, the City can assist the development process in the following ways.

1. Land Assembly

The small size of parcels in a number of key site locations in the Station Area is an impediment to development. Working with multiple owners to assemble sufficiently large sites is complex and can deter developers from entering into projects. The City should play an active role in facilitating land assembly in the Station Area by helping to connect property owners and potential developers who could jointly benefit from land assembly, helping land owners understand the development process, and providing technical assistance to these parties. The zoning classifications in the Station Area currently provide incentives for larger developments by allowing for the maximum density on larger parcels.

2. Conduct a Study of Residential Parking Access

The reduced parking called for in this Plan is expected to increase the feasibility of projects by reducing construction costs. Business owners, however, can be hesitant to open businesses without adequate parking, or with parking shared between different uses such as office, retail and residential. In addition, current Building Security Code regulations make it difficult to share residential parking with adjacent uses, except for residential visitor parking. For that reason, this Plan calls for a study to evaluate the feasibility of eliminating the current requirement to provide exclusive use of parking for residents.

3. Hillsdale Station Area Plan Business Improvement District

The Plan envisions new pedestrian-scaled, mixed-use development along El Camino Real to help revitalize a corridor that has been dominated by auto-oriented uses. It is impossible for every parcel to be redeveloped, however, and many buildings, whether or not they are attractively built, will remain. For this reason, a Hillsdale Station Area

business improvement district (BID) should be created. This district will allow property and business owners to vote to collect funds for measures such as façade improvements, public safety measures, banners, event coordination, marketing or maintenance. A BID will help ensure the harmonious marriage between new and existing development and a cohesive identity for the Station Area. A BID can help tie all sections of the Station Area together, including providing an organization for businesses on 25th Avenue to join since the association for that street no longer exists. The Hillsdale Shopping Center may choose not to participate in the BID.

E. Residential and Commercial Displacement

This section examines the potential for displacement of lower-income residents and small businesses as a result of the implementation of this Station Area Plan. It then presents strategies to respond to these concerns, based on conversations with local affordable housing developers and City staff, and a review of the City's Housing Element and Consolidated Plan.

1. Residential Needs Assessment

a. Affordability

The *Hillsdale Station Area Plan Existing Conditions Report* found that ownership housing in the City of San Mateo is generally only affordable to above moderate-income households.[1] The *Report* evaluated the ability of households at various income levels to buy or rent a home in the City, based on recently recorded sales. The analysis showed that despite the recent downturn in the housing market, just 23 percent of single-family homes sold during the sample timeframe were affordable to moderate-income buyers. Condominiums were somewhat more affordable, but still presented a challenge to ownership for lower-income groups. Only 25 percent of condominiums sold would be affordable to low-income households. In terms of rental housing, the analysis found that the average market rate rents exceeded affordable rents for very low- and extremely low-income households.

The real estate market currently remains unsettled due to ongoing unemployment, a tight credit market, and the recent termination of federal tax incentives. However, indicators point to long-term strength and appreciation in the regional market. For example, the S&P/Case-Shiller Home Price Index combines matched price pairs for

[1] *The State Department of Housing and Community Development uses the following definitions in characterizing household income: Extremely low-income: up to 30% of Area Median Income (AMI); very low-income: 31-50% of AMI; Low-income: 51-80% of AMI; moderate-income: 81 to 120% of AMI*

thousands of individual single-family homes to describe residential market trends.[2] For the San Francisco Metropolitan Area, the index shows an 18 percent increase between May 2009 and 2010, the highest among all regions measured by the Index. San Mateo has historically proven to be one of the region's strongest markets, thanks to its central location, high quality of life, and access to employment centers, transit, and other amenities. As such, San Mateo can expect to be on the leading edge of the Bay Area housing recovery. While this position is a strong one for San Mateo, it does suggest that housing in the City will become even less affordable to lower-income households as the economy recovers and the real estate markets improve.

The San Mateo 2009 Housing Element also highlights the need for affordable housing in the City, citing the growing gap between home values and household incomes. Between 1960 and 2007, the ratio between the median home value and median household income rose from 2.4 to 10.6. The Housing Element further states that due to the lack of affordable housing in the City, overcrowding and excessive cost burden are common concerns among lower-income households, particularly renters.

b. Potential for Displacement

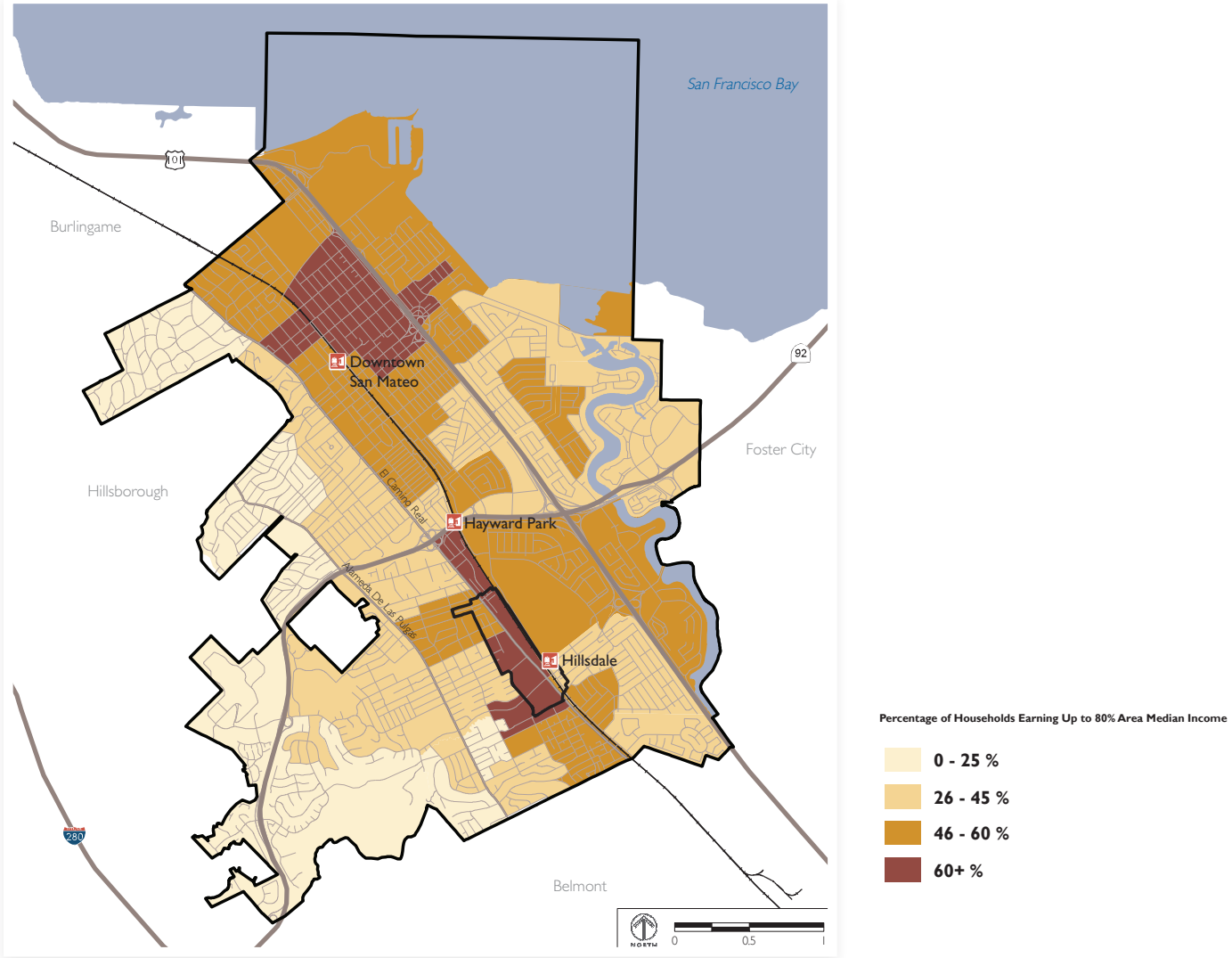
As noted above, new TOD has the potential to boost local real estate values and displace lower-income households in the area. Renters are more vulnerable to displacement than homeowners, as they are subject to rent increases and eviction. The high cost of housing in San Mateo can exacerbate the situation, threatening to price lower-income households out of the City altogether.

The *Existing Conditions Report* estimates that approximately 540 households live in the Station Area as of 2009. These households are less affluent than the City as a whole. In 2009, the Station Area had a median household income of $53,100, approximately 70 percent of the median income in the City. In addition, the vast majority of households in the Station Area are renters. Approximately 82 percent of Station Area households rent their unit, compared to 53 percent in the City as a whole. This pattern coincides with the prevalence of multi-family units and smaller, non-family households in the Station Area.

Figure 8-1 further examines the Station Area's income profile. The map presents the percentage of low-income households earning up to 80 percent of AMI, by Census block group. Consistent with the income and tenure data above, the map shows a con-

[2] *The Index tracks repeat sales of houses, therefore adjusting for the quality of the homes sold.*

Figure 8-1: Percent of Low-Income Households by Block Group



centration of lower-income households in and around the Station Area. These findings reinforce that the Station Area is one of the City's more affordable neighborhoods, and highlight the need for strategies to address resident displacement and the production of affordable housing as this Plan is implemented.

2. Commercial Needs Assessment

a. Affordability

The Station Area contains a wide variety of commercial uses, ranging from the region-serving Hillsdale Shopping Center to small local-serving businesses along 25th Avenue and El Camino Real. This discussion will focus on the latter tenants and properties, as these are the firms more vulnerable to displacement over time.

The *Existing Conditions Report* found that retail space in the area is currently relatively affordable due to high vacancies and the economic recession. Asking rents on 25th Avenue range from $1.50 to $1.75 per square foot, making it one of the more affordable commercial districts in the City. Rents have declined from the peak of the market three years ago when rents ranged from $2.00 to $2.25 per square foot. City staff report a vacancy rate of 12 percent in the area. Along El Camino Real, rents are higher due to greater visibility, but the area still suffers from underutilized properties and vacancies. Rents range from $2.00 to $2.25 per square foot, down from $3.00 per square foot at the peak of the market.

b. Potential for Displacement

As with any urban area, the Hillsdale Station Area is expected to redevelop over time, with older uses slowly turning over in favor of higher value development. This process will occur gradually over the timeframe of this Plan, given the need for parcel assembly in much of the area and the uncertain timeframe for relocation of the Hillsdale Station. Moreover, even with today's relatively low lease rates, many commercial uses in the area, such as the strip centers on El Camino Real, generate sufficient economic value to forestall short-term demolition and replacement. The modest market demand for new commercial space, as documented in the *Existing Conditions Report*, will further slow the production of new space.

These factors, combined with the relative affordability of the Station Area as a commercial district, suggest that business displacement is not an immediate concern around the Hillsdale Station. In fact, a soft retail market and vacancies in the area present more immediate threats than displacement due to new development.

Notwithstanding these findings, as redevelopment in the Station Area occurs, the City should continue to monitor the needs and status of local small businesses through its Economic Development and Business Assistance department. Activities to support local businesses include:

- **Continue to provide technical assistance to businesses.** The long-term health of a commercial district relies on business owners having the skills and resources to build and operate viable enterprises. As such, the City should continue to work with business owners in the Hillsdale Station Area on a one-on-one basis, referring them to technical resources such as the San Mateo Business Library and Small Business Development Center. These organizations offer regular classes and technical assistance on marketing, networking, raising capital, business development, and other necessary skills to start and operate a sustainable small business.
- **Encourage and support business organizing efforts.** Organized commercial districts have a greater chance of resisting displacement and achieving long-term viability by coordinating marketing efforts and operational issues, such as parking, streetscape maintenance, and interaction with public planning efforts. With the dissolution of the 25th Avenue Business Improvement Association in 2007, businesses in the Hillsdale Station Area currently lack a central organizing entity. Recognizing this void, the City intends to use the forthcoming undergrounding of utilities on 25th Avenue by PG&E, as well as the upcoming citywide pedestrian and bicycle plans, as platforms to conduct outreach and re-invigorate the business community's organizing efforts. The undergrounding of utilities, in particular, will be a key opportunity to reach out and assist businesses as they work through challenges of sidewalk and street repair, and create opportunities for streetscape improvements.
- **Activate and publicize the district.** As noted above, vacancies pose a near-term challenge for businesses along 25th Avenue. Vacant storefronts can create a vicious cycle, making shoppers feel like the commercial district is struggling, and compelling them to spend their money elsewhere. In response to this concern, the City should continue to work with local brokers, property owners, business owners, and local institutions, such as the First Presbyterian Church, to activate the street and attract patrons. Potential strategies include rotating art galleries in vacant storefronts to maintain an attractive streetscape; highlighting the neighborhood through an updated website and visual displays; supporting local cultural institutions and events that attract shoppers (e.g., the 25th Avenue Block Party and 25th Avenue Farmer's Market); marketing the district through the City's print and online publications; and establishing an identity/brand for the neighborhood that is unique from other parts of the City and builds on the district's small town, "home-grown" character.
- **Promote residential development in the area.** New homes will bring new patrons to local businesses and contribute to the overall vitality of the neighborhood. Small office and professional space also brings lunch-time and after-work shoppers to the district.

F. Affordable Housing Strategy

The City of San Mateo already has a comprehensive array of tools to address the local need for affordable housing. Although not necessarily specific to the Hillsdale Station Area, these programs can be applied to the Station Area to make a multi-tiered affordable housing strategy. The activities, described below, include programs to produce more affordable homes, preserve existing affordable units, and directly assist lower-income homebuyers. Additionally, interviews with staff and local affordable housing developers and a review of TOD best practices identified additional policies to address affordable housing need and mitigate displacement.

1. New Production

Below Market Rate (BMR) Housing Program. The City's BMR Housing Program requires market rate residential developers to set aside 10 to 15 percent of units as affordable homes.[3] Affordable rental units must serve low-income households and ownership units must be priced at levels affordable to moderate-income buyers. Since its inception in 1992, the BMR program has led to the development of approximately 236 affordable units in the City.[4] As new residential development around the Hillsdale Station occurs, the BMR Program will be a key tool to increase the local supply of affordable housing.

Density Bonus Ordinance. The City's Density Bonus Ordinance provides a series of developer incentives to construct affordable housing. Consistent with the State Density Bonus Law (Government Code 65915), the Ordinance allows developers a density bonus ranging from five to 35 percent, depending on the percentage and income group served by the affordable units in the project. A developer whose project includes at least five percent very low-income units or 10 percent low- or moderate-income units, and who also requests a density bonus, also qualifies for incentives and concessions and/or waivers or modifications of development standards. These allowances are meant to offset costs generated by the affordable units.

By effectively increasing a site's "building envelope," the Density Bonus Ordinance helps market rate developers comply with the City's BMR Housing Program and assists with the financial feasibility of subsidized affordable developments.

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[3] *The BMR Program is only applied to developments with five or more units. Developments with 5 to 10 units pay a fractional fee. Ownership developments have a 15 percent BMR requirement for moderate-income households. Rental developments have either a 10 percent BMR requirement for very low-income families, or a 15 percent requirement if the BMR units serve low-income families.*

[4] *City of San Mateo Housing Element, 2009, p. 116.*

Public Funding of Affordable Housing. The City has a strong history of providing financial support to affordable housing in San Mateo. Assistance to developers can occur through land acquisitions and "write-downs" and/or funding to fill "financing gaps." The City's primary funding sources include HOME grants from the Department of Housing and Urban Development (HUD) and Housing Set-Aside funds from the City's Redevelopment Agency. The Redevelopment Agency anticipates having approximately $3 million available directly for housing development projects and $2.6 million for other community development programs over the next five years.[5] Peninsula Station, a 68-unit affordable housing development by the Mid-Peninsula Housing Coalition, is adjacent to the Transit Center and exemplifies this type of project. The City should continue to look for other opportunities to support new affordable housing development around the Transit Center.

Ground Floor Uses in Affordable Housing. As discussed in Chapter 4: Land Use, this Plan permits ground-floor residential uses for affordable-only housing throughout the Station Area as an incentive to develop affordable housing.

2. Preservation of Existing Affordable Homes

Condominium Conversion Ordinance. As residential values in an area rise, apartment owners are often spurred to convert rental units to condominiums, depleting a valuable supply of unsubsidized affordable housing for low- and moderate-income households. This may be of particular concern in the Station Area because its residential uses are so well-established, and displacement is likely to occur in the form of rising rents and condominium conversions rather than large scale demolition and redevelopment. Moreover, approximately 82 percent of households in the Station Area are renters. However, the likelihood of conversion is reduced somewhat by the fact that the housing stock in the Station Area, due to its age, does not all comply with current code requirements for parking and density. This would make it difficult to convert some existing housing to condominium uses.

In response to this issue, the City's Condominium Conversion Ordinance requires owners of rental properties being converted to condominiums to provide existing tenants with the first right to purchase and tenant relocation benefits. These benefits include a relocation allowance equal to three months rent and listings of available comparable units and for conversion projects of 25 or more units, and a relocation specialist shall be provided to assist displaced tenants in finding new housing. In addition, elderly and

[5] *City of San Mateo Consolidated Plan, 2010-2015, p. 61.*

disabled tenants may not be relocated and are granted a lifetime lease with restrictions on rent increases.

3. Financial Assistance to Homebuyers

First-Time Homebuyer Program. The City offers income qualified buyers a "silent second" loan when purchasing condominiums at three complexes constructed with City subsidies. Loans are used for downpayment assistance and are deferred until time of sale, at which time the principal of the loan is transferred over to the new income-eligible buyer. If the unit were released from the program and sold to an income-ineligible buyer at an unrestricted price, the loan plus interest and appreciation share would be paid to City/Agency. Staff reports that this scenario rarely occurs; units are generally resold to income-qualified buyers at below-market-rate values.

