SAN MATEO RAIL CORRIDOR

TRANSIT-ORIENTED DEVELOPMENT PLAN

FINAL

ADOPTED

JUNE 6, 2005

EDAW

ACKNOWLEDGEMENTS

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CHAPTER 1. INTRODUCTION

Executive Summary

The intent of the San Mateo Rail Corridor Transit Oriented Development Plan (Plan) is to allow, encourage, and provide guidance for the creation of world class transit-oriented development (TOD) within a half-mile radius of the Hillsdale and Hayward Park Caltrain station areas, while maintaining and improving the quality of life of for those who already live and work in the area.

The Plan area, as shown in *Figure 1.1*, includes transit supportive policies, land uses, development densities, height standards, and design guidelines. Bringing these together are two special TOD zones located within the larger Plan area. The TOD zones include sites where redevelopment could occur, within approximately of ½ mile of both stations. The Plan also includes goals and policies to improve the street system and pedestrian friendliness for other places within the Plan area, not in TOD zones, where existing uses may remain, and existing zoning and development standards are retained.

Contributing to the realization of this endeavor are potential benefits resulting from the Joint Powers Board's (JPB) increasing investment in its Caltrain commuter rail line, including the redesign of both stations, and more frequent service with the introduction of its Baby Bullet commute-hour express train service. These improvements will add to the desirability of living and working near the stations.

Implementation of the Corridor Plan and resultant development will bring several long-term benefits to the City of San Mateo, including the following:

- Improved access to Caltrain stations for pedestrians, bicycles, autos, and buses, enhancing transit's attractiveness to residents throughout the City.

WHAT IS TRANSIT-ORIENTED DEVELOPMENT?

Transit-Oriented Development (TOD) refers to the concept of creating pedestrian friendly neighborhoods and districts in close and convenient proximity to transit stations, with the idea that a desirable living environment is being created, which is served by transit. Fundamental to this are three planning considerations: Density, Directness, and Design.

DENSITY is a primary consideration in TOD design because it is essential to have a critical mass, or in simple terms, enough people close enough to transit stations, to actually result in an increase in transit usage. Consequently, multi-family housing and employment centers are considered among the most appropriate transit supportive land uses. Neighborhood and commuter serving businesses such as small shops and restaurants are also appropriate and contribute to the area's vitality.

DIRECTNESS refers to accessibility to transit stations by pedestrians, bicycles, autos and buses. People are generally more likely to walk to and from transit stations if they are provided with a direct and pleasant route from transit to their destination. Circuitous pedestrian ways tend to discourage transit use because of inconvenience; people would rather drive alone than take long, indirect walks from the station home or to work. In general, people are willing to walk up to about one-half mile between the station and their destination if the route is efficient and inviting.

Figure 1.1 Plan Area Aerial

DESIGN of the buildings and streets near stations greatly influences transit use. People should be provided with a safe and attractive environment to walk through once they've arrived at a station. This environment is often referred to as the "public realm", or the collective experience of streets, buildings, and landscape, which forms the places people visit. Sidewalks should be continuous, lined with street trees, and fronted with building entries, shop fronts, and maintained landscapes. People will not consider transit an attractive alternative if they need to walk through unsafe, monotonous or isolated places to get from the station to their destination.

- New development near the stations will be consistent with goals, objectives and policies adopted by the City of San Mateo specially tailored for the TOD area.
- Higher-density housing recommended near the two stations will add to the City's housing stock and help alleviate some of the pressures present throughout the Bay Area for affordable and market rate housing.

The potential to create class "A" office space in close proximity of the stations will help San Mateo maintain its stature as an attractive employment center in the Bay Area by retaining existing and attracting new employers. Recommended improvements to the City's street network will add roadway connections, improving mobility throughout the Plan area, contributing to the completion of the city-wide street network.

The City's park system would be enhanced with the creation of a large civic park and smaller neighborhood parks in the Plan area.

The concepts in this Plan were shaped through a collaborative planning process including input from a Citizen Advisory Committee (CAC) representing local land owners, residents, and businesses, City staff, and public agencies staff. It reflects a vision shaped by a common desire to create world class transit oriented development, and is informed by property ownership patterns, technical, market, and urban design considerations.

A Vision of the Corridor Plan Area in 2020

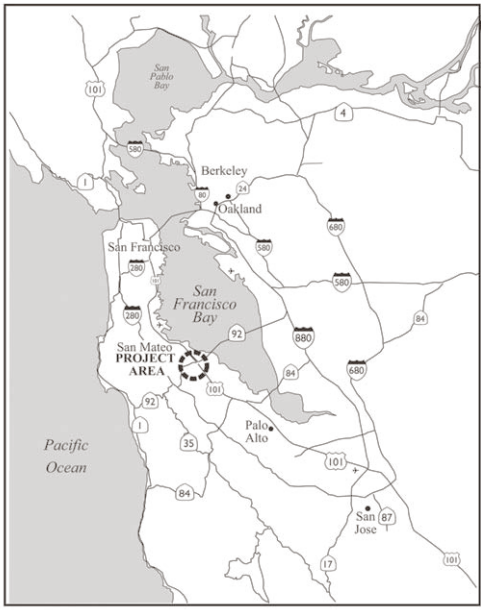
This vision or "snapshot of the future" characterizes what the Corridor Plan area could look like after two decades of changes and improvements based on the policies in the Corridor Plan and the City's General Plan. The purpose of this section is to clarify the intent and spirit of the Plan.

In the Plan area of the future, transit and pedestrian friendly environments will have contributed to the creation of new and distinctive neighborhoods and districts, harmoniously woven into the fabric of the city that surrounds them. Inviting and convenient streets meet the needs of pedestrians, bicycles, and motorists alike, providing direct access to Hillsdale and Hayward Park Stations, home, work, and shopping. Although different in scale and character, the area's train stations are important civic hubs of activity.

- As an important multi-modal transportation center, Hillsdale Station is the heart of a vibrant mixed-use district, bustling with activity. Residences and offices that surround the station boast distinctive character and the use of rich building materials. Residents and employees from these neighborhoods and offices

REGION

The City of San Mateo is part of the mid-Peninsula region of the San Francisco Bay area. The Corridor Plan area lies at the crossroads of Highway 101 and SR 92, roughly two miles south of downtown San Mateo. The Plan area extends from about 16th Avenue to the Belmont border and encompasses an area that is roughly 4.5 miles long and 1.5 miles wide. The most formative elements of the study area are the Caltrain rail corridor and Hillsdale and Hayward Park stations.



easily walk along tree lined streets to and from work via Caltrain. Along the way, they will be able to shop for daily needs and dine along the inviting and interesting Delaware "Main Street." Residents and visitors of all ages will be able to enjoy centrally located parks providing active and passive outdoor recreational activities.

- Hayward Park Station is a conveniently accessible and inviting neighborhood serving stop along the Caltrain line, which nearby residents comfortably walk to and from. Shops and residences face the major streets that people walk along to get to and from the station. Neighborhood greens provide peaceful retreat for area residents. The residential buildings that surround the station are mindful of the scale and character of the area's well established neighborhoods, accented by their street front porches and entries, and attractive plazas and courtyards.
- New grade separated street/railroad crossings makes for easier east/west travel, and better connect the Plan area with the rest of the City. The redesigned Delaware Street offers an alternative to El Camino Real for local travel, and provides convenient access from both station areas, and the San Mateo County Expo Center, to State Route (SR) 92.
- The transformed Concar retail center has an attractive street presence along Concar Drive, animated with interesting architecture, broad sidewalks, street trees and street lights. Within, shopping needs for residents from throughout the City are met, and people live above and around a collection of large and small scale retailers.
- The Crossroads office buildings located along Highway 101 and SR 92 retain their stature as a desirable business address, enhanced by their convenient proximity to transit stations, shops, and services. The San Mateo County Expo Center continues to host numerous events, including the County Fair.

Plan Area and Change

Figure 1.1 is an aerial photograph from 2004, showing the boundary of the Plan area, drawn to exclude many of the well established single-family neighborhoods in the area. Pockets of single-family and multi-family housing exist within the Plan Area. The Corridor Plan does not propose any land use changes to these neighborhoods, but proposes improved connections to the Caltrain stations.

Most of the land in the Corridor Plan area is developed with low-intensity commercial and industrial use such as shopping centers, corporation and storage yards, or special uses such as the Bay Meadows horse racing track and the San Mateo County Expo Center. Over the 20-year horizon of this Corridor Plan, market pressures will likely spur interest in intensification, infill, or complete redevelopment of many of these properties. Others may remain largely as they are today, to continue providing valuable commercial and industrial services or uniquely San Mateo amenities such as the County Fair. The Corridor Plan allows both to occur.

- The revitalized businesses along El Camino Real continue to meet a variety of needs for city residents, offering numerous goods and services. Business is enhanced because of attractive storefronts and tree lined sidewalks.

Each of these possibilities could occur under the guidance of the Plan.

Relationship to the City's General Plan

San Mateo's General Plan (1997 update) includes many proposals and policies that support the goals of this Corridor Plan, including efficient use of land near transit stations. Existing City regulations do not specifically include transit supportive densities or development standards, or provide complete guidance as to how to transform the Corridor Plan area to create TOD.

In order to realize the desired vision of TOD at Hillsdale and Hayward Park stations, this plan recommends amending the General Plan to include the following: specific TOD supportive policies for land use, circulation and design; two TOD's with land use and maximum height diagram; and TOD design guidelines.

As adopted, this Plan is a stand alone document that supports implementation of the City's General Plan. New development and major modifications to existing development in the Corridor Plan area must comply with the updated General Plan and this Plan. Property owners within the two TOD's are highly encouraged to pursue TOD opportunities, rather than their current uses.

The Role of the Community Advisory Committees (CACs) in the Corridor Plan Process

Two Citizen Advisory Committees (CACs) have helped shape the evolution of the two phases of the Corridor Plan since the process began in 1999. Both were advisory to the Planning Commission and City Council. Final decision-making authority on adoption and policy direction for the Corridor Plan as well as the Bay Meadows Specific Plan lies with the City Council, based on recommendations by the Planning Commission, the CAC, and other public input.

The first CAC assisted in developing the product of the first phase of the Corridor Plan process, the Concept Plan document (June 2000). The Concept Plan established goals to guide the evaluation of alternatives and proposed plans within the corridor. Its goals encourage appropriate land use and density changes for San Mateo, improvement of transit's function and pedestrian amenities, and protection of existing communities from the impacts of new development. The Concept Plan also includes a set of generalized land use alternatives that served as the framework for exploring development possibilities and alternatives for the Corridor Plan EIR.

After completion of the Concept Plan, the City Council appointed a subsequent CAC to assist in the preparation of this Corridor Plan document and to develop alternatives for analysis in the Corridor Plan's EIR. This CAC evaluated land use and transportation options in the Project area, explored the potential for agreement on complex issues, and provided guidance on the objectives of the Corridor Plan. As explained in their Mission Statement, the CAC sought to follow these principles during its deliberations:

Environmental Review of the Corridor Plan

As required by the California Environmental Quality Act (CEQA), an Environmental Impact Report (EIR) (SCH #200304-2170) was prepared (and certified on June 6, 2005) that assessed the policies and development scenarios of the Corridor Plan as well as the Bay Meadows II Specific Plan being proposed by the Bay Meadows Land Company. An EIR is required when certain thresholds of development are proposed, and also whenever proposed policies would require a change to a City's General Plan.

As part of the Corridor Plan process, the CAC developed two land use alternatives representing low-end and high-end development scenarios that could occur under the proposed policies of the Corridor Plan. The EIR assesses the potential impacts of development within the range of these two scenarios, as well as potential impacts associated with the supporting policies. The EIR also assesses several intermediate-range scenarios, different combinations of land uses within different subareas of the corridor, and variations in the Corridor Plan street system.

With this type of "sensitivity analysis" of different scenarios, the EIR helps to define the appropriate amount of development that may occur without creating significant environmental impacts that cannot be mitigated. It also outlines mitigation measures that may be used to minimize unavoidable environmental impacts of development.

The Corridor Plan EIR assesses the impacts of development throughout the entire Corridor Plan area. The Bay Meadows mixed-use TOD project that is being proposed by the Bay Meadows Land Company is also analyzed in the Corridor Plan EIR. If that specific project is not pursued, future development proposals for the Bay Meadows site may have to conduct additional environmental review if the project differs from the current proposal. Individual future development actions within the Corridor Plan area may also have to undergo separate environmental review.

Phase I Corridor Plan Goals

The vision of the Corridor Plan is the gradual transformation of key underutilized opportunity areas within a one-half mile of the Hayward Park and Hillsdale Stations into vibrant, attractive and walkable communities that take advantage of the area's regional transit service. During the Phase I Concept Plan process, the CAC developed goals to articulate this vision and help identify preliminary land use alternatives. In Phase II, the CAC referred to these same goals when developing alternative land use plans for evaluation in the Corridor Plan EIR.

The goals developed and approved by the CAC, which are used to guide this Corridor Plan, are:

1. Encourage well-planned, compact development with a range of land uses, including housing, commercial, recreation and open space uses, in proximity to train stations. Compact development shall minimize the need for automobile use and encourage walking and the use of transit;
2. Improve pedestrian, bicycle, shuttle, and vehicular access by creating direct connections to the train stations and other transportation facilities and local destinations;
3. Identify needed transportation and public improvements including train station enhancements;
4. Create opportunities for land use change that are compatible with and add value to surrounding neighborhoods;
5. Enhance economic development opportunities consistent with the City's Economic Development Strategy;
6. Improve local traffic conditions in study area;
7. Protect and improve neighborhood quality of life;
8. Create opportunities for land use change that are balanced with the circulation system.

- Balance the legitimate needs and goals of the community as a whole and each constituency that works, lives, uses, or owns property in the Project area.
- Develop solutions that benefit the community and Project area as a whole and that minimize negative impacts to any particular constituency.
- Consider implementation constraints including economic, political, and market factors.

Regular, monthly CAC meetings provided public outreach and a forum for public participation. The meetings included discussions on transit-oriented development and the vision for the two station areas; design workshops; technical discussions on such topics as economics, train station/rail improvements, transportation, and parking; and presentations by land owners including the Bay Meadows Land Company, the San Mateo County Expo Center, and Concar Enterprises.

CAC members represented the interests of their constituencies as well as others with a direct interest in the Project area. The CAC consisted of 17 members appointed by the City Council, plus eight alternates. CAC members included residents, property owners and business owners in and near the Corridor area, as well as community members with broader perspectives, policy interests, and City planning experience. The Council and Commission also had representatives on the CAC to assure liaison during the planning process.

Relationship to the El Camino Real Master Plan

The El Camino Real Master Plan provides a vision for the El Camino Real corridor (parcels having frontage onto El Camino) stretching from SR 92 to the Belmont border. The Master Plan provided the foundation for analysis of the El Camino Real corridor within the Corridor Plan process. In addition to a preferred land use alternative, the Master Plan includes a streetscape plan, design guidelines, implementation strategies and suggestions to achieve its established goals. The Master Plan's preferred land use alternative spells out desired land uses for seven different segments along the Corridor. The entire study area of the El Camino Real Master Plan falls within the Corridor Plan boundaries.

The El Camino Real Master Plan CAC forwarded the preferred land use alternative to the Corridor Plan process for consideration and approval. This allowed the land uses and development anticipated along El Camino Real to be coordinated and analyzed for traffic impacts in combination with expected land uses throughout the entire Corridor Plan area. The San Mateo City Council adopted the El Camino Real Master Plan in September 2001, contingent upon the review and approval of its preferred land use alternative by the Corridor Plan process.

The policies in this Corridor Plan document are consistent with the recommendations and guidelines described in the Master Plan for the El Camino Corridor, with one exception:

- The Corridor Plan proposes the addition of 17th and 28th Avenues to the list of identified "theme intersections," as defined in the Master Plan.

CHAPTER 2. EXISTING CONDITIONS

This chapter provides a brief summary of the City policies that regulate development in the Plan area, an overview of the area's physical characteristics, and a description of development Opportunities and Constraints. This Plan focuses on the areas adjacent to the Hillsdale and Hayward Park Caltrain Stations, as well as other areas in close proximity to these stations.

The General Plan

San Mateo's General Plan is a long term policy document that regulates and guides development in the City. The following provides a brief overview of the seven General Plan sections most relevant to this Plan:

- Major Proposals
- Land Use Element
- Circulation Element
- Housing Element
- Urban Design Element
- Conservation, Open Space, Parks and Recreation Element
- Measure H
- Measure P (the measure extending Measure H)

Major Proposals

The fundamental building blocks of the General Plan are eight "Major Proposals", which synthesize the City's efforts to balance the need for growth and work to preserve the City's existing quality of life, which include the following:

- Increase housing opportunities while maintaining the character of existing single family neighborhoods

- Maintain the commitment to strengthening the downtown as a major commercial, residential and cultural center
- Concentrate new development near transportation and transit corridors
- Beautify and improve El Camino Real
- Improve design quality and maintain established height limits
- Develop a strategy to limit traffic congestion
- Increase open space and recreational opportunities
- Establish and maintain San Mateo as a sustainable city

Each of these major proposals is reinforced by Goals and Policies throughout the General Plan.

Land Use Element

The General Plan Land Use Element is the fundamental tool used for guiding development throughout the City. The intent of the Land Use Element, is to

> *"…establish policies which will achieve the City's vision of the future, one of managed growth"*

Supporting this, are several goals and policies that inform the location, type and intensity of uses throughout the City, as shown in *Figure 2.1*. All potential and desired uses are addressed in the element, including residential, commercial, and public services and facilities.

The Land Use Element divides the City into ten Planning Areas, for which Area-Specific Policies are provided. Portions of two of these, the "Hayward Park" area and the "Hillsdale" area, are located within the Corridor Plan area.

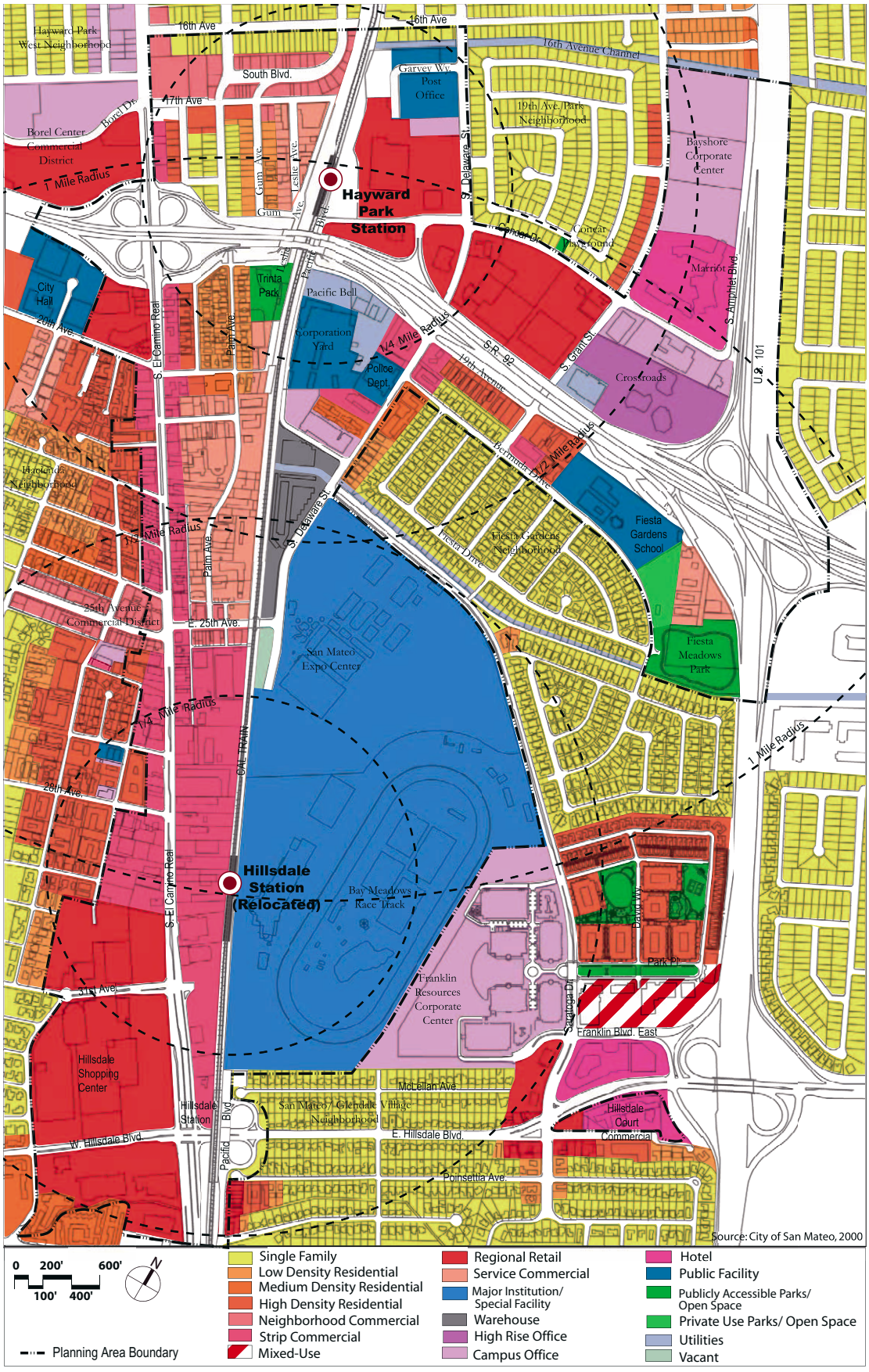


Figure 2.1 Existing Land Uses

Policies for the Hayward Park area recognize the need to protect the area's many well established single family neighborhoods, but also encourage higher density residential and commercial development at key locations. Particular emphasis for new, higher density development is placed on the area adjacent to the Hayward Park Station, the "Crossroads" office area and the Concar Shopping Center.

Several policies are also provided for the Hillsdale area. Because of the diversity of land uses found in this area, policies address several topic areas. Policies are established to protect small neighborhood serving commercial areas, service commercial uses, and well established neighborhoods that surround the area. Policies are also identified to encourage revitalization of land uses fronting onto or adjacent to El Camino Real, and that encourage the intensification of uses in the area as well.

Of particular relevance to this Plan, are policies intended to maintain and enhance the San Mateo County Expo Center, and that specifically address the Bay Meadows racetrack, allowing continued use as a horse racing facility, or in the event of redevelopment, that a specific plan be prepared to ensure development in a comprehensive manner.

Circulation Element

In addition to improving the City-wide street system for multiple users (autos, pedestrians bicycles, transit) the General Plan Circulation Element addresses several recommended improvements to the street system and establishes desired levels of service. Key policies in the element include the "minimization of traffic diversions" onto local streets, and to "protect local streets" from an influx of trips from new development. Another important goal of the element is to:

> *"Maintain a street and highway system which accommodates future growth while maintaining acceptable levels of service"*

The element recognizes the importance of "public transit as a viable alternative to automobile travel for all citizens," and includes recommended enhancement of Hayward Park and Hillsdale Caltrain stations for commuter use. "Grade separated" rail crossings for streets are also recommended for each of the existing street/track crossings.

The element includes a goal promoting the development and maintenance of a City-wide bicycle and pedestrian network, linking local and regional destinations.

Housing Element

The General Plan's Housing Element provides policy direction toward meeting the City's housing needs. Included within the element are goals intended to maintain the quality of existing neighborhoods, and to provide a variety of housing types meeting the needs of many different residents. In order to achieve these goals the element establishes policies specifically intended to protect existing neighborhoods and to encourage and guide new housing development.

An important consideration within the element is to ensure the City's compliance with the ABAG Fair Share Housing Allocation, including recommendations and policies for both publicly and privately funded affordable housing development. Also included are sites recommended for the construction of multi-family development, and criteria for establishing other multi-family development sites, including the following:

- Have adequate size to allow for self contained housing development and include adequate on-site parking and usable open space;
- Have good access to arterial streets;
- Maintain reasonable buffer to single-family districts; and

- Constitute a logical extension of existing multi-family development at compatible and appropriate densities or are zoned for commercial use.

The element includes the promotion of mixed-use developments, which include residential and commercial uses within a single building. Among sites where mixed-use development is currently permitted is the K-Mart site.

Urban Design Element

The Urban Design Element of the General Plan discusses the need to enhance "City Image, and Design." Fundamental to this is the policy intended to create and strengthen visual "focal points" in the City, mentioning downtown, Hillsdale Mall, and the Crossroads offices as examples of existing focal points. Each of these areas is important and easily recognizable as community defining hubs of activity. Both Hillsdale and Hayward Park stations could be recognized as important elements of future transit-oriented neighborhoods or district which in and of themselves would be new "focal points." These new focal points, like those existing, would be discernable because of more intensive land uses, and consistent architecture and landscape architecture.

Additional City Image and Form policies emphasize the creation of Gateways at key locations, the appropriate regulation of signs, and the improvement of visual quality along key transportation corridors including:

- Direct corridors to focal points
- El Camino Real
- Minor Corridors
- Railroad Corridor

The Design section of the element provides general scale, style, materials, siting, and landscape requirements for residential and commercial uses. These guidelines are reinforced by several policies intended to "maintain and enhance" the City's residential neighborhoods, and to improve the "visual character, livability and vitality of commercial areas."

Conservation, Open Space, Parks and Recreation Element

This element of the General Plan combines several topics that are required by state law and add to the quality of life of City residents. Within the element are several policies intended to ensure the protection of important natural and urban resources, and parks and recreational facilities.