In the past, the City has offered a similar program that could be used for homes throughout San Mateo. The program, which was adjusted a number of times over its existence, offered a maximum loan amount of 20 percent of the sales price or $60,000, whichever is less. Interest and payments were deferred for five to ten years and amortized at 4 percent for 25 years. The program is currently on hiatus due to the lack of funding, and the City's Housing staff continues to look for grants and other opportunities to restart the program. Staff also direct residents to other funding sources including CalHFA (California Housing Finance Agency) and the Housing Endowment and Regional Trust (HEART) of San Mateo County. A revived citywide program could assist buyers looking to live around the Hillsdale Station Area and other parts of San Mateo.

G. Station Relocation Financing

Because the relocation of the Hillsdale Station, and development of a new Transit Center, are key to the success of this Hillsdale Station Area Plan, a dedicated study was completed to examine costs and approaches to financing the relocated Transit Center. This study is included as Appendix C. Following are the study's main findings:

- **Begin and maintain communication with the HSRA and Caltrain to assure that the project remains a priority for all stakeholders.** As the HSR project has already identified a need for an elevated four-track design in the Station Area with no at-grade crossings and the relocation of the Hillsdale Station, this sets the stage for the City to engage HSRA regarding financing these costs, as well as contributions to the cost of a new facility.
- **Examine the possibility of adding the project to the City CIP, the Bay Area TIP, and the State TIP.** The City will need to secure funding for the expanded sta-

tion costs, including parking garage and Transit Center improvements. Inclusion of the project in local, regional, and state improvement plans would signal the commitment of the City, MTC, and the State to the project, and make it eligible for federal, State, and local grants. At the same time, the City should monitor new and existing regional, State, and federal grant programs as funding becomes available.

- **Adopt a phased approach to this project, prioritizing the station and Transit Center construction prior to the parking garage.** The Transit Center garage makes up a substantial portion (about 60 percent) of expanded station construction costs for the new Hillsdale Station and Transit Center. Given this major investment, parking should occur on some combination of surface lots on the site and undeveloped parcels in the Bay Meadows Phase II area until ridership levels warrant a new garage and funding can be identified. That funding will most likely be grant funding, so the City and Caltrain will need to work together to identify appropriate pools of money and apply in advance of demand for structured parking.

H. Funding Sources

This section identifies potential funding opportunities that might be utilized to fund the implementation of the recommendations outlined in this Plan.

1. Local Sources of Funding

a. Development Impact Fees

Impact fees are fees levied upon new development to mitigate the effects of that development. Establishment of an impact fee requires documentation through a study that meets the requirements of AB 1600 to establish a clear nexus between the fee to be collected and the improvements that will mitigate the impact of development.

b. Community Development Block Grant

The City of San Mateo receives an annual share of the federal Community Development Block Grant (CDBG) funds for use in low-income areas of the City. Because much of the Station Area, as shown in Figure 8-1, includes a high percentage of residents earning below the area's median income, it is eligible for use of these funds. CDBG funds, however, are limited to expenditures that focus benefits on residents. This means that the funds cannot be used for Transit Center improvements that would primarily benefit commuters. However, streetscape improvements on the residential portions of 28th and 31st Avenues could potentially be funded with CDBG monies.

c. Transportation Improvement Fee Program

The City collects transportation fees as a condition of development approval. These fees are intended to defray the cost of transportation improvements that serve City-wide transportation needs. Several of the improvements identified in this Plan, and highlighted in Figure 7-1 of the Infrastructure chapter, would be eligible for this type of funding. This includes bicycle and pedestrian improvements, as well as the grade-separations and extensions of 28th and 31st Avenues.

2. State Funding for Transportation-Related Improvements

a. Local Transportation Fund (LTF)

Local Transportation Funds are generated by the Transportation Development Act (TDA) which returns ¼ cent of the general State sales tax to the source counties to fund transportation projects. TDA Article 3 provides for 2 percent of County TDA funds to be set aside for bicycle and pedestrian projects. Eligible projects include right-of-way acquisition; planning, design and engineering; and construction of bicycle and pedestrian infrastructure (including retrofitting to meet ADA requirements) and related facilities.

b. Caltrans Community-Based Transportation Program (CBTP)

The Caltrans CBTP grant program is primarily used to seed planning activities that encourage livable communities. Caltrans CBTP grants assist local agencies to better integrate land use and transportation planning, to develop alternatives for addressing growth and to assess efficient infrastructure investments that meet community needs. These planning activities are expected to help leverage projects that foster sustainable economies, increase available affordable housing, improve housing/jobs balance, encourage transit oriented and mixed-use development, expand transportation choices, reflect community values, and include non-traditional participation in transportation decision-making. CBTP grant-funded projects demonstrate the value of these new approaches locally, and provide best practices for Statewide application. CBTP grants require a local match.

c. Bicycle Transportation Account (BTA)

The Caltrans Bicycle Transportation Account provides State funds on a competitive basis for City and County projects that improve safety and convenience for bicycle commuters, including design, engineering, and construction of bicycle lanes and paths. To be eligible for BTA funds, a City or County must adopt a Bicycle Transportation Plan that complies with Streets and Highways Code Section 891.2. Nineteen projects

throughout the State received BTA funding during FY 2008-2009, for a total of $7.2 million in BTA funds. BTA funds are awarded by Caltrans on an annual basis, with a call for proposals typically in the fall.

d. State Transportation Improvement Program (STIP)

The STIP is a multi-year capital improvement program of transportation projects on and off the State Highway System, funded with revenues from the State Highway Account and other funding sources. The STIP is composed of two sub-elements: the Regional Transportation Improvement Program (RTIP) and the Interregional Transportation Improvement Program (ITIP).

e. State Highway Operations and Protection Plan (SHOPP)

SHOPP is a multi-year program of capital projects whose purpose is to preserve and protect the State Highway System. The State Highway Operations and Protection Plan (SHOPP) is administered by Caltrans. Funding is comprised of State and federal gas taxes. SHOPP funds capital improvements related to maintenance, safety, and rehabilitation of State highways and bridges. Just over $1 billion is allocated to SHOPP annually. Typically Caltrans decides where this money will be spent. Specific projects can be brought to the attention of SHOPP by contacting the appropriate program manager or appealing to the District's upper/executive management. Projects include rehabilitation, landscaping, traffic management systems, rest areas, auxiliary lanes, and safety improvements. Each project must have a completed Project Study Report to be considered for funding. Projects are developed in the fall of every odd numbered year.

f. Environmental Enhancement & Mitigation Program (EEMP)[6]

The EEMP is a State fund established by Caltrans to fund beautification improvements to roadsides to mitigate the effects of transportation projects. It offers a total of $10 million each year for grants to local, State, and federal governmental agencies and to nonprofit organizations for projects to mitigate the environmental impacts caused by new or modified public transportation facilities. Typical grants range from $200,000 to $250,000. Up to 25 percent local matching is usually required. Eligible projects must be directly or indirectly related to the environmental impact of the modification of an existing transportation facility or construction of a new transportation facility. Grants are awarded in three categories. Highway Landscaping and Urban Forestry grants are given to projects designed to offset vehicular emissions of carbon dioxide. Resource Lands Grants are given to projects for the acquisition or enhancement of resource lands

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[6] *California Resources Agency, http://resources.ca.gov/eem/, last checked November 16, 2010.*

to mitigate the loss of, or the detriment to, resource lands lying within or near the right-of-way acquired for transportation improvements. Roadside Recreation Grants provide for the acquisition and/or development of roadside recreational opportunities.

g. Proposition 1C Housing Bond

The Proposition 1C Housing Bond was passed by voters in 2006, and will raise funds to provide $2.85 billion to affordable housing and infrastructure across California. Funds are available from the California Department of Housing and Economic Development through a number of different grant programs for a variety of types of projects, including multifamily housing, Transit- Oriented Development projects, transitional housing, lower income housing, rehabilitation of owner occupied housing, assistance to low- and moderate-income home buyers, farm worker housing, housing for homeless, housing for homeless youth, and emergency housing. The bonds are also available for infrastructure improvements, including parks or open space; water, sewer, or other utility service improvements; streets, roads, parking structures, or transit linkages and facilities; pedestrian or bicycle transit facilities; and traffic mitigation.

HCD funding of Prop 1C programs has been subject to the State's financial crisis, so grants under this program are not consistently available.

3. Federal Funding for Transportation-Related Improvements

a. Surface Transportation Program

The Surface Transportation Program (STP) was established by the 1991 Federal Intermodal Surface Transportation Efficiency Act (ISTEA) and continued with the passage of the Transportation Equity Act for the 21st Century (TEA-21) and the TEA-21Restoration Act in 1998. Both new Acts are jointly referred to as TEA-21. Funds are directed to projects and programs for a broad variety of transit and highway work (including work done to streets and roads).

b. STP Safety Program

This funding source is a 10 percent set-aside from the federal Surface Transportation Program that provides funds for safety programs defined by Sections 130 (railroad-highway crossing improvements) the Hazard Elimination Safety Program (HES). Funds are available for safety improvements on all public roads and highways, including publicly-owned bicycle and pedestrian pathways. These funds serve to eliminate or reduce the number and/or severity of traffic accidents at locations selected for improvement. Eligible activities include roadway modifications, installation of traffic signals,

roadway striping, installation of curb ramps and crosswalks, and project engineering and construction. The program is administered by Caltrans, and funding is awarded annually on a competitive basis.

I. Phasing

The Station Area Plan is envisioned in three phases of development with a total Plan timeframe of 20 years. This section provides the general direction for the order of development and public improvements. This phasing strategy is conceptual and should remain flexible in order to respond to future market forces.

1. Phase 1: Prior to Hillsdale Station Relocation

It is likely that new development will proceed slowly until the economy recovers. The most readily available opportunity sites that do not require significant land assembly, for example at the far south of the Station Area, will likely develop in this phase. Case by case development will take place at infill sites that are not near grade separation parcels. Streetscape enhancements on El Camino Real and other streets could happen in this phase. During this Phase, the City should work with Caltrain to plan for station relocation and apply for grants and other funds to help pay for relocation. It is likely that the High Speed Rail Authority will be making design decisions during this phase, so the City should also reach out to the Authority to ensure that they understand the City's preference for station location and can accommodate it to the greatest extent possible.

2. Phase 2: Grade Separation and Hillsdale Station Relocation

In this Phase, the major infrastructure improvement will be the grade separations of Caltrain at 25th, 28th, and 31st Avenues, preparations for High Speed Rail, and the relocation of the Hillsdale Station. A new Transit Center and parking structure will be built to accommodate the immediate increased demand for rider parking, while some temporary parking lots will remain to offset excess demand. The City and Caltrain should work together with Bay Meadows Phase II to identify locations for temporary Transit Center parking that are convenient for passengers and do not restrict Bay Meadows Phase II from moving forward with construction when it is ready to take place. If the City has found only partial funding for station relocation, it should consider working with Caltrain to relocate the station and provide the associated improvements over a period of time. During this Phase, private developers are likely to increase investment in the Hillsdale Station Area. Bay Meadows Phase II will be underway and possibly completed in this phase as well.

3. Phase 3: Fill in the Gaps

Phase Three is the eventual build-out of the Station Area Plan. Bay Meadows Phase II will be fully realized, prompting a larger demand for Caltrain parking. A second parking garage will be constructed on the Bay Meadows Phase II site. Renovations and additions to the Hillsdale Shopping Center could potentially improve connectivity to the Station and surrounding context.

J. Next Steps

1. Initiate Design Process for Public Improvements

This Plan proposes conceptual public improvements, such as the streetscape improvements envisioned on El Camino Real and 25th Avenue, and plaza spaces at the Transit Center. The City should commence more detailed design proposals, cost refinements, and evaluation of opportunities for phasing. The City should work with the Joint Powers Board (JPB) to ensure that the new Transit Center Plaza is consistent with the community's vision for a public gathering space.

2. Initiate Discussions with Developers

The recommendations proposed for the Hillsdale Shopping Center are meant to be conceptual ideas to initiate open communication for the future of a large portion of the Station Area. The City and developers of the site should create a private-public partnership to ensure each side's concerns and desires are heard.

3. General Plan and Zoning Ordinance Amendments

In order to implement the policies, guidelines, and standards incorporated into this Plan, technical amendments to the General Plan and Zoning Ordinance must be prepared. These amendments will codify the concepts included in this Plan into these other, important regulatory documents, and have been adopted in conjunction with this Plan.

4. Redesignate and Rezone the Existing Hillsdale Station Parcel

At the time of relocation of the Hillsdale Station to a site between 28th Avenue and 31st Avenue, encourage the owner of the parcel that the existing station occupies is encouraged to request rezoning of the parcel. This plan proposes the following:

- Following station relocation, a rezoning by the property owner of the parcel north of Hillsdale Boulevard and between El Camino Real and the Caltrain tracks to TOD is encouraged. This parcel will also need to be divided up into two parcels

to allow for the train tracks to continue to be designated Transportation Corridor. Such a rezoning and parcel division would be subject to normal City review and requirements.

5. Create a Station Integration Plan

In conjunction with Bay Meadows Phase II, as well as other property owners, the City should create a Station Integration Plan, as called for in the Conditions of Approval for the Bay Meadows Phase II Site Plan and Architectural Review Planning Applications. It will address items such as appropriate wayfinding signage, fence and gate locations from adjacent properties that abut the viaduct, and other items related to the smooth functioning of the future station once the station design becomes more developed. The wayfinding program should provide a consistent, easy to read, easy to find, and hierarchical set of signage with information to direct passengers to the Station. Stakeholders in the Plan will include Mid-Peninsula Housing, Bay Meadows II master land developer, the owners and developers of the Bay Meadows II Station Blocks, or portions thereof, representatives from impacted Bay Meadows II and El Camino Real businesses, and representatives from the Bay Meadows II master homeowner's association. This effort should focus on clearly identifying the location of the Hillsdale Station, directing passengers to the station from neighboring locations, and creating a cohesive identity for the station. It should also reinforce CPTED-related design guidelines found in Chapter 5: Urban Design to create a safe environment at the Hillsdale Station.

Appendix A: Parking Analysis

Appendix A

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M E M O R A N D U M

To: Dahlia Chazan

From: Jessica ter Schure and Francesca Napolitan

Date: November 22, 2010

Subject: Hillsdale Station Area Plan Parking Analysis

Introduction

This memorandum presents an assessment of the projected future commuter parking demand at the relocated Transit Center as part of the Hillsdale Station Area Plan. It also examines the parking demand generated by new development expected within the boundaries of the larger Hillsdale Station Area Plan and the potential parking impacts of new development on the surrounding neighborhoods.

This analysis is part of a study of the Hillsdale Station Area, which reflects the vision for the Station Area as a mixed-use, transit-oriented neighborhood, with new development featuring ground floor commercial uses and upper-level office and residential units. The Plan calls for an additional 751 residential units and an increase of approximately 10,000 sq. ft. in retail uses. There are no planned changes to the total office square footage. The SAP proposes to reduce restaurant space by approximately 9,000 sq. ft. and service commercial space by 50,000 sq. ft. The adjacent development at Bay Meadows Phase II will also support transit-oriented development (TOD) at the Hillsdale Station. The Hillsdale Station Area Plan (SAP) assumes the relocation of the Hillsdale Caltrain station with a new intermodal transit center and improved facilities for bicycles and pedestrians.

This memorandum is divided into three sections. The first section focuses specifically on the Transit Center and discusses the ridership projections for the station, the preferred and alternate programs for the Transit Center, commuter parking that will serve the relocated Caltrain station and associated development, the effects of parking pricing on commuter parking demand and mode split, and recommendations for bike parking at the station.

The second part of this memo looks at the proposed development program for the Station Area and describes the parking requirements. It then provides an analysis of the future parking supply which will be constructed to serve new residential and commercial development, recommended parking management and transportation demand management programs for new residential and non-residential developments, the components and impacts of the trip reduction program for new development, and the potential for shared parking between commuters and other uses.

The third part of this memo focuses on existing uses and parking in the surrounding neighborhoods and identifies strategies for managing parking spillover that may occur as the

result of new development, opportunities for shared parking between existing uses, and management of on-street parking along El Camino Real.

When developing parking management and policy recommendations for the Hillsdale SAP, both the Metropolitan Transportation Commission (MTC) Parking Toolbox and the City of San Mateo's Rail Corridor Transit-Oriented Development Plan ("Corridor Plan") were consulted to ensure that the recommendations made for the Hillsdale SAP are in line with the policies outlined in these documents. The MTC Parking Toolbox is described further below and relevant Rail Corridor Plan policies are identified throughout this memorandum.

MTC has developed a toolbox that provides parking strategies for supporting transit-oriented development and smart growth in the Bay Area. The report is structured such that strategies are organized by community type. Five community types are presented, of which the Hillsdale Station Area most closely fits into the Transit Neighborhood category. These categories are broad, so not all recommended strategies for the Transit Neighborhood are appropriate to the HSAP, and some called out for other community types may fit the Station Area. For this type of community, the MTC Toolbox recommends the following parking policies and strategies:

Figure 1 MTC Parking Strategies[1]

Transit/TOD Supportive Policies	Parking Requirements	Parking Pricing	Parking Management Strategies	Parking Districts	Parking Finance
Transit Incentive Programs Carsharing Transit Friendly Parking Design Transit Overlay Zones Walkability and Wayfinding	Reduced Parking Requirements TOD Friendly Parking Requirements Parking Maximums Shared Parking	On-street Parking Pricing Variable Rate Parking Pricing Coordinated Off-street and On-street Pricing Unbundled Parking Parking Cash-Out	Parking Payment Technology Parking Database Real-time Parking Information	Assessment Districts Revenue Districts Residential Permit Districts	In-Lieu Fees Risk Fund Parking Occupancy Tax Parking Tax by Space Tax Exemptions and Variable Rate Tax

Hillsdale Station Ridership and Parking Projections

In this section, we conduct two analyses of future ridership at the Hillsdale Station. The first uses adjustments to the VTA Travel Demand Model to predict future ridership based on development in the Station Area and expected increases in Caltrain service. The second uses a different model, the BART Parking Replacement Model, to examine the question of how sensitive ridership at the Hillsdale Station is to changes in the amount of parking for riders, as well as how that might be offset by TOD bringing new riders who can access the station by walking or cycling there.