Fundamental to policies regarding natural resources is protection and enhancement of habitat areas, and the conservation of open space areas. Urban resource policies emphasize the protection of heritage trees and other "human-made" elements that contribute to the City's character and quality of life, and the "aesthetic and functional" quality of the public realm, including "public open spaces, trail systems, scenic roadways and street trees and plantings." Several policies are included to support the overall goals of improving the City's park and recreation system.

Measure H

Measure H was approved by City voters in November 1991 and among other things, established the maximum allowable heights and intensities for development in the City. Measure H amended the General Plan to:

> *"...preserve livability and suburban character of the City…by reducing height limits and densities while providing for the level of economic growth projected in the General Plan and increasing the City's commitment to providing its fair share of affordable housing"*

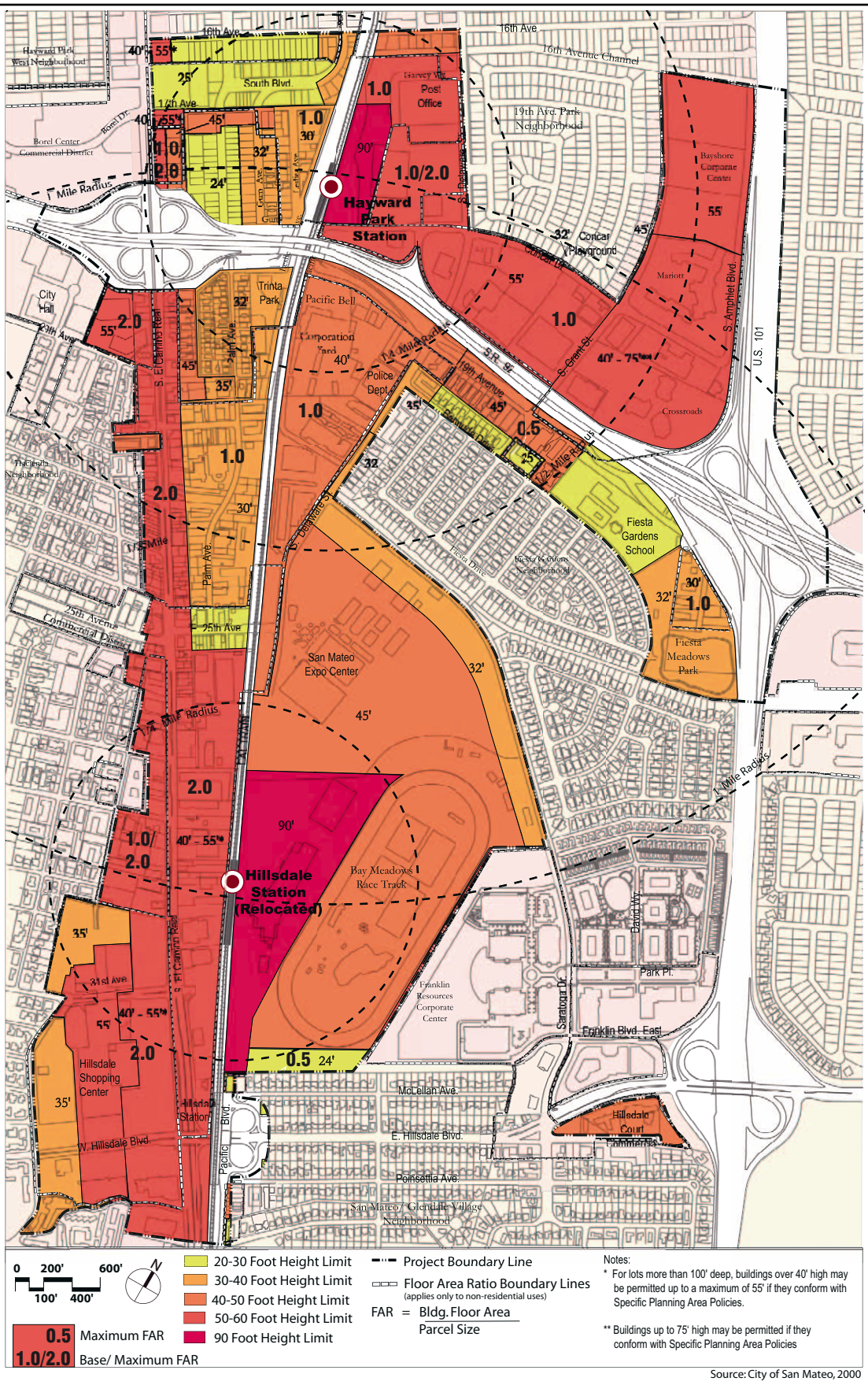
Measure H established maximum building heights within the City, which are represented on the "Building Height Plan." These heights are related to both land use and location. In general, the maximum building height is

55 feet, with exceptions that include maximums of 75 feet for projects in certain designated areas that have good access to freeways and rail stations and projects that provide public benefits or amenities substantially greater than code requirements. There are also two limited areas designated for 90 feet, which are for lands designated for manufacturing, special facilities, major institutions, and transit corridor uses, and both of which are adjacent to the Hillsdale and Hayward Park Caltrain stations. Most residential areas in the Plan area have a maximum allowable height of 32 feet, while most other areas have 40-55 feet set as a maximum height, as shown in *Figure 2.2*.

The rationale behind this distribution of height districts was, in part, that focusing higher intensities near highways and train stations would reduce congestion on City streets, create higher value developments and a more "recognizable urban form," with nodes in areas that minimizes the impact of dense development on surrounding neighborhoods and retains the existing character of the City.

Measure P

Measure P was approved by the voters in November 2004 and extended the height and density provisions of Measure H. While there has been discussion of limited areas within the Corridor Plan area that could exceed those limits (up to 75 feet and 70 units per acre) under the "pubic benefit" provisions in Measure H, Measure P did not include language to identify additional "public benefit" areas. Thus, the Corridor Plan provides for maximum heights of 55 feet and maximum densities of 50 units per acre.



Source: City of San Mateo, 2000

Figure 2.2 Floor Area Ratios & Height
(Per City of San Mateo 1997 General Plan Update)

The Plan Area: Physical Characteristics

This section provides a brief overview of the physical characteristics of development and land uses within the Plan area.

Development Pattern and Characteristics

The patterns and characteristics of development in the Plan area are discernable geographically, that is to say, discrete districts can be generally recognized by the size, type and density found in each. In general, seven distinctive areas within the greater Plan area have been identified, as shown in *Figure 2.3*, because of their unique qualities:

- El Camino Real
- Bay Meadows Racetrack and the San Mateo County Expo Center
- Civic Area
- Hillsdale Court Commercial
- Hayward Park East and West (including the Concar Shopping Center)
- The "Crossroads"
- The northernmost portion of Fiesta Gardens

Each of these areas includes a mix of land uses, but shares the characteristics of similar block and building scale, as shown in *Figures 2.4* and *2.5*).

El Camino Real: This district includes the segment of El Camino Real between State Route (SR) 92 and the City's southern boundary with City of Belmont, generally encompassing development on the east side of the road, with a few parcels on the west side. Hillsdale Station and a small surface parking lot are also located in the southern portion of this area.

LAND USE

Because of its size, proximity to important roadways, and long term development history, several different land uses are located within the Plan area, accommodating a wide variety of needs. The Plan area is for the most part surrounded by well established neighborhoods, and focused on and around the Hillsdale and Hayward Park Caltrain stations, but also includes the eclectic collection of commercial uses along El Camino Real, and Bay Meadows racetrack, and the "Crossroads" office area.

In general, land uses in the Plan area include the following:

- Hillsdale and Hayward Park Caltrain stations
- Large regional and community-serving retail centers including the Hillsdale Shopping Center and the Concar Shopping Center at Concar Drive;
- Neighborhood-serving older shopping districts, including along 25th Avenue and much of El Camino Real;
- Service commercial and warehouse uses, such as printing shops or auto-repair shops;
- Bay Meadows racetrack and the San Mateo County Expo facilities;
- Schools, police department, corporation yard, and other public/ institutional uses;
- High-rise and campus-style office parks, and corporate hotels, primarily along South Amphlett Boulevard;
- Single-family and multi-family homes;
- Trinta Park

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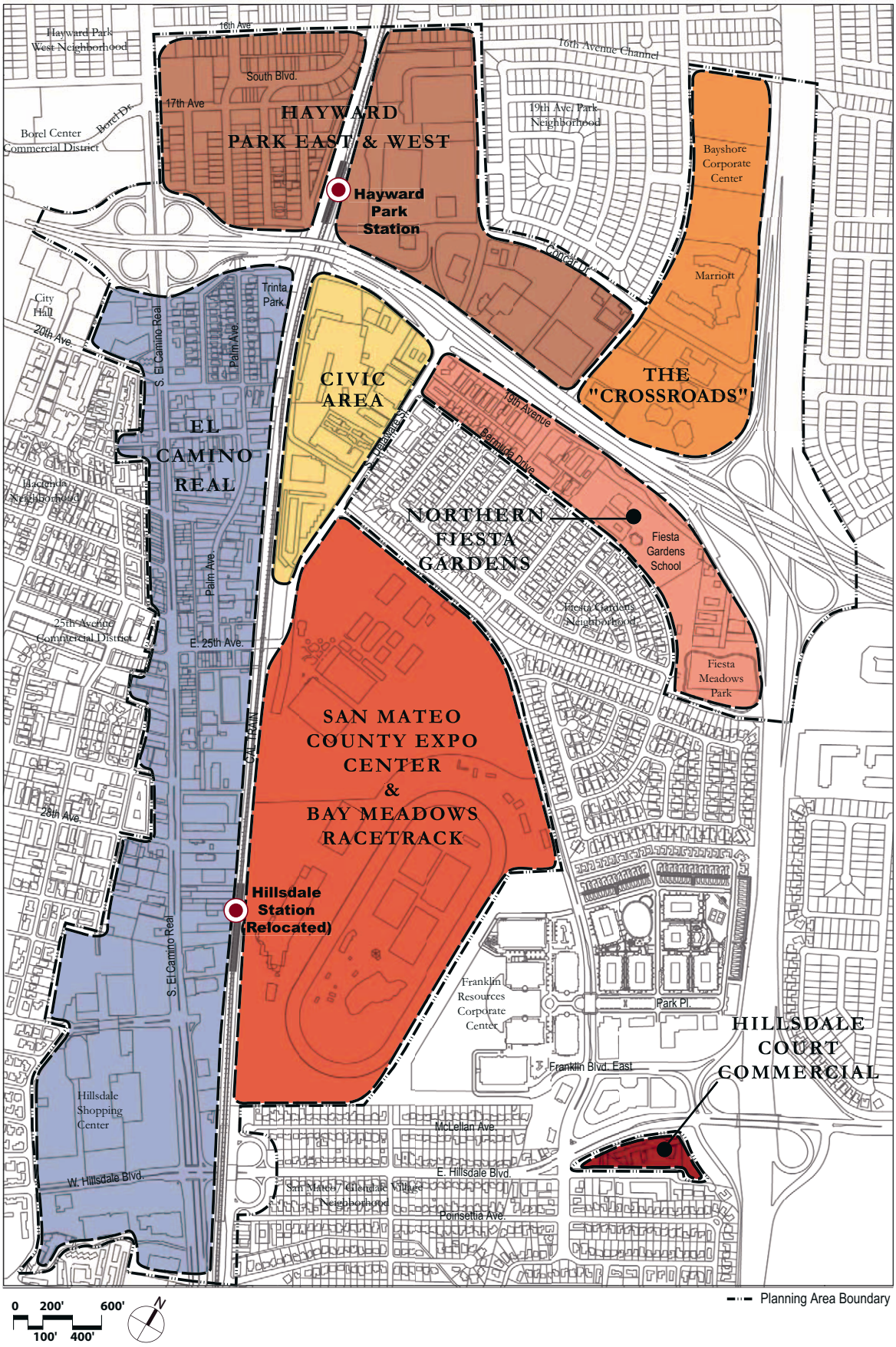


Figure 2.3 Districts

Figure 2.5 Block Pattern

Figure 2.4 Figure Ground Map

Residential neighborhoods form a small part of the Corridor Plan area. The Plan area boundaries were specifically drawn to exclude the majority of well established residential neighborhoods in the area. Neighborhoods within the Plan area were included because they are relatively isolated from other neighborhoods, are generally bounded by areas where change in use is likely and there is the need to ensure their protection from possible impacts from new development.

A key landmark in this area is the Hillsdale Shopping Center, a regional retail center. These uses are for the most part automobile-oriented, designed to accommodate visitors driving, rather than walking to shop for major purchases. These uses are developed on large parcels with single ownership.

The rest of the development along El Camino Real includes a diverse mix of goods, services, restaurants, offices, and housing types on generally smaller parcels of land. Buildings built along El Camino Real are generally built up-to the sidewalk facing the street with limited or no setbacks fronting relatively narrow but continuous sidewalks. These buildings are for the most part commercial, and include a wide variety of styles and scales. New development and remodels of existing buildings is occurring in the south end of this area. Many of the buildings in the area are one and two story structures, yet a taller mid-rise building is located near the northern end of the area, near 20th Avenue.

Residential neighborhoods form a small part of the Corridor Plan area. The Plan area boundaries were specifically drawn to exclude the majority of well established residential neighborhoods in the area. Neighborhoods within the Plan area were included because they are relatively isolated from other neighborhoods, are generally bounded by areas where change in use is likely and there is the need to ensure their protection from possible impacts from new development.

Located generally one-parcel behind El Camino Real and just north of 20th Avenue is a well established residential neighborhood that includes both single and multiple family residences. This tightly knit neighborhood features tree lined streets and Trinta Park, a City park, which has ball fields.

Bay Meadows Racetrack and the San Mateo County Expo Center: These two long term City uses are characteristically similar in that they are both large areas, include prominent central activity structures, and are surrounded by large surface parking areas. These uses are bounded by Delaware Street, Saratoga Drive, the Caltrain tracks, and the Glendale Village neighborhood. The County Expo Center, which hosts the annual County Fair has expressed the desire to remain in the area for the long term, and is in the process of preparing a new master plan.

Bay Meadows Racetrack is currently used for horse racing; however, the owners of the facility have an application before the City to redevelop the site with a mix of office space, multi-family residences and some neighborhood scale retail uses in a TOD project. This desire for change is at least in part motivated by the San Mateo County Joint Powers Board's (JPB's) desire to relocate Hillsdale Station to this area, generally between 28th and 31st Avenues. The relocated station would become an important transit hub, enhancing the opportunity for transit-oriented development and the viability of the described new district.

Civic Area: This area, bounded by Delaware Street, Pacific Boulevard and SR 92, includes two prominent City-owned land uses, including the Police Department and Corporation yard. Other uses in the area include a large privately owned yard, service commercial uses, public storage facility and, an anomalous townhouse development. Most of the buildings in this area are relatively small and do not follow a discernable development pattern.

Hillsdale Court Commercial: This is the small commercial area in the vicinity of Hillsdale Boulevard and Saratoga Avenue and along E. Hillsdale Court (east of Saratoga Avenue). This area includes the now-vacant San Mateo Motel site and various retail uses. Multi-family uses exist along the southerly frontage of E. Hillsdale Court, but are not included within the study area.

MAJOR PROPERTY OWNERS

Property ownerships patterns within the Plan area affect the potential for change and the rate of change. Much of the land within the Plan area is owned by a relatively small handful of property owners, as shown in Figure 2.6. The greatest potential for change in the Plan area is on large parcels under single ownership. Owners of large parcels have the opportunity to create major developments or improvements that significantly change land use patterns and affect the character and quality of the surroundings.

While developments of this magnitude have great potential to help achieve the goals of the Corridor Plan, they should be carefully reviewed and guided to ensure that they produce results that contribute to the desired character of the area. Changes to small parcels under different individual ownerships also have the potential to improve the character of the Corridor Plan area, but these changes will occur slowly and incrementally over time.

While the City does not intend to pursue parcel assembly to facilitate larger developments, it does support owners of individual continuous parcels who are interested in combining their land to create a larger development opportunity.

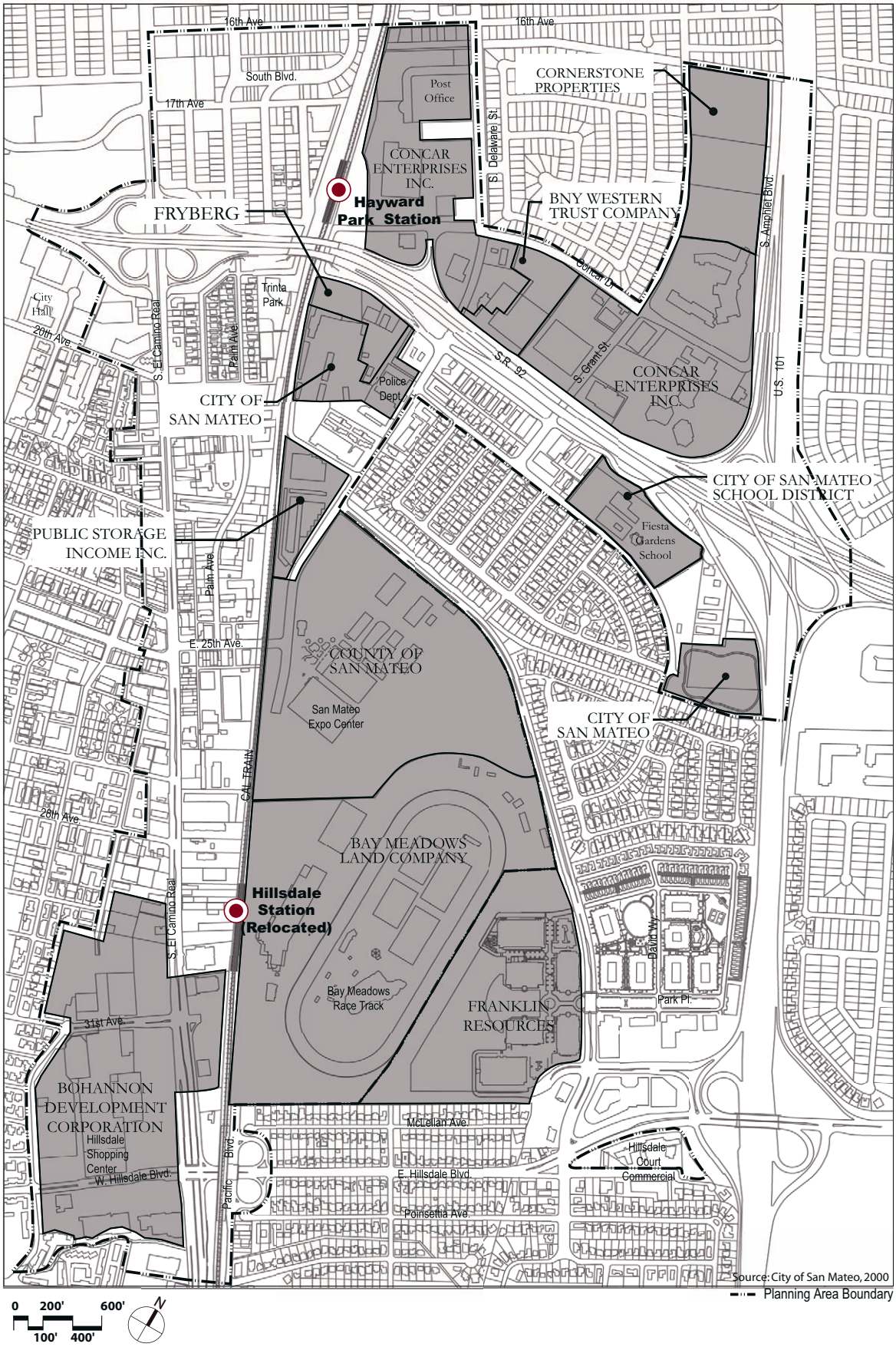


Figure 2.6 Major Property Owners

Hayward Park East and West: Development west of the Hayward Park Station predominantly consists of a well established single-family residential neighborhood, generally bounded by El Camino Real, Leslie Street, SR 92, and 17th Avenue. However, some neighborhood serving businesses and multiple family residences line portions of 17th Avenue, and service commercial uses line both sides of Leslie Street.

Development east of Hayward Park Station, between the train tracks, SR 92, South Grant Avenue and portions of Concar Drive and Delaware Street consists primarily of large "floor plate" buildings surrounded by large surface parking lots. The most prominent uses in this area include the Post Office, K-Mart, and the Concar Shopping Center. Each of these uses for several reasons is likely to remain for the foreseeable future. However, should the K-Mart site be redeveloped, it would be ideally suited for higher density residential uses, specifically because of its close proximity to the train station.

Because of the adjacent building types and development patterns, the Hayward Park Station itself is largely hidden from view from the neighborhoods that surround it.

The "Crossroads": This area includes the "Crossroads" office development area, a premier business address with several mid-rise office buildings, and also includes a recently remodeled business hotel and a nearby low-rise office campus. These uses are unlikely to change in the foreseeable future. Employees and visitors to this area benefit from their close proximity to Highway 101, SR 92 and Hayward Park Station.

The northernmost portion of Fiesta Gardens: The Plan area includes the northernmost portion of the Fiesta Gardens neighborhood. This area includes a combination of neighborhood serving retail uses, service commercial uses and some multiple family housing. These uses are for the most part relatively small buildings, located on small parcels. No change of these well established uses is likely in the foreseeable future. None of

DELAWARE STREET EXTENSION

Within the Bay Meadows properties, the City's General Plan Vision 2010 proposes extending Delaware Street, which currently terminates about 400 feet south of 25th Avenue, south to Pacific Boulevard, which currently terminates about 400 feet north of Hillsdale Boulevard. The General Plan states that the roadway should be four lanes (two lanes in each direction), Appendix D, page 1). The General Plan Policy C2.3 states that the City will "enact fiscal policies to provide that the roadway improvements listed in Appendix D are funded and accomplished through the timeframe of the Plan (2010)."

MODIFICATIONS TO STATE ROUTE 92 RAMPS

Caltrans, the City of San Mateo, and the San Mateo County Transportation Authority have evaluated potential modifications to the segment of State Route (SR) 92 between the El Camino Real and Delaware Street on and off ramps, with the goal of reducing automobile weaving movements on SR 92. The weaving movements occur because many drivers use SR 92 as a local east-west access road to get over the Caltrain tracks. Options studied include modification of the SR 92 / El Camino interchange to a partial cloverleaf, collector/distributor roads, and braided ramps. The Caltrans study and design process will be proceeding given the voter extension of the half cent sales tax (Measure A) in November 2004.

the single family residences located in the Fiesta Gardens neighborhood are included in the Plan area.

Circulation

Existing Street Network

The Plan area is accessed and crossed by several important streets, and is easily accessible to Highways 101 and SR 92. The following provides a brief summary of key streets in the Plan area.

El Camino Real. El Camino Real is an important connector through the length of the City, linking it to other cities to the north and south, carrying a high volume of traffic. This broad road is fronted by commercial uses of all types. It is lined by relatively narrow, but continuous sidewalks. The El Camino Real Master Plan identifies a series of physical improvements to the street that will allow it to continue its role as a major traffic arterial, while improving the street for pedestrians and providing a framework for area revitalization.

Concar Drive. Concar Drive is an east-west west running street, linking the "Crossroads" area with SR 92. This well used four lane road is fronted by a wall lining the 19th Avenue neighborhood and large surface parking areas, resulting in the creation of an uninviting pedestrian environment.

Delaware Street. Delaware Street is a four lane north-south road, traversing the heart of the Plan area. It functions as an important link between neighborhoods and districts, and SR 92. Uses fronting the road consist primarily of commercial and public facilities (shopping centers, police station, service businesses, San Mateo County Expo Center, and Bay Meadows racetrack), as well as a handful of single and multi-family homes. Although the street is lined with sidewalks, the busy nature of the road results in an unpleasant experience for pedestrians.

Saratoga Drive. Saratoga Drive is a relatively new road connecting Delaware Street to Highway 101. The street was designed as part of Bay Meadows Phase I for a level of "build-out" development that has not yet been attained, and currently has excess capacity.

25th Avenue. 25th Avenue is the only local street crossing the train tracks in the Plan area, and as such is well used. It links the terminus of Delaware Street to El Camino Real, and is fronted by a mix of commercial uses. West of El Camino Real it is fronted by neighborhood commercial uses.

Transit Service

Caltrain. The Peninsula Joint Powers Board (JPB), an organization composed of representatives of San Mateo County Transit District (SamTrans), San Francisco City and County, and the Santa Clara Valley Transportation Authority, operates Caltrain. Caltrain service runs from San Francisco to San Jose and Gilroy. Over the last decade, Caltrain has experienced about a 50 percent increase in ridership. The City of San Mateo currently has four Caltrain stations: downtown San Mateo, Hayward Park, Bay Meadows (which is only open on race days), and Hillsdale. At opposite ends of the Plan area, the Hayward Park and Hillsdale Caltrain stations are about 1.25 miles apart. More trains stop at the Hillsdale Station than the Hayward Park Station, resulting in shorter intervals between trains at Hillsdale than at Hayward Park.

SamTrans. SamTrans operates buses along El Camino and other arterial roads that connect to locations on the Peninsula and San Francisco. There is no connecting SamTrans bus service at the Hayward Park Caltrain Station. However, many different routes serve the Hillsdale Caltrain Station.