[1] http://www.mtc.ca.gov/planning/smart_growth/parking_study.htm

New ridership expected at Hillsdale arises from both the residential and the commercial development within the Hillsdale SAP boundaries as well as Bay Meadows Phase II, where 1,066 residential units, 746,765 square feet of office/commercial space, 17,808 square feet of restaurant space, and 74,771 square feet of retail space are planned.

Nelson/Nygaard calculated future ridership for 2035 using VTA's Travel Demand Ridership Model and other adjustments.[2] For all of these reasons, ridership is projected to increase by 250% between 2009 and 2035 (Figure 2), from1,941 to 6,838 average weekday riders. . This projection is based on both the expected transit-oriented development as well as increased frequency of service projected when Caltrain completes its Caltrain 2025 program. This involves electrification of the Caltrain tracks, improving train controls, and operating a mix of trains and Electric Multiple Units, which operate without a locomotive. These measures will allow Caltrain to run additional trains throughout the day, including at peak hours. The number of trains is anticipated to increase from 98 to 114 per day by 2035, with an ultimate maximum capacity of 172 trains per day.

Figure 2 Projected Ridership

	2009	2015	2019	2025	2029	2035
Average Weekday Riders	1,941	3,071	3,824	4,954	5,708	6,838

Nelson\Nygaard used the BART Replacement Parking Model,[3] modified to fit Caltrain conditions, to calculate projected ridership impacts of new development and parking changes located nearby the Hillsdale station. The BART model was simplified by removing the fiscal analysis component of the model, since it is aimed at measuring project impacts on BART's fiscal health, and not a city's or other transit agency's fiscal health. In addition, the retention rate[4] for displaced parkers was adjusted downward to 17% to more accurately reflect the context surrounding this Caltrain station.

In order to establish parking demand, we examined how reductions in the parking supply would impact ridership projections. Two scenarios, the existing development plus Bay Meadows Phase II and the SAP plus Bay Meadows Phase II were evaluated using the modified BART model, assuming three levels of commuter parking reduction: 10%, 20% and 30%. These levels of parking reduction were selected for illustrative purposes as it has not yet been determined what the final commuter parking supply will be. It may remain essentially the same, be reduced at the outset of station relocation, or increase over time. In addition, given construction phasing it is likely that the number of available parking spaces will fluctuate as there may be a delay in the timing between when existing parking is removed and new parking is constructed. Thus by providing a range of reductions, the analysis shows how ridership could fluctuate with parking supply. For example, assuming the SAP land use program and Bay Meadows Phase II come to fruition, there would be a net increase in Caltrain ridership of 1,023 trips, even with a 30% reduction in parking supply (Figure 3).

[2] Average weekday boardings is estimated to be 5,946 in 2035 with a 6-peak-hour train schedule. This is adjusted by an additional 15% to account for the likely increase in ridership if Caltrain runs on a 10-peak-hour train schedule. This estimate was developed in cooperation with and approved by Caltrain staff in May, 2010.

[3] Replacement Parking for Joint Development: An Access Policy Methodology. Prepared by: Richard Willson, Ph.D. AICP. Prepared for: BART Departments of Planning and Real Estate. Date: April 18, 2005. Available at: http://www.bart.gov/docs/planning/BART%20Access%20Policy%20Methodology.pdf)

[4] The retention rate represents the number of displaced parkers who would continue to access the Hillsdale station but via another mode than driving and parking. In this analysis the retention rate is assumed to be 17 percent which means that 17% of the displaced parkers would continue to access the Hillsdale but now using a different mode. The remaining 83% of the displaced parkers would either access a different Caltrain station or would not take Caltrain at all.

Figure 3 Hillsdale Caltrain Ridership Impacts of TOD and Commuter Parking Reductions

Alternative	Parking Reduction Scenario	Amount of Parking Reduction	Additional TOD Development to Counteract Ridership Loss			Net Change in Ridership
			Residential Units	Office (SF)	Retail (SF)	
Existing + Bay Meadows II	A. 10%	50	1,066	746,765	92,579	785
	B. 20%	99	1,066	746,765	92,579	694
	C. 30%	149	1,066	746,765	92,579	604
SAP + Bay Meadows II	A. 10%	50	1,817	746,765	102,259	1,205
	B. 20%	99	1,817	746,765	102,259	1,114
	C. 30%	149	1,817	746,765	102,259	1,023

Source: Nelson\Nygaard

Note that this analysis represents net changes in ridership. Regardless of whether the projected ridership in 2055 is as projected in Figure 2, transit-supportive development and amount of parking will influence the number of riders. While reduced parking supply would deter some patrons from taking the train, other park and ride patrons will continue riding the train but accessing the station by other modes, such as walking, bicycling, taking transit/shuttle or kiss-and-ride. Additionally, given that the station will be directly adjacent to TOD, the increase in ridership generated by this development will likely not be impacted by a reduction in parking as most of those riders will not be accessing the station via car. This approach is consistent with the already high percentage of riders accessing the station through modes other than park-and-ride, as is further discussed below.

While it is highly unlikely that all commuter parking will be removed since it is an important access mode to the station, even with a total loss of parking the new development would still generate ridership to balance the loss in patrons who now park at the station.

Transit Center Parking

This section provides a description of the two potential locations for parking to serve the relocated Caltrain station, the effects of parking pricing on commuter parking demand and mode split for Caltrain riders accessing the station, and commuter bicycle parking recommendations.

Transit Center

In the Transit Center Program, a 636-space multi-story parking garage will be constructed along El Camino Real near 31st Avenue during the first phase of construction. In Phase 2, an approximately 500-space parking garage in Bay Meadows will be constructed (Figure 4). In the 31st Avenue Alternative Program (presented in Appendix B to the Plan), the parking garage located in Bay Meadows will be constructed in Phase 1 instead and in Phase 2 a 742-parking space multi-story garage will be built next to the Caltrain Station at 31st Avenue and El Camino Real (Figure 5).

Both Transit Center programs will also have a small surface parking lot near the station which will have space for kiss-and-ride parkers and buses. In the Transit Center Program, the surface lot will have 16 parking spaces and room for approximately eight kiss-and-ride vehicles to wait or drop off passengers. In the 31st Avenue Alternative Program, the surface lot will have 42 parking spaces and room for approximately six kiss-and-ride vehicles.

Figure 4 Caltrain Station Transit Center Program

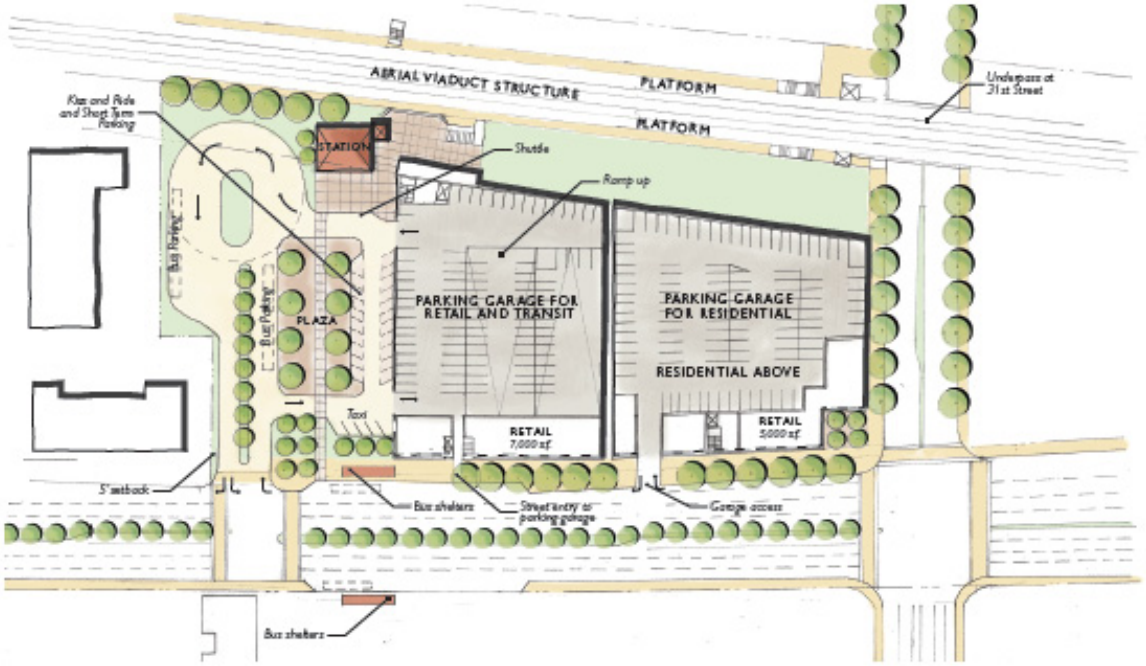
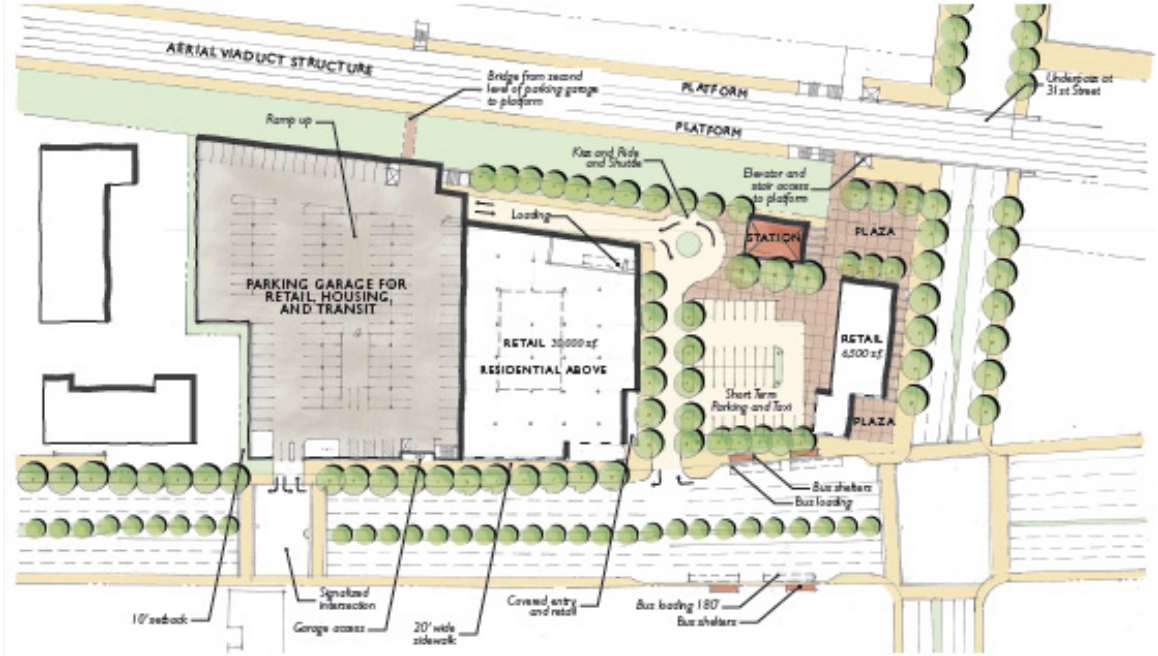


Figure 5 Caltrain Station 31st Avenue Alternative Program



In the Transit Center Program, the Caltrain Station parking lot and parking garage will be relocated to the site where the Borders bookstore is currently located. Elevators connecting to the train platform will be located at the station with a grade-separated bicycle and pedestrian crossing providing access to both sides of the train tracks. An additional grade-separated pedestrian crossing will be located at the 31st Avenue vehicle underpass. In this alternative, a pedestrian bridge connecting the Bay Meadows parking garage and the western side of the tracks will be constructed.

In the 31st Avenue Alternative Program, the relocated Caltrain Station, bus drop off area, kiss-and-ride area, and surface parking lot will be located at the corner of 31st Avenue and El Camino Real. Adjacent to the surface parking lot, where Borders is currently located, will be a multifamily housing development. The multi-story parking garage will be constructed on what is currently the Border's parking lot. With this configuration, the Bay Meadows parking structure will be located much closer to the Caltrain Station than in the Transit Center Program. A pedestrian plaza will be constructed on both sides of the train tracks at 31st Avenue which will also act as a grade-separated crossing point for pedestrians and cyclists. Ramps and elevators will connect the pedestrian plaza to the train platform. Additional access to the train platform will be provided at the parking structure via a pedestrian bridge.

In both Alternatives, a mixed-use development comprised of retail and housing will be built on the same site as the relocated Caltrain Station. In the Transit Center Program, 7,200 square feet of retail associated with the parking garage will be built with an estimated 14 parking spaces assigned. In addition, a mixed-use project comprised of 60 housing units and 11,441 square feet of retail will be built next to the parking garage at the corner of 31st Avenue and El Camino Real. Twenty two parking spaces will be constructed to serve the retail uses and 114 parking spaces will be constructed for the housing.

In the 31st Avenue Alternative Program, a mixed use development with 74 housing units and 30,000 square feet of retail will be built. A total of 214 parking spaces will be included, 140 of which will be for the housing units and 74 of which will serve the retail space. An additional 8,000 square feet of retail will be constructed along the Caltrain Station plaza.

Parking for retail and housing uses was determined using the following ratios:

- Housing*:* average ratio of 1.80 spaces per unit for housing (average rate for 1-, 2-, and 3-bedroom units combined)[5]
- Retail: City of San Mateo Downtown parking standard of 1.9 spaces per 1,000 square feet.

Figure 6 below summarizes the components of each of the two Caltrain Station Alternatives.

[5] This rate is currently a placeholder. Nelson\Nygaard recommends that the residential parking ratio for studios and 1BR-units is no more than 1 space per unit, plus an additional 0.15 spaces per unit for visitors. For 2- and 3-BR units, we recommend 1.5 spaces per unit, plus an additional 0.15 spaces per unit for visitors, with the half-space per unit distributed either through a waiting list or unbundling. In locations where on-street parking or adjacent available off-street parking could be used for visitor parking, we recommend that the City allows the inclusion of these off-site spaces.

Figure 6 Summary of Caltrain Station Alternatives

Land Use	Transit Center Program	31st Avenue Alternative Program
Caltrain Structured Parking		
Phase 1	636-space garage near 31st Ave. and El Camino Real	500-space garage at Bay Meadows
Phase 2	500-space garage at Bay Meadows	742-space garage at 31st Ave. and El Camino Real
Caltrain Surface Parking	16 spaces 8 kiss–and-ride spaces	42 spaces 6 kiss-and-ride spaces
Housing		
Number of Units	60 units	74 units
Parking Spaces	114 spaces	140 spaces
Retail		
Square Footage	7,300 sq. ft. in the garage and 11,400 sq. ft. in the mixed-use development	30,000 sq. ft. in the mixed use development 8,000 sq. ft. at Caltrain Station
Parking Spaces	22 spaces	74 spaces

Commuter Parking Pricing and Ridership

As ridership increases, and along with it demand for parking, a parking pricing is a tool that can be used to shift Caltrain commuters from driving to alternative modes and help Caltrain cover operating costs.

As shown earlier in Figure 2, average weekday boardings at Hillsdale Caltrain Station are projected to increase from an average of 1,941 weekday boardings in 2009 to 6,838 average weekday boardings in 2035. If the current parking ratio of 0.24 spaces per Hillsdale boarding (FY 2009 occupancy of 463 spaces with 1,941 boardings) were to be used, this would result in a parking demand of 1,418 spaces in 2035. This assumes that the parking fee would remain at $2 per day (as it was before August 31, 2009; the current rate is $3 per day, with a slightly lower parking demand) until 2035.

Since structured parking costs $25,000 or more to construct, providing 1,400 spaces would cost a minimum of $35,000,000. If funded by bonds, and including amortization over 30 years, operations and maintenance, each space would require a weekday parking fee of almost $10 (in 2009 dollars) to cover all costs. However, with a $10 daily parking fee, there would be a significant loss in riders, as well as in demand for parking. Research shows that the typical national parking elasticity rate is -0.3, which means that for every 100% increase in parking fee, there is a 30% reduction in parking demand. For the purposes of this analysis however, a parking elasticity of -0.22 was used as it is more reflective of the Bay Area context and is the rate which is utilized in the recently-developed BART Ridership Model.[6]

If Caltrain can secure capital funding for the construction of one or more new parking facility, the agency may still consider using demand based parking pricing to balance the demand with supply. Over the next ten years, this may drive up the daily parking fee from the current $3 towards $10. The remainder of this analysis is therefore based on the potential of utilizing a

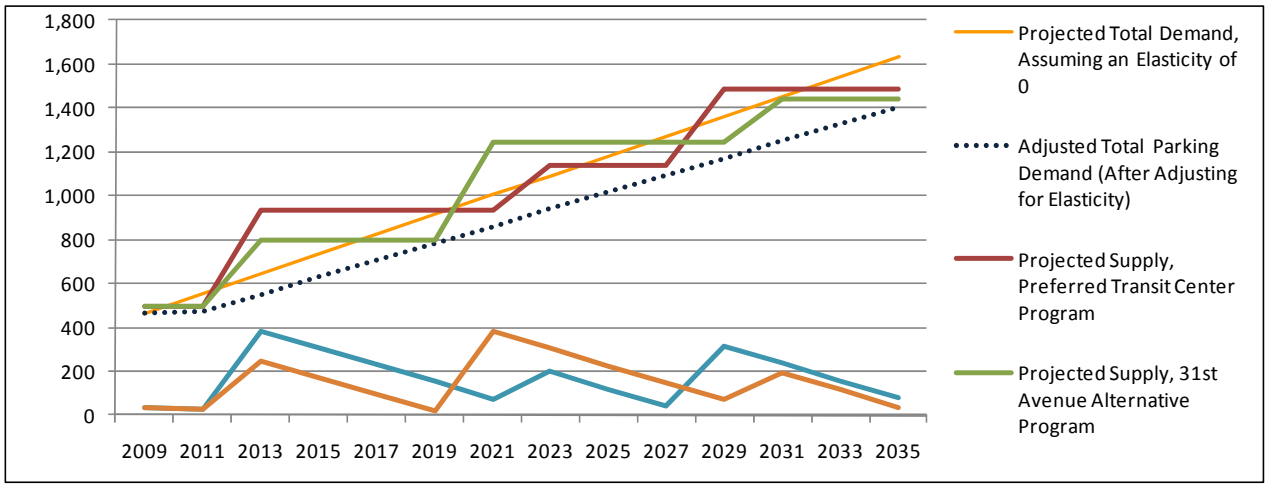
[6] This elasticity rate is a reflection of current data from the Bay Area; however, over time as traffic congestion and vehicle usage costs increase, which in turn may increase Caltrain ridership and thus demand for parking at the station, a different elasticity rate may be appropriate. For sake of simplicity and not knowing what this future rate may be, it is assumed that the parking elasticity rate is -0.22.

higher daily parking fee to control demand. Figures 7 to 9 show three different pricing strategies for the daily commuter parking fee, and the associated impact on required supply.