AC Transit. In March 2003, AC Transit began a pilot program offering Transbay Express bus service linking the East Bay with the Peninsula. The new "M" line provides limited-stop service between the Caltrans

CALTRAIN BABY BULLET (EXPRESS SERVICE) IN DETAIL

Caltrain's Baby Bullet, express train service increases the attraction of the Hillsdale Station to potential riders, leading to increased demand for connecting bus service, park and ride lots, and pedestrian amenities. According to the Joint Powers Board's ridership and parking projects for 2020, the relocated Hillsdale Station will require approximately 1,360 parking spaces within walking distance of the station as well as bays for 4 articulated buses and 8 to 10 shuttle buses. The express service also requires construction of passing tracks within the Hillsdale Station area, for a total of four tracks in this area.

As part of its effort to improve travel times, reliability, and air quality and to reduce noise, the Joint Powers Board is planning to electrify Caltrain throughout its corridor. Preliminary design and environmental studies are currently underway. Electrified trains require overhead "catenary" wires to carry the electrical power. These overhead wires would increase the clearance requirements if the train were to pass under elevated roadways. Therefore, the roadway grade separations proposed in this Corridor Plan call for the roads to pass under the train, with a lower and more feasible clearance requirement.

RELOCATION OF HILLSDALE STATION

As a result of the express service and the clearance requirements for four-tracking, the Joint Powers Board plans to move the existing Hillsdale Station north so that the platforms are located between 28th and 31st Avenues. The relocated station will allow

Park and Ride lot (on Center Street at Interstate 580) in Castro Valley and the existing Hillsdale Caltrain Station in San Mateo, with stops enroute at east bay BART stations and other locations. Line M is part of the new Regional Express Bus program, coordinated by the Metropolitan Transportation Commission. The service is funded during a three-year demonstration period by a $2 million federal Congestion Mitigation and Air Quality grant.

Caltrain Baby Bullet (Express Service). The JPB has implemented an express train service, which runs between San Jose and San Francisco in about 45 minutes (a non-express trip takes more than an hour and a half). The Hillsdale Station was selected by the JPB as one of the limited express service station stops since the City is pursuing transit-oriented development at the race track area. Other express station locations include: Tamien, San Jose, Sunnyvale, Mountain View, Palo Alto, Menlo Park, Redwood City, San Mateo, Millbrae (for San Francisco Airport), and in San Francisco, 22nd Street and 4th Street.

Opportunities and Constraints

Improved transit facilities and service, and underutilized parcels in close proximity to both train stations, offer exciting opportunities in both the short-term and long-term to transform key portions of the Plan area into vibrant, mixed-use neighborhoods and districts. Conversely, property ownership patterns and physical constraints are among many potential constraints that could also influence new development patterns. The following provides an overview of development opportunities and constraints:

Opportunities

- The Plan area is located near the mid-point of the San Francisco peninsula, strategically located between San Francisco and San

Jose, with excellent access to Highways 101 and SR 92, and Caltrain service at two stations.

- The existing Hayward Park Caltrain Station and the relocated Hillsdale Station have the potential to become hubs of two new transit-oriented developments.
- Underutilized land around both train stations provides a good opportunity for reuse with higher-intensity housing, office, and mixed-use development that takes advantage of the potential benefits of improved transit service.
- Many parcels in the Corridor Plan area are of sufficient size to allow higher-intensity development without adversely affecting the single-family scale of neighborhoods in the Plan area.
- With new development, the City's street system could be improved, providing new east/west and north/south connections, providing increased mobility for existing and new residents and workers.

Constraints

- Fragmented land ownership and small parcel sizes in some areas make it difficult to create new developments without parcel assembly.
- Railroad tracks are a barrier to vehicular and pedestrian access. Creating connections across the tracks will be costly.
- The proximity of development opportunity sites to single-family neighborhoods may limit the ability to create higher-intensity development. Careful attention to appropriate transitions between new and existing development will be important.
- The existing General Plan and Measure P limit the allowable densities and heights of new development. Measure P is a voter-enacted ordinance setting height and density limits throughout the City, based upon land use designation and location. The maximum height for multi-family residential, office and retail uses is 55 feet and the maximum density for residential uses is 50

improved vehicular access and parking as well as safer platforms and easier transfers to buses and shuttles.

GRADE SEPARATIONS

The new station will require longer, 1000-foot platforms and will involve one or more grade-separated crossings. The Bay Meadows Caltrain Station, which is currently open for service only on race days, will be eliminated.

The JPB has evaluated a number of different options for roadway / track grade separations which would allow local and express trains to travel more quickly and safely, without having to stop for automobile cross-traffic. The JPB is planning to construct a grade-separated crossing at 25th Avenue when the elevated tracks are built, to replace the existing at-grade roadway crossing. The JPB does not plan to construct an automobile-accessible grade-separated crossing north of SR 92 within the Plan area, due to cost, grade limitations, and clearance requirements. However, grade-separated pedestrian crossings will be built as part of the Hayward Park station.

Today, two roadway grade separations at or near the existing Hillsdale station provide examples of undesirable grade separation configurations. One grade-separation is where Hillsdale Boulevard passes under the railroad tracks and Pacific Boulevard, and one is where El Camino Real passes under Hillsdale Boulevard. Pedestrians on El Camino Real walk along narrow side access lanes, avoiding the underpass. Pedestrians on Hillsdale use narrow sidewalks to cross under the railroad tracks.

PEDESTRIAN ACCESS

The degree of connectivity in a street network and pedestrian pathway system has a great impact on the potential to walk to destinations with the Plan Area. A large percentage of the plan area is within a reasonable walk of either the Hayward Park Station or the future site of the relocated Hillsdale Station. Unfortunately, existing pedestrian access routes to both stations are either circuitous or unpleasant. In some places, sidewalks are inconsistent, and in others, pedestrians must walk through isolated areas or along informal dirt paths to get to the stations.

units per acre, except in a limited number of specific sites. Any potential increase to intensities and height limits for these uses, outside of the existing "exception" sites, prior to its expiration at the end of 2020 requires a vote of the people.

- Many existing businesses near transit stations are not transit-oriented, but will continue to be economically viable, and are unlikely to close or relocate, such as the Concar Shopping Center and the K-Mart, and some of the public facilities near the transit stations, such as the City's Corporation Yard.

CHAPTER 3. OBJECTIVES

The Objectives established in this Corridor Plan are intended to support the overarching Plan goal of creating world-class Transit-Oriented Development (TOD) for San Mateo. The objectives help define more specific direction for the City and private development as to the physical form of TOD envisioned by the City and the CAC. The Objectives have four major topic areas, and are listed below. These Objectives form the basis for the policies and recommendations in this Plan.

1. Improve Connections & Create Multi-modal Streets

Objective (A): Improve Connections to Stations

Create logical, safe, and attractive automobile, bus, pedestrian, and bicycle connections to the train stations, and improve visual connections to the stations. Both existing and new streets should be visually appealing and inviting to pedestrians, with generous sidewalks, street trees, pedestrian-scale lighting, and on-street parking. Consider funding opportunities to pursue utility undergrounding in certain areas.

Objective (B): Improve Vehicular Connections throughout the Plan Area

Use the opportunity created by new development to rethink and improve street connections. Provide a network of additional north-south and east-west vehicular connection(s) throughout the Plan area to provide alternatives to existing streets and to the use of State Route (SR) 92 for local trips.

Objective (C): Improve Pedestrian and Bicycle Environment and Connections to Transit Stations and throughout the Plan Area

Safe and convenient pedestrian and bicycle connections to transit stations are critical factors in making TOD successful. Pedestrian and bicycle connectivity must be enhanced to provide improved access to stations as well as other interconnections throughout the Plan area, including where vehicular connections are infeasible, with safe, direct, and attractive sidewalks, trails, or pathways. If possible, link and continue the existing linear open space in the Franklin / Bay Meadows I project to a new pedestrian pathway or linear green in the future Bay Meadows development that connects to the Hillsdale Station.

Objective (D): Coordinate with the Joint Powers Board's (JPB) Rail Service Improvement Plans

Ensure good pedestrian accessibility and attractive, high-quality design for the relocated Hillsdale train station. Take advantage of the JPB's plans to elevate the tracks by creating two additional grade-separated crossings at 28th and 31st Avenues. However, regardless of the phasing of the grade separations, the City shall coordinate with JPB to explore options for constructing the tracks on a viaduct structure between the 28th and 31st Avenues.

Objective (E): Coordinate with Caltrans' SR 92 Improvement Plans

A Preliminary Study Report prepared by the California Department of Transportation (Caltrans) to improve regional circulation on SR 92 included preliminary options for the redesign of the SR 92/Delaware Street and the SR 92/El Camino Real interchanges that would eliminate or severely impact local access across the train tracks. Provide necessary

communication and coordination with Caltrans to ensure that any future interchange redesign maintain local access across the rail tracks.

Objective (F): Manage Traffic and Encourage Alternatives to Driving

Explore transportation strategies to manage vehicle trips and encourage walking, biking, and transit usage. Upon completion of the Corridor Plan, develop a Transportation Demand Management (TDM) ordinance to reduce single-occupancy vehicle trips for new uses in the Corridor. Consider granting variances from the City's Level of Service Policy to allow for higher levels of congestion in exchange for providing high-quality, walkable, compact development.

2. Focus Transit-Oriented Development at Station Areas

Objective (G): Concentrate Development at Public Transit Station Areas

Consider the rail stations as gateways to the community, with the highest intensities of development located around the stations, framing public gathering places and maximizing the benefits of public investment.

Objective (H): Improve Train Station Areas

Improve seating, shelter, signage, lighting, automobile and bicycle parking, and pedestrian and vehicular access to rail stations and platforms.

Objective (I): Seek High Quality Design of the Relocated Hillsdale Caltrain Station

The relocated Hillsdale Caltrain Station should incorporate high quality design that provides efficient access for all modes of transport and creates a sense of "place" through the use of architecture, materials and station features. The station design should maximize the use of "viaduct"

structure to provide opportunities to use the land under the tracks and to maximize the visual connection between the east and west side of the tracks.

Objective (J): Encourage Mixed-Use Development near Transit Stations

Allow and encourage mixed-use development closest to station areas that is designed to ensure the creation of lively, diverse, transit-oriented and pedestrian-friendly places. Allow both horizontally-mixed uses and vertically-mixed uses to create variety and interest near stations. Retail near transit stations should be located in the ground floor of office or residential buildings, rather than as stand-alone retail.

Objective (K): Establish Neighborhood-Serving Retail Districts, Distinct from Downtown San Mateo

Encourage smaller-scale, ground-floor retail within designated portions of the Corridor Plan area as an important component of new TOD. Cluster ground-floor retail along Delaware Street near the relocated Hillsdale Station in the Bay Meadows area, and along the north side of Concar Drive near the Hayward Park Station. New retail development should serve the immediate neighborhood and transit users.

Objective (L): Provide Public Open Spaces at Station Areas

Reserve the areas closest to the transit stations primarily for higher-density development, rather than large parks or other open spaces. Within a short walking distance of the two Caltrain stations, provide modest-sized public open spaces such as transit plazas, mini parks, linear greens, and creek side trails.

3. Encourage Transit-Supportive Land Uses

Objective (M): Encourage Transit-Supportive Development

Encourage the gradual replacement of low-intensity, auto-oriented uses with higher-intensity, transit-oriented uses, particularly closest to transit stations.

Objective (N): Create a World-Class TOD at Bay Meadows / Hillsdale Station

At such time as the Bay Meadows property redevelops, work with developers to transform the Bay Meadows racetrack into an attractive, inviting, high-quality TOD that sets a standard for TOD in San Mateo and is well-integrated with the surrounding community.

Objective (O): Explore Alternate Uses of Corporation Yard

Recognizing the proximity to the Hayward Park Station, explore opportunities to relocate and redevelop the City Corporation Yard and related facilities (as well as the Pacific Bell Corporation Yard) with transit-supportive land uses.

Objective (P): Provide for Open Space and Recreation

Farther from transit stations, provide neighborhood parks to benefit both new and existing residents within walking distance. In the Bay Meadows area, a large community park with active and passive recreation areas should be provided to serve residents City-wide.

Objective (Q): Encourage Shared Parking

As part of an overall TDM program, reduce the amount of land or buildings devoted solely to storage of automobiles by encouraging

parking management solutions such as shared parking between different compatible uses, particularly office and residential development. Explore the feasibility of sharing parking among the future Hillsdale Station Caltrain garage, the San Mateo County Expo Center, and adjacent development.

4. Compatibility with Existing Development

Objective (R): Respect Community Character with New Development

Encourage design of new buildings to be pedestrian-friendly and compatible with local styles.

Objective (S): Control Height and Massing of New Development

Provide a buffer in scale between new development and adjacent residential areas by stepping down building intensities and heights.

Objective (T): Control Traffic Impacts of New Development

Ensure that new projects do not significantly increase traffic levels on residential streets in existing neighborhoods.

Objective (U): Maintain and Beautify Existing Development

Improve existing commercial storefronts and properties with façade improvements, cleanup programs, signage controls, and other methods to beautify the community.

Objective (V): Respect Existing Facilities and Businesses

Respect viable and valuable existing service commercial and light industrial businesses by allowing them to remain, particularly those along Palm Avenue, Leslie, and Gum, while providing a framework and incentives for future change.

Objective (W): Work with the County to Improve the Expo Center

Work with San Mateo County to improve and revitalize the San Mateo County Expo Center, including landscaping improvements to front entrance, drop-off area, and parking lots. Explore opportunities to reduce the amount of land devoted solely to parking by sharing parking facilities with adjacent uses.

CHAPTER 4. CIRCULATION

This Chapter describes the pedestrian and automobile circulation system within the Corridor Plan area, as well as design and access considerations for the Hillsdale and Hayward Park Caltrain stations. The proposed new streets and improvements to existing streets will complete the street system in the Plan area. Emphasis is placed on creating safe, effective, and attractive multi-modal streets that serve pedestrians, buses, and cyclists as well as automobiles. This need for multi-modal streets is particularly important since most of the Plan area is within one-half mile of one of the two Caltrain stations, a comfortable walking distance for many people.

The timing of the circulation improvements is not established in this Plan. The City's intent is to provide for these improvements in conjunction with property redevelopment but will also seek grants or other funding sources to complete these projects more rapidly.

This Chapter includes conceptual street design cross-sections, illustrating the desired number and configuration of travel and parking lanes, location of sidewalks and bicycle lanes, and planting areas. The illustrations also include recommended right-of-way, street, and sidewalk dimensions. In some cases, such as areas where existing buildings already front onto the street, the recommended maximum widths may not be achievable. In these instances, the actual street dimensions may be different than what is shown in the Plan; however, the overall concept should comply with the intent of the recommendations.

POLICY 4.1 INTEGRATE AND CONNECT THE PLAN AREA STREET SYSTEM WITH THE SURROUNDING CITY STREETS.

POLICY 4.2 ESTABLISH A STREET SYSTEM IN WHICH THE FUNCTION AND DESIGN OF EACH STREET IS CONSISTENT WITH THE CHARACTER AND USE OF ADJACENT LAND, WHILE PROVIDING SAFE AND EFFICIENT MOVEMENT THROUGH THE AREA BY MULTIPLE MODES OF TRAVEL.

New Streets and Street Extensions

POLICY 4.3 EXTEND OR MODIFY EXISTING STREETS AND CREATE NEW STREETS TO ESTABLISH A HIERARCHICAL, INTERCONNECTED, AND COHESIVE STREET SYSTEM IN THE PLAN AREA.

This section discusses changes and additions to the network of major streets in the Corridor Plan that are necessary to create an interconnected street system and provide multi-modal connections to the Hayward Park and Hillsdale Caltrain stations, as shown in *Figure 4.1*.

Delaware Street

Delaware Street is an important north–south connector that extends from north of the Plan area to several hundred feet south of 25th Avenue. It provides connections between SR 92, the San Mateo County Expo Center, the Caltrain stations, and residential areas.

The policy of the City's existing General Plan is to extend Delaware Street south and parallel to the train tracks to connect to Pacific Boulevard. When connected to Pacific Boulevard, Delaware Street will provide an alternate route to El Camino Real, to be used by existing traffic as well as the traffic generated by potential new development in the Bay Meadows area. The different segments along Delaware serve varying functions, including access to neighborhoods and community amenities (the San Mateo County Expo), serving a pedestrian and TOD function between 28th and 31st, as well as carrying high levels of traffic to SR 92. Accordingly, the Corridor Plan proposes five distinct design recommendations to meet the needs of each of the street's unique segments, as discussed below.

Delaware Street: Segment 1. Between 16th Avenue and Charles Lane, Delaware Street should be narrowed from four lanes to a three-lane section. North of 16th Avenue, Delaware narrows to 2 lanes. The section of Delaware between Concar Drive and 16th Avenue passes through a largely residential area. In this area, Delaware should be reduced to two

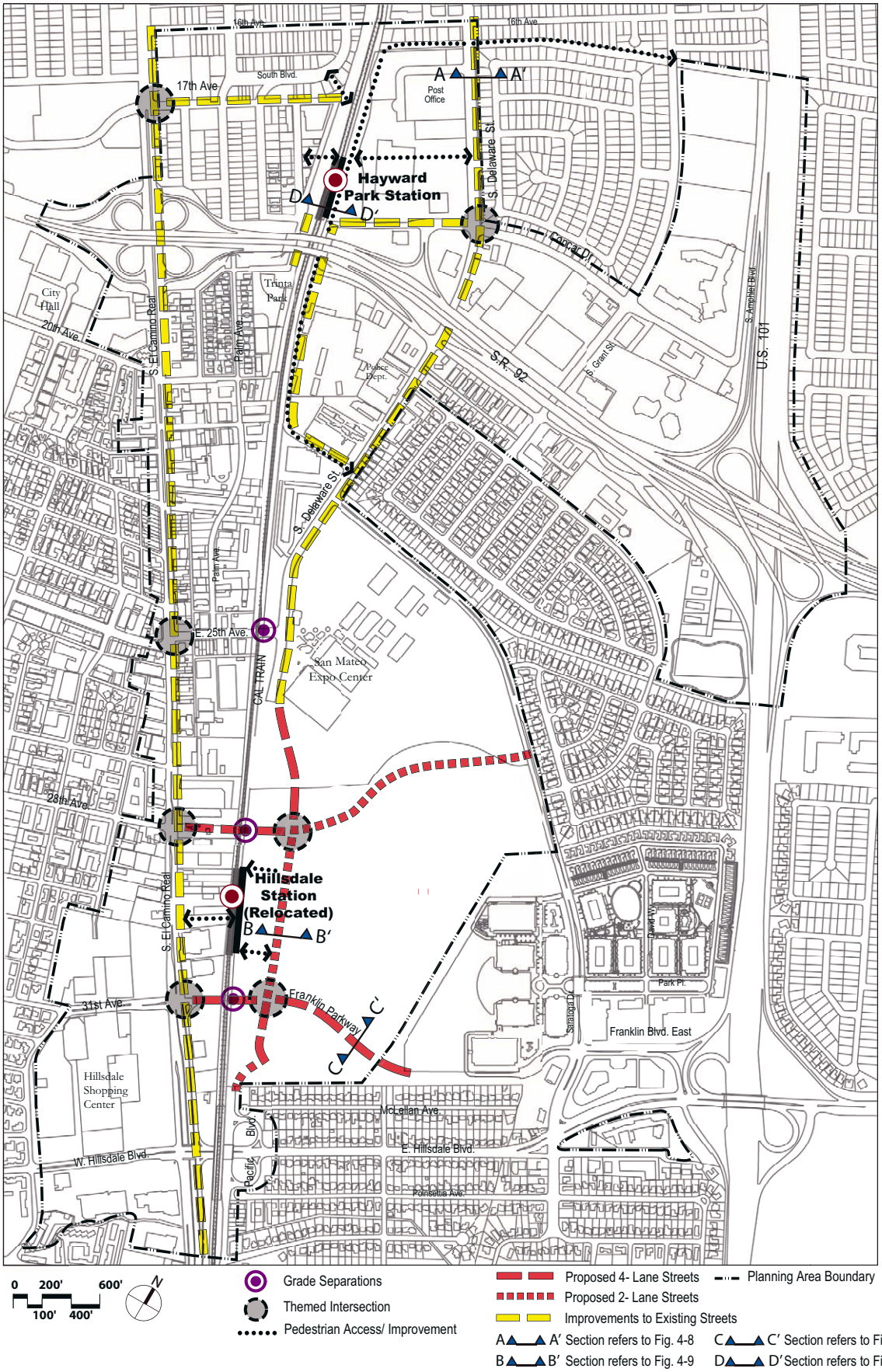


Figure 4.1 Proposed Streets

lanes plus a center turning lane and parallel on-street parking, as shown in *Figure 4.2*.

The extra land within the right-of-way that would be made available by removing a driving lane could instead be used to widen sidewalks, add a center median, or provide a wider planted buffer along the east or west side. These changes would improve the appearance of the street and establish a more pedestrian friendly environment between the 19th Avenue Park neighborhood and the new development in the Hayward Park Station area.

Delaware Street: Segment 2. Between Concar Drive and 25th Avenue, Delaware Street's four-lane street section should be improved with street tree planting and sidewalk widening, where right-of-way allows or where opportunities are created by redevelopment of existing uses. In this location, the existing portion of Delaware serves a function as a connector to the SR 92, as well as a primary traffic-carrying route during special events at the San Mateo County Expo Center. If adequate width exists, streetscape improvements such as widened sidewalks and tree planting will improve the appearance of this portion of the street. If right-of-way allows, on-street parking should also be provided where it is needed for adjacent uses and to serve as a buffer between automobile traffic and pedestrians. New development in the area will be required to provide appropriate setbacks and easements to allow the desired sidewalks and streetscape.

Delaware Street: Segment 3. Delaware Street should be extended between 25th and 28th Avenues with four travel lanes and parallel parking and sidewalks on both sides of the street. The existing portion of Delaware Avenue from Concar Drive to about 400 feet south of 25th Avenue has four travel lanes.

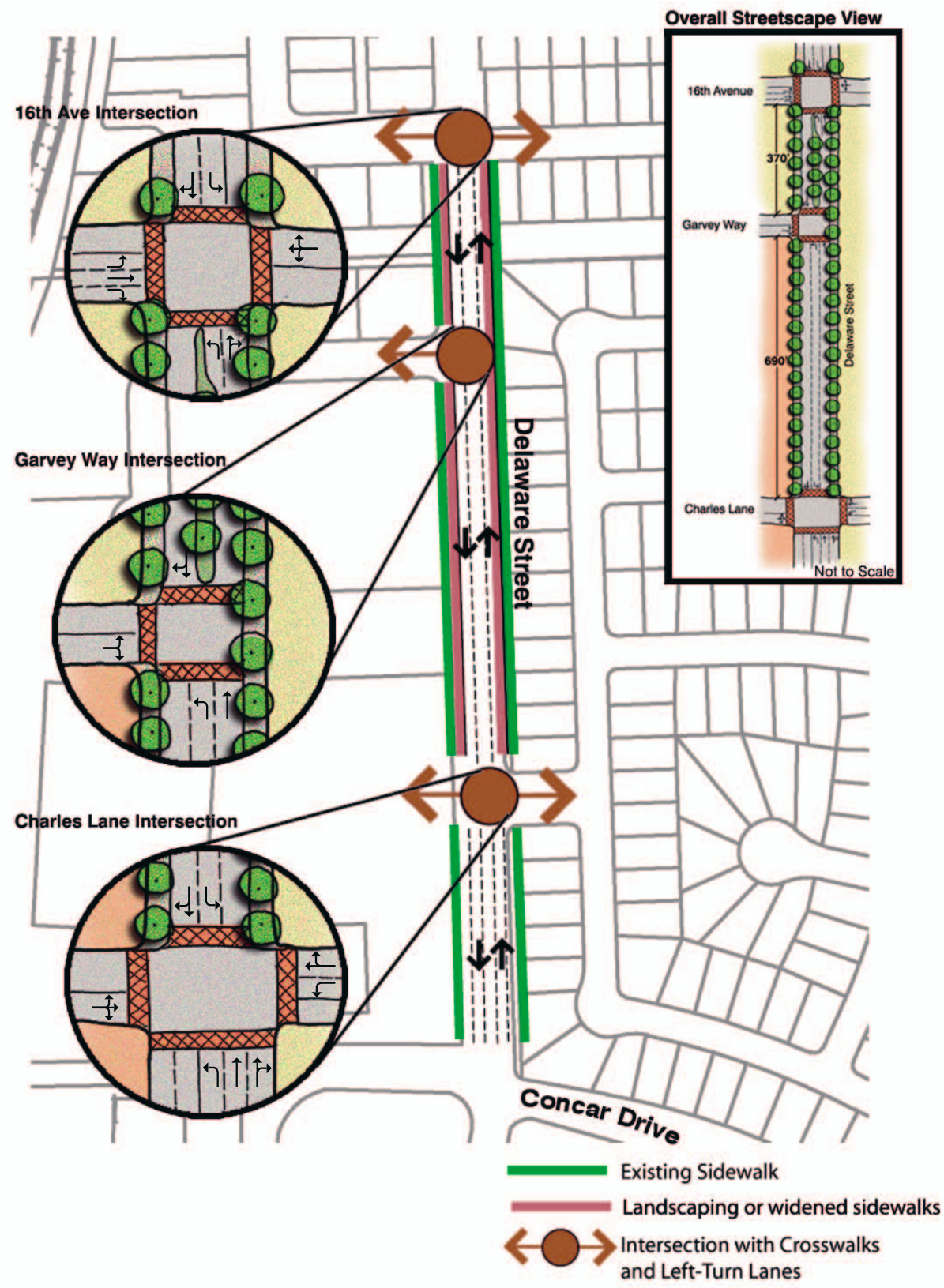


Figure 4.2 Delaware Street North of Concar Drive

Delaware Street: Segment 4. Delaware Street should be extended south of 28th Avenue to intersect with 31st Avenue. The roadway should narrow from four to two lanes plus diagonal on-street parking lined with sidewalks, in order to create a pedestrian-friendly "Main Street" between 28th and 31st Avenues.