Maintain Current Daily Parking Price of $3

Figure 7 illustrates what would happen if the parking fee remains at $3 per day. Parking demand would grow fairly rapidly, and the first parking structure would be needed by 2013. Assuming that an additional 300 spaces in temporary surface lots could be secured for an extended period, by 2021/2023 the second parking structure would be needed (at that point replacing the 300 spaces in temporary surface parking). An additional 200 to 350 spaces would be needed in 2029/2031, requiring a total supply of more than 1,400 spaces.

Figure 7 Commuter Parking Fee Adjusted for Inflation Only



Increase Daily Parking Fee to $10

If the commuter parking fee is instead slowly increased to about $10 by 2035, as shown in Figure 8, the first parking structure along with 200-300 temporary surface parking spaces would be needed around 2013. The temporary parking would still need to be replaced by a 500-space structure by 2023, at which point the full supply would need to be more than 1,100 spaces (or more than 1,200 spaces in the 31st Avenue Alternative Program).

Figure 8 Daily Commuter Parking Fee Slowly Increasing to $10 ($2009)

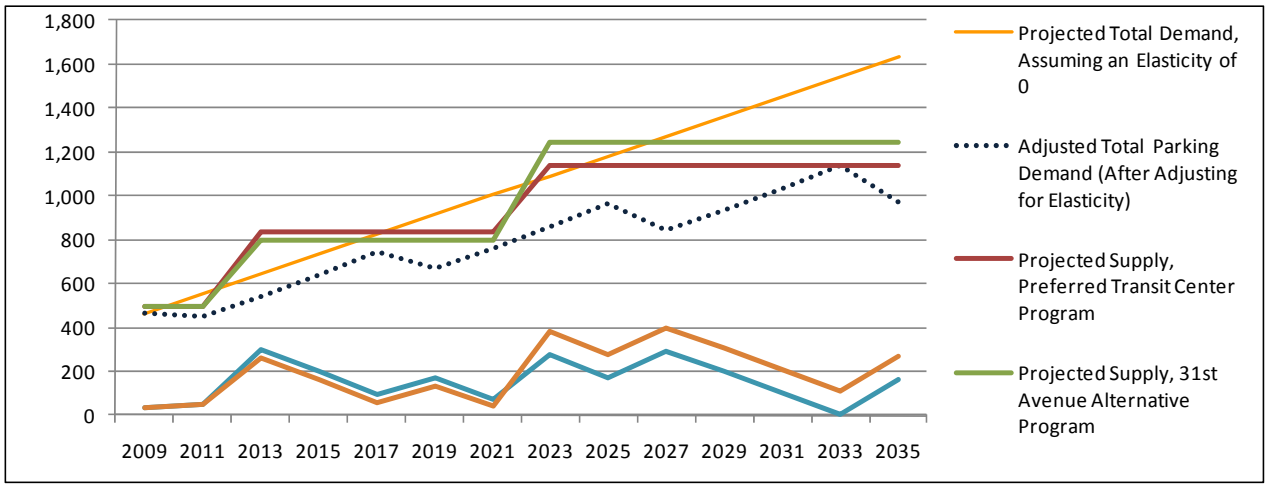
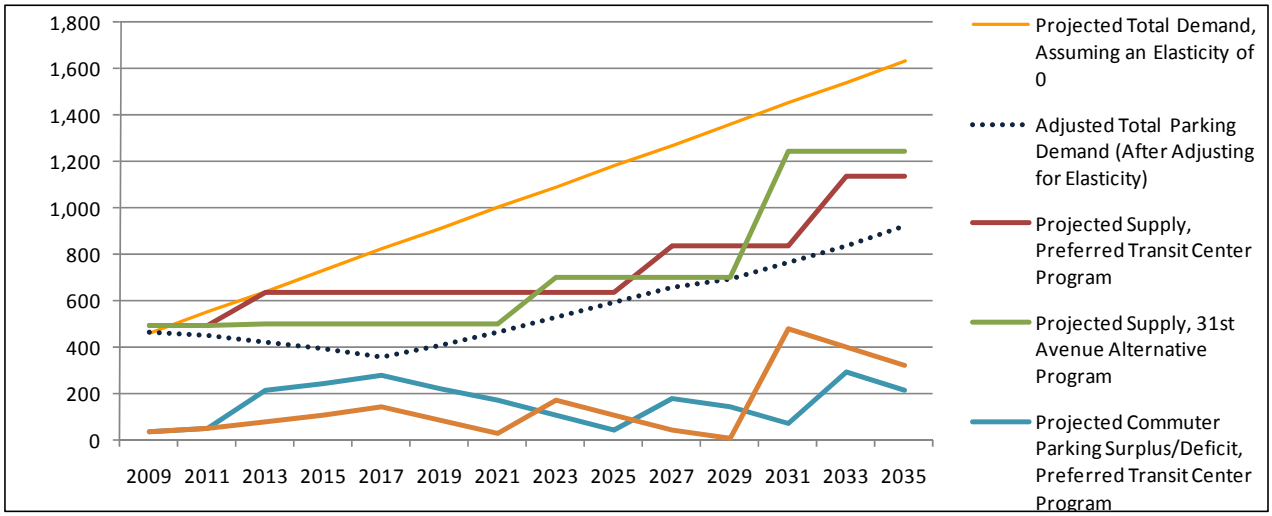


Figure 9 illustrates what would happen to parking demand if the daily parking fee is rapidly increased to $10 by 2017, from the current fee of $3 per day. The first parking garage would be needed in 2013. However, the second structure would not be needed until 2027 in the Transit Center Program. In the 31st Avenue Alternative Program, there is a need for a 200-space temporary surface lot. If this is possible, the second parking structure would not be needed until 2031. Total parking demand in year 2035 is around 920 spaces with the rapid increase in parking fee. Since this is a more phased approach, it gives stakeholders a long time to decide whether the second parking structure is really necessary based on updated ridership projections.

Figure 9 Daily Commuter Parking Fee Rapidly Increasing to $10 ($2009)



If the daily parking fee is instead increased to $10 by 2017, from the current fee of $3 per day, there would only be a demand for 392 spaces by 2015, with a total demand for 921 spaces in 2035. Instead of having to build two parking structures early on in the project, with this rapid fee approach (balancing parking demand and supply) a second parking structure may not be needed. Considering the natural shift in access modes due to all new proposed development in the SAP, as well as a chance of lower ridership than projected, this rapid increase in pricing may not even be necessary. The most important lesson from this exercise is to balance supply and demand by adjusting the daily parking fee. If there is additional fee revenue, it could be spent on other access improvements, further reducing the need for an automobile to access the station.

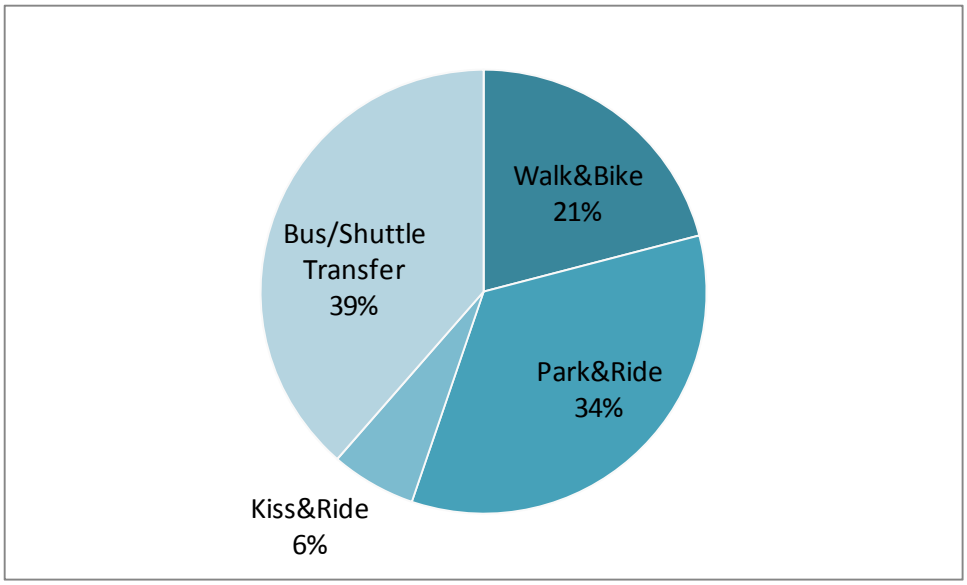
Mode Split

Over time, it is likely that the parking pricing scenarios presented above will change. However, with the implementation of Caltrain's Comprehensive Access Program[7], currently under development, the prioritization of access modes will be in the order of walking, transit, biking and auto. With the first two parking pricing scenarios (Figures 7 and 8), park-and-ride will still have a large impact on mode split. With the scenario presented in Figure 9, the focus would be on getting commuters to access the station by other modes than park-and-ride.

As shown in Figure 10, currently park-and-ride access to the station makes up 34% of the mode split, with bus/shuttle transfers comprising 39% of the mode split, walking/biking 21%, and kiss-and-ride 6%.

[7] http://www.caltrain.com/pdf/comprehensiveaccessprogram/DRAFT_Caltrain_Access_Policy_03-17-2010.pdf
http://www.caltrain.com/pdf/comprehensiveaccessprogram/Caltrain_Access_Program_Presenation_03-2010.pdf

Figure 10 Existing Hillsdale Caltrain Access Mode Split

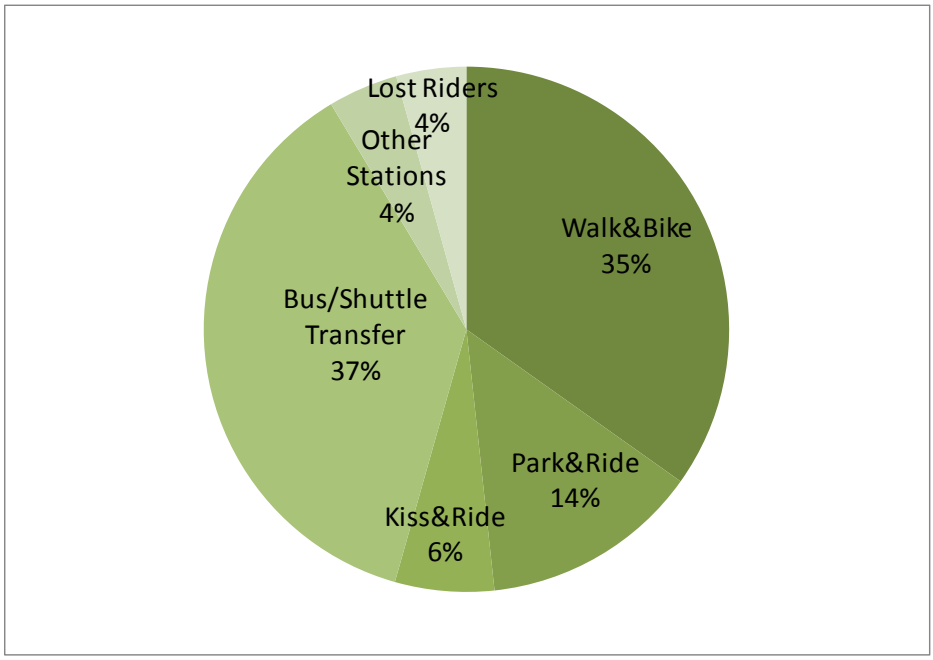


Source: Caltrain Access Survey 2006

In comparison as illustrated in Figure 11, there would be a loss in ridership of roughly 300 patrons (4% of 6,838) due to the increased parking fees. It is also estimated that an additional 300 patrons would likely drive to Belmont, San Mateo or other stations to find a cheaper parking space if the cost of parking at these stations remains the same as it is today. If the cost of parking at these stations is increased to be equivalent to the cost of parking at the Hillsdale station then there will likely be a much smaller shift to other nearby stations.

Overall, however, regardless of whether or not the cost of parking at nearby Caltrain stations is increased and despite the increase in parking prices at the Hillsdale station, with the increase in TOD around Hillsdale, the walk/bike share is projected to increase significantly from 21% to 35% of the mode share, with the number of commuters parking & riding decreasing to 14% compared to present day (34%).

Figure 11 2035 Mode Split with Rapidly Increasing Daily Commuter Parking Fee



Commuter Bicycle Parking

Caltrain has developed a Bicycle Access and Parking Plan, which provides policy and facilities recommendations to better serve bicycle commuters at Caltrain stations. In addition to general policy and design guidelines, the Bicycle Access and Parking Plan also provides information on existing conditions as well as specific access and parking recommendations for the 10 Caltrain stations with the highest bicycle use, one of which is the Hillsdale Station. Specific recommendations that were identified to address some of the current issues at the Hillsdale Station have been modified in here to fit the new station location:

- Initially, provide at least 35 electronic lockers, distributed if feasible evenly on both sides of the relocated station or near the station building. This may require collaboration with Bay Meadows II. Ensure monitoring of the lockers and add lockers as demand warrants more lockers. Consider using the revenue from increased daily parking fees to finance new lockers.
- Initially, provide 5 to 10 rack spaces on each side of the station or near the station building for patrons who do not need a locker.
- Consider installing channels on stairways for easier access to and from the platforms, if it is not feasible to provide access via ramps.

Station Area Plan Parking

This section provides an overview of the new development that will occur within the boundaries of the Station Area Plan, recommended parking requirements for new development, the potential parking supply for the SAP, the recommended trip reduction program for new development, and the potential for shared parking between various existing and proposed uses.

Development Program for the SAP

New office, residential, and commercial development will occur throughout the SAP area. Figure 12 presents the land use program for the SAP.

Figure 12 SAP Development Program

Land Use	Total Use (Units/KSG)	Net Change in Use (Units/KSG)
Residential (units)	819	+751
Office	101.61	0
Retail (General Commercial)	1,514.92	+9.68
Service Commercial	96.82	-49.87
Restaurant	2.60	-9.10

The SAP land use program will result in a net increase of 751 residential units and 9,677 square feet of general commercial space from existing development. There will be no change in the amount of office space. Restaurant space will decline by approximately 9,100 square feet from existing development and service commercial will decline by almost 50,000 square feet.

Parking Ratios

Since the SAP is within the City of San Mateo's Corridor Plan area, the City's standard parking requirements do not apply to those parcels between El Camino Real and the train tracks that are zoned TOD. These parcels are located between El Camino Real and the train tracks, from the existing station to just north of the train tracks. The City's current parking requirements for non-TOD parcels are shown in Figure 13.

Figure 13 City of San Mateo Minimum Parking Requirements

Land Use	Citywide
	Number of Spaces (Units/KSG.)[8]
Residential (units)	
Studio	1.5
1-bedroom	1.8
2-bedroom	2.0
3-bedroom	2.2
Office	2.98[9]
Retail	3.33[10]
Restaurant	20[11]

For the non TOD zoned parcels the SAP calls for the following minimum parking standards to be adopted (Figure 14). Given that the Hillsdale SAP is a mixed-use, transit orientated development, it is appropriate to have parking minimums which are lower than the Citywide parking minimums.

[8] These parking ratios include visitor parking.
[9] Parking ratio for office buildings with a total floor area of less than 100,000 square feet
[10] Parking ratio for stores 0-20,000 sq. ft. of gross floor area
[11] This ratio is based 1,000 sq. ft public service area. City code states that there shall be 1 stall for each 50 square feet of public service area up to 4,000 square feet and 1 stall for each 80 square feet of public service area over 4,000 square feet.

Figure 14 Recommended SAP Minimum Parking Requirements[12]

Land Use	Minimum Number of Spaces (Units/KSG.)[13]
Residential (units)	
Studio	1.0
1-bedroom	1.2
2-bedroom	1.5
3-bedroom	1.8
Office	2.2
Retail	2.5
Restaurant	4

Note: If a proposed use does not fit in one of the above categories, consult the citywide parking standards. Any reductions from citywide parking standards should be justified through the project's Trip Reduction and Parking Management Plan.

Projects in the TOD zoned districts do not have specific parking requirements according to Policy 7.22 of the Rail Corridor Plan, which states that specific parking minimum and maximum standards for a new development project will be established as part of the conditions of approval process. However, it is recommended that new development located in TOD zoned districts be subject to the minimum parking requirements for non TOD zoned parcels (Figure 14).

The Corridor Plan does, however, contain other parking management related requirements for new development in TOD zoned districts. According to Policy 7.19 of the Rail Corridor Plan, all development projects must complete a Trip Reduction and Parking Management Plan as part of the development application. Policy 7.19 states that the Parking Management Plan "would be tailored to reflect the location of the project, proximity and access to transit, walkability, proposed land uses, proposed phasing, if applicable, and other relevant factors." Thus the Parking Management Plan offers the developer an opportunity to document and justify the amount of parking they are proposing to provide.

Parking Supply and Demand

Using the recommended minimum parking ratios (Figure 14), Figure 15 shows the total number of parking spaces that will be required for the SAP at full build out, excluding the new development that will be built in the TOD districts.

Figure 15 Projected Parking Supply for SAP

Land Use	Total Use (Units/KSG)	SAP Parking Minimum Ratios (Units/KSG)	Minimum Required Number of Parking Spaces
Residential (units)[14]			
Studio	102	1.0	102

[12] It should be noted that the recommended minimum and maximum parking requirements fall within the range of rates identified in the MTC Parking Toolbox for the Transit Neighborhood Type. The range of ratios used in the Bay Meadows Phase II Parking Management Plan, April 2008, generally also falls within the range of ratios shown in the MTC Parking Toolbox.

[13] These parking ratios include visitor parking.

[14] The breakdown in residential units is 20% studio, 40% 1-bedroom, and 40% 2-bedroom. These ratios were used to be consistent with other analysis done as part of the SAP.

1-bedroom	202	1.2	242
2-bedroom	202	1.5	303
3-bedroom	0	1.8	0
Office	101,614.50	2.2	224
Retail	1,409,904.62	2.5	3,525
Restaurant	2,604.64	4	10
Total			4,406

Based on the land use program for the SAP, a total of 4,406 parking spaces would be required under the recommended minimum parking requirements.

In addition, if the non-TOD parking minimum and maximum requirements are applied to the land use program for the TOD zoned parcels, a total of 664 to 857 parking spaces that would be built (Figure 16).

Figure 16 Projected Parking Supply for TOD Districts

Land Use	Total Use (Units/KSG)	Parking Minimum Ratios (Unit/KSG)	Parking Maximum Ratios (Unit/KSG)	Minimum Required Number of Parking Spaces	Maximum Required Number of Parking Spaces
Residential (units)[15]	313				
Studio	63	1.0	1. 3	63	82
1-bedroom	125	1.2	1. 6	150	200
2-bedroom	125	1.5	1.8	188	225
3-bedroom	0	1.8	2. 0	0	0
Office	0	2.2	2.98	0	0
Retail	105,017	2.5	3.33	263	350
Restaurant	0		14	0	0
Total	105,017			664	857

However, given that Policy 7.19 of the Rail Corridor Plan stipulates that the parking supply for new development located in the TOD zoned districts will be determined through the required development of a Trip Reduction and Parking Management Plan as part of the development application, it is at this time impossible at this time to know what the final overall parking supply will be for the TOD zoned districts other than what is proposed for the Caltrain station and the adjacent retail and housing component.

Parking Management Strategies

As stated in Policy 7.19 of the Rail Corridor Plan each new development in the TOD zoned districts must complete a Trip Reduction and Parking Management Plan as part of the development application and all other projects outside the TOD zoned district, but within the corridor are encouraged to submit plans. It is recommended that this requirement be expanded to cover all new development in the Hillsdale SAP.

[15] [15] The breakdown in residential units is 20% studio, 40% 1-bedroom, and 40% 2-bedroom. These ratios were used to be consistent with other analysis done as part of the SAP

Although this policy encourages flexibility by not prescribing the contents of these plans, it is recommended that the following parking management strategies be adopted by all new development to help ensure the success of complementary Transportation Demand Management (TDM) measures and to support the vehicle trip reduction goals of the Rail Corridor Plan.

Employer Parking Measures

- Establish preferential parking spaces for carpools and vanpools
- Reserve garage spaces for future carshare vehicles
- Explore employee parking pricing feasibility, and implement if deemed feasible
- Reduce parking ratios from the Hillsdale SAP off-street parking requirements for non TOD zoned properties or recommended parking requirements for TOD zoned properties based on the findings of the required Trip Reduction and Parking Management Plan
- Employer/Visitor bicycle parking

Residential Parking Measures

- Provide both long-term and short-term bicycle parking, at least per requirement in City Code
- Reserve garage spaces for future carshare vehicles
- Explore the possibility of unbundling (separating the cost of parking from housing in the lease or purchase of housing) the second parking space for housing units where more than one parking space per unit is provided
- Reduce parking ratios from the Hillsdale SAP off-street parking requirements for non TOD zoned properties or recommended parking requirements for TOD zoned properties based on the findings of the required Trip Reduction and Parking Management Plan
- Share visitor parking with commercial uses and explore sharing additional parking spaces (such as the second parking space where more than one parking space per unit is provided)[16]

Trip Reduction Program

As noted earlier, under the guidelines of the Corridor Plan all projects located in the TOD zoned districts within the Hillsdale SAP boundaries will be required to submit a Trip Reduction Plan (Policy 7.19) and achieve an overall reduction in new vehicle trips of at least 25% (Policy 7.17). It is recommended that these requirements be expanded to cover all new development in the Hillsdale SAP.

The Corridor Plan does not stipulate what elements must be in the Trip Reduction Plan to achieve this goal. However, all new development in the TOD zoned districts must participate in the Corridor Plan Transportation Management Association (TMA) according to Policy 7.18 and all new development within the broader Rail Corridor Plan boundaries are encouraged to join. It is recommended that all new development in the Hillsdale SAP be required to join the TMA.

A monitoring plan must also be established as part of the conditions of approval process (Policy 7.23) to ensure that the project is in compliance with the 25%-trip reduction target. As part of on-going monitoring, projects located in the TOD zoned districts may be required to conduct hose counts or cordon counts to track vehicle trips. The Corridor Plan TMA will be responsible for submitting an annual report to the city council outlining compliance of occupied developments,

[16] In order to implement this recommendation it may be necessary to change existing Security Ordinance language.

on-going programs and program changes (Policy 7.25). It is recommended that these requirements be expanded to cover all new development in the Hillsdale SAP.

According to Policy 7.24 of the Rail Corridor Plan, projects located in the TOD zoned districts that exceed their trip generation threshold are required to modify their trip reduction and parking management plan and incorporate TDM measures that are expected to increase trip reduction. Projects may be required to implement market-rate parking pricing systems if other trip reduction strategies are ineffective.

Since the development of Trip Reduction Plans is project specific and plans are tailored to meet the particular mix of uses within a given project to achieve vehicle trip reduction goals, this memorandum does not prescribe a mandated list of TDM programs but rather a list of recommended and optional TDM programs. In addition, while it is not known at this time what services will be provided by the Rail Corridor TMA, listed below are basic services which could be provided by the Rail Corridor TMA.

Potential TMA TDM Measures

- Try Transit Free Program
- Guaranteed Ride Home
- Rebates for new vanpool participants
- Encouraging employers to sponsor new vanpools
- Carpool Incentive Program (fuel card incentive)
- Carpool to College program (fuel card incentive)
- School Pool program (fuel card incentive)
- The Bike and Pedestrian Safety Program (education program)
- Commute Benefits Program (employer based program planning assistance)
- Develop and implement an employee and resident travel survey annually or every other year
- Encourage private carshare enterprise (TMA to contact and promote)
- Provide rideshare matching service specific to Hillsdale Station employees
- Establish a “Commuter Club” providing cash drawings and other incentives for using alternative modes and completing travel diaries
- Bicycle purchase subsidy
- TMA to sell transit passes or Clipper cards
- Work with employers to fund vanpools (provide vehicles, maintenance and insurance)

At a minimum, all projects zoned TOD district in the SAP area must participate in the Corridor Plan TMA as stated in Policy 7.18 and provide alternative transportation information on-site for employees. It is also recommended that the following TDM measures be implemented by all new development within the broader Rail Corridor Plan area:

Employer TDM Measures

- Mandatory membership in Transportation Management Association (TMA), with financial contribution for services
- Secure (long-term) bicycle parking for employees and short-term bicycle parking for visitors in commercial buildings as part of the development program
- Locker/changing rooms and showers in larger commercial buildings
- Encourage/advise employers to offer the following services:
  - New employee commute options orientation program which may include distributing a new employee packet that is created by the TMA or the employer.
  - Pre-tax transit fare purchases (CommuterCheck with direct value loaded to Clipper cards)
  - Commute services website and/or link to TMA website on employer's intranet with information about 511.org
  - Co-sponsor (with Homeowners Association if one later exists) a commuter/ transportation fair (potentially in conjunction with other community event(s))
  - On-site vanpool promotion
  - Guaranteed Ride Home Program through 511.org
- Preferential parking for carpools, vanpools, and carshare vehicles
- Each employer to designate a TDM coordinator who will coordinate with the TMA

Residential TDM Measures

- Mandatory membership in Transportation Management Association (TMA) , with financial contribution for services
- Provide both long-term and short-term bicycle parking, at least per requirement in City Code
- Home Owners Association and rental property managers to offer the following services:
  - Regularly provide link to the TMA website and 511.org (on property website or in newsletters)
  - Provide a transportation-alternatives information package to every new household (either through TMA provision or through property management)
  - Provide rideshare matching service specific to Hillsdale Station Area residents (possibly through TMA and/or 511.org)

Listed below are other TDM programs which employers or residential developments may choose to implement.

Optional Employer TDM Measures

- 25% - 50% subsidized transit fares for existing employees
- Free 90-day to 12 month Clipper card for new employees
- Establish parking cash-out program for employees of commercial properties
- Subsidize carshare vehicles, if present (if a private carshare enterprise is not already implemented)

- Bicycle programs that include measures such as shared bicycles, riding and maintenance classes, on site bicycle maintenance supplies and work area, dedicated spaces for tandem bicycles and trailers, and a bicycle information board

Optional Residential TDM Measures

- Home Owners Association and rental property managers to provide a part-time on-site TDM coordinator serving Hillsdale residents
- 25% - 50% subsidized transit fares for new residents (funded through Home Owners Association/rental property management)
- Free 90-day to 12 month TransLink card for new residents (funded through the Home Owners Association/rental property management)
- Subsidize school bus/shuttle to local elementary/middle schools (subsidy funded through HOAs while parents pay subscription for remaining cost)
- Home Owners Association/rental property management funded carshare service (through purchase of vehicles to be managed, maintained and insured by private enterprise)
- Bicycle programs that include measures such as shared bicycles, riding and maintenance classes, on site bicycle maintenance supplies and work area, dedicated spaces for tandem parent/child bicycles and trailers, and a bicycle information board

Impacts of Trip Reduction Program

The exact impacts of a new development's Trip Reduction Plan will vary depending on what TDM and parking management measures are implemented. However, the characteristics of the Hillsdale site, including proximity to transit and retail services, higher density, and mix of uses will result in fewer trips than a traditional suburban development even without the implementation of TDM or parking management measures. To determine if the land use program for the Hillsdale SAP would achieve an overall reduction in new vehicle trips of at least 25% to meet Policy 7.17 of the Rail Corridor Plan an URBEMIS analysis was conducted.

The URBEMIS mitigation component is a simple yet powerful tool; it employs standard traffic engineering methodologies, but provides the opportunity to adjust ITE average rates to quantify the impact of a development's location, physical characteristics and any demand management programs for commercial uses. In this way, it provides an opportunity to fairly evaluate developments that minimize their transportation impact, for example, through locating close to transit or providing high densities and a mix of uses.

Utilizing the URBEMIS mitigation tool, trips generated by the Hillsdale SAP land use program will result in an average across all land uses of 25% fewer trips when compared to standard ITE trip generation (Figure 17). Based on site characteristics alone, overall new development within the Hillsdale SAP boundaries will meet the 25% trip reduction target of the Corridor Plan. When only looking at commercial land uses, trips generated by the commercial component of the SAP will result in 23% fewer trips when compared to standard ITE trip generation. Trips generated by the residential component of the SAP will result in 51% fewer trips when compared to standard ITE trip generation.

As shown in Figure 17, if the TDM measures that are recommended were implemented there would be an additional 3% reduction in vehicle trips for commercial uses and 1% for residential uses, which is equivalent to a total reduction of 26% in vehicle trips for commercial uses and 52% for residential uses.

It is important to note, however, that since each new development will be responsible for developing their own Trip Reduction program, which may or may not be comprised of the measures shown in Figure 17, a similar analysis will need to be conducted to ensure that each new development is in compliance with Policy 7.17 of the Corridor Plan.

In addition, by reducing the number of vehicle trips associated with a development due to the implementation of a Trip Reduction and Parking Management Plan the demand for parking will also be reduced. The relationship between reduced vehicle trips and parking is not one to one. For example, the reduction of one vehicle trip will not necessarily result in a reduction of demand for one parking space. As such, the development of a Parking Management Plan will be a key step in determining the appropriate amount of parking for each development project.

Figure 17 URBEMIS Mitigated Trip Generation with TDM

Baseline Daily Trips	Hillsdale SAP Land Use Program	
	% Trip Reduction	% Trip Generation Compared to ITE
ITE Generated Trips	-	100%
URBEMIS Overall Baseline Trips	25%	75%
URBEMIS Commercial Baseline Trips	23%	77%
URBEMIS Residential Baseline Trips	51%	49%
Commercial Proposed TDM Measures		
• TMA participation • Bicycle parking and storage • New tenant/employee orientation regarding transportation options and TMA services • Vanpool promotions • Pre-tax transit sales • Guaranteed Ride Home program • Transportation coordinator • Preferential parking for carpools, vanpools, and carshare vehicles	3%	74%
Residential Proposed TDM Measures		
• TMA participation • Rideshare matching service • New resident orientation regarding transportation options and TMA services	1%	48%

Shared Parking Analysis

Typically mixed-use developments lend themselves to shared parking as the peak parking demand for various uses occurs at different times of the day. For example, peak office parking demand occurs during the day while employees are working and residential peak parking demand occurs during the evening when residents return home, allowing these two uses to effectively share parking. However the mix of uses proposed for the SAP site as well as physical site characteristics and City policies, will significantly limit the potential for shared parking. In this section the limitations to shared parking as well as areas where there is potential for shared parking are discussed.

Limitations to Shared Parking

There is limited opportunity to share parking between the Caltrain Station and adjacent land uses due to several factors. The proposed commercial development in the immediate vicinity of the Caltrain Station will have similar parking demand patterns to Caltrain since most workers tend to arrive between 8:00 am and 9:00 am and leave after 5:00 pm, which overlaps with weekday Caltrain commuter parking. In addition, given the area's TOD characteristics it is assumed that a greater proportion of residents will take transit to work, leaving their cars at home. Thus, the majority of the new residential spaces will not be available to weekday commuter parkers either. Furthermore, City Municipal Code (Section 27.64) requires that residential parking be used exclusively by residents.[17] Lastly, current zoning code language (Section 27.645.080) stipulates that shared/off-site parking must be located within 200 feet of the residential use it is serving or within 500 feet of non-residential uses and that off-site parking facilities must be under the same ownership as the parcel for which the off-site parking is being utilized.[18] Given that there will be a significant number of residential units built within the SAP boundaries, the inability for other uses to access residential parking eliminates a large potential source of shared parking by commercial and office uses.

Given Caltrain ridership projections, the garage located on the west side of the tracks will be filled with Caltrain commuters, and the location of the lot on the east side of the tracks may make it unsuitable for sharing with residential and commercial developments on the west side of the tracks.

Restaurant or entertainment uses would provide greater shared parking potential, as the parking demand for these uses tends to be greater in the evening and on weekends, allowing some of the spaces associated with these uses to be utilized by commuter parkers during weekdays. However, the proposed development program does not include a significant increase in these types of uses beyond what presently exists. Thus, there would be limited sharing of parking between Caltrain commuters and the proposed new commercial and residential uses.

The Hillsdale Shopping Center is another potential source of shared parking, particularly for Caltrain commuters whose peak parking demand is weekdays, whereas the peak demand for retail is the evenings and weekends. However, at this time Shopping Center management is not willing to share its existing parking.

In addition to the constraints from the mix of development, the timing of development will also impact the feasibility of shared parking. Given that new development will likely occur in phases over a number of years, it is unknown if adjacent sites will be developed concurrently, making it difficult to state which buildings could potentially share parking with one another.

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[17] Building Security Code (San Mateo Municipal Code, Chapter 23.54) describes in great detail how to ensure that residential parking will only be accessible by residents. Specifically, this section of the municipal code describes the appropriate security measures that should be installed such as electrically operated garage closures, digital keypads, security grilles or screens, and making sure exterior doors are locked at all times.

[18] There a two exceptions to City Code which stipulates that the owner of the off-site parking must be the same as the owner of the parcel utilizing the off-site parking:

"(i) The term of the lease approximates the expected life of the building or use to which the parking facilities are accessory and the lessor and the applicant acknowledge in writing recorded to the satisfaction of the city that a failure to continuously maintain the total number of spaces required shall require the immediate reduction of the intensity of the use served to the extent necessary to bring it into full conformance with the parking requirements of this chapter; or

(ii) The number of required parking spaces leased for a shorter term does not exceed twenty-five percent (25%) of the total number of required parking spaces and the applicant and lessor acknowledge this restriction in writing as specified in subsection (i) above."

The physical conditions of the site also hinder shared parking. Given the layout of the site with the presence of physical barriers, such as El Camino Real and the train tracks, as well as the interspersing of existing buildings with new uses, finding locations within the area where shared parking will work is difficult at this point.

Potential Areas for Shared Parking

Despite these limitations there are still opportunities for shared parking. Although there will likely not be great potential for Caltrain commuters to use the parking from residential and commercial uses, Caltrain parking could be made available to other users outside the peak commute times, potentially reducing the amount of parking that would need to be constructed to serve other uses in the area.

While the Hillsdale Shopping Center is not currently interested in sharing parking spaces in their existing parking facilities, it may be interested in accessing the new Caltrain garage which will be constructed at or near the current Ana Furniture site at 31st Avenue and El Camino Real, if they choose to redevelop a portion of their existing surface parking lots. Thus, it is recommended that ongoing communication with Hillsdale Shopping Center regarding the feasibility of shared parking be maintained.

There may also be an opportunity to share parking with Bay Meadows Phase II. However, this would need further investigation to evaluate the shared parking potential and determine if the design of parking garages will prohibit access by outside parties as current plans call for gated residential and commercial garages which will have key card access that may make it difficult to share these spaces with other users. The lack of easy access between Bay Meadows II and the SAP may also make off-street parking facilities in Bay Meadows II undesirable to users within the SAP. In addition, the approved Parking Management Plan for Bay Meadows Phase II did not propose any shared parking with Caltrain or other off-site uses; therefore, the feasibility of long-term sharing parking between Caltrain commuters, off-site uses and Bay Meadows is currently limited. Temporary shared parking may be more feasible, through short-term lease arrangements agreed to voluntarily.