The two-lane travelway and diagonal parking will create a more pedestrian-friendly environment with slower traffic, to complement the vision of this segment as a neighborhood retail and mixed-use street. The diagonal on-street parking will provide more parking spaces than parallel parking would for this high-activity, retail mixed-use area. Keeping Delaware at two lanes in this area will also provide a smooth transition to the two-lane Pacific Boulevard to the south.

This segment of Delaware Street should be roughly parallel to the relocated Hillsdale station platforms between 28th and 31st Avenues and should allow for development between the new street and train tracks. This development area and ultimate roadway alignment should be deep enough to accommodate mixed-use development, parking structures, and result in level connections to the 28th and 31st Avenue grade separated roadways. Delaware Street should be located to provide sufficient distance for the 28th and 31st Avenue grade separations to return to grade before connecting to Delaware.

The new intersections of 28th and 31st Avenues with both Delaware Street and El Camino Real should be carefully designed to maximize intersection operation by facilitating turning movements and reducing opportunities for vehicles to choose alternate routes through local neighborhood streets. Pedestrian access across 28th Avenue from the Hillsdale Caltrain station to adjacent areas, such as the San Mateo County Expo Center is an additional important design consideration.

Deleware Street: Segment 5. Delaware Street could then either terminate at an intersection, linking 31st Avenue and Franklin Parkway in a "T" intersection, or continue southward and terminate at a new "T" intersection, linking Franklin Parkway and Pacific Boulevard. The connection of Delaware Street to Pacific Boulevard should be carefully designed for a smooth transition, especially if that connection involves a "T" intersection.

Pacific Boulevard

Pacific Boulevard exists in two separate locations in the Plan area. At the southern end of the Plan area, Pacific provides a cloverleaf connection to Hillsdale Boulevard and stops at the southern boundary of the Bay Meadows property. Farther north, Pacific Boulevard extends from Delaware Street to Concar Drive at the western edge of the Civic Use District. While today Pacific Boulevard is not an important street, its role within the Corridor Plan area will expand in the future as Delaware is extended to connect to Pacific and new development occurs. The Plan proposes no changes to the northern segment of Pacific Avenue.

South of 31st Avenue, the existing portion of Pacific Boulevard should be extended to Delaware Street with a two-lane section. This portion of Pacific should remain a two-lane street, with turning lanes as appropriate, because it is not a major through-arterial and is not anticipated to carry high volumes of traffic. In addition, the existing westbound ramp linking Pacific Boulevard to Hillside Boulevard should be retained.

Franklin Parkway

Franklin Parkway runs parallel to the southern boundary of the Franklin office campus in the Bay Meadows Phase I project, connecting to Saratoga Drive. Currently, Franklin Parkway provides access to parking garages at the Franklin office campus, as shown in *Figure 4.1*.

Franklin Parkway, which currently terminates at the Franklin office campus property line, should be extended westward to connect to the new extension of Delaware Street and/or to a 31st Avenue extension. This will provide a parallel four lane travel route to Hillside Boulevard, helping to alleviate some of the area's traffic congestion. The ultimate alignment should create an effective connection of Franklin Parkway to El Camino Real without locating the new roadway directly behind the McClellan Avenue properties. The McClellan Avenue neighborhood should have a buffer of open space or residential uses between it and the Franklin Parkway extension. The layout of roadways and/or open space should also operate to extend the view corridor from the linear park in Bay Meadows Phase I to the west. The roadway extends directly to 31st Avenue, therefore the service level will warrant four travel lanes. The extension must adequately carry traffic from the new Bay Meadows development as part of a complete street system.

28th Avenue extension to Saratoga Drive

28th Avenue connects hillside residential neighborhoods to El Camino Real, but does not currently extend east of El Camino Real.

28th Avenue will be extended from El Camino Real under the Caltrain tracks to connect to the extension of Delaware Street and continue on to Saratoga Drive. The ultimate alignment and design of this extension should be as a two-lane collector to meet the needs of future proposed land uses. In addition, intersections of 28th Avenue and Delaware Street and Saratoga Drive must be designed to accommodate safe and convenient pedestrian crossings.

To protect existing residential neighborhoods, 28th Avenue will not be widened west of El Camino Real. Traffic calming measures on local streets in neighborhoods west of El Camino Real may also be needed to discourage "cut through" traffic.

31st Avenue extension into Bay Meadows

31st Avenue connects hillside residential neighborhoods to El Camino Real, but does not currently extend east of El Camino Real.

31st Avenue will be extended east from El Camino Real under the Caltrain tracks to connect to the extension of Delaware Street. Because of the configuration of the buildings at the Franklin campus (Bay Meadows Phase I project), 31st Avenue cannot be extended directly eastward to Saratoga Drive, but would instead connect into a street grid system within Bay Meadows, providing access to other local streets to be developed in the future.

To protect existing residential neighborhoods, 31st Avenue will not be widened west of El Camino Real. Traffic calming measures on local streets in neighborhoods west of El Camino Real may also be needed to discourage "cut through" traffic.

Grade Separations

POLICY 4.4 IMPROVE EAST-WEST ACCESS VIA NEW GRADE SEPARATED RAIL CROSSINGS.

Three grade separated street/rail crossings are recommended in the Plan area, as shown in *Figure 4.1*. A grade separation is the physical separation of a roadway from the railroad track that it crosses. It provides a safe crossing location for automobiles and allows trains to continue across the street without stopping for traffic. The proposed grade separations would involve extending a roadway underneath elevated Caltrain tracks at or near the Hillsdale Station. In addition to providing improved east-west connections, grade separations are required as a result of Caltrans' Baby Bullet express service.

25th Avenue Grade Separation

25th Avenue serves as a neighborhood shopping street on either side of El Camino Real. It continues from El Camino Real to cross the Caltrain tracks at grade and joins up with Delaware Street, and as such is the only local street crossing of the railroad tracks between 9th Avenue and Hillsdale Boulevard. The Avenue provides a major point of entry to the San Mateo County Expo Center, and so must be designed to accommodate access to Expo. The provision of adequate pedestrian connection at this intersection is an additional design consideration.

As part of the JPB project to establish express Caltrain service and elevate the tracks through the Bay Meadows area, 25th Avenue will be reconstructed by the JPB to pass underneath the tracks (between Palm Avenue and Delaware Street) to create a grade-separated crossing. The street design of the grade separation should serve as an attractive gateway to both sides of the train tracks. Defining elements of the streetscape, such as street trees, sidewalks, and lighting, should be carried through underneath the tracks in order to enhance the feeling of connectivity for the two sides of the tracks.

28th and 31st Avenue Grade Separations

28th and 31st Avenues connect hillside residential neighborhoods to El Camino Real, but do not currently extend east of El Camino Real. Grade-separated roadway crossings of the railroad tracks should be constructed at 28th and 31st Avenues, linking El Camino Real to the extension of Delaware Street and ultimately the Franklin Parkway and Saratoga Drive. The grade separations will provide an additional street connection linking the existing development on either side of the train tracks. Construction of both grade separations should occur at the same time as the JPB's project to elevate the Caltrain tracks.

Both 28th and 31st Avenues are anticipated to be the location of pedestrian entrances to the relocated Hillsdale Caltrain Station. The street

17TH AVENUE GRADE SEPARATION

In addition to the three recommended grade separations at 25th, 28th, and 31st Avenues, a location at 17th Avenue was studied and was a preliminary proposal for a fourth grade separation. This location was originally considered as a back-up alternative to any future action by Caltrans to redesign the Delaware Street and El Camino Real interchanges at SR 92 that would result in elimination of a local rail crossing at that location.

The Delaware and El Camino interchanges with SR 92 provide an important local access route across the train tracks for local trips. However, drivers traveling between the two interchanges often make hazardous lane change movements that affect through-traffic on the highway as well. In order to address this problem, Caltrans has conducted a study to evaluate different possible modifications to the SR 92 interchanges at Delaware. Depending on the alternative chosen, some or all of the ramps associated with the Delaware interchange may be removed. Full or partial removal of these ramps would greatly reduce local access between the two sides of the tracks.

While Caltrans' proposed modifications have no identified funding source at this time and appear unlikely to occur in the near future, an additional vehicular grade separation should be considered in the vicinity of 17th Avenue if the proposed Caltrans modifications are implemented in the future. Although significant issues exist in defining the exact location of a grade separation north of SR 92, 17th Avenue would be the most appropriate location to provide alternative local access. Sixteenth Avenue is not a good candidate for a grade-separated crossing because the clearance needed for 16th Avenue to pass under the tracks would require closure of the B Street /

16th Avenue intersection. Other areas farther north than 16th Avenue are residential in character and are not appropriate for grade separations. The areas south of SR 92 would already be served by a new grade-separated crossing at 25th Avenue.

The intent of this Plan is to remove the 17th Avenue location as a potential grade separation and indicate that the City should work with Caltrans to ensure that any future interchange redesign not eliminate local access across the rail line. The City should also look at opportunities to add local street connections within the SR 92 corridor, such as extending Concar Drive through to El Camino Real.

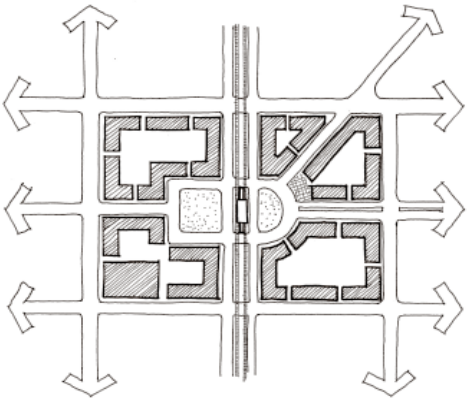
design of both grade separations should create an attractive gateway to both sides of the train tracks. Defining elements of the streetscape, such as sidewalks and lighting, should be carried through underneath the tracks in order to enhance the sense of connectivity.

A parcel on the west side of the railroad tracks at 28th Avenue has been purchased by the San Mateo County Transportation Authority in order to reserve the right-of-way for construction of the 28th Avenue grade separation. The parcel west of the tracks at 31st Avenue should be purchased or otherwise reserved for the grade separation as soon as funding is available, in order to facilitate the construction of the 31st Avenue grade separation.

As the two grade separations will connect the neighborhoods west of El Camino Real to Delaware Street, Saratoga Drive, Franklin Parkway, and Highway 101, the neighborhoods west of El Camino Real should be protected from the potential affects of increased traffic volume. Traffic calming devices along streets within the western neighborhoods offer one solution, working to reduce traffic speeds and discouraging pass trough trips.

Configuration of Local Streets

POLICY 4.5 EXPAND THE LOCAL STREET SYSTEM TO EFFICIENTLY SERVE MANY USERS AND HELP DEFINE THE CHARACTER OF PLACE.



Streets, pathways, and buildings should frame clearly visible connections to the station.

Beyond the major streets that are envisioned and specifically described for the Corridor Plan, new local streets will be necessary to provide access to future development in the Hillsdale and Hayward Park station TOD zones.

New local street streets would be provided by developers as part of major new projects. Where a large area with potential for change has many different land owners, coordination will be necessary to ensure that these

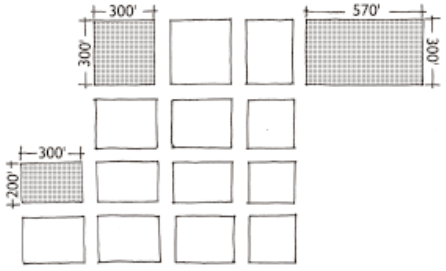
local streets are properly sited and configured. The alignment of these streets is flexible, provided that the following criteria are met.

Streets located near the Hayward Park or Hillsdale train stations should strive to create clear views and access corridors to the stations. Buildings along the streets and pathways should serve to further emphasize and frame views to the stations. See *Figure 4.1 Proposed Streets showing general recommended alignments for local streets.*

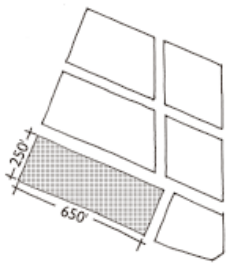
While the Corridor Plan spells out locations for specific major streets, large areas of new development should also be designed with smaller, local streets to create the pattern of small block sizes that is associated with TOD. Smaller block sizes make walking routes more direct and convenient. They also provide improved vehicular access to buildings within each block.

New development should be structured using blocks consistent with those already found in the City. The traditional pedestrian-friendly San Mateo block is roughly 200 to 300 feet wide by 500 to 600 feet long. Where large areas are to be divided into smaller block sizes, new roadways should create blocks of approximately equal size, rather than creating an uneven pattern of sizes.

It is preferable that all blocks be bounded by streets lined with sidewalks and planting areas, rather than pathways, because the activity associated with cars on streets helps enliven an area and make it more interesting, safe, and attractive to pedestrians.



Downtown



25th Avenue

Traditional San Mateo block sizes in commercial districts (downtown and 25th Avenue).

Intersection Improvements

POLICY 4.6 ESTABLISH NEW STREET INTERSECTIONS THAT ARE EFFICIENT AND SAFE FOR PEDESTRIANS, BICYCLES, AND AUTOMOBILES.

Intersections are an important aspect of street design that should seek to improve pedestrian safety, provide convenient crossing locations, and create efficient vehicular circulation patterns.

Intersection Design

Intersections in the Plan area should provide safety for pedestrians while accommodating vehicular traffic. Intersections near transit stations and in other areas with high pedestrian activity levels in the Plan area should include smaller curb radii to shorten crossing distances and encourage automobiles to slow down when making turns. The design solution must be balanced, satisfying Level of Service considerations and pedestrian mobility. Crosswalks should be painted, raised, or textured to clearly mark pedestrian zones and slow traffic. Where possible, bulb-outs should be used to further shorten crossing distances at crosswalks.

Intersection Placement

New streets should avoid creating "offset-T" intersections. Offset-T intersections occur when the intersections of two different roadways on opposite sides of a street are too close together but not directly opposite, creating potentially dangerous and confusing traffic patterns.

In order to avoid offset-T intersections, new streets should line up directly with existing intersections or be spaced at least 500 feet away. There are several key locations in the Plan area, discussed next, where this issue may arise.

Charles Way and Delaware Street

New development in the Hayward Park Station East Commercial District (where the K-Mart stands today) would require a new local street connection to Delaware. Any new street from this area to Delaware should be located opposite the intersection of Charles Way (the entrance to the 19th Avenue Park neighborhood).

Bermuda Drive and Delaware Street

New development at the Civic Use District (the location of the City's Corporation Yard and Police Station, as well as the Pacific Bell Corporation Yard) would likely require a new local street connection to Delaware. Any new street from this area to Delaware should be located opposite the intersection of Bermuda Drive, which provides access into the Fiesta Gardens neighborhood.

Yates Way and Saratoga Drive

New development at the Bay Meadows site would likely require more than one street connection to Saratoga Drive. Currently, an existing street, Yates Way, provides an access point from a parking garage for the Franklin office complex to Saratoga Drive. Any new street intended to connect new development at Bay Meadows to Saratoga Drive should examine opportunities to take advantage of this existing street and connect to Yates Way.

Existing Residential Neighborhoods

As part of the Corridor Plan, development at Bay Meadows offers an opportunity for the Fiesta Gardens and Glendale/San Mateo Village neighborhoods to connect to their surroundings with convenient linkages through pedestrian-friendly neighborhoods to the Hillsdale transit station. Future improvements at the San Mateo County Expo Center could also create new accessibility opportunities. New development at Bay Meadows and the County Expo should position new pedestrian pathways opposite existing stub-outs in both neighborhoods, in order to leave open the

possibility of future connections. Residents of these two long-established subdivisions may then request the creation of pedestrian gateways through the fences to connect to Saratoga Drive or Franklin Boulevard at those locations at some future time of their choosing. It is not the intent of this Plan to encourage vehicular connections at these stub-outs and it is appropriate to retain the existing pedestrian access at Curtiss Street.

Theme Intersections

POLICY 4.7 IMPLEMENT PLANS TO REALIZE "THEME INTERSECTIONS" AT INTERSECTIONS DESIGNATED IN THE EL CAMINO REAL MASTER PLAN, AND AT LOCATIONS IDENTIFIED IN THE CORRIDOR PLAN.

The concept of "theme intersections," a special design treatment intended to improve the safety and appearance of important pedestrian crossing areas, is an important part of the El Camino Real Master Plan. Theme intersections treatments are intended to enhance sidewalks and adjacent public facilities and private development in areas that have the highest levels of pedestrian traffic along El Camino Real. The Corridor Plan supports the implementation of the theme intersection concept described in the El Camino Real Master Plan, and applies that concept to additional important intersections within the rest of the Corridor Plan area, as shown in *Figure 4.1*.

El Camino Real Master Plan

The El Camino Real Master Plan proposed theme intersections at 20th, 25th, 31st, 37th, and 42nd Avenues. At these intersections, design improvements within both the public and private rights-of-way will be used to enhance important corners. Public improvements envisioned as part of the Master Plan's theme intersections include pedestrian refuge medians (typically 4 to 6 feet wide), pedestrian-scale street lighting, distinct paving, redesigned transit stops, and El Camino Real monument signs within the medians (oriented towards pedestrians crossing the street). Accompanying private property investments that would be required

through the Master Plan include wider sidewalks through mandatory building setbacks, benches, and pedestrian-friendly buildings that frame the intersections.

17th and 28th Avenues

The intersections of 17th and 28th Avenues with El Camino Real should be designated and improved as theme intersections. 17th Avenue was not considered for theme intersection treatment in the El Camino Real Master Plan because it was outside the boundaries of the Master Plan study area. However, the street is a popular pedestrian route because it is the primary approach to Hayward Park Station from the west, and as such, warrants designation as a theme intersection. Through private property actions, buildings at the intersection of 17th Avenue and El Camino Real should be designed as architectural focal points to mark this important entry point to the station.

As part of the Corridor Plan improvements, 28th Avenue will become a grade-separated street connecting El Camino Real to Delaware Street and the Bay Meadows area.

This intersection will experience increased pedestrian activity levels as a result of the connection of 28th Avenue to the northern end of the relocated Hillsdale Station. The intersection of 28th Avenue and El Camino Real should be designed as a theme intersection according to the concepts in the El Camino Real Master Plan.

In keeping with the types of improvements described in the El Camino Real Master Plan, the improvements to the intersections of 17th and 28th Avenues with El Camino Real should include several features. These include pedestrian "refuge" medians in the middle of both El Camino Real and possibly the cross streets (17th and 28th Avenues) which provide a safe waiting place for pedestrians who cannot cross the entire street in one signal phase.

The improvements should also include "El Camino Real" monument signs in the median, enhanced paving treatment in crosswalks, and new streetlights with pedestrian fixtures. As properties adjacent to the intersections redevelop over time, they should be required to provide a

setback in order to create an effective sidewalk width of 10 feet. Finally, transit stops along El Camino Real should be redesigned with new shelters, benches, trash receptacles, and newspaper racks located within the effective sidewalk width.

Delaware Street and Saratoga Drive

A theme intersection treatment should be provided at Delaware Street and Saratoga Drive. This intersection joins two important roadways that provide connections throughout the Plan Area. The intersection also serves as a gateway to the San Mateo County Expo Center, an important community amenity, and Bay Meadows, where future development is expected, for people approaching from SR 92. Streetscape improvements should include street trees; bulb-outs at corners; pedestrian-scale streetlights; safe, well-marked crosswalks; and pedestrian signals.

Delaware Street and Concar Drive

A theme intersection treatment should be provided at Delaware Street and Concar Drive. This intersection carries a very high level of traffic associated with SR 92 and the offices and other developments nearby. It is also in close proximity to Hayward Park Station, where Concar Drive provides a direct auto and pedestrian connection. Any intersection widening to maintain level of service standards would be permitted only if it is determined that pedestrian access and safety are not impacted. (Note that this may require a level of service exception if widening is not permitted.) Streetscape improvements should include street trees; bulb-outs at corners; pedestrian-scale streetlights; safe, well-marked crosswalks; and pedestrian signals.

Streetscape Improvements

POLICY 4.8 ESTABLISH CONSISTENT, PEDESTRIAN FRIENDLY STREETSCAPE IMPROVEMENTS THROUGHOUT THE PLAN AREA.

All existing and new streets in the Corridor Plan area should be lined with continuous sidewalks and uniformly-spaced street trees in order to provide a comfortable and attractive walking environment, as shown in *Figure 4.3*. Unfortunately, the design of many streets in the Corridor Plan area are not oriented towards pedestrians, due to narrow and poorly-maintained or discontinuous sidewalks, few or no street trees, and lack of on-street parking to shield pedestrians from traffic. New streets should be designed considering the safety of motorists, bicyclists, and pedestrians, including a mix of traffic calming and pedestrian improvements. This consideration may be achieved by implementing several design solutions including the separation of sidewalks from streets by planter strips, the use of "bulb-outs" (described in greater detail later in this chapter), well defined crosswalks, and even the use of on-street automobile parking. On-street parking may be used to offer convenience to visitors, to assist in traffic calming and to provide a buffer between moving traffic and pedestrians, but should not serve as the only solution for buffering pedestrians from traffic. The following are specific recommendations to improve the situation on existing streets that provide pedestrian access routes to the Caltrain stations.

Leslie Avenue

The existing discontinuous sidewalks along Leslie Avenue underneath SR 92 should be connected, widened, and paved. Leslie Avenue passes under SR 92 on the west side of the train tracks, connecting two important public destinations, Hayward Park Station and Trinta Park, as well as the adjacent neighborhoods. The narrow sidewalks along both sides of this street are discontinuous, and the street generally has an abandoned, haphazard appearance. Adjacent land is littered and overgrown with

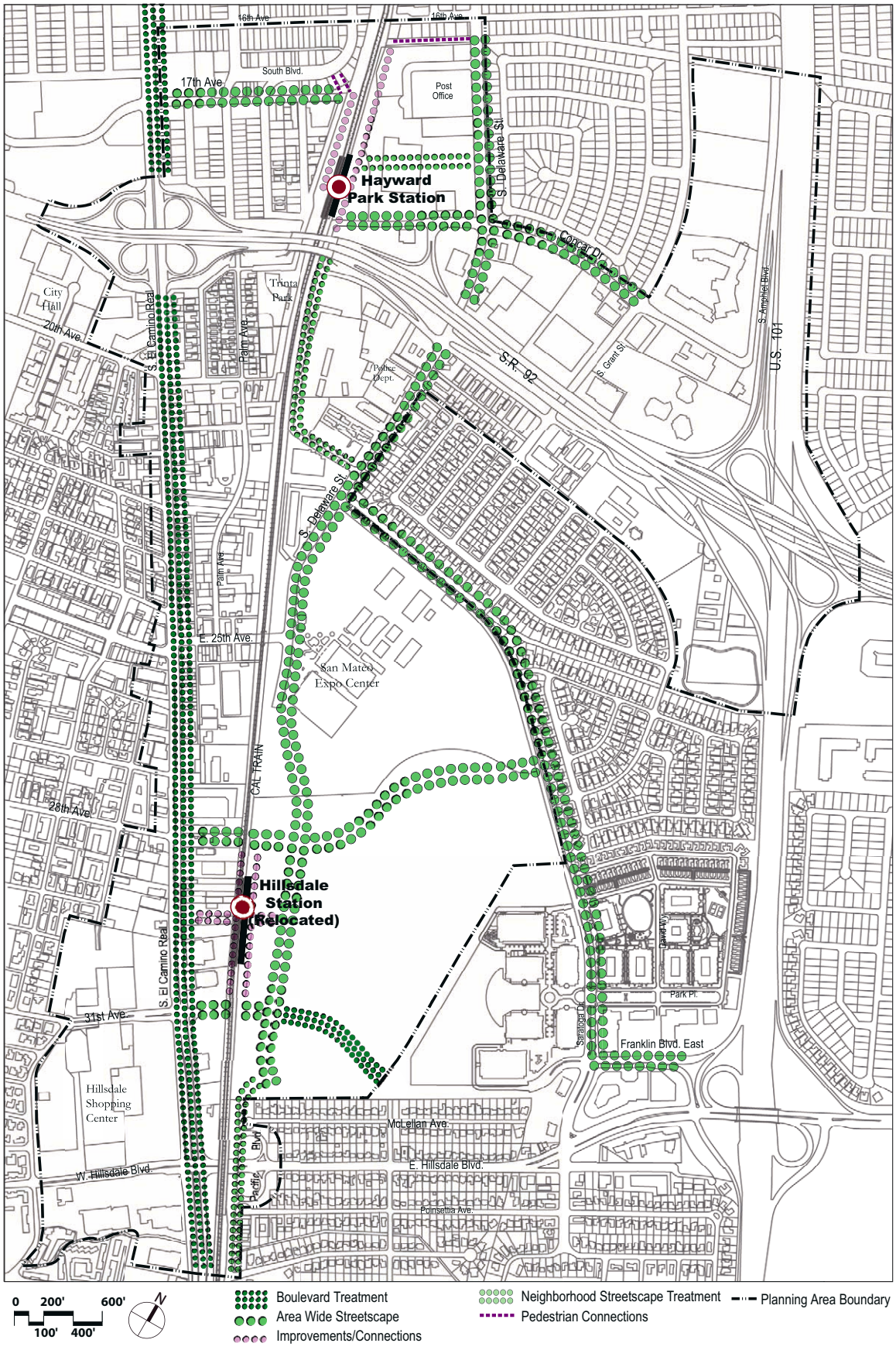


Figure 4.3 Streetscape Concept

weeds. The proposed changes will help improve real and perceived safety and access along this important connector street.