City Policies to Encourage Shared Parking

Changes to current City policies and requirements will also be critical in encouraging shared parking. Listed below are several ways the City of San Mateo can encourage shared parking:

- If adjacent projects are being planned within the same time frame they must coordinate their Trip Reduction and Parking Management Plan while during the approval process.
- Allow parking structures throughout the SAP to be phased. Let the first developer(s) use vacant lots as temporary parking, until structured parking is reasonable and financially feasible. By delaying construction of parking garages there is an opportunity to share parking with another development which may come later.
- Conduct a peer review and evaluate the feasibility of eliminating exclusive use of parking for residents.
- Allow developers to use off-site parking supplies to meet their projected demand.
- Remain in contact with the Hillsdale Shopping Center in case future opportunities to share parking arise.

Parking Surrounding the SAP

As new development occurs over time within the Hillsdale SAP boundaries, the increase in commercial services, residents, and transit riders may result in spillover parking into nearby

residential and commercial areas. This section provides parking management strategies for the 25th Avenue commercial corridor, El Camino Real and adjacent residential areas, that can help mitigate spillover parking.

25th Avenue

The stretch of 25th Avenue between El Camino Real and Hacienda Street is a lively neighborhood commercial district. With a number of shops and restaurants, this area attracts residents from throughout San Mateo, resulting in a high demand for parking during popular times such as lunch hours and weekends. Currently, parking is free of charge with 2-hour time limits of most spaces.

There are several parking management strategies that could be used to more effectively manage the on-street parking supply if the demand for parking exceeds supply or if this area experiences spillover parking from new development on the Hillsdale SAP site.

One option is to increase shared parking opportunities between visitors and the First Presbyterian Church which is located at the western corner of 25th Avenue and Hacienda Street. Currently, the church informally allows visitors to use their parking lot on weekdays and Saturdays. However, there is no signage stating that visitors may use this parking; thus it is generally assumed that this parking is not open to the public except for the few people who know about this informal policy. One option for increasing the usage of the lot by visitors is to provide signage at the lot stating the hours and days it is open to the public. If the Church does not wish to provide such signage, business owners could possibly inform their patrons of this option.

Another parking management strategy that can help ensure that there is always available parking for visitors is on-street parking pricing. By charging for parking, fewer employees and other long-term parkers will park in front of businesses, increasing the number of spaces available for shoppers and visitors. In addition, parking pricing can be more effective than time limits in encouraging parking turnover and ensuring that there are always a few parking spaces available. The City could install multi-space meters that take credit cards instead of using single-head mechanical meters, making it much easier for people to pay for parking and also enabling the City to implement demand responsive pricing if they so choose. The City has introduced pay-by-space meters on a couple a downtown street segments and is planning on continuing to replace single-head meters with multi-space meters.

Lastly, improved signage and wayfinding could direct motorists to nearby existing off-street public parking facilities which already exist, thus helping to free up street parking and reducing the number of vehicles circling for on-street parking.

Parking Management in Residential Areas to Address Potential Spillover

The proposed new development within the SAP boundaries may cause spillover parking to occur in the neighborhoods surrounding the site, specifically west of El Camino Real and on McLellan Avenue, Hillsdale Boulevard, Pacific Boulevard, and other streets within a ¼ mile of the station. On some of these streets there are already some issues with employees working in El Camino Real's auto-related businesses parking in the neighborhood west of El Camino Real. It should also be noted that the City already has a residential parking permit program in place on McLellan Avenue, Hillsdale Boulevard and other streets bordering the SAP. Nevertheless, there are several options for addressing spillover parking if this becomes a problem in the future.

Residential Parking Permit (RPP) Districts

In order to prevent spillover parking in residential neighborhoods, many cities, including the City of San Mateo, implement residential permit districts by issuing a certain number of parking permits to residents usually for free or a nominal fee. Under the City of San Mateo's current RPP program, San Mateo residents living within a RPP District are eligible for an unlimited number of free parking permits. These permits allow residents to park within the district while all others are prohibited from parking there for more than two hours. The hours of enforcement vary by RPP district. Permits are valid for two calendar years and residents may also obtain one visitor permit per household that is also valid for two years.

The current structure of San Mateo's RPP program has several limitations. Most notably, an unlimited number of permits are issued to residents without regard to the actual number of curb parking spaces available in the district. This may lead to a situation in which on-street parking is seriously congested, particularly over-night and on weekends, and the permit functions solely as a "hunting license," simply giving residents the right to hunt for a parking space with no guarantee that they will actually find one.

An opposite problem occurs with residential permit districts in situations where there actually are surplus parking spaces (especially during the day, when many residents are away), but the permit district prevents any commuters or other users from parking in these spaces even if demand is high and many motorists would be willing to pay to park in one of the surplus spaces. In both cases, these conventional residential parking permit districts prevent curb parking spaces from being efficiently used (promoting overuse in the former example and underuse in the latter).

Residential Parking Benefits Districts

A Residential Parking Benefits District (RPBD) is similar to residential parking permit districts but with the key difference that non-residents are allowed to park in a neighborhood typically during the day when residential demand is low.

By charging non-residents a higher permit fee than residents, new revenue is generated through permit fees which can help pay for neighborhood improvements. In order to ensure that residents have adequate parking, non-resident permits may be valid only during certain time periods such as during the daytime on weekdays and the number of permits sold may be limited to a percentage of the actual available on-street supply of parking. The revenue generated by the Residential Parking Benefits District should be dedicated to the neighborhood where the permits are purchased, to be used towards improvements in the neighborhood that promote walking, cycling and transit use, such as sidewalks, curb ramps, bicycle lanes, street lighting, or other projects that the neighborhood decides are important.

The key to success of conversion to Residential Parking Benefit Districts is that net revenues above the cost of administering the program should be dedicated to pay for public improvements in the neighborhood where the revenue is generated. Once implemented, residents and property owners in the district should continue to have a voice in advising the City Council on how they want new parking revenue spent in their neighborhood. This could occur via existing neighborhood organizations, mail-in surveys, public workshops, or public hearings.

Additional benefits of implementing a Residential Parking Benefits District include the following:

- Scarce curb parking spaces are used as efficiently as possible
- Non-residents can pay fair market prices for any spaces not needed by residents, and the revenues can fund neighborhood services and improvements
- Residents will clean out garages now used for storage and park cars in them

- Residents will sell clunkers now parked on the street, or store them at storage yards
- Renters with many cars will choose apartments with ample off-street parking; renters with one or no car will choose apartments with little off-street parking
- Neighborhood quality of life and parking impacts will be improved

On-Street Parking on El Camino Real

The segment of El Camino Real between the northern edge of the SAP boundary and 27th Avenue currently has free on-street parking with no time limits. Since the businesses along El Camino Real typically have off-street parking, there has not been a need to manage on-street parking along this portion of El Camino Real thus far. However, as new development occurs along El Camino Real and some existing on-street parking potentially removed there may be a need to implement on-street parking management tools.

Similarly to 25th Avenue, it is recommended that on-street parking meters and parking time limits be utilized to effectively manage on-street parking, encouraging turnover and ensure parking availability.

Conclusion

The proposed development program for the Hillsdale SAP and Hillsdale Caltrain Station will assist in transforming this area of San Mateo into a vibrant, mixed-used transit-oriented neighborhood. Development both in and around the SAP along with increased Caltrain service will result in a projected increase in average weekday boardings from 1,941 weekday boardings in 2009 to 6,838 average weekday boardings in 2035, an increase in ridership of approximately 250%. The construction of additional Caltrain parking will serve the increased ridership. However, daily parking pricing can be used to encourage Caltrain riders to use alternative modes of transportation to access the station, thus reducing the amount of new parking that will need to be constructed. In addition, Caltrain may want to explore the feasibility of sharing parking with new developments as they are constructed as well as with the Hillsdale Shopping Center to reduce the need to construct parking on-site while still providing adequate parking for Caltrain patrons.

Given that the Hillsdale SAP is a unique transit-oriented district, it is recommended that specific minimum parking requirements for this area be adopted. The recommended parking requirements identified in this memo take into consideration current citywide parking ratios, Downtown San Mateo requirements, guidelines provided in MTC's Parking Toolbox, Bay Meadows Phase II ratios, and best practices in the field and are designed to support the transit-oriented goals of this area while also providing sufficient parking. While Policy 7.19 of the Rail Corridor Plan stipulates that the parking supply for new development located in the TOD districts will be determined through the required development of a Trip Reduction and Parking Management Plan it is recommended that the parking requirements identified in this memo for non-TOD zoned districts be used as a guide for new development in TOD zoned districts as the context for both is similar.

While the potential for shared parking is somewhat constrained given physical barriers such as the train tracks, current municipal code language, and parking patterns, it is still worth exploring the feasibility of shared parking and to maintain on-going communications with potential shared parking partners including Caltrain, Hillsdale Shopping Center, Bay Meadows, First Presbyterian Church, and developers, as well as considering changes to the current municipal code to be more supportive of shared parking.

Overall the proposed SAP development program will meet the San Mateo Rail Corridor Plan's trip reduction target of 25%. Considering only commercial land uses, trips generated by the commercial component of the Transit Center Program will result in 23% fewer trips when

compared to standard ITE trip generation. Trips generated by the residential component of the Transit Center Program will result in 51% fewer trips when compared to standard ITE trip generation. If commercial developments implement the recommended TDM measures described in this memo as part of the required Trip Reduction Plan, there would be an additional 3% reduction in vehicle trips for commercial uses and 1% for residential uses, which is equivalent to a total reduction of 26% in vehicle trips for commercial uses and 52% for residential uses, thus meeting the Corridor Plan's trip reduction target.

The implementation of parking and transportation demand management strategies will be key both as part of the required Parking Management Plan and the 25% trip reduction target for new development as well as to address potential spillover parking issues resulting from new development. This memo lists a wide range of programs for both employers and residents that can be implemented to achieve these goals; however, it is crucial that all new development, not just development within the TOD zoned districts, be required to join the Rail Corridor TMA, create a parking management plan, and develop a trip reduction plan. By having all new development participate in the TMA, it ensures that all employees and residents will have access to the base level of TDM programs which can be difficult for smaller employers or residential complexes to provide on their own. Requiring all new development to establish a parking management plan and trip reduction plan ensures that all new development contributes to the 25% trip reduction target and is held accountable to meeting their established goals through the on-going monitoring process.

Lastly, there are a number of programs that can be utilized should spillover parking from SAP development become a concern. Along 25th Avenue, policies such as shared parking with the church, increasing the price of on-street parking, and improved wayfinding and signage for off-street parking can be used to ensure the availability of parking for visitors. Within residential neighborhoods, the current Residential Permit Parking Program could be adjusted to allow non-residents to purchase a permit for a fee in those neighborhoods where there is excess availability. The funds generated by non-resident permits can then be used to pay for neighborhood improvements.

Appendix A

Appendix B:
31st Transit Center Alternative Program

Appendix B

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SUITE 300
BERKELEY, CA 94709
TEL: 510 848 3815
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www.dceplanning.com

MEMORANDUM

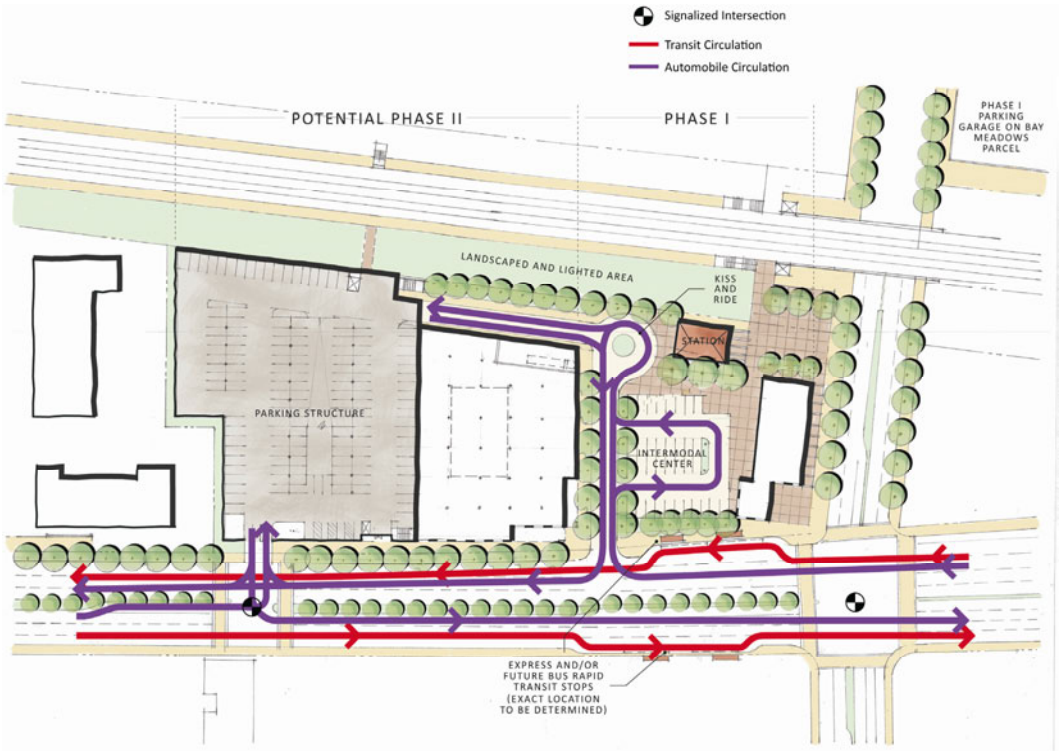
DATE March 3, 2011

TO Darcy Forsell
City of San Mateo

FROM Bruce Brubaker and Dahlia Chazan

RE **31st Avenue Transit Center Alternative Program**

This memorandum serves to document an alternative program for the relocated Hillsdale Caltrain station. The program is illustrated below.



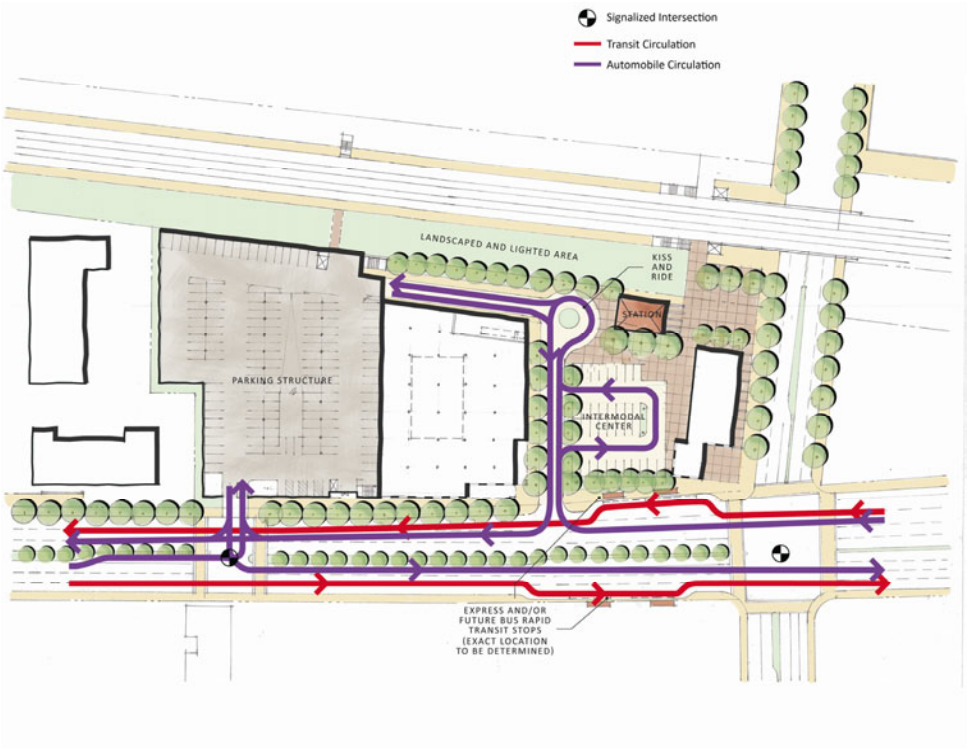
While the City's preference is for the Transit Center Program presented in the Hillsdale Station Area Plan, the 31st Avenue Transit Center Alternative Program may be considered in the future. This is because private property would need to be acquired in order to relocate the Hillsdale station. The Transit Center Program relies upon acquisition of all the parcels between the anticipated 31st Avenue extension across the train tracks and the existing Peninsula Station housing development. If it is not possible to acquire all of these parcels, the first phase of the 31st Avenue Alternative could be initiated without acquisition

of the parcel closest to Peninsula Station. This first phase would include a parking structure on the Bay Meadows Phase II side of the train tracks. A parking garage and associated residential and retail development shown there would be a second phase.

The 31st Avenue Alternative Program focuses the main entrance and Caltrain Station at a transit plaza facing the corner of El Camino Real and 31st Avenue, as shown in the illustration. Without a central transfer point, separate modes of transit are not as close to one another in this alternative program. During the first phase of the project, a second driveway restricted to right-in/right-out turns from the northbound direction accesses El Camino Real at the Transit Center. this right-in/right-out driveway would serve as its main entrance. In Phase II, a new signalized driveway provides direct access to the center's parking structure but allows vehicles to pass through the structure to access the Transit Center, passenger loading area, and surface parking located adjacent to 31st Avenue.

1. Bus and Shuttle Vehicle Access and Circulation

In the 31st Avenue Alternative Program southbound transit vehicles use a near side bus stop turnout on El Camino Real at 31st Avenue, while northbound vehicles use a far side turnout adjacent to the Transit Center separated from El Camino Real by a median. Transit vehicles remain essentially on-street, eliminating the delay associated with circulating internally in the Transit Center. However, the reduced delay is a trade-off with the greater capacity represented by the Transit Center Program included in the Plan. Shuttles enter the Transit Center area and use the same drop-off/pick-up area as kiss-and-ride vehicles.