Pacific Boulevard

From Concar Drive to Delaware Avenue, Pacific Boulevard should gain streetscape improvements, including continuous sidewalks, street trees, and on-street parking on both sides. Pacific Boulevard runs alongside a drainage channel and the train tracks in this area, and provides a quieter, alternate route to the heavily-traveled portions of Delaware for bicyclists and pedestrians. However, the sidewalk that exists along the eastern side of this street is very narrow. The western side of Pacific lacks a paved sidewalk and the adjacent fenced-off property is overgrown with weeds and litter. Streetscape and pedestrian improvements are important to enhance this direct link to the Hayward Park Station from the "Civic Area."

Concar Drive

A continuous sidewalk lined with street trees should front the north side of Concar Drive. Concar Drive provides an important connection to the Hayward Park Station for both vehicles and pedestrians. However, between Delaware and the train tracks, the SR 92 on- and off-ramps interrupt the south side of Concar, making walking dangerous. In spite of these challenges, the street has the potential to serve as a major gateway to the Hayward Park Station area. With improved sidewalks and street landscaping, pedestrians should be directed to use the north side of Concar Drive in this area.

Pedestrian and Bicycle Connections

Policy 4.9 Develop an area-wide pedestrian and bicycle circulation network which will result in convenient and direct connections throughout the Plan area and into adjacent neighborhoods and districts.

Policy 4.10 Establish safe and convenient pedestrian and bicycle routes where existing barriers currently prohibit connections.

Streets should provide access for cars, pedestrians, and bicyclists. However, in some situations, it may not be possible or desirable to redesign streets that accommodate bicycles and automobiles. This section describes specific recommendations for the location of new pedestrian and bicycle connections in the Plan area. These connections are intended to provide pedestrian access through large blocks of private development or across the train tracks, shortening walking distances. They also take advantage of linear corridors created by creeks and train tracks to provide trail systems for both pedestrians and bicyclists.

Grade-Separated Track Crossing at 16th Avenue

The Hayward Park Station and platforms were originally located at 16th Avenue, farther north than their current location. An at-grade pedestrian crossing was provided as part of the station in this location, giving pedestrians a convenient link from the commercial areas along South Boulevard on the west side of the tracks to the Post Office, schools, and businesses on the east side of the tracks. When the JPB moved the station south, the pedestrian access at 16th Avenue was closed, and the pedestrian crossing at the new station was indirect and out of the way for many people. A grade-separated pedestrian crossing at 16th Avenue should be constructed to help reconnect the two sides of the tracks, and to connect to a proposed trail along the 16th Avenue channel.

Mid-block Connection from South Boulevard to 17th Avenue

West of the Caltrain tracks near the Hayward Park Station, a short mid-block pedestrian easement should be secured linking South Boulevard to 17th Avenue. This action would make official an informal route that is already used by people walking to and from the station. With proper designation as a legal pedestrian route, the safety and appearance of the connection could also be improved.

Bike Route to / from Hayward Park Station

In order to avoid the on and off ramps to SR 92 from Concar Drive, bike lanes should be provided along a new Charles Street westward extension, constructed if the K-Mart site is redeveloped.

Trail East of Hayward Park Station

Where right-of-way widths allow, a pedestrian and bicycle-accessible trail system should be created east of the Caltrain tracks near the Hayward Park Station, connecting South Amphlett Boulevard (next to Highway 101) to the station. The trail would provide a safe route linking surrounding neighborhoods to the station. A portion of the trail could be located within the 10-foot maintenance easement alongside the 16th Avenue Channel. From there, the trail should continue south along the east side of the Caltrain tracks, under SR 92, and west of the Corporation Yards, joining with Delaware Street at Pacific Boulevard. The existing channel on the west side of Pacific Boulevard in this area should be enhanced and beautified in order to complement the new trail. Trail design should comply with relevant safety standards.

A pedestrian / bicycle trail alongside a creek or drainage channel.

Pedestrian and Streetscape Improvements along Pacific Boulevard

As described in the Pacific Boulevard section of the Chapter, this roadway currently provides a direct link to Hayward Park Station from locations south of SR 92. Unfortunately, this area does not have sidewalks along

both sides of the street and the SR 92 under crossing feels desolate and uncomfortable for pedestrian and motorists alike. Streetscape and pedestrian improvements including continuous sidewalks, street trees, and pedestrian scaled street lighting should be installed to make this important connection more accessible and inviting.

Connection to Franklin Offices

The original Specific Plan for Phase I of Bay Meadows was developed with the idea that the Bay Meadows main racetrack would remain in operation indefinitely. Now that redevelopment of the main track is anticipated, a visual and pedestrian link should be established to connect Phase I to future development at the Bay Meadows main track. Ideally, the central roadway and pedestrian spine from Phase I, which is called Park Place east of Saratoga Drive, should be extended from the Franklin campus due west into the future development at Bay Meadows.

Buildout at the Franklin office campus, which is part of the Bay Meadows development and Specific Plan, includes plans for two or three buildings at the western edge of the campus which would close off the view and potential connections from the central spine of the campus towards the relocated Hillsdale Station. The site plan for buildout was based on an assumption that the Bay Meadows main track would remain indefinitely. Now that redevelopment of the main track is likely, the siting of the future buildings at the Franklin campus should be reconsidered to provide direct views and access to the relocated transit station.

Street Cross Sections

POLICY 4.11 ESTABLISH STREET CROSS-SECTIONS THAT REFLECT THEIR CONTEXT AND MEET THE NEEDS OF USERS.

This section includes typical cross sections of proposed new streets and modifications to existing streets in the Corridor Plan. Actual street dimensions may differ from what is shown on *Figures 4.4* to *4.11*; however, the overall street design should comply with the intent of the policy. The cross-section diagrams depict travel lanes, parking lanes, and sidewalk widths. Wide sidewalks and street trees improve the pedestrian environment, and on-street parking shelters pedestrians from traffic. Where right-of-way allows, these cross-sections should be applied to new and existing streets. In some cases, it may be necessary to narrow existing travel lanes to widen sidewalks, or to allow on-street parking. Where sufficient right-of-way is not available, the street design should focus on the most important role of the street, such as parking, pedestrian traffic, or automobile traffic. It is also the intent of this Plan to encourage transit agencies to provide bus service on streets appropriate to the type of bus serving the route, in particular avoid routing large buses, such as those used for regional routes, on local streets.

In addition, attention should be paid to the creation of a bicycle route along Delaware Street. This is particularly important because Delaware Street would provide a continuous and safe north-south connection within the Plan area and neighborhoods to the north, offering a designated alternative to El Camino Real. Where a direct north-south bicycle route is not possible due to concerns for bicyclist safety, such as along the diagonal parking zone between 28th and 31st Avenues, an alternative bicycle route should be defined that connects Delaware Street on the north to Pacific Boulevard. Another important north/south bicycle and pedestrian connection should link the Plan area to the Glendale and San Mateo Village neighborhoods, potentially integrated within the redesigned linkage of Pacific Boulevard (south) and Delaware Street.

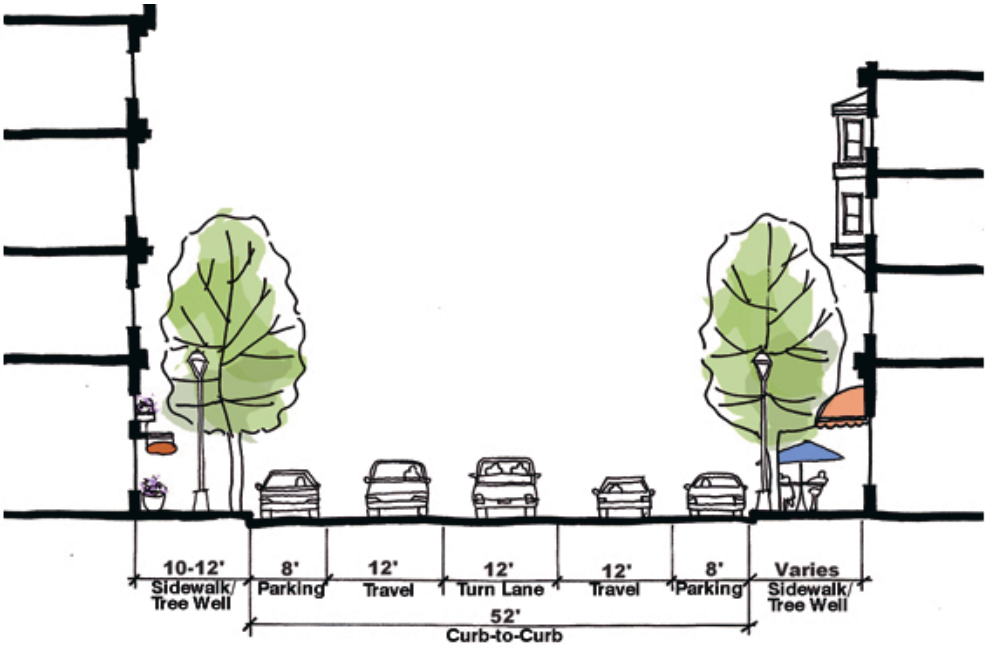


Figure 4.4 Typical 2-Lane Commercial or Mixed-Use Street

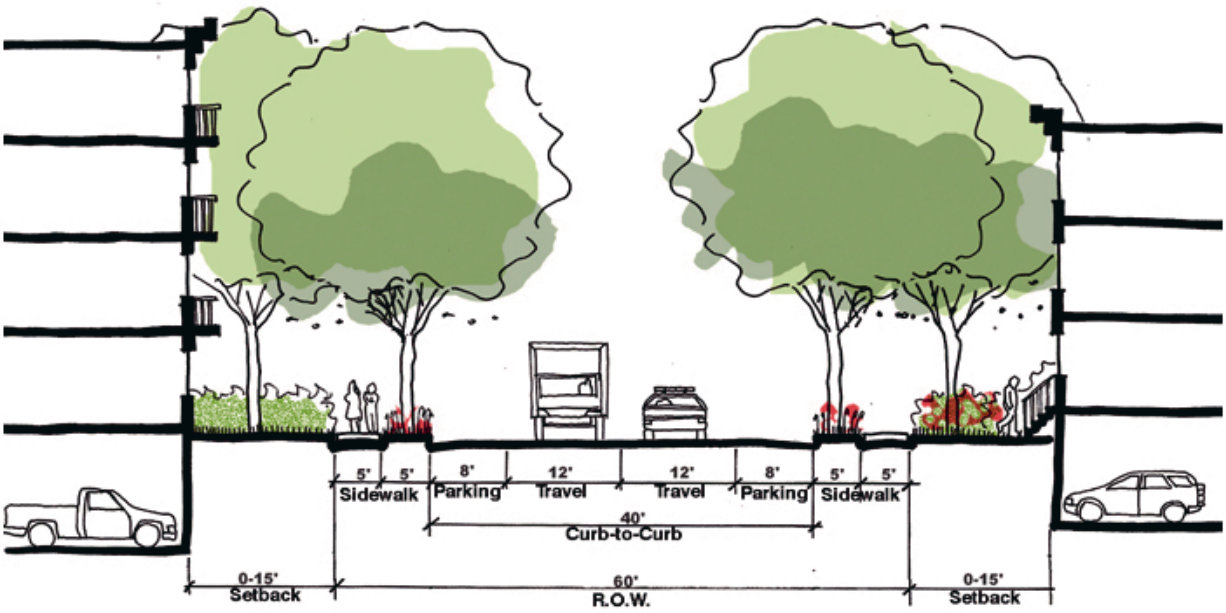


Figure 4.5 Typical 2-Lane Residential Street

Figure 4.6 "Park Street" - Typical Street with Linear Park

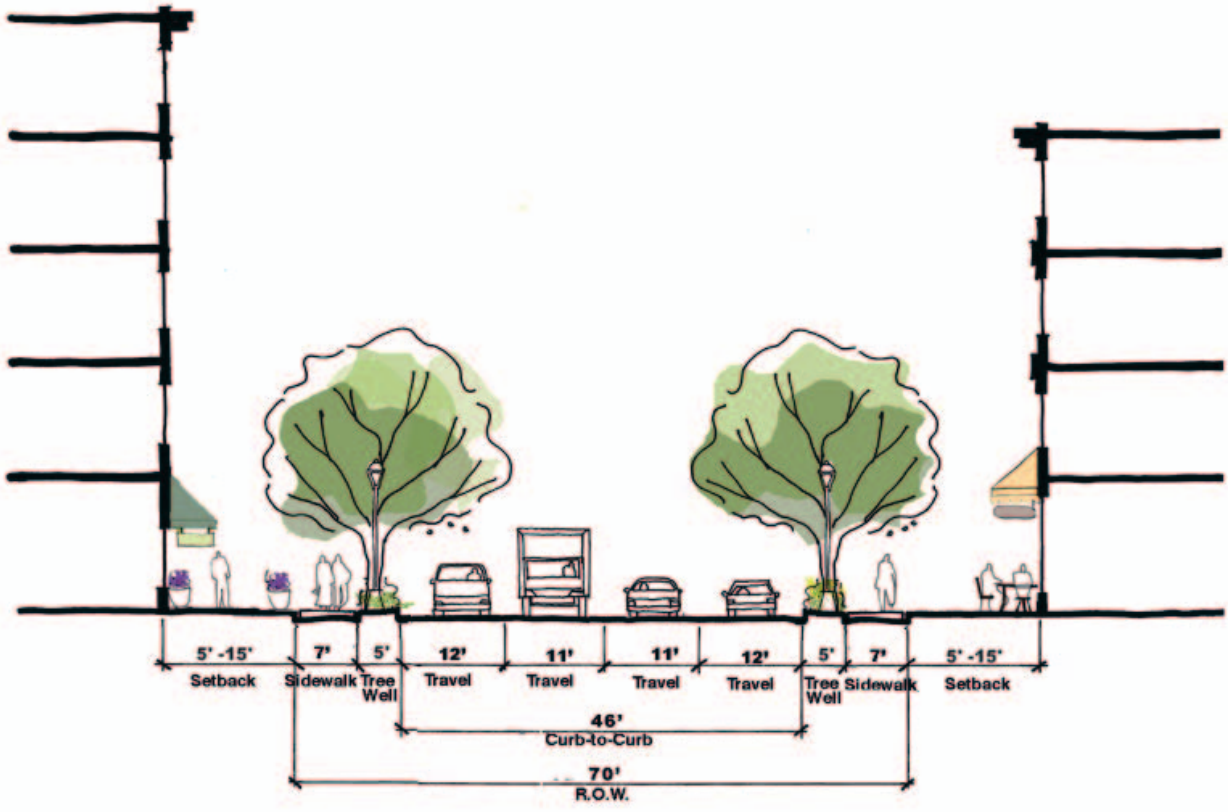


Figure 4.7 Typical 4-Lane Boulevard

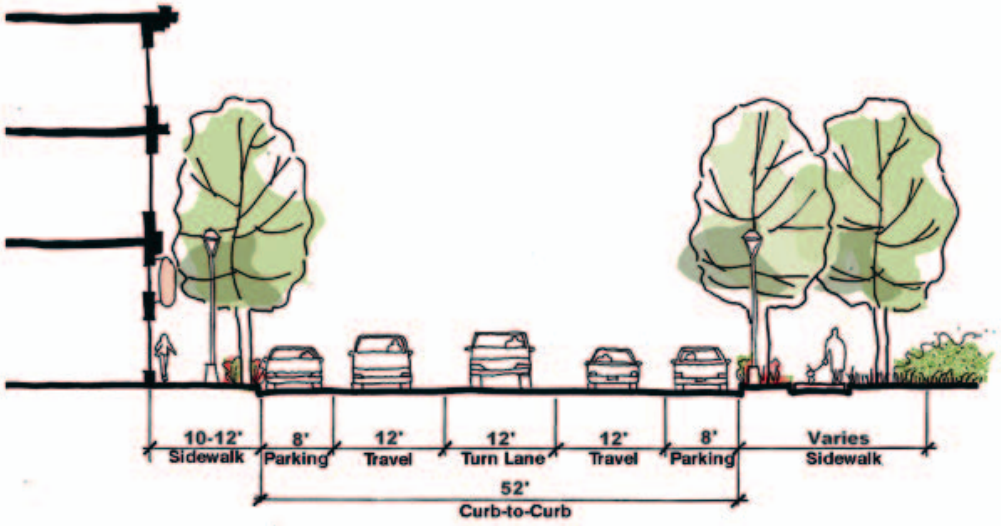


Figure 4.8 Section A - A' *
3-Lane Street (Delaware Street, between Charles Lane and 16 Avenue)

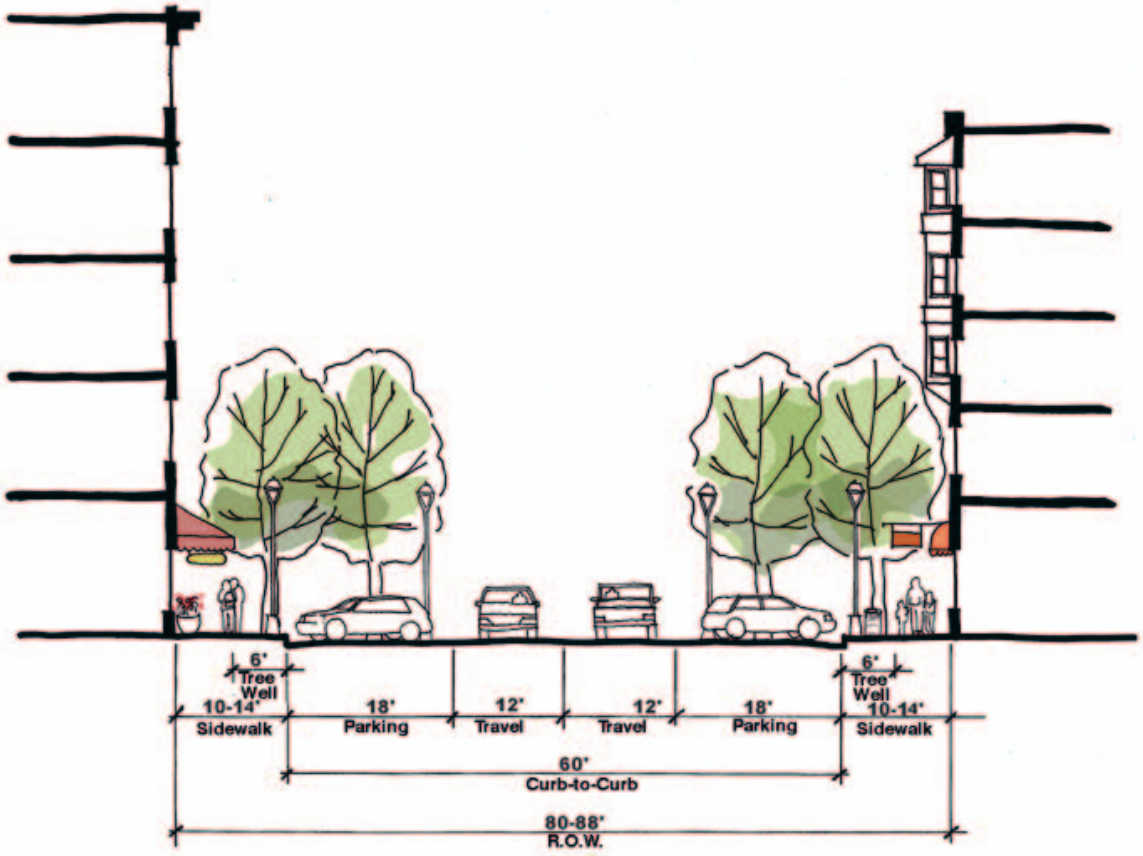


Figure 4.9 Section B - B' *
2 Lane Main Street (between 28th & 31st Avenues)

Note:
*** For section view locations, refer to Figure 4.1**

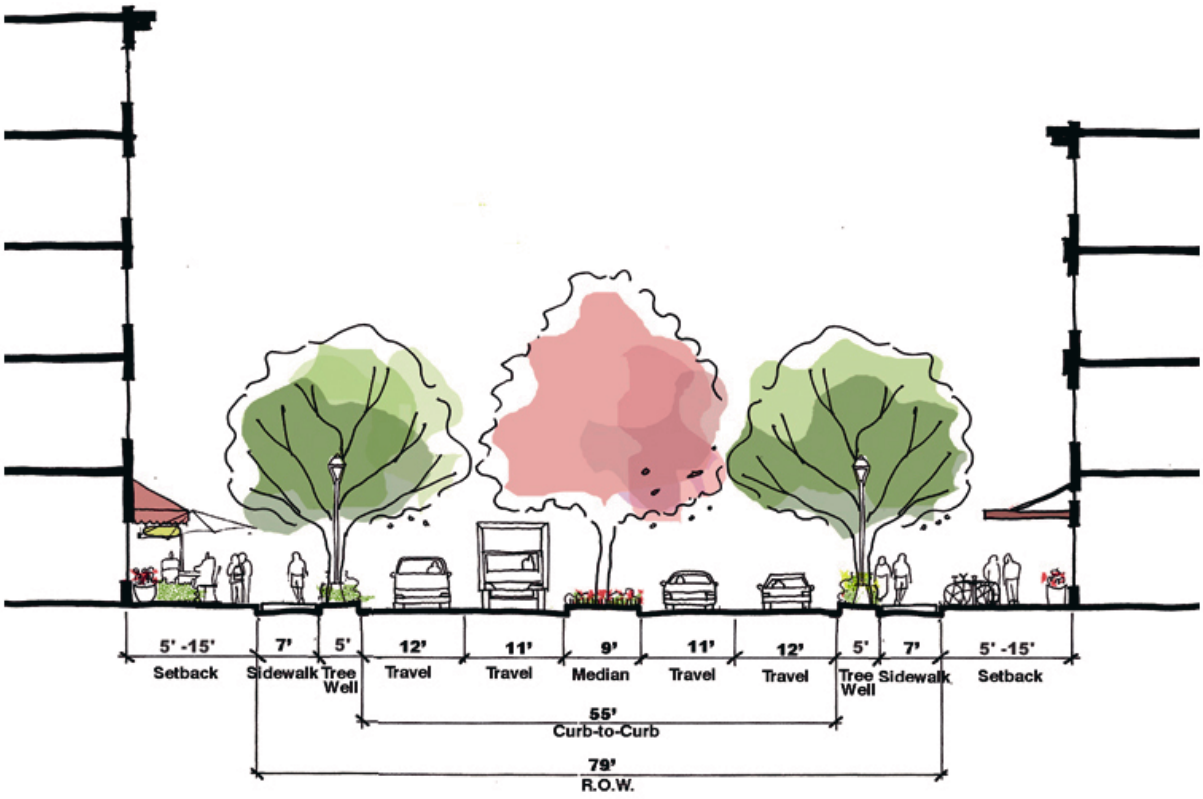


Figure 4.10 **Section C - C' ***
Franklin Parkway (4-Lane Boulevard)

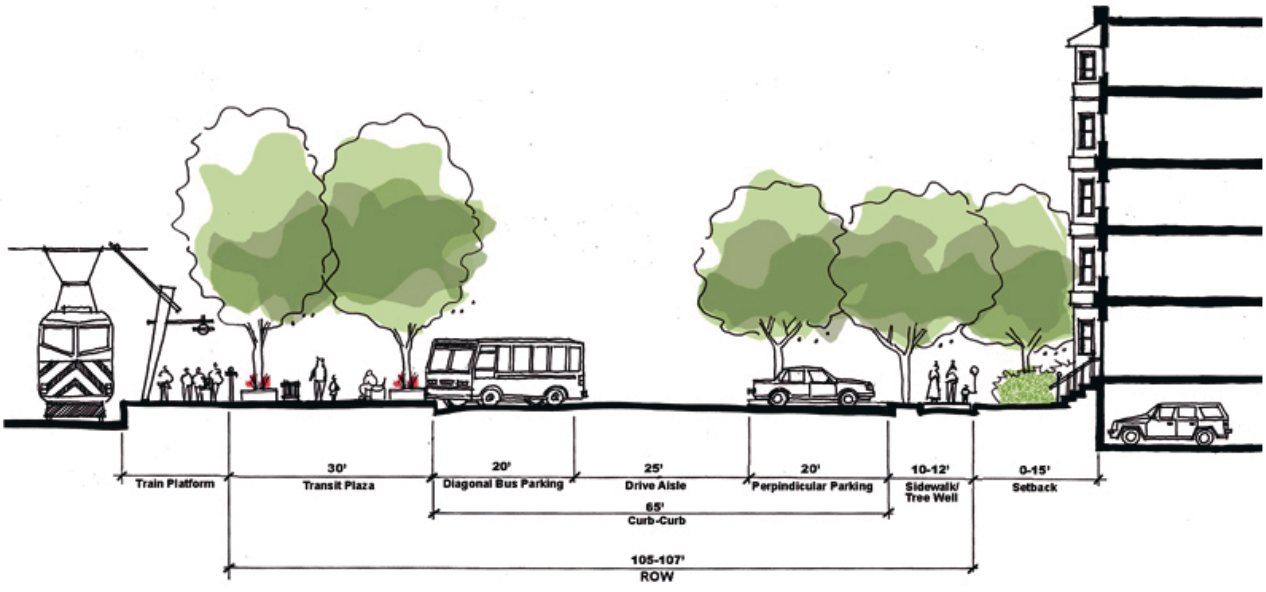


Figure 4.11 **Section D - D' ***
Hayward Park Station

Note:
*** For section view locations, refer to Figure 4.1**

As shown in *Figure 4.6 Park Street*, a linear park is provided in the center of the street, bounded by a one-way couplet of narrow streets. This configuration could be used in many different areas (both residential and commercial or mixed-use) to provide a mini park and visual amenity. The width of the park is flexible and depends on the intended use and adjacent land uses.