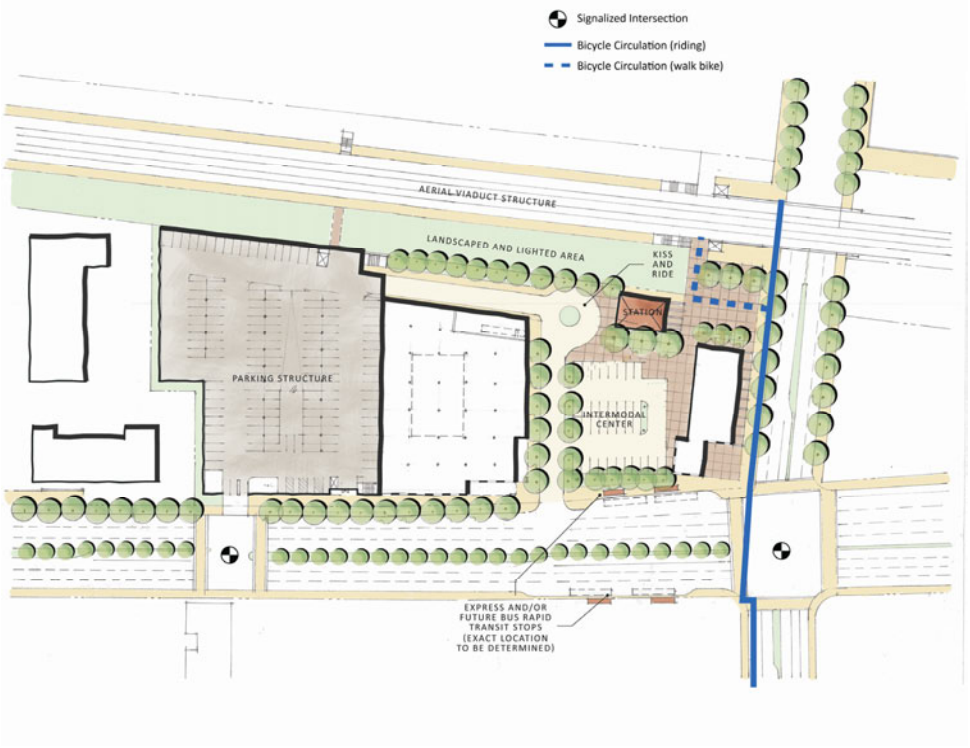
2. Automobile Access and Circulation

Vehicle access to the Transit Center only occurs on El Camino Real. The 31st Avenue Alternative Program's passenger loading function occurs off-street within the surface parking area adjacent to 31st Avenue. Vehicles access the parking structure or surface parking via internal circulation lanes.

The internal circulation also provides emergency vehicle access to the Transit Center and fire ladder vehicle access to the Caltrain platform.

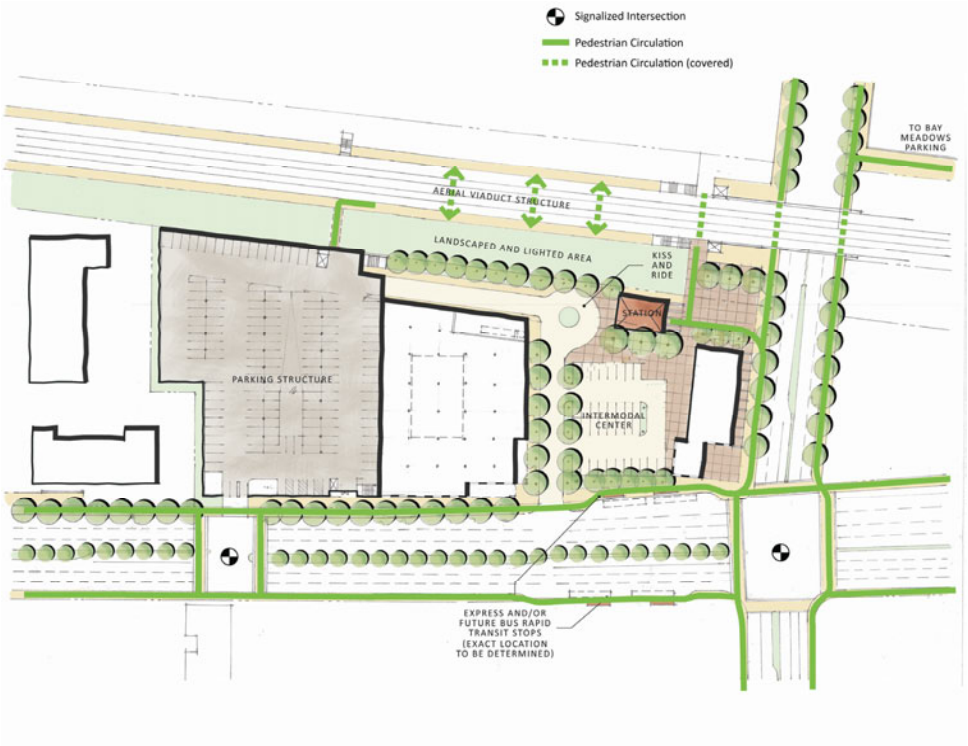
3. Bicycle Access and Circulation

Bicycle access to the Transit Center for the 31st Avenue Alternative is very similar to that for the Transit Center Program shown in the Plan. Access is provided via the bicycle routes identified in the existing and planned bicycle facilities shown below. For passengers parking in the Phase I garage on the Bay Meadows Phase II property, the 31st Avenue Alternative Program provides a bridge connecting the potential parking structure on the east side of the train tracks directly to the northbound platform.



4. Pedestrian Access and Connectivity to Adjacent Development

Pedestrian access to the Transit Center for the 31st Avenue Alternative is very similar to that for the Transit Center Program shown in the Plan. Access is provided via the pedestrian facilities shown below. The crossings of the tracks are aligned with and next to the 31st Avenue undercrossing, reflecting the alternative location of the station building and plaza.



Appendix C: Station Relocation

Appendix C

bae

Memorandum

To: Darcy Forsell, City of San Mateo
Dahlia Chazan, DC&E
Bruce Brubaker, DC&E

From: Simon Alejandrino, BAE

Re: Cost and Financing of Hillsdale Station Relocation

Date: January 7, 2011

1 Purpose of Memorandum

This memorandum provides the City with a conceptual overview of the costs associated with relocating the Hillsdale Station from its current location to between 29th and 30th Avenues. This proposed change is a central element of the Hillsdale Station Area Plan, and would facilitate a number of goals the City has for the area. These include improved circulation and passenger access, greater opportunities for transit-oriented development (TOD), and consolidated structured parking for Caltrain patrons. Also required for station relocation are three new grade-separated railway crossings at 25th, 28th and 31st Avenues. Finally, relocation is also likely to be considered during expansion from two to four tracks to accommodate California's High Speed Rail service.

The memorandum presents an overall financing strategy for the station relocation and supporting infrastructure.

2 Cost Analysis

2.1 Methodology

The findings in this memorandum draw in part from the *New Hillsdale Station and Grade Separations- 30% Final Preliminary Engineering Report* prepared by the Peninsula Corridor Joint Powers Board in October 2005 (referred to as Caltrain Report). This report identifies rail corridor improvements to safety, railroad operations and traffic circulation. The improvements include:

- A relocated Hillsdale Station and "transit center" between 28th and 31st Avenues;
- An elevated four-track railway alignment to facilitate Caltrain's future development plans to provide express service and accommodate high speed rail service;
- New grade-separated railway crossings at 28th and 31st Avenues which would connect El Camino Real to the Bay Meadows II development project;
- Replacement of the existing at-grade railway crossing at 25th Avenue with a grade-separated underpass.
- New railroad bridges adjacent to existing bridges at Hillsdale Boulevard and 42nd Avenue;
- A new pedestrian underpass at the Hillsdale Station;
- Two parking garages serving the new Hillsdale Station (construction to be phased).

As envisioned by the Caltrain Report, the new Hillsdale Station would contain:

- An 890-space parking structure on the west side of the tracks and a 470-space structure on the east side of the tracks.
- A promenade from El Camino Real for pedestrians and drop-offs.
- Amenities such as benches, canopies, trash receptacles, ticket vending machines, and public information kiosks.
- A platform accessible from both the east and west sides.
- A grade-separated section in the station center to allow for pedestrian movement under the tracks.
- Bus drop-off and loading areas with passenger shelters.
- Kiss-and-ride/taxi/shuttle/para-transit facilities.
- Bike lockers.
- Closed-circuit televisions and cameras for security.
- Elevators and escalators for passenger access.

Although certain details vary from the transit center and parking alternatives established in the Hillsdale Station Area Plan, the Caltrain Report concept shares many similar components, and serves as a valid comparison for planning purposes.

2.2 Cost Estimate

Relocation of the Hillsdale Station and its associated improvements break down into two broad categories:

1) Basic station relocation, including construction of a new platform with four tracks and the three grade separations at 25th, 28th, and 31st Avenues.
2) Expanded costs associated with creating a destination station that is the focal point of the Hillsdale Station Area Plan.

Table 1 summarizes the costs for the latter of the two items above, including construction of the new Hillsdale Station envisioned by the Hillsdale Station Area Plan, including the Transit Center and parking structure on El Camino Real. This is the portion of the relocation most likely to be funded all or in part by the City of San Mateo, in collaboration with Caltrain.

The figures in Table 1 are based on estimates from the Caltrain Report and reflect full build-out of the Station, including Phases 1 and 2 as described in the Caltrain Report. Construction costs are presented in 2006 costs, then escalated to 2010 costs using the Engineering News Record Construction Cost Index for the San Francisco region. As shown in Table 1, this analysis results in a total construction cost of approximately $86 million, including hard and soft costs. The size of the parking structure was modified for consistency with the Hillsdale Station Area Plan to contain 636 stalls. Costs for the structure make up approximately 60 percent of the total construction costs, or $52 million.

In terms of land acquisitions, the Hillsdale Station Area Plan indicates that the new station and parking garage would require the purchase of approximately 3.65 acres of private land. As part of the research on the financial feasibility of the Station Area Plan alternatives, land values in the area were found to range from $100 to $110 per square foot. This suggests that property acquisition costs would total approximately $16 million to $17.5 million.

Table 1: Cost Estimate for New Hillsdale Station, Transit Center, and Parking Structure

Item	Station		Amount (a)	% of Total Hard Costs
1.1	Platform Items & Misc Furnishings		$3,998,000	
1.2	Station Access (pedestrian underpass)		$2,726,000	
1.3	Station Access (elevators)		$1,750,000	
1.4	Station Access (stairs)		$810,000	
1.5	Station Access (skylight)		$204,000	
1.6	Station Access (skylight structure)		$124,000	
1.7	Closed-Circuit Television		$750,000	
	Subtotal		**$10,360,000**	**36%**
	Transit Center			
2.1	Pavement Section		$822,000	
2.2	Drop-off Area/Plaza (on-street configuration assumed)		$37,100	
2.3	Shelter, Trash, Bike Racks, Lockers		$215,000	
2.4	Signing and Striping		$15,000	
2.5	Station Marker		$5,000	
2.6	Minor Transit Center Items (10% of above)		$110,000	
	Subtotal		**$1,200,000**	**4%**
	Parking Structure			
3.1	636 Stalls @$25,000 per stall		$15,900,000	
3.2	Electronic Signage Board		$5,000	
3.3	Minor Parking Structure Items (10% of above)		$1,590,500	
	Subtotal		**$17,500,000**	**60%**
	Construction Subtotal		**$29,060,000**	**100%**
	Mobilization	10%	$2,910,000	
	Construction Pro-Rates	35%	$10,170,000	
	Construction Total		**$42,140,000**	
	Design	12%	$5,060,000	
	Amtrak	15%	$6,320,000	
	Construction Management	15%	$6,320,000	
	PCJPB Staff Costs	5%	$2,110,000	
	Construction + Soft Cost Total		**$61,950,000**	
	Project Contingency	25%	$15,490,000	
	Construction + Soft Cost + Contingency Total (2006$)		**$77,440,000**	
	Escalated to 2010$ using ENR Construction Cost Index		**$86,090,000**	
4.1	Land Acquisition (b)		$16,690,000	
	GRAND TOTAL		**$102,780,000**	

Notes:
(a) All totals rounded to $10,000.
(b) Assumes 3.65 acres of land for station, transit center, and parking structure @ $105/sq. ft.
Land values in area estimated at $100 to $110/sq. ft.
Sources: 30% Final Preliminary Engineering Report, Caltrain, October 2005; Engineering News Record, 2010; BAE, 2010.

Altogether, this analysis suggests that the project would cost on the order of $100 million to $105 million, of which about 15 percent is made up of acquisition costs, and the balance is hard and soft costs.

Table 1 does not include item 1's basic relocation costs because these costs are anticipated to be paid by High Speed Rail, which requires grade-separated travel all along the Peninsula. The City may be required to pay a portion of these costs, which it could do from its traffic mitigation fees. They would also require significantly more engineering work than has been completed to date in order to provide specific figures. The basic station costs would include the grade separations at 25th, 28th, and 31st Avenues. They could range from $80 to 175 million for 25th Avenue; $65 to 270 million for 28th Avenue; and $120 to 270 million for 31st Avenue.[1]

3 Financing Strategy

The following section discusses potential financing strategies for relocation of the Hillsdale Station and associated improvements. These financing strategies are for both the costs detailed above in Table 1, representing the expanded costs associated with creating a destination station that is the focal point of the Hillsdale Station Area Plan, as well as the basic station relocation, including construction of a new platform with four tracks and the three grade separations at 25th, 28th, and 31st Avenues. It should be noted that a significant portion of the expanded costs of creating a destination station consists of the costs of building structured parking. While some of the strategies described below will contribute to those costs, it is likely that they will need to be financed through some sort of grant funding in support of transit-oriented development. However, the City and Caltrain will not be ready to apply for these funds for up to 10 years, at which time different grant funding programs are likely to exist than the ones that are currently available. For this reason, the strategies below do not focus on current grant financing options.

3.1 Sources Considered But Deemed Not Applicable

There are a variety of potential financing strategies that are often used for transit centers or other public projects that were reviewed but found to not be applicable to the Hillsdale Station, including:

- **Redevelopment Tax Increment Finance**. Redevelopment agency funds are often key sources for large scale public improvements. However, these expenditures are limited to

[1] City of San Mateo. City Council Study Session Staff Report February 12, 2008 regarding "Draft Findings – San Mateo Grade Separations Footprint Planning Study.

Project Areas established pursuant to the requirements of California's Community Redevelopment Law. The future Hillside Station area site is not in a current Project Area, and based on conversations with City staff, it appears that the site would not meet the legal standards for "blight" necessary for it to be added to a Project Area.

- **Parking Benefit District**. Many cities dedicate revenues from parking meters, tickets, and other related parking activities to fund parking-related improvements, including new garages. Another approach is the creation of a Parking Benefit District, a type of special assessment district (discussed later in this memorandum) that would generate revenues from properties around the new Hillside Station Area site to cover debt service on bonds used to finance construction of parking improvements, including a parking structure. However, given that street parking and parking for businesses in the surrounding area is currently free, it would not be practical at this time to set aside parking revenues or pursue creation of a Parking Benefit District.

3.2 Partnerships with Other Agencies

3.2.1 Caltrain

The Caltrain CIP identifies a wide range of proposed improvements that support Caltrain's Service Plan. The current 10-year CIP covers FY2009-FY2018. Capital project are generally paid for through federal, state, and local grants and capital matching funds from member agencies of the JPB (i.e., the San Francisco Municipal Transportation Agency, the San Mateo County Transit District, and the Santa Clara Valley Transportation Authority). These matching funds are generated through each county's respective sales tax revenues – Measure A in San Mateo County.

The Caltrain CIP lists multiple projects that lack an identified funding source. This "financially unconstrained" plan allows Caltrain to compete for federal, state, or local funds should funding become available for particular projects. Approximately $187 million of the $2.57 billion CIP remains unfunded, a situation compounded by revenue reductions associated with the current economic downturn.[2] Relocation of the Hillsdale Station is not on the CIP, and staff indicates that many other projects would take priority over this one, should funding become available. Caltrain staff also report that parking revenues are largely dedicated to operations, rather than capital projects, and that Caltrain has not historically used debt (e.g., bonds) to finance capital projects.

Given these constraints, staff states that while Caltrain is open to partnering with the City and other agencies to support the Hillsdale Station relocation, it does not have the capacity to finance the project in the foreseeable future.

[2] *Short-Range Transit Plan, FY2009-FY2018*. Caltrain. December 2009.

3.2.2 California High Speed Rail Authority (HSRA)

The city will look to HSRA to finance the relocation of the Hillsdale Station and the grade separated crossings, since HSR requires an elevated, four track alignment with no at-grade railway crossings. Although the Hillsdale Station is not planned as a HSR stop, HSRA support for the project may occur to the extent that track widening for HSR would necessitate relocation of the Hillsdale Station. As noted in the Hillsdale Station Area Plan, the current configuration of Pacific Boulevard and the Hillsdale Boulevard undercrossing would not accommodate the two additional tracks required for a Baby Bullet bypass or HSR. In order to get four tracks on the same elevation, the Plan recommends relocating the Hillsdale station platforms between 28th and 31st Avenues. This shift would accommodate the minimum vertical clearance for undercrossing traffic at Hillsdale Boulevard.

Financing plans for HSR remain in the conceptual stages. The Authority estimates a total cost of $45 billion, with $9 billion coming from State General Obligation bonds (approved through Proposition 1A in 2008), $17-$19 billion from the federal government (including $2.25 billion committed through American Recovery and Reinvestment Act (ARRA) in January 2010), $4-$5 billion from local agencies, and $10-$12 billion from private sources.[3] The precise funding sources and uses within these general categories have not yet been identified.