Transit Station Features

POLICY 4.12 PROVIDE A BALANCED STREET SYSTEM IN THE PLAN AREA THAT SAFELY CONNECTS HILLSDALE AND HAYWARD PARK STATIONS TO THE ADJACENT AND GREATER COMMUNITY BY PROVIDING FOR CONVENIENT ACCESS BY A MIX OF MODES OF TRAVEL INCLUDING PEDESTRIANS, BICYCLES, BUSES, AND AUTOMOBILES BOTH ON- AND OFF-SITE.

In order to meet goals of TOD, the Hayward Park Station and the relocated Hillsdale Station should be served by a highly legible street and pathway system that provides direct and convenient access to station entrances by many modes of transit. Similar consideration must go to the design of on-site circulation at both stations, which must balance the needs of pedestrians, bicyclists, buses, taxis, automobile pick-up and drop off, and commuter park and ride facilities.

Hillsdale Station

POLICY 4.13 ESTABLISH A CIRCULATION SYSTEM FOR HILLSDALE STATION THAT WILL SAFELY MEET THE NEEDS OF THE STATION AS A MAJOR TRANSIT HUB AND HEART OF A TRANSIT VILLAGE, AND WILL EFFICIENTLY ACCOMMODATE THE MANY MODES OF TRANSIT IT WILL SERVE.

POLICY 4.14 CREATE A STATION AREA THAT IS HIGHLY IDENTIFIABLE AS A PUBLIC PLACE, INVITING, AND CONVENIENT FOR THE MANY COMMUTERS WHO WILL USE IT.

Hillsdale Station has been developed as an express stop for Caltrain's Baby Bullet commuter passenger train service. Consequently, it will become a bustling facility, serving nearby residents and workers, as well as riders

who will transfer from local and regional buses. In addition to pedestrians and buses, the station area's circulation system must accommodate bicycles, shuttles, taxis, automobile drop-off, and pick-up, and park and ride commuters.

Hillsdale Station is also the heart of a special transit oriented development zone, which permits and highly encourages development of residential and employment uses at transit supportive densities, and the creation of highly pedestrian friendly environments. Therefore, in order to ensure its success as a vital and inviting regional transit hub, the station area must be designed in a manner which integrates it within this larger context.

Pedestrian Facilities. Pedestrians should have convenient and direct access to station entries from each of the streets that bound it. Particular emphasis should be placed on providing direct, legible, mid-block connections to the station from Delaware Street and El Camino Real. In all instances, pedestrian ways should be wide enough to comfortably accommodate the projected high volumes of commuters who will use the station. Pedestrian ways should feel safe, be well lit, include easily understandable way finding signage, have shade, and include a generous collection of amenities including information kiosks, benches, and trash receptacles. These improvements should be included in pedestrian spaces beneath the tracks as well, to avoid the creation of dark and claustrophobic places.

Station Parking. JPB ridership and parking demand studies project the need for 1,360 auto parking spaces at Hillsdale Station. For several reasons including land availability, cost, and urban design considerations, it is likely that this need will be accommodated by several smaller, rather than one large parking structure. These parking structures must be carefully placed in proximity to the station but, must not block pedestrian access to the station. They must also provide convenient access to the station by park and ride commuters, and be able to fit within the greater urban fabric.

Several significant development opportunities exist in this area; parking structure placement and size should not guide the area's overall urban form. Parking structures must have limited, well defined auto access and egress points, placed in locations that will not interfere with bus service or the local street system.

Parking structures also present opportunities for transit oriented ground floor retail uses. One particularly appropriate use would be to provide space for a "bicycle station," a facility for both retail sale and maintenance of bicycles as well as daytime storage for people utilizing Caltrain.

Station as Viaduct Structure. The express Caltrain service includes construction of elevated tracks, much of it on earthen embankment. If funding can be identified, the portion of the tracks between 28th and 31st Avenues should be built on a viaduct structure that would allow the space under the tracks to be used for bus stops, taxi and shuttle spaces, drop-off areas, transit user parking, multi-modal transfer points, and other station facilities. This design may also increase the amount of light and air to the undercrossings at 28th and 31st Avenues, improving the pedestrian experience. New grade separations at the Caltrain stations in Belmont and San Carlos are examples of limited viaduct structures with higher-quality materials, landscaped medians, airy, open passageways, and separate pedestrian walkways.

Vehicular Access to Station. Vehicular access (for buses, shuttles, taxis, and cars dropping off or picking up passengers) should be provided on both sides and in close proximity of Hillsdale Station. Buses and shuttles should be able to pull up close to a central primary drop off area, in order to drop pedestrians off safely and to minimize passengers' walking distances to the station. A dedicated bus access route to the station from El Camino Real must be provided.

The City of San Mateo is working closely with the JPB in defining station access and travel route design.

Automobile pick-up and drop-off areas should also be located within close and convenient proximity to the station's pedestrian entries. Special drop-off zones along segments of 28th and 31st Avenues, generally located beneath the tracks within grade separation areas, may be well suited to serve this need. If so, these areas must be able to accommodate ridership projections, while not interfering with the function of either street. These off-site zones may be required because of functional considerations including the availability of land closer to the station and the need for dedicated bus-only streets leading to the heart of the station. Additional drop off areas should be located along Deleware Street between 28th and 31st Avenues.

Hayward Park Station

POLICY 4.15 ENSURE THE CREATION OF A CIRCULATION SYSTEM AT THE HAYWARD PARK STATION THAT WILL ACCOMMODATE MANY MODES OF TRANSIT, AND FULFILLS ITS ROLE OF SERVING THE ADJACENT NEIGHBORHOOD AND GREATER COMMUNITY.

POLICY 4.16 IMPROVE THE VISIBILITY OF HAYWARD PARK STATION FROM THE SURROUNDING COMMUNITY TO MAKE IT IDENTIFIABLE FOR EASE OF ACCESS.

Although not an express stop, Hayward Park Station will serve an important neighborhood and community serving role. The circulation system for this station must be able to accommodate buses and shuttles, but special attention must be paid to meeting the needs of passengers who should be able to easily walk there from adjacent neighborhoods.

Hayward Park Station is the heart of a special transit oriented development zone, which permits and highly encourages development of residential and employment uses at transit supportive densities, and the creation of highly pedestrian friendly environments. Therefore, in order to ensure its success as a vital and inviting neighborhood serving transit hub, the station area must be designed in a manner which integrates it within this larger context.

Pedestrian Facilities. Hayward Park Station is located in very close proximity to several well established neighborhoods, and this Plan encourages and permits more housing in very close proximity to the station. Therefore, it is likely that the station will continue to serve many pedestrian commuters who simply walk there from home. As such, direct and convenient access for pedestrians should be provided on both sides of the station.

Hayward Park Station platforms will remain at-grade. For safety reasons, pedestrian crossings associated with the station must be grade-separated, either crossing over or under the tracks. The JPB is planning to construct two pedestrian crossings: an aerial crossing at the southern end of the platform and an undercrossing at or near the northern end of the platform. Because of the clearance requirements for structures passing over Caltrain tracks, an underground crossing would be more convenient for pedestrians because it would have a shorter total walking distance.

In order to make the pedestrian undercrossing safer in appearance and function, the grade or slope should allow for a straight line of sight through to the other side. To accommodate this grade change, the new streets alongside the station platforms would have to be a few feet lower in grade than the platforms near the undercrossing entrances. Depending on the constraints of the site grade, it may be possible to accomplish this goal without adversely impacting design of adjacent streets and buildings. This concept requires further study based on a more detailed grading and alignment plan. The purpose behind this is to avoid the creation of a dark, claustrophobic, and uninviting pedestrian path. In order to provide light in the pedestrian tunnel, skylights could be provided.

Station Parking. Parking at the Hayward Park Station is currently provided only on the east side of the tracks. Patrons coming from the west side of the tracks must use SR 92 to cross the tracks and access the parking. In order to make transit user parking more convenient, the JPB plans to provide Caltrain parking on both sides of the tracks, retaining

at a minimum the same number of spaces as are there today. *Figure 4.11* shows an illustrative reconfiguration to place parking spaces on the east side of the train tracks. This concept provides the same number of spaces as exist today. A similar approach could be used to accommodate some parking on the west side of the tracks as well.

Caltrain patron parking should be provided either with "parking streets" (streets incorporating perpendicular on-street parking on both sides) as described above or with off-street parking garages. The use of on-street parking for transit user parking allows the street to also serve as a through-street, making the roadway system more efficient.

Alternately, a parking structure is an efficient use of land when higher densities of development are permitted and encouraged in the surrounding areas. Should a parking structure be developed at the station it should be sited in such a manner as to not block views or prevent convenient access to the station itself. The JPB and adjacent land owners consider shared parking at the station.

Regardless of the parking configuration, the Caltrain parking spaces could be made available to residents of adjacent new development in the evenings and weekends. The JPB has indicated a willingness to explore a shared parking arrangement.

New Station Streets. Two new streets are proposed along both sides of the Hayward Park Station platform, in order to improve access and visibility of the station. In order to construct these streets, adequate right-of-way must be secured.

A new street is recommended along the eastern side of the Caltrain tracks at Hayward Park Station, connecting Garvey Way (north of the Post Office) to Concar Drive. This street would provide convenient pedestrian and vehicular access to the station and adjacent future businesses and residences. The design of the street should encourage traffic to slow to

a speed respectful of the high pedestrian activity levels associated with a train station.

The street should be parallel to the tracks, or could be configured such that a parking garage, mini park, or other public use could be sited between the street and the tracks. The street could include Caltrain patron parking, and a portion could also accommodate drop-off, taxi, and bus stop and layover areas. The JPB's required number of parking spaces could be maintained with this solution. If a dedicated bus only drive is required, it should also be generally parallel to the tracks and allow for the creation of the described "parking street."

The JPB has indicated a willingness to adjust its property line to accommodate a more logical development pattern in the greater station area, provided that it retains sufficient land for its parking and bus layover operations.

A new street is recommended parallel to or close to the western side of the Caltrain tracks in the Hayward Park Station area. This street should connect the dead end of 17th Avenue to the portion of Leslie that passes under SR 92, improving connections to the west side of the Hayward Park Station.

There is currently strong demand for pedestrian access along this western side of the tracks, as shown by informal observation and the presence of footpaths worn across the storage yard of the industrial businesses next to the tracks. The JPB has an easement in this location, but it may not be enough to construct a full street. In this case, the right-of-way could be configured as a cul-de-sac which provides Caltrain parking, vehicular drop-off areas, and direct pedestrian routes to the station entries.

It is the intent of this Plan to improve access to and from the west side of the station. Consequently, should redevelopment occur in this area,

the developer should work closely with the City to prepare a site plan that best meets both the City's goals, and those of the developer.

CHAPTER 5. LAND USE AND ZONING

Land Use Regulations and Zoning Overview

The Plan's Land Use chapter includes a land use program that supports the creation of two transit oriented villages, located at the Hillsdale and Hayward Park Caltrain station areas, which reflect and emphasize the City's desire to embrace the principles of transit-oriented development (TOD). The Plan also allows for the continued use, enhancement, or revitalization of some other, less transit supportive uses, located outside of the immediate station areas. The motivations behind recommendations of the land use plan are expressed in the Goals, Vision, and Objectives in this Plan.

In order to guide the development of TOD, the Plan introduces a new, TOD zone, which includes transit supportive development densities, building heights, and design guidelines, which would require amendment of the General Plan to implement.

In areas outside of the TOD zones, the land use plan is consistent with the City's General Plan policies, land use plan, Zoning Code, and recommendations described in the El Camino Real Master Plan. (See page 1-7 of this Plan for an explanation of the relationship between this Plan and the El Camino Real Master Plan.)

Land Use Plan

POLICY 5.1 ESTABLISH A TRANSIT ORIENTED DEVELOPMENT (TOD) ZONE FOR PARCELS LOCATED WITHIN CLOSE PROXIMITY OF THE HILLSDALE AND HAYWARD PARK CALTRAIN STATION AREAS

The Plan designates a new TOD zone, which generally encompasses key parcels located within approximately 1⁄2 mile of the Hillsdale and

Hayward Park Caltrain stations, as shown in *Figure 5.1*. The TOD zone recommends land uses that are tailored to ensure the creation of world class TODs in both station areas, emphasizing the desire to include and create:

- Transit supportive land uses and development densities
- Pedestrian friendly environment
- Convenient and attractive access to transit
- High quality public and private development
- Memorable and inviting public open spaces

There are two TOD zones in the Plan area, Hillsdale Station area and Hayward Park Station area. Although existing land uses are allowed to remain in both of these areas, new development within the areas is highly encouraged to be transit oriented, subjecting both to new land use types including mixed-use, different densities and parking requirements, and transit and pedestrian supportive design standards.

Land uses within the area should therefore be the most transit supportive possible, predominantly including multi-family housing and major employment centers. Large scale retail, industrial uses, such as "big-box" retailers, auto sales, home improvement centers, regional shopping centers, or other uses that are non-transit supportive are not allowed in the TOD zone areas. These uses are generally not considered "transit supportive" mainly because transit users are not likely to carry bulk purchases on the train due to general inconvenience. Instead, uses that are more convenience oriented such shops which carry smaller goods, cafes, news stands, dry cleaners, neighborhood grocery stores and even some more specialized services and shops such as daycare, art stores, or similar uses are more appropriate. Each of these uses are envisioned to be developed within larger mixed-use buildings, combined with either residential or office uses.

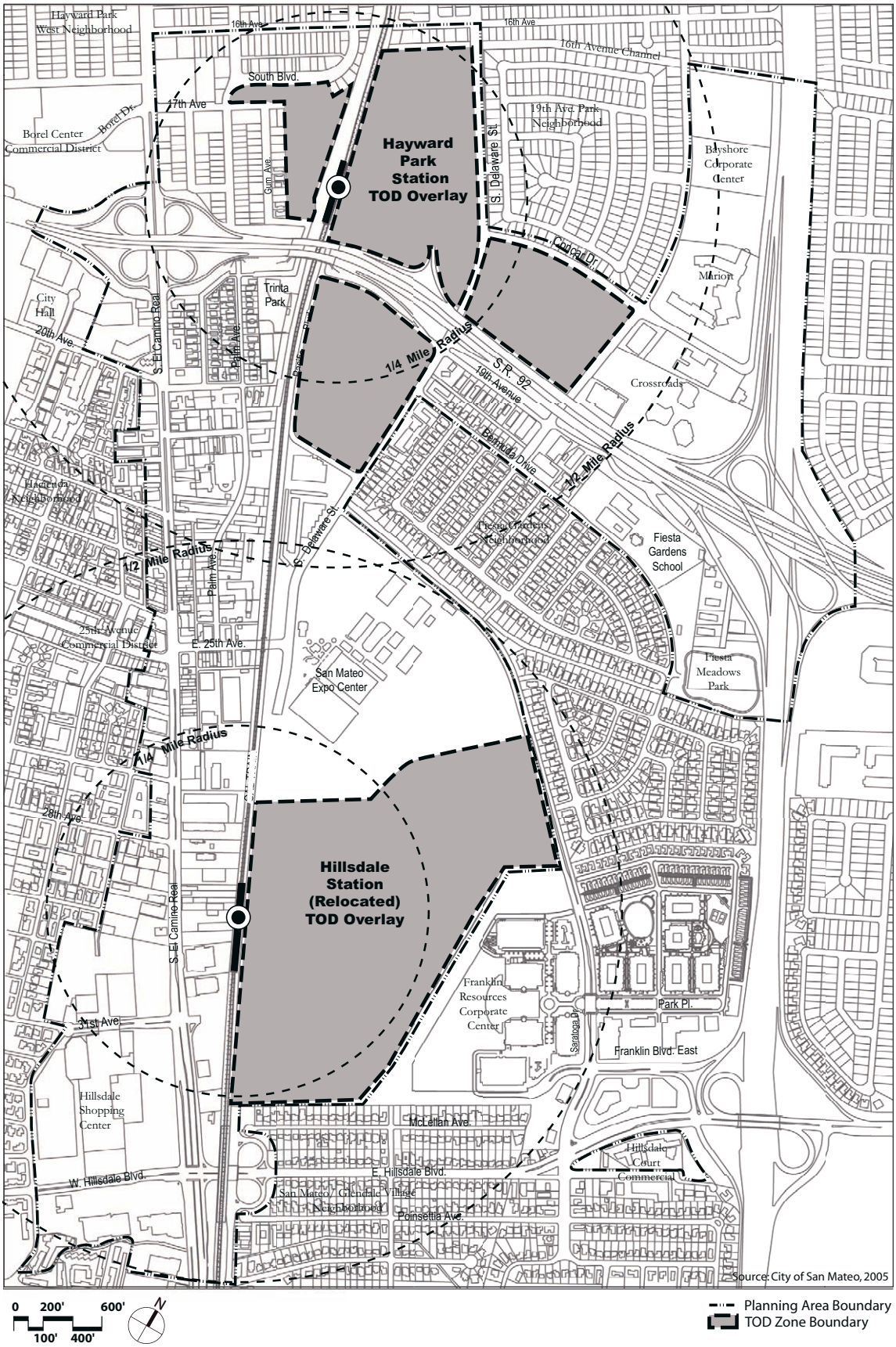


Figure 5.1 General Plan Transit-Oriented Development Designations

POLICY 5.2 PROVIDE FOR CHILDCARE FACILITIES AS A PERMITTED USE WITHIN TOD ZONES.

Inclusion of childcare facilities is considered an important element of TOD. Childcare facilities are strongly encouraged to be incorporated within employment centers but are also appropriate as elements of multi-family projects. Employers who offer childcare, especially infant care, at the work place are providing a particularly valuable benefit, which can lead to more satisfied and productive employees. Likewise, day care facilities within a multi-family project may provide similar advantages in locating in a particular residential neighborhood. In either case, locating these facilities within walking distance of transit facilities can reduce the need for vehicle trips for the drop-off and pick-up of children. The maximum potential development densities shown may only be achieved provided that parking, height and other development requirements for each land use are met.

POLICY 5.3 MAINTAIN AND ENHANCE LAND USES FOUND IN THE CORRIDOR PLAN AREA, LOCATED OUTSIDE OF THE TOD ZONES.

The existing land use plan includes several different land use designations. This mix reflects the diversity of activities and uses currently located in the Plan area, all of which are found in and consistent with the San Mateo General Plan, Land Use Plan and Zoning Code. The Plan proposes no change to these basic land use designations and their associated densities, FAR (Floor Area Ratio) and building heights.

However, consistent with CAC discussions from early in the study and consistent with the purposes of the Plan, certain uses are encouraged in the following two areas outside the TOD zone.

In the *Hillsdale Court Commercial* area, redevelopment should be to the types of uses that have previously existed in the area or other uses that do not impose significant impacts, especially traffic, upon the existing

neighborhood. Examples of such uses would be a hotel/motel or senior housing.

The *Delaware Triangle* site on the west side of Delaware Street at the intersection of Saratoga Drive lies between the two Caltrain stations and the proposed TOD zones. It was previously in office use and is currently in warehouse use (Public Storage), and as such is not contributing to the goals of the Corridor Plan. With redevelopment, this site should have a higher and better use within the TOD context than the current warehouse use. The existing zoning is Regional/Community Commercial, which would also permit multi-family residential at densities up to 35 units per acre. This is a residential density that blends well with the higher densities in the TOD zones on either side of it.

Hillsdale Station TOD Overlay Zone

POLICY 5.4 PROVIDE FOR MULTI-FAMILY AND EMPLOYMENT USES TO BE DEVELOPED AT TRANSIT SUPPORTIVE DENSITIES WITHIN THE HILLSDALE STATION TOD ZONE.

POLICY 5.5 RECOGNIZE THE IMPORTANCE OF RACING AT BAY MEADOWS TO THE CITY OF SAN MATEO'S HISTORY.

Should the Bay Meadows racetrack close and be replaced with development in accordance with this Plan, when the City reviews the development proposal for the racetrack area, it will ensure that measures are taken to memorialize the Bay Meadows racetrack history. Such measures could include, for example, that a photo history and book archive are maintained at the library, the new train station is named after the track to mark its location, that some significant architecture element is retained and incorporated into the civic plaza, that a public art feature in the area call attention to its history.

POLICY 5.6 PROVIDE FOR THE CREATION OF A USABLE 15 ACRE PARK SYSTEM OF PUBLICLY ACCESSIBLE PARKS WITHIN THE HILLSDALE STATION TOD AREA.

POLICY 5.7 PROVIDE FOR THE INCLUSION OF MULTI-MODAL TRANSIT FACILITIES WITHIN THE HILLSDALE STATION TOD ZONE.

POLICY 5.8 PROVIDE FOR THE INCLUSION OF NEIGHBORHOOD AND COMMUTER SERVING RETAIL USES AND SERVICES, INCLUDING SPECIALTY USES THAT WOULD ENHANCE NEIGHBORHOOD SERVICES, WITHIN THE HILLSDALE STATION TOD ZONE.

The Hillsdale Station TOD zone allows a combination of predominantly residential and employment uses, with some support shops and services as shown in *Figure 5.2*. Civic uses including public open space areas, multi-modal transit facilities and access ways, and commuter parking facilities are also permitted in this district.

Because of service to this area by Caltrain's Baby Bullet express service commuter train and the development of the new station, this station area is ideally suited to function as a vital transit village, offering a highly desirable location for both housing and employment with very convenient access to transit. Retail uses in this area should only be neighborhood and commuter serving in nature, not those which may function as regional or city-wide consumer destinations.

Three land use and development density zones are included in this area, as shown in *Figure 5.2*. The density range within the Hillsdale Station TOD zone is 25 to 50 units per net acre:

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

East of the Delaware Street Extension

The zone *east of the Delaware Street extension* allows multi-family residential development with a maximum of 50 units per net acre, and allows a maximum FAR of 2.0 for employment and 3.0 for residential uses. In this

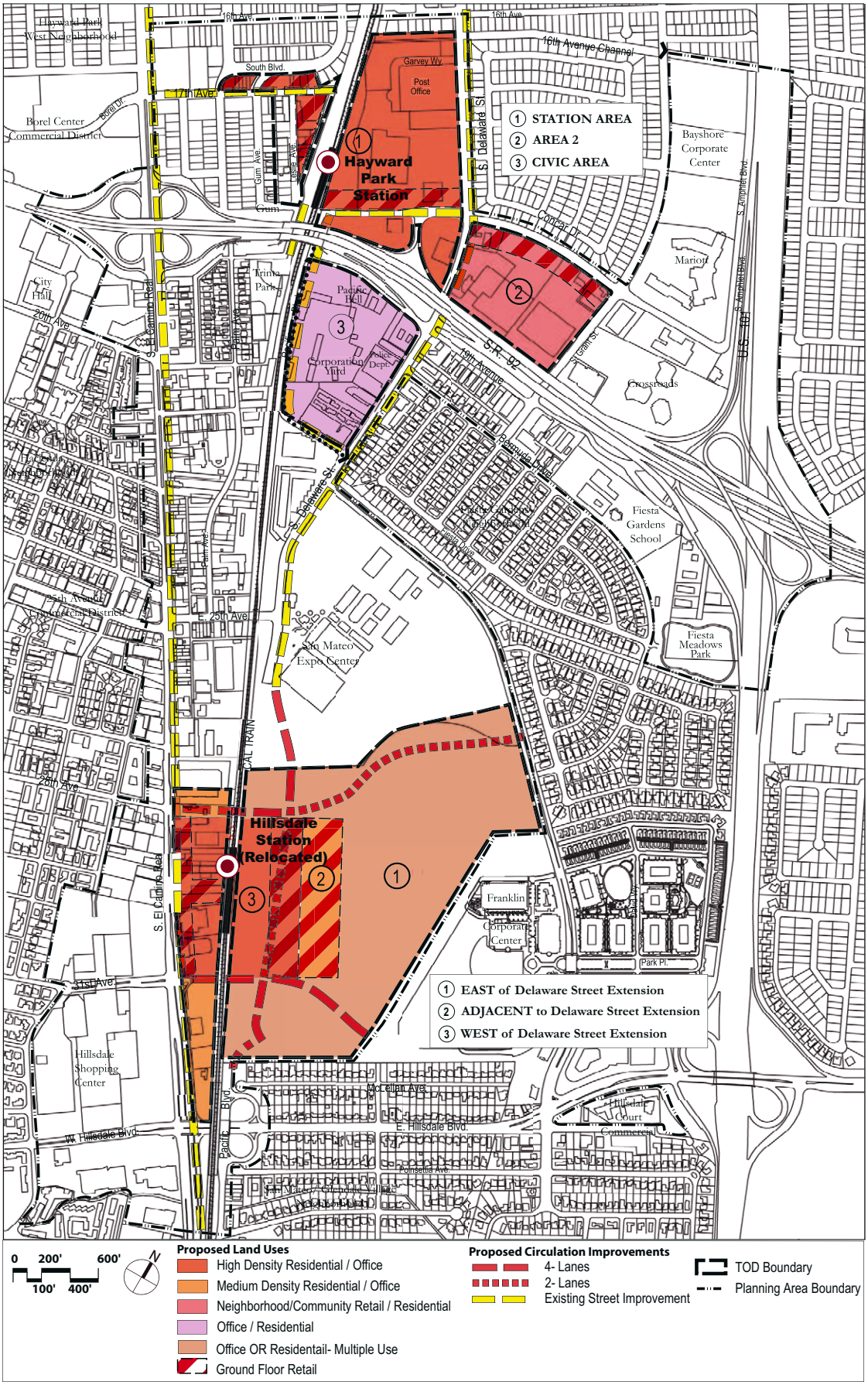


Figure 5.2 TOD Land Use Map

area, these buildings would not be mixed-use and would instead be either residential or employment only buildings.

Adjacent to the East Side of Delaware Street Extension

The zone *adjacent to the east side of the Delaware Street extension* allows for residential mixed-use and employment mixed-use buildings (please refer to *Figure 5.2* for clarity). This building type includes ground floor shops and services with upper floor residences or offices. Net residential density may not exceed 50 units per acre and a maximum employment FAR of 3.0. These potential development yields may not be combined or "double counted," for this Plan does not include a residential/ employment mixed-use designation.

West of the Delaware Street Extension

The zone *west of the Delaware Street extension* and east of the train tracks allows residential mixed-use and employment mixed-use buildings. This building type includes ground floor shops and services with upper floor residences or offices. Net residential density may not exceed 50 units per acre and a maximum FAR of 3.0. These potential development yields may not be combined or "double counted," for this Plan does not include a residential/employment mixed-use designation.

Adjacent to El Camino Real

The zone *adjacent to El Camino Real* encourages residential mixed use development with a net density not to exceed 50 units per acre and permits employment mixed use development with a maximum FAR of 2.0.

Ground Floor Retail Uses

Ground floor retail uses such as shops and restaurants are permitted and encouraged for specific locations within this zone. These uses should be, for the most part, convenience oriented, providing goods and services,

which residents and commuters alike could easily walk to and from. On the east side of the Caltrain tracks, these uses should be oriented to line both sides of the Delaware Street extension, between 28th and 31st Avenues and should not exceed 150,000 square feet. On the west side of the Caltrain tracks, these uses should front onto El Camino Real, and along a new street or pedestrian way near the mid-block, between 28th and 31st Avenues, perpendicularly linking El Camino Real with the Caltrain Station platform pedestrian access ways and transit stops, and should not exceed 200,000 square feet. A "bicycle station," for sale of bicycle parts and service and the daily storage of bicycles for transit users, would be an example of a particularly good ground floor retail use adjacent to the station area.

Public Parks and Plazas

The goal of the Plan is to provide 15 acres of contiguous recreational and publicly accessible open space for passive and active uses. This space would be located to the east of the Delaware Street extension within the TOD zone and would be in addition to any other neighborhood scaled parks or greens (Also see Policies 6.21 and 6.26 for additional park policy.).

One or more *transit plazas* must be located in close proximity to the Caltrain station (in locations close to where pedestrians will access the station), adjacent to the western edge of the Delaware Street extension, between 28th and 31st Avenues. They should link Delaware Street and public access points to Hillsdale Station, and must be at least 8,000 square feet.

A *transit plaza* must be created on the west side of the tracks, oriented as close as practical to a mid-block street or pedestrian way between 28th and 31st Avenues, leading from the station to El Camino Real. This plaza should be at least 8,000 square feet and located in close proximity to pedestrian access points to the station.

Hayward Park Station TOD Overlay Zone

POLICY 5.9 PROVIDE FOR MULTI FAMILY USES TO BE DEVELOPED AT TRANSIT SUPPORTIVE DENSITIES WITHIN THE HAYWARD PARK STATION TOD ZONE.

POLICY 5.10 PROVIDE FOR THE CREATION PUBLICLY ACCESSIBLE OPEN SPACE AREAS WITHIN THE HAYWARD PARK STATION TOD ZONE.

POLICY 5.11 PROVIDE FOR THE INCLUSION OF MULTI-MODAL TRANSIT FACILITIES WITHIN THE HAYWARD PARK STATION TOD ZONE.

POLICY 5.12 PROVIDE FOR THE INCLUSION OF NEIGHBORHOOD AND COMMUTER SERVING RETAIL USES AND SERVICES, INCLUDING SPECIALTY USES THAT WOULD ENHANCE NEIGHBORHOOD SERVICES, WITHIN THE HAYWARD PARK STATION TOD ZONE.

POLICY 5.13 PROVIDE FOR THE INCLUSION OF MIXED-USE COMMUNITY SERVING RETAIL USES WITHIN THE HAYWARD PARK STATION TRANSIT ZONE.

The Hayward Park TOD zone allows predominantly residential uses, with some office, retail shops, and services. Civic uses including public open space areas, multi-modal transit facilities and access ways, and commuter parking facilities are also permitted in this district. Because of the service to adjacent stations by Caltrain's Baby Bullet express service commuter train, this station area is ideally suited to function as a desirable transit village, offering a highly desirable location for both housing with very convenient access to transit. Development intensity in this TOD should be less than that in the Hillsdale TOD because it is not an express service stop.

Three land use and development density zones are included in this area, as shown in *Figure 5.2*:

1. Station Area
2. Area bounded by Concar Drive, State Route (SR) 92, Delaware Street, and South Grant Avenue (Area 2)
3. Civic Area

Station Area

The *Station Area* zone predominantly allows multi-family residential mixed-use development with a minimum net density of 35 units per acre and a maximum of 50 units per acre, except as noted below.

Along the western-most side of the "K-Mart" site, immediately adjacent to the Caltrain station (but outside the JPB ROW), the maximum net residential density is 50 units per acre. It is intended that the most intensive development would occur in closest and most convenient proximity to Hayward Park Station, as illustrated in the Height Plan. Community-serving retail uses along the Concar Drive frontage would have a maximum FAR of 0.3, and the maximum overall FAR in the Station Area is 3.0.

At least *10% of the open space* required for residential mixed-use development of the "K-Mart" site must be oriented toward the Hayward Park Caltrain Station, be clearly visible from the station, and must be publicly accessible.

Area 2

The *Concar Drive, SR 92, Delaware Street, and South Grant Avenue* area may continue to include predominantly community-serving tenants, but may also include mixed-use development. Allowable mixed-use development in this area includes multi-family residential development to occur with a minimum net density of 25 units per acre and a maximum of 45 units per acre, and community serving retail development with a maximum retail FAR of .30 and a maximum overall FAR of 2.0.

Should this site be redeveloped with predominantly residential uses, multi-family residential mixed-use development may occur, with a minimum net density of 35 units per acre and a maximum of 50 units per acre and a maximum FAR of 3.0. Uses may include neighborhood or community serving ground floor retail uses (must not exceed existing gross square footage of commercial uses). Please see text below and refer to Chapter 6 of this Plan for clarification.

Civic

The *Civic zone* predominantly allows multi-family residential mixed-use development with a minimum net density of 35 units per acre and a maximum of 50 units per acre, and permits employment use (adjacent to SR 92) with a maximum FAR of 1.0 and maximum overall FAR of 2.0. A new (.3 to .5 acre) public park or plaza must be developed in this area, potentially located between new residential and office uses.

Ground Floor Retail Uses

Ground floor retail uses are permitted along the north side of Concar Drive, between Delaware Street and Pacific Avenue, along both sides of Leslie Street between 17th Avenue and the SR 92 over crossing, and along the north side of 17th Avenue between the train tracks and Palm Avenue. These uses should only be neighborhood and commuter serving (such as small grocery stores, personal services, shops or restaurants), not those which may function as regional or city-wide consumer destinations. These uses should be, for the most part, convenience oriented, providing goods and services within easy walking distance for residents and commuters alike.

Should community serving retail uses be developed as a part of a mixed use project on the Concar shopping center site, larger "floor plate" (40,000 - 50,000 SF) tenants should be located adjacent to SR 92, while smaller "liner" retail uses should front onto Concar Drive.

Height Plan

This Plan includes a Maximum Allowable Height Plan, as shown in *Figure 5.3*. Maximum allowable heights are established to both protect the quality and character of neighborhoods adjacent to the Plan area and to allow the most intensity of development in closest proximity to the Hillsdale and Hayward Park Caltrain stations. The boundaries of the maximum allowable heights are established to help ensure the creation

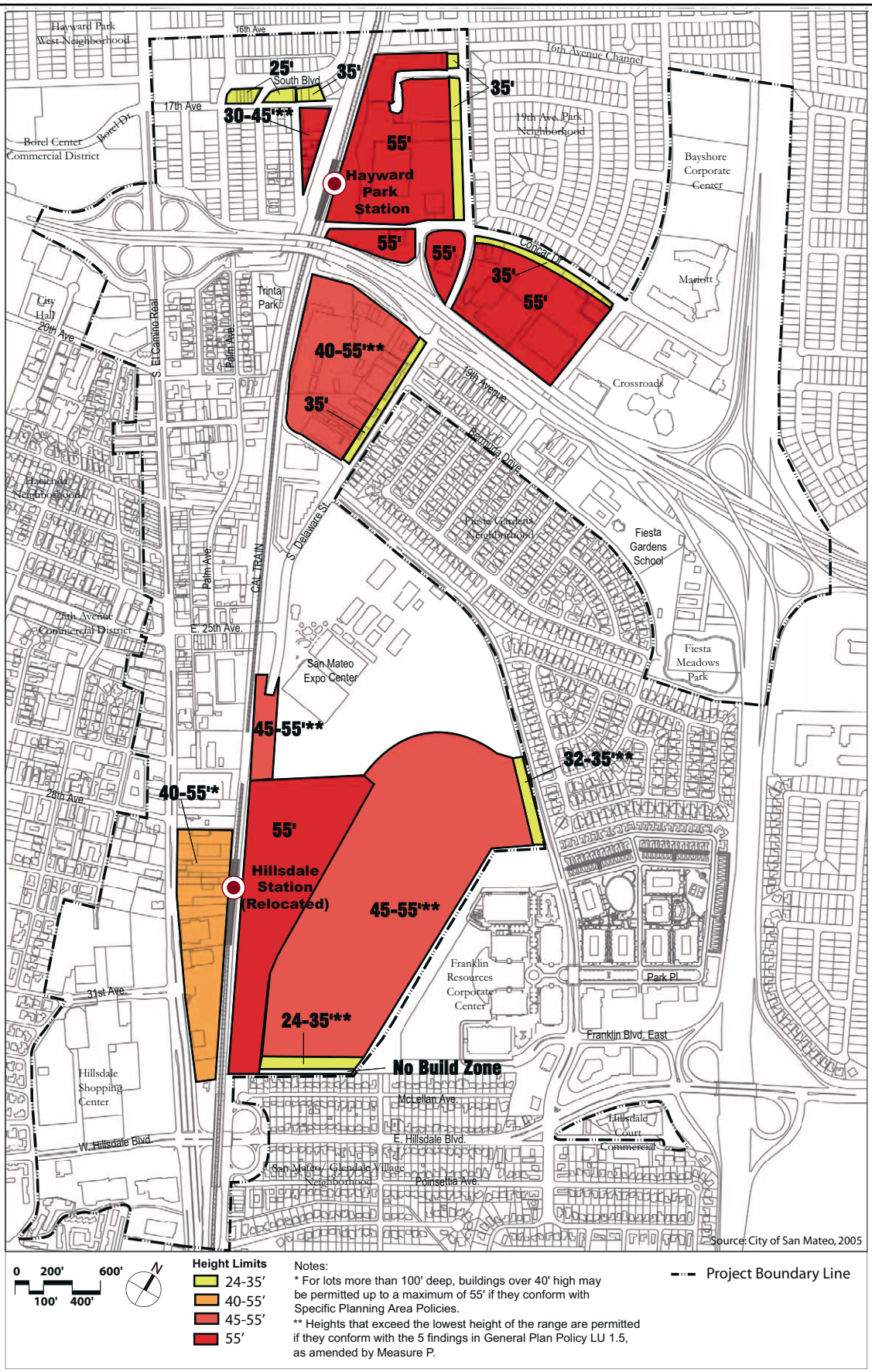


Figure 5.3 TOD Height Limits

of a skyline that reinforces the visual prominence of the station areas as important civic places and hubs of activity.

Special height zones are established for both of the TOD zones in the Plan area, while existing height maximums remain in place for the other areas located within the Plan area. The maximum regulated height of a building is measured from the ground (finish grade) to the top of the highest top plate, not including penthouse, mechanical devices, parapet wall, or landmark architectural features.

POLICY 5.14 PROVIDE HEIGHT RESTRICTIONS THAT ALLOW MULTI FAMILY RESIDENTIAL AND EMPLOYMENT CENTERS TO BE DEVELOPED AT APPROPRIATE TRANSIT SUPPORTIVE DENSITIES WITHIN TOD ZONES.

POLICY 5.15 ORGANIZE HEIGHT ZONES TO ENSURE THE PROTECTION OF ESTABLISHED NEIGHBORHOODS AND TO RECOGNIZE AREAS OF IMPORTANCE AND PUBLIC ACTIVITY (TALLER BUILDINGS CLOSE TO THE STATION; SHORTER BUILDINGS NEAR ESTABLISHED SINGLE FAMILY NEIGHBORHOODS).

POLICY 5.16 MAINTAIN EXISTING GENERAL PLAN HEIGHT RESTRICTIONS IN AREAS OUTSIDE OF TOD ZONES.

Hillsdale Station Area: Height Zones

Two maximum height zones are shown in the Hillsdale Station TOD, as shown in *Figure 5.3*, including the following:

- 35 foot maximum height zone
- 55 foot maximum height zone

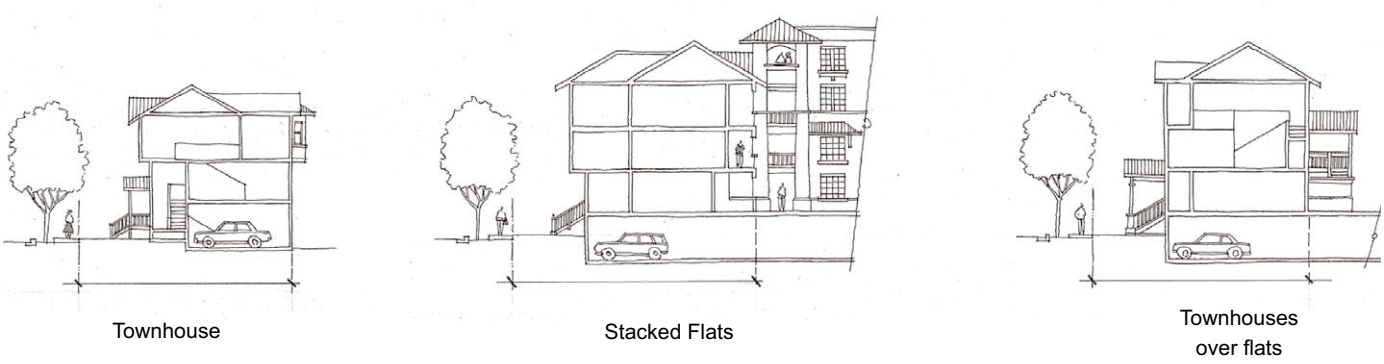
McLellan Neighborhood Height Buffer Zone

Establish a "no-build" buffer north of the existing wall along the property line between the Bay Meadows racetrack property and the single family neighborhood along McLellan Avenue to maintain privacy for that neighborhood. The buffer shall extend the length of the southern Bay Meadows property line and shall extend 25 feet north from the southern edge of the existing sidewalk. Beyond the buffer, residential structures not

exceeding 24 feet would be allowed, which could be increased in height to no more than 35 feet. The method for determining how buildings would "step up" to the 35-foot maximum would be determined by the Planning Commission.

35 Foot Maximum Height Zone. The 35 foot maximum height zone bounds the eastern and southern edges of the TOD zone area, as shown in *Figure 5.3*, specifically including the areas adjacent to Glendale Village neighborhood. This height zone is to protect the quality of life and sun access family home neighborhoods located next to the zone area.

Along Saratoga Drive, the 35 foot maximum height zone extends 45 feet westward from the Saratoga Drive right-of-way boundary.



Examples of buildings built within 35' maximum height zone.

55 Foot Maximum Height Zone. The 55 foot maximum height zone encompasses the majority of the Hillsdale Station TOD zone, generally bounded by El Camino Real, the County Expo Center, 28th Avenue extension, the 35 foot maximum height zone along Saratoga Drive, the Franklin property, and the McLellan Neighborhood Height Buffer Zone, as shown in *Figure 5.3*.

Within the area east of the Delaware Street extension, this height zone is intended to meet the needs of the most transit supportive development densities, including four or five story multi-family residential or office buildings, with at least one level of parking below (or full or half a level

below grade), while minimizing any potential adverse effects on adjacent neighborhoods.

Along El Camino Real, the 55 foot height zone will both accommodate transit supportive development densities, while serving as a visual signature announcing the area as an important civic, commercial, and residential hub of activity, while not overwhelming the scale and character of the existing district.

In designated areas, these buildings should also include ground floor shops and restaurants.

Hayward Park Station Area: Height Zones

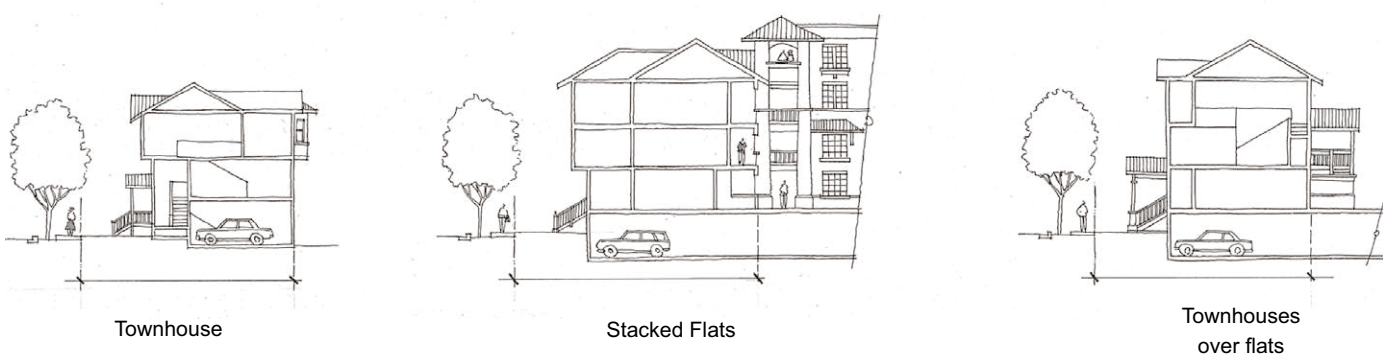
Four maximum height zones are shown in the Hayward Park TOD, as shown in *Figure 5.3*, including:

- 25 foot maximum height zone
- 35 foot maximum height zone
- 45 foot maximum height zone
- 55 foot maximum height zone

25 Foot Maximum Height Zone. The 25 foot maximum height zone applies to the property located between 17th Avenue and South Boulevard from Palm Avenue east to where Leslie Street butts into 17th Avenue. This height zone is intended to provide a transition from the greater heights established to the east in order to protect existing uses in the area.

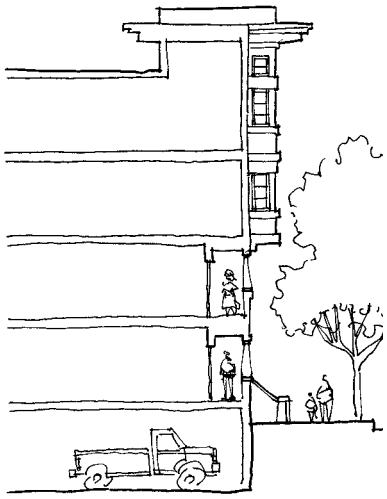
35 Foot Maximum Height Zone. On the west side of the rail line, the 35 foot maximum height zone is located between 17th Avenue and South Boulevard and between the 25 foot zone and the rail line. This area would provide a step down in height from the greater heights to the east and south.

On the east side of the rail line, the 35 foot maximum height zone bounds the western edges of Delaware Street and the southern edge of Concar Drive, between Delaware Street and South Grant Avenue in the zone area, as shown in *Figure 5.3*, specifically including the areas adjacent to the 19th Avenue and Fiesta Gardens neighborhoods. This height zone is established to protect the quality of life and sun access to the existing single family home neighborhoods located next to the zone area.



Examples of buildings built within 35' maximum height zone.

Along Delaware Street the 35 foot maximum height zone extends 45 feet westward from the Delaware Street right-of-way boundary, and along Concar Drive, the 35 foot maximum height zone extends 45 feet southward from the Concar Drive right-of-way boundary.

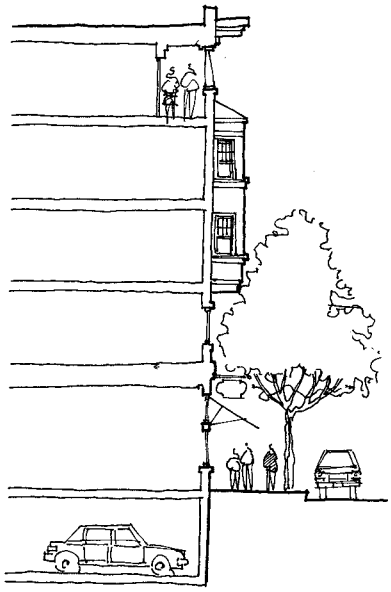


Example of 45' tall residential building built over parking.

45 Foot Maximum Height Zone. The 45 foot maximum height zone is located between Leslie Street and the rail line south of 17th Avenue. Within this area the 45 foot maximum height zone is intended to accommodate residential mixed use development, including three floors of residential development over one floor of ground floor shops and parking, above a full subsurface level of parking. This height zone accommodates a modest level of transit supportive densities, and provides a gradual transition into nearby single family neighborhoods.

55 Foot Maximum Height Zone. The 55 foot maximum height zone encompasses the majority of the Hayward Park Station TOD zone, generally bounded by the 35 foot maximum height zone along Delaware Street, Pacific Avenue, Leslie Street, and the 16th Avenue channel. It also includes the area bounded by Concar Drive, Delaware Street, South Grant Avenue, and SR 92, and the area bounded by SR 92, Delaware Street, and Pacific Avenue.

Within the Hayward Park TOD zone, this height zone is intended to meet the needs of the most transit supportive development densities, including four or five story multi-family residential buildings, with at least one level of parking below (or full or half a level below grade), while minimizing any potential adverse effects on adjacent neighborhoods.



Example of 55' tall residential building built over parking and ground floor shops.

TOD Development Intensities

This Plan includes Maximum Allowable Intensity Zones (Floor Area Ratios - FARs), as shown in *Figure 5.4*. Maximum allowable intensity zones are established to both protect the quality and character of neighborhoods adjacent to the Plan area and to allow the most intensity of development in closest proximity to the Hillsdale and Hayward Park Caltrain stations. Special intensity zones are established for both of the TOD zones in the Plan area, and differ depending on proposed residential or commercial uses.