3.3 City-Secured Funds

The City may need to supplement contributions from partner agencies with grants, private funds, and other resources it secures independently, particularly for the expanded station costs detailed in Table 1. An overview of the potential gap financing sources follows below. This section offers an overarching perspective on likely funding sources at the federal, state, and local levels, and is not meant to be a comprehensive list of relevant sources in place today. Considering the long term nature of this project, and the uncertain status of various funding streams, the City and other stakeholders will need to identify and apply for specific funds as the financing program for the Hillsdale Station is further developed.

3.3.1 Federal Sources

Surface Transportation Act. The federal government offers a variety of competitive grant options through the Federal Highway and Federal Transit Administrations. Much of these are funded through a surface transportation act adopted by Congress every six years. The majority of surface transportation act funding flows to the states, and in California these funds are administered by Caltrans. Caltrans assigns a significant portion of two of the programs, the Surface

[3] *Report to the Legislature*. CA High Speed Rail Authority. December 2009.

Transportation Program (STP) and the Congestion Mitigation & Air Quality Improvement Program (CMAQ) to the Metropolitan Transportation Commission (MTC) and other regional planning agencies to distribute to local agencies and jurisdictions.

The current federal transportation funding act, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), expired on September 30, 2009. At that time, Congress failed to enact a five-year reauthorization measure, and instead has approved several short-term funding authorizations throughout 2010. For now, the status of the surface transportation act reauthorization remains uncertain.

3.3.2 State Sources

State Bonds. State bond issuances may be used to fund infrastructure improvements throughout California. A two-thirds approval in the legislature is required to place a statewide bond measure on the ballot, which must then be approved by a simple majority of voters. For example, in 2006, voters approved the Housing and Emergency Shelter Trust Fund Act of 2006 (Proposition 1C), leading to the issuance of $2.85 billion in bonds to support affordable housing and infrastructure improvements. In addition to funding existing housing programs, Proposition 1C earmarks $790 million to promote infill development, through infrastructure support. As of December 2009, $60 million of this infrastructure funding remained available.

California voters also approved the Highway Safety, Traffic Reduction, Air Quality, and Port Security Bond Act (Proposition 1B) in 2006. This program employs a formula to allocate approximately $1 billion to cities in California on a per capita basis for transportation improvements.

Given the preliminary status of the Hillsdale Station relocation, neither of these bond measures is likely to benefit the project. Moreover, the State's fiscal crisis has impacted bond financing for projects under Propositions 1B and 1C, and threatened the viability of these measures as a viable funding source in the immediate future. Nonetheless, future bond issuances may prove a useful financing mechanism for elements of the new Hillsdale Station.

State Transportation Improvement Program (STIP). The STIP is a multi-year capital improvement program of transportation projects, funded with revenues from the State Transportation Investment Fund and other funding sources, including federal grant programs. STIP programming generally occurs every two years.

The programming cycle begins with the release and adoption of a fund estimate by the California Transportation Commission (CTC). The fund estimate serves to identify the amount of new funds available for the programming of transportation projects.

Once the fund estimate is adopted, Caltrans and the regional planning agencies – the Metropolitan Transportation Commission in the case of the Bay Area – prepare transportation improvement plans for submittal. Caltrans prepare the Interregional Transportation Improvement Plan (ITIP) and regional agencies prepare Regional Transportation Improvement Plans (RTIPs). These plans are incorporated into the STIP, which is adopted by the CTC. In the Bay Area, local agencies work through MTC to nominate projects for inclusion in the RTIP and STIP.

Streets and Highway Code, Section 190. Assuming High-Speed Rail on the Peninsula is eventually realized, the HSRA is expected to cover the costs associated with grade separations. However, should City participation become necessary, or if High-Speed Rail does not come to pass, Section 190 of the Streets and Highway Code requires the State's annual budget to include $15 million to public agencies to grade-separate existing at-grade crossings, or to improve existing grade-separated crossings. To be eligible for this funding, jurisdictions first nominate a project to the California Public Utilities Commission (CPUC). The CPUC then prioritizes projects according to formulas that consider vehicle traffic, train traffic, cost, accident history, and other factors. The project on the list with the highest priority, and which meets all other requirements, has first claim to the funds distributed by Caltrans.

A maximum of $5 million per grade separation is potentially available through this program. The funds require matching funds on an 80-10-10 basis, with the local jurisdiction and railroad each expected to contribute 10 percent of total funding. Typically, three projects each receive $5 million of funding annually. Twenty-Fifth Avenue was nominated to the CPUC in 2002 and received a ranking of 33. As a point of reference, between 45 and 100 projects are generally submitted for the CPUC priority list. Although the ranking appears low, other higher-ranked projects often fail to receive funding due to the lack of local matching funds. Therefore, the possibility still exists for accessing future Section 190 funds if the City and railroad can supply a local match.

3.3.3 Local Sources

Measure A Funds. The San Mateo County Transportation Authority (TA) was formed in 1988 with the passage of the voter-approved half-cent sales tax for countywide transportation projects and programs, known as Measure A. The original Measure A expired in December 2008. In 2004, county voters approved a reauthorization of Measure A through 2033. The TA administers the proceeds from Measure A to fund a broad spectrum of transportation-related projects and programs. Projects to be funded by Measure A funds must be included in the TA's Transportation Expenditure Plan.

Again, Measure A funds for transit (30 percent of total revenues) are used by Caltrain for projects in its CIP, and may therefore be unavailable for the Hillsdale Station relocation. However,

Measure A also includes funds for local streets and transportation, pedestrian and bike access, and grade separations that may contribute to other elements of the Transit Center and parking garage.

Special Assessment Districts. Under California law, local agencies, including cities, must pay for general government services through taxes. However, where "a particular and distinct benefit over and above general benefits" is conferred within a defined district, a special assessment may be established to raise funds from affected properties to pay for this "special benefit."[4] In the Hillsdale Station Area, it may be appropriate to consider the formation of an assessment district to pay for installation and/or maintenance of certain improvements.

More than 20 different statutes authorize local agencies to impose assessments. Each statute can be used for specific purposes that include tree planting, street lighting, and geological hazard abatement. Most allow for assessments to pay for construction costs, some allow for the issuance of bonds, and others allow for assessments to pay for operation and maintenance of facilities. Local agencies have the ability to select among authorizing statutes to choose one that best matches the specific situation. If the intention is to fund upfront capital costs, as is the case in the Hillsdale Station Area, a statue that allows issuance of bonds is recommended.

The formation of a special assessment district requires a majority vote from property owners within the assessment area, with their vote weighted based on proportionate shares of the total annual assessment. All property owners within the district pay an annual assessment above their regular property taxes to pay for special benefits.

Gaining majority owner approval in a developed area with multiple parcels like the Hillsdale Station Area is likely to be very difficult, if not impractical, because many property owners are unlikely to perceive a financial benefit from relocation of the station. However, if the improvements are framed properly to highlight the benefits of the new station location and improvements to circulation and the streetscape, the new assessment may achieve the needed support. Moreover, the Hillsdale Shopping Center's major presence in the Station Area would give its owners a large share of total votes, potentially helping secure the necessary votes, should they support a proposed assessment. The City may also consider the viability of including the Bay Meadows development in a special assessment district, to the extent property owners on the east side of the tracks would benefit from the proposed improvements (e.g., pedestrian and auto crossings and the new transit center) and would support an assessment.

Special Taxes. The Mello Roos Act allows the establishment of special taxes through the creation of Community Facilities Districts (CFD) and could potentially be useful in implementing the

[4] California Constitution, Article 13D, as enacted by Proposition 218, passed in 1996.

Hillsdale Station relocation and associated improvements. Similar to assessment district legislation, the Act is flexible and allows for monies to be used to pay for construction and maintenance of a range of improvements. Bay Meadows II financed their public improvements through a CFD.

The process to form a CFD is similar to that for formation of an assessment district, involving needs assessment and visioning, feasibility analysis, including polling levels of support at different taxation rates; and legal proceedings to adopt the tax.

The balloting procedure for a CFD is different than for an assessment district. In comparison to assessment districts, which must be approved through a weighted balloting procedure requiring majority support from affected property owners, special taxation districts are approved through an election procedure whereby two-thirds of voters within the district vote in support of the tax. In areas with twelve or fewer residents, special taxes are enacted through a two-thirds vote of property owners (weighted according to the amount of land owned). As with a special assessment district, creation of a CFD is likely to be very difficult, if not impractical, because many property owners in any proposed district are unlikely to perceive a financial benefit from relocation of the station

Compared to assessment districts, CFD's generally have less complicated procedures for determining the amount to be paid by each property, often charging the same flat amount per parcel. Similar to a special assessment district, the formation of a Mello-Roos District is difficult in a built-out area where property owners may have disparate interests. Consequently, they are more commonly used as financing tools in greenfield development sites or in other areas with limited owners and voters.

Whether to pursue an assessment district or a CFD is often a decision that can be taken after broad community support has been lined up behind a set of proposed improvements. Depending on the program of improvements and maintenance needs, as well as the individual property owners involved, it may be more advantageous to pursue an assessment district or a CFD. Jurisdictions typically engage a consultant to formulate the appropriate funding strategy for a given project, taking into consideration the cost, ownership conditions in the area, public support for the improvements, and other factors.

Development Impact Fees. The City of San Mateo currently charges a variety of impact fees on new development to mitigate any impact on environmental conditions, including circulation and transportation issues[5]. There are also impact fees levied for public art, childcare, and parks. The

[5] Any impact fees must be set according to each development's respective share of the impact and associated cost to mitigate it. This calculation requires a "nexus study," a legal requirement under California case law and

City of San Mateo established the first Traffic Mitigation Program as part of the Circulation Element to the City's General Plan in 1990. The 2008 Traffic Mitigation Report summarizes anticipated traffic conditions at key intersections in 2030 given development anticipated in the *General Plan* and *Rail Corridor TOD Plan* and updates the intersection improvements necessary to maintain acceptable levels of service (LOS) as defined in the *General Plan*. In addition, the report defines major transportation system improvements, including the grade separations of 25th, 28th, and 31st Avenues, needed to mitigate the traffic impacts of future development. The Mitigation Fee Program is also identified to be used for funding off-site pedestrian and bicycle improvements needed to create and maintain a safe and logical bikeway system and walkable community.

The Traffic Mitigation Program documents the *Traffic Mitigation Fee* that must be paid by all new development and is used to fund the required future improvements identified in the *Traffic Mitigation Report*. The fee has been based on a comparison of citywide improvements needed to mitigate the impacts of new development and the total new peak hour trips added by expected future development within San Mateo. This yields a single fee for all new development in San Mateo. The fee per peak hour vehicle trip is the same regardless of the type of development. This approach provides proportionality in the application of the fee by relating the total fee to the number of trips generated. For simplicity of application, the fee per trip has been converted to a fee per dwelling unit for residential development and per square foot for commercial development. Since the number of trips varies for different land uses, the fee per dwelling unit or 1,000 square feet of commercial or industrial floor area also will vary.

Individual developments may be required to construct off-site improvements included on the list used to develop the traffic mitigation fee (General Plan Policy C2.7 Exceeding the Acceptable Level of Service). In these cases, the cost of the required improvements may be credited against the required traffic mitigation fees to be paid. No credit is given for off-site improvements not included in establishing the fee.

Sufficient fees to fund individual improvements may require completion of more than one development. Therefore, the ability to construct the desired improvements may lag behind the increase in traffic.

The Traffic Mitigation Program assumes that the City will continue to be aggressive in identifying off-site improvements to be conditioned on individual developments and will continue to seek county, state and federal funding for major improvement projects.

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per the Mitigation Fee Act.[5] California jurisdictions are required to show through a nexus study that (1) the proposed development is in fact creating an impact and (2) the fee is proportional to the impact.

Development impact fees may not be an appropriate financing strategy for the Hillsdale Station relocation. While the station relocation would confer multiple benefits from a planning and circulation perspective, the nexus study would have difficulty showing how the new station would mitigate impacts from new development. Moreover, impact fees do not provide up-front capital for improvements, and are reliant on new development activity to generate funds.

Developer Exactions. The City may impose various requirements, known as exactions, as a condition of new development, including the development of necessary public infrastructure. The weak link between new development and the station may pose challenges in negotiating the exaction, as does the limited number of nearby mixed-use properties that require discretionary approvals and thereby create the opportunity to negotiate exactions as part of a Development Agreement. Exactions may be useful in securing more minor improvements to the Transit Center and surrounding streetscape to facilitate passenger and pedestrian access (e.g., bike racks, benches, lighting, landscaping, stormwater control facilities, etc.).

Similar to impact fees, the cost of exactions represents a direct cost to the developer. Therefore, these should be carefully considered during the entitlement process, to assure that the exactions still allow for a financially feasible project.

State Gas Tax Subvention. California's 18 cent per gallon fuel excise tax is a major source of funding for transportation projections. Thirty five percent of revenues collected through this source are allocated to cities and counties, known as the local subvention. Funds may be spent on transportation maintenance, improvements, and management, including funding streetscape improvements. Gas tax capital improvement funds are earmarked through each City's Capital Improvement Plan (CIP). The station relocation and associated improvements would need to be added to the City's CIP to be eligible investments for gas tax funds.

Parking Revenue Bonds. A parking revenue bond may be an additional strategy used to finance the construction of the Hillsdale Station parking garage. As noted previously, Caltrain typically uses parking revenue to support operations, rather than capital improvements. However, depending on the City's role in financing the new Hillsdale Station improvements, the City and Caltrain may come to an agreement to direct a portion of increases in parking revenues due to increases in parking rates above today's rates towards bond debt service. The viability of this approach will ultimately depend on negotiations between the City and Caltrain regarding financing and operation of the garage, the ridership at the Hillsdale Station, and the parking rate structure at the facility. It is also important to note that even if a parking revenue bond emerges as a workable strategy, additional capital will likely be needed to fill the gap between funds raised through the bond and the total development cost. Parking revenue rarely covers the full cost of garage construction.

3.4 Opportunities for Cost Reduction

When developing a financing strategy, a dollar of avoided costs can be just as important for enabling a project as a dollar of bond financing or grant funding. The proposed improvement program reflects the costs of relocation of the existing Hillside station and development of a new Transit Center based upon current City and Caltrain policies and practices. There may, however, be opportunities to reduce costs in the future from further consideration of the following:

- **Public-private partnerships involving shared use of parking structures**. Developers of adjacent properties who could develop larger buildings on their sites if parking can be located in a shared parking structure may be willing to make a contribution towards the cost of the new parking structure. Depending on the size of the project, they may also be willing to enter into a public-private partnership for construction of the structure, which could provide the benefit of private-sector construction cost efficiencies.

- **Provide fewer parking spaces as increased Caltrain ridership is realized**. Currently, only approximately one-third of riders at the Hillside Station use the existing park-and-ride facilities. Other transit systems have seen transit-oriented development around stations increase ridership even as on-site parking for commuters has been reduced or eliminated. Future projections for Hillside Station ridership show that growth from all other modes besides commuters who drive to the station will greatly exceed current ridership levels. This means that there may be opportunities to reduce the number of parking spaces that need to be provided, reducing project costs, while still realizing the benefit of increased ridership at the Hillside Station.

3.5 Summary of Financing Strategy

At this juncture, financing the basic station relocation costs, including grade separated crossings primarily through the HSRA appears the most readily implemented strategy. Specifics regarding the amount and timing of this funding will be the subject of negotiations once the HSRA enters the implementation stage. Following these discussions with the HSRA, the City will likely need to pursue grants and other strategies to finance the actual transit station improvements, as outlined above. As part of this approach, the City should take the following steps:

- **Begin and maintain communication with the HSRA and Caltrain to assure that the project remains a priority for all stakeholders.** As the HSR project has already identified a need for an elevated four-track design in the Station Area with no at-grade crossings and the relocation of the Hillsdale Station, this sets the stage for the City to

engage HSRA regarding financing these costs, as well as contributions to the cost of a new facility.

- **Examine the possibility of adding the project to the City CIP, the Bay Area TIP, and the State TIP.** The City will need to secure funding for the expanded station costs, including parking garage and Transit Center improvements. Inclusion of the project in local, regional, and state improvement plans would signal the commitment of the City, MTC, and the State to the project, and make it eligible for federal, State, and local grants. At the same time, the City should monitor new and existing regional, State, and federal grant programs as funding becomes available.

- **Adopt a phased approach to this project, prioritizing the station and Transit Center construction prior to the parking garage.** As noted in Table 1 above, the transit center garage makes up a substantial portion (about 60 percent) of expanded station construction costs for the new Hillsdale Station and Transit Center. Given this major investment, parking should occur on some combination of surface lots on the site and undeveloped parcels in the Bay Meadows Phase II area until ridership levels warrant a new garage and funding can be identified. That funding will most likely be grant funding, so the City and Caltrain will need to work together to identify appropriate pools of money and apply in advance of demand for structured parking.

  All surface lots should be within a quarter mile of the station so they effectively serve station users. If necessary, demand pricing may also be used to scale the demand for stalls to the level accommodated by these lots. Priority should be given to surface parking on properties owned by the City or Caltrain, to reduce acquisition costs, but some surface parking on Bay Meadows Phase II properties may be required. In this case, the City and Caltrain will need to work with Bay Meadows Phase II to establish a fair lease price. Caltrain may be able to offset some of these costs by leasing the surface parking at the current station for other purposes. Funding for construction of surface parking spaces could be provided by the City's CIP, as surface spaces are a small fraction of the cost of structured parking spaces. Prior to constructing a new garage, all other access improvement and programmatic efforts should be implemented to assure an appropriately-sized facility.

  A second parking structure may eventually need to be constructed to provide additional parking spaces. This would most likely occur on a parcel set aside for the purpose at Bay Meadows Phase II for which the City has a right of first refusal. The parcel would need to be purchased by the City or Caltrain. Construction of the second parking garage would require development of a separate financing plan, which could be based upon a

combination of approaches outlined for the initial parking garage located at the Transit Center.

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