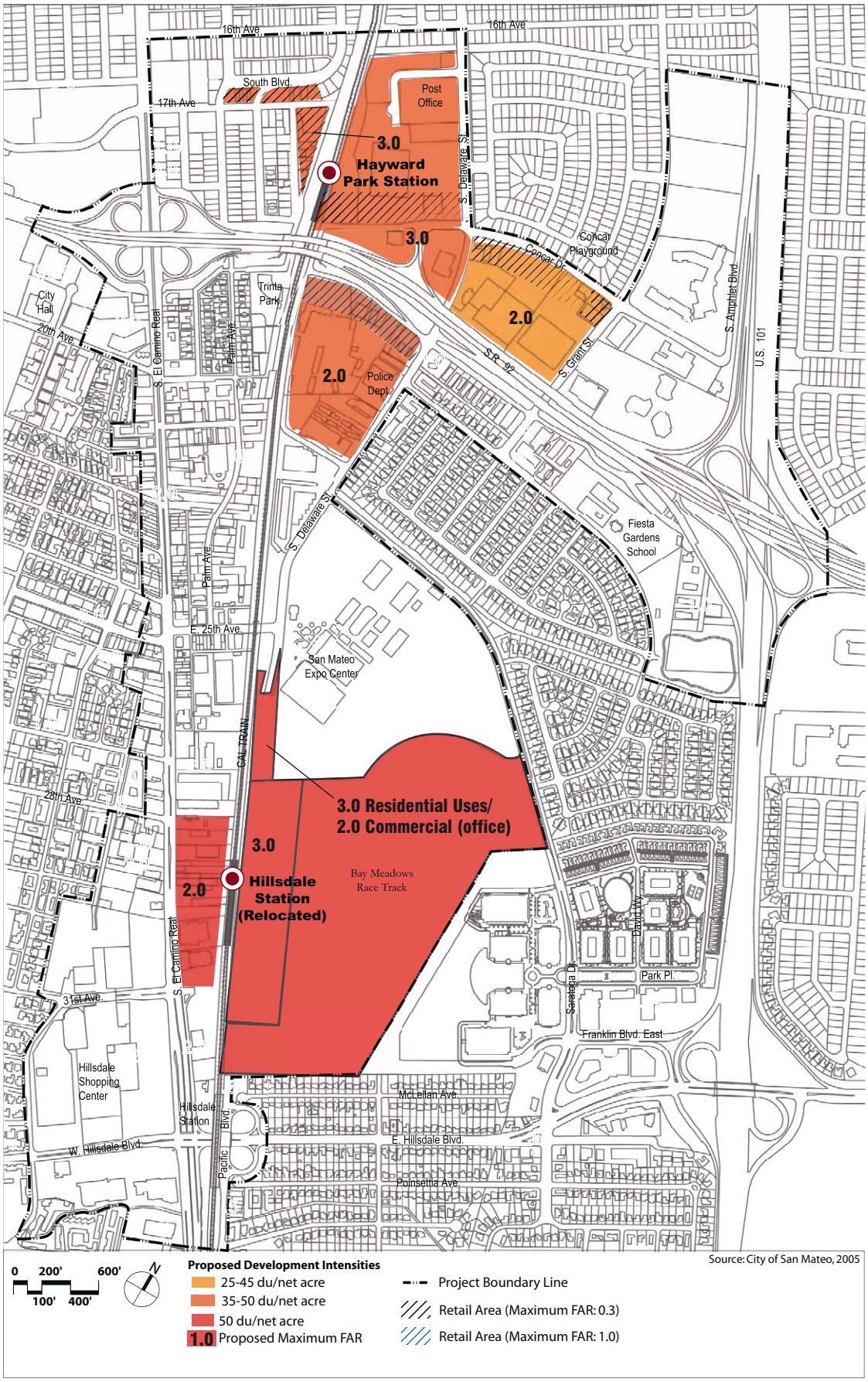


Figure 5.4 TOD Development Intensities

CHAPTER 6. COMMUNITY CHARACTER AND DESIGN GUIDELINES

It is anticipated that changes within the Plan area will occur incrementally, possibly over many years. In order to ensure realization of the long term vision for the area, which emphasizes the creation of a highly transit- and pedestrian-oriented environment, the Plan includes a Transit-Oriented Development (TOD) zone. This zone specifies permitted uses, minimum and maximum development densities and building heights; the fundamental elements necessary to guide and understand the ultimate uses and scale of a place.

The character and vitality of a place though is influenced by many other considerations, including the collective experience of streets, buildings, and open space areas. This chapter provides a hierarchical description of the desired character of public streets and transit stations, important development opportunity areas, and the placement and appearance of buildings, which are described in the following sections:

- **Public Realm:** which describes the design considerations and desired character of streets and publicly owned land throughout all of the Plan area
- **Core Areas:** provides a qualitative discussion of the desired character of new development at key areas in the Plan area
- **Design Guidelines:** which include specific design guidance for neighborhoods, site planning, and building design

The purpose of this chapter is guide future development of buildings and public spaces, ensuring that the vision for the area is realized. The following recommendations are intended to define a minimum level of design quality, and should be used as a general reference for during the preparation and review of development proposals within the Plan area.

Public Realm

POLICY 6.1 AN OVERALL SENSE OF CONTINUITY AND IDENTITY SHOULD BE ESTABLISHED THROUGHOUT THE CORRIDOR PLAN AREA BY CREATING A WELL DESIGNED PUBLIC REALM.

POLICY 6.2 CHANGES MADE WITHIN THE CORRIDOR PLAN AREA SHOULD BE SENSITIVE TO THE SURROUNDING ENVIRONMENT, RESPECTING AND CONTRIBUTING TO THE CHARACTER OF ADJACENT NEIGHBORHOODS AND THE REST OF THE CITY.

More than almost any other single element of city form, the scale, and quality of streets and public facilities influences the character of a place. Of key importance is they are owned, designed, maintained, and controlled by the public. Therefore, their design should result in the creation of efficient and attractive streets and public facilities that meet the needs of pedestrians, bicyclists, and motorists. Furthermore, their design must be cognizant of their potential affects on existing publicly owned facilities and adjacent neighborhoods. As such, in addition to providing safe and convenient access, they must include clear signs which will direct visitors to train stations, parks and other key destinations.

POLICY 6.3 MINIMIZE CONSTRUCTION IMPACTS ON LOCAL BUSINESSES.

Review of all planning applications shall include an examination of impacts on local businesses. Standard conditions of approval may be supplemented with other measures to reduce impacts on local business as well as give consideration of phasing and timing of projects to reduce economic impacts.

Streetscape

POLICY 6.4 ESTABLISH AN AREA-WIDE STREETSCAPE MASTER PLAN.

The streets in the Plan area are shared by a variety of users including pedestrians, bicycles, autos, and buses. The Plan calls for the creation of

an interconnected street system which will allow for convenient access throughout the Plan area and into adjacent areas.

The appearance and character of these streets should be equally attractive and designed considering their surroundings. An area wide Streetscape Master Plan should be prepared including recommended street tree planting patterns, bulb-out and crosswalk locations, street light placement, and locations for street furniture including benches and trash receptacles. These elements should not be limited to benefiting the Plan area only, and efforts should be made to ensure appropriate transitions into adjacent neighborhoods and districts. Primary streets including Delaware, Concar, Saratoga, Franklin, 25th, 28th, and 31st Avenue should have a coordinated collection of streetscape improvements. Improvements made on new local streets would be provided by the developer. A master plan could be used as a tool to coordinate these improvements.

The Streetscape Master Plan must also include specific streetscape design recommendations made in the El Camino Real Master Plan, and those included in this Plan.

Sidewalks

POLICY 6.5 ESTABLISH USE-SPECIFIC SIDEWALK DESIGN STANDARDS.

Sidewalk design should consider the uses that surround it.

Each of the streets in the Plan area should be lined with tree shaded sidewalks, allowing safe and convenient walking opportunities. Clearly defined crosswalks and sidewalk extensions in the form of bulb-outs should be installed throughout. The width of sidewalks should be established to best meet the needs of those who will use them. In some locations, sidewalks should be separated from the street and parallel parking by narrow planted areas. In other situations, the landscape planters within parking lanes may provide additional buffering. Decisions as to whether to provide for parallel parking or landscaping within the parking

lane should be based upon the demand for parking spaces generated by the allowable land uses.

The following provides some general design considerations[1] for three different pedestrian environments: transit stations, commercial/ mixed-use areas, and neighborhoods. However, in some instances, the opportunity to implement these recommendations may be limited by actual right-of-way width, or existing buildings. In these cases, the intent of the recommendations should be considered when designing new sidewalks or retrofitting old ones.

Transit Stations. Sidewalks should be the widest near transit stations (12 to 16 feet wide), where the highest volumes of pedestrians are likely to be. They should be designed to accommodate the movement of people during peak commute hours, while allowing for rest and social interaction.

Commercial/Mixed-use Areas. Medium width (10 to 14 feet) sidewalks should be used in areas where there would be intermittently high volumes of pedestrian activity, such as the San Mateo County Expo Center, and in shopping, dining, and employment areas. Sidewalks in these areas should be designed considering their mixed-use function, accommodating passers by, window shoppers, outdoor dining or shopping, or even special events. In areas where street front uses line the sidewalks, the sidewalks, street trees in tree wells, or other streetscape elements should extend completely to curb, but in places where they abut parking lots or event grounds, a planter strip should be installed between the walk and street.

Neighborhoods. Modest sidewalk width (5 foot minimum) should be used in neighborhoods. These sidewalks should all be wide enough to accommodate comfortable daily use by relatively few people. Neighborhood sidewalks should all be separated from the street by continuous planter strips.

Neighborhood sidewalks should be a minimum of 5 feet wide and detached from the street with a narrow planter strip.

[1] *Metro, Portland, Oregon, Creating Livable Streets, June 2002*

CalTrain Stations

POLICY 6.6 WORK CLOSELY WITH THE JPB TO ENSURE THE DESIGN FOR THE HILLSDALE AND HAYWARD PARK CALTRAIN STATIONS ARE NOT ONLY EFFICIENT, BUT ALSO CONTRIBUTE TO THE CHARACTER OF THE NEIGHBORHOODS THAT SURROUND THEM.

The TOD zone in this Plan is specially tailored to include transit supportive land use patterns and development densities. It is equally important to work closely with the JPB to ensure that the new design of the Hillsdale and Hayward Park Caltrain stations in and of themselves contribute to their success. Although different in function, both stations represent significant public investment and will greatly influence the character and identity of the neighborhoods that surround them. It is therefore critical that their designs are attractive, inviting, functional, and respectful of their context. Meeting projected parking demand is an important challenge to be addressed at both stations. This Plan highly encourages the use of the most innovative approaches to solving this, possibly including shared parking in multiple locations.

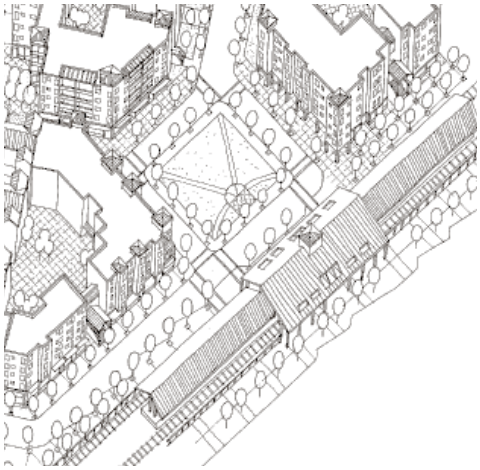
Hillsdale Station

POLICY 6.7 ENCOURAGE THE MAXIMUM POTENTIAL OF HILLSDALE STATION AS A MAJOR TRANSIT HUB THAT EFFICIENTLY ACCOMMODATES CALTRAIN, SAMTRANS BUSES, SHUTTLES, BICYCLES, PEDESTRIANS, TAXIS, AUTOMOBILE DROP-OFF AND PICK-UP, AND PARK AND RIDE.

POLICY 6.8 ENCOURAGE THE DESIGN OF A STATION THAT RESPECTS ITS REGIONAL CONTEXT AND HAS STRONG CIVIC IDENTITY.

Hillsdale Station is the most important regional transportation improvement for the Plan area, as this station serves as an express stop for the Caltrain Baby Bullet and is accessible by numerous modes of transit including buses, shuttles, bicycles, pedestrians, taxis, automobile drop-off and pickup and park and ride. Some of the key challenges associated with the design of this station include:

- Platforms and tracks will be located well above grade
- Station will be located mid-block, within a larger block
- Station must be accessible by many modes of transportation
- Parking space must be provided for 1,360 cars
- Station must be integrated with adjacent land uses and streets



Transit plazas should be located on both sides of the station to denote arrival and to contribute to the pedestrian experience.

Some of these "challenges" will come as a result of the physical characteristics of the proposed track and platform design, others from existing site characteristics, some from the goals of this Plan and others from design parameters set by the JPB. When reviewed collectively, it is apparent that a comprehensive approach to the design of this station is essential. From a functional perspective, safe and efficient access routes for each of the many modes of transportation (including pedestrians) going to the station will need to be provided and carefully integrated into the existing street system.

From the perspective of community character, a strong civic identity for the station itself is important. It should provide access considering its mid-block location, and must establish from various vantage points considering that it may not from either Delaware Street or El Camino Real. As the station will be bounded by buildings, it is particularly important that access points for all modes of transportation be defined and that circulation routes be direct, ideally offering vistas to the station.

Small transit plazas should be established on both sides of the station in order to help define arrival, and entrances to the station well defined and inviting, and establish a strong sense of place. Uniform improvements such as signage, paving treatments benches and streetlights should be provided to help define arrival and guide visitors through the area.

In order to accommodate the 1,360 required parking spaces for park and ride commuters (as requested by the JPB), several small, rather than one large parking structure should be constructed. Parking structures should

be viewed as one of many buildings surrounding the station rather than strictly utilitarian structures flanking the station. These buildings should be screened from view from public streets and located as close to the station as practical. They could be located in areas screened from view by other buildings or if feasible, integrated into the superstructure used to elevate the tracks and platform area. Ground floor retail uses are encouraged in locations where the parking structures would front onto a public street or plaza.

The design of parking structures should receive special attention to ensure their harmonious blending with adjacent buildings and public gathering areas. This attention should include special façade detailing, vertical corner elements (such as detailed elevator towers) and when appropriate may include structurally integrated ground floor shop or restaurant space. Pedestrian and automobile access points must also be clearly marked and be easily discernible and accessible.

Buildings should frame streets, creating an inviting public realm and defining clear views to the stations.

Hayward Park Station

POLICY 6.9 CAPITALIZE ON THE POTENTIAL OF HAYWARD PARK STATION AS A LOCAL TRANSIT HUB THAT EFFICIENTLY ACCOMMODATES CALTRAIN, SAMTRANS BUSES, SHUTTLES, BICYCLES, PEDESTRIANS, TAXIS, AUTOMOBILE DROP-OFF AND PICK-UP, AND PARK AND RIDE.

POLICY 6.10 ENCOURAGE THE DESIGN OF A STATION THAT RESPECTS ITS NEIGHBORHOOD CONTEXT AND HAS A STRONG CIVIC PRESENCE.

Hayward Park Station will serve an important role as a neighborhood transit center. However, as it is not an express stop, its role will not serve the same regional needs as the Hillsdale Station. As such its design must be influenced more by the neighborhoods that surround it. The station area must be designed to accommodate several modes of transit, particularly pedestrians, bicycles and buses, yet there will be a need to accommodate automobile drop-off and pickup and park and ride commuters. The station and its facilities should be designed to offer a "strong sense of place," emphasizing its civic and community importance.

The volume of commuters' likely boarding at this station will be less than those at Hillsdale station, reducing the amount of capacity necessary to accommodate riders and their transfer modes.

Innovative station design should create a distinctive node and encourage use.

Improving the visibility of a new Hayward Park Station is an important design goal. The current station goes largely unnoticed because it is hidden between well established neighborhoods, SR 92 and the existing "K-Mart" store. A vertical design element such as a clock tower could be an effective method of creating a visible landmark structure.

Future new development on both sides of the track should be organized to provide clear views and access routes into the station area itself, although 17th Avenue/Leslie Street and Concar Drive/Pacific Avenue will remain primary access routes.

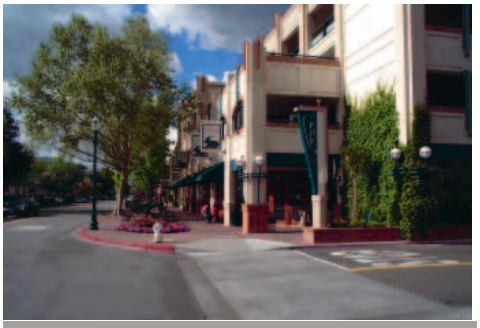
The roadway and pedestrian circulation system must also be carefully designed, ensuring efficiency, yet not resulting in roadways that function as barriers to the adjacent community.

Because the station platforms and tracks will be "at grade" they will be easily recognizable to viewers on both sides of the tracks. The station's presence should be reinforced by the use of attractive signage, furniture lighting, and structures such as passenger shelters, ticket and information kiosks, evoking civic pride and identity. This presence can be further strengthened with the design of architecturally distinctive and attractive pedestrian over and under crossings. The newly designed station area could also be enhanced with public art created by local artists, further defining a sense of civic identity.

Attention should also be focused on creating an environment that feels safe because of the station's relative isolation. Although the Plan introduces the opportunity for new development to occur around the station, this may occur incrementally over a long period of time. Consequently, steps

should be taken to create safe feeling, well lit passenger waiting areas, pick-up and drop off areas, and paths.

In order to accommodate the required parking spaces for park and ride commuters, it is likely that at least one parking structure should be constructed. This structure should be viewed as a building near the station rather than as a strictly utilitarian structure flanking the station. This building should be screened from view from public streets and located as close to the station as practical.



Design parking structures that are not obtrusive and that discretely fit in with the surroundings.

The design of the parking structure should receive special attention to ensure its harmonious blending with adjacent buildings and public gathering areas. This attention should include special façade detailing, vertical corner elements (such as detailed elevator towers) and when appropriate may include structurally integrated ground floor shop or restaurant space. Pedestrian and automobile access points must also be clearly marked and be easily discernible and accessible.

POLICY 6.11 INTEGRATE WATER QUALITY PROTECTION INTO STREETSCAPE IMPROVEMENTS, STREET CROSS SECTIONS, PARKING FACILITIES, PLAZAS, AND OPEN SPACE.

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

Core Areas

POLICY 6.12 RECOGNIZE THAT VARIETY AND CONTRAST IN THE BUILT ENVIRONMENT ADDS COMPLEXITY, INTEREST, AND VITALITY, AND SHOULD BE ENCOURAGED.

POLICY 6.13 ENCOURAGE THE CREATION OF SEVERAL UNIQUE AND DISTINCTIVE NEIGHBORHOODS AND DISTRICTS WITHIN THE OVERALL PLAN AREA.

POLICY 6.14 RECOGNIZE THAT TRAIN STATIONS, BUILDINGS, STREETS, AND OPEN SPACE SEEN TOGETHER WILL DEFINE THE CHARACTER OF THE PLAN AREA.

The Corridor Plan area includes several sub areas that include a variety of land uses and serve many needs. Many of the existing areas may go largely unchanged as a result of this Plan. However, the areas within the TOD zones are anticipated to undergo significant change, introducing new neighborhoods and places to work and shop. Each TOD zone will have its own recognizable development pattern. Nonetheless the intent is also to create a pattern of streets, parks, and buildings that blend into its context.

The following provides a qualitative description of the desired character of uses permitted and encouraged within the Hillsdale and Hayward Park Station TOD zones. Developers preparing plans for these areas should refer to the following policies and fundamental recommendations for overall design guidance in key areas and for specific land uses. The categories discussed include: Residential, Office, Mixed-Use, and Parks and Plazas.

Residential and Office

POLICY 6.15 CREATE A SYSTEM OF STREETS, LANES AND BLOCKS COMPARABLE TO THE SIZE OF TRADITIONAL DOWNTOWN SAN MATEO STREETS, LANES, AND BLOCKS.

POLICY 6.16 CREATE A PATTERN OF BUILDINGS PREDOMINANTLY BUILT CLOSE TO THE FRONT PROPERTY LINE SO THAT STREETS ARE GENERALLY DEFINED BY BUILDING FACADES.

Building facades and entries define the street wall. Modest setbacks may be included for landscaped areas.

Primary building entries on these multi- story office buildings front onto street and parking is screened from view.

POLICY 6.17 ORIENT BUILDING ENTRIES TO THE STREET AND SCREEN STRUCTURED PARKING AT GRADE WITH SPECIAL PERIMETER TREATMENTS.

POLICY 6.18 LIMIT THE NUMBER OF CURB CUTS AND GARAGE DOOR ACCESS POINTS TO OFF-STREET PARKING IN HOUSING BLOCKS AND PROVIDE ON-STREET PARKING.

The Land Use chapter of this Plan defines transit supportive development densities and maximum building heights within both TOD areas. It is equally important that the Plan clearly define the desired character of the built environment in these areas, which is envisioned to be a highly pedestrian friendly, inviting, and desirable place.

The physical characteristics of multi-family residential neighborhoods and office districts are similar in that the organization of blocks, placement of buildings, and treatment of parking greatly influences the character and walkability of a neighborhood or district. Consequently, the Plan describes the character defining qualities of both in this section.

Blocks and Streets: Two fundamental considerations to the success of a highly walkable place are directness and convenience. The street and block system within the TOD should be organized in a manner that facilitates this. Circuitous routes around or through unusually large development areas make for a long and often arduous walk. Consequently the Plan encourages new development to consist of rational blocks generally consistent with those found in downtown San Mateo, allowing for easy orientation and direct access to transit, employment, parks and shops. This is not to suggest that a rigid grid is the only appropriate solution for street and block design. Instead, the more important consideration is that the basic layout include interconnected streets, which may be accomplished via a "flexed" or "bent" grid, or other pattern, as long as multiple, convenient alternative travel routes are provided.

Streetwalls: The composition of a streetwall, or collection of buildings lining a street, also influences an area's character. The Plan encourages

buildings and their entries to be built close to the sidewalk with only a minor setback for landscape. The building facades in and of themselves will help establish neighborhood or district identity and interest. As noted in other parts of this Plan in some areas buildings may be set back from the sidewalk. The area remaining between the building and sidewalk in these locations should be used to accommodate building entries, special plazas, front yards, landscape treatments, or a combination thereof.

Parking: The placement and treatment of parking greatly influence an area's appearance and walkability. The number of curb cuts for driveways should be limited to the greatest extent practical to ensure a largely uninterrupted sidewalk and pedestrian zone that contributes to pedestrian safety. Effort should be made to screen structured parking with either perimeter units or architectural detailing. Long, blank, monotonous walls surrounding parking (below units) should be avoided.

On-street parking should be allowed in all residential neighborhoods, mixed use (areas with street front ground floor shops) and office districts. In addition to providing parking spaces for visitors, cars parked adjacent to a sidewalk provide a safety barrier to pedestrians from oncoming traffic.

Mixed-Use

POLICY 6.19 INTEGRATE GROUND FLOOR NEIGHBORHOOD OR COMMUTER SERVING RETAIL USES INTO RESIDENTIAL NEIGHBORHOODS OR OFFICE DISTRICTS IN MIXED-USE BUILDINGS IN DESIGNATED AREAS.

POLICY 6.20 LOCATE COMMERCIAL USES WITH THE POTENTIAL TO ATTRACT MANY VISITORS ONLY ON PERMITTED SITES WITHIN THE TOD ZONE.

The vision for new development in the TOD areas includes several carefully placed neighborhood serving mixed-use retail districts, and one community serving retail district. In both cases, the *desired character* of these areas is one that is inviting and easily accessible to pedestrians, providing convenience to area residents and employees, and commuters

coming from or going to the train station. Please refer to the Land Use chapter of this Plan to see where these uses are permitted.

Neighborhood and Commuter Serving Mixed-Use

As shown in the land use plan, the neighborhood and commuter serving mixed-use districts are located in both TOD zones and include the following locations:

- Delaware Street extension between 28th and 31st Avenues
- Along El Camino Real, between 28th and 31st Avenues
- Along the north side of Concar Drive from the station east to Delaware Street
- Along the north side of 17th Avenue (between the tracks and El Camino Real)
- Along the east side of Leslie Street, close to 17th Avenue

Mixed-use development consisting of ground floor retail space built up to the sidewalk, with residences or office space above, is permitted and encouraged in each of these key locations. These convenience oriented uses will bring several benefits to their respective locations, providing residents and commuters alike with shopping, dining and professional services within an easy walk of home, work and transit. (See the discussion following Policy 5.1 for further description of convenience oriented uses.) In each district ground floor activities should open directly on and have direct access from the front sidewalk, similar to the streetfront businesses found in downtown San Mateo.

The mixed-use district located along the Delaware Street extension between 28th and 31st Avenues should have a decidedly stronger Main Street character than the others, with wider sidewalks and diagonal on-street parking, and space should be provided for outdoor dining informal gathering. This area will serve as a vital link between Hillsdale Station and

adjacent residential neighborhoods and employment districts. This area is envisioned as a lively gathering area with several shops, restaurants, and personal services that could function as an energetic hub of activity.

The mixed-use district located between 28th and 31st Avenues, immediately east of El Camino Real and next to the train station should be developed in a manner consistent with the El Camino Real Master Plan, and may include tenants which serve a regional market, but must remain compatible with its transit and pedestrian friendly environs. The shops in this area should generally not sell bulk goods such as building materials, major appliances, supplies or other merchandise which is clearly not easily transported without an automobile or truck. This determination does not necessarily reflect the size of the "floorplate" of the building (i.e. big box), as much as it reflects the type of merchandise sold. That is to say, a large bookstore, clothing, or specialty store could be in keeping with the character of a transit and pedestrian oriented neighborhood.

Community Serving Mixed-Use

One community serving mixed-use district is shown on the land use plan, on the site bounded by SR 92, Delaware Street, Concar Drive, and South Grant Avenue. This site is currently developed with commercial uses only. Should this site be redeveloped, it could include retail uses only, or as shown in the TOD, could be reinvented as a commercial/ residential mixed-use project. If the site is redeveloped as a retail center only, particular attention should be paid to including pedestrian scale details and siting of buildings to attractively address the street.

If the site were to be redeveloped with residential/mixed-uses, two (2) general building configurations could occur:

(1) In one case the site could be redesigned to include a combination of free standing residential and retail buildings, which would be required to follow the previously described fundamental design recommendations for *Residential* development.

(2) In another scenario, the site could be redeveloped with mixed-use buildings including larger floor plate (40,000 - 50,000 SF) ground floor tenants such as grocery, drug, clothing or general merchandise stores with residential uses above. This scenario could include either a combination of residential only and commercial use only buildings, or several mixed-use buildings that would accommodate service, loading, and parking within several integrated buildings. While surface parking would likely be necessary for these types of development (for retail users), most of the site's residential parking should be structured, and possibly included within the bulk of mixed-use buildings. Complex mixed-use buildings such as this have been successfully developed throughout the west coast in cities including San Francisco, San Diego, Walnut Creek, Portland, and Seattle. New development should include pedestrian scale details and siting of buildings to attractively address the street.

This Plan encourages the redevelopment of this site with a more pedestrian and neighborhood friendly development plan. The site's overall scale should be broken into sub areas consistent with the scale of the City's traditional block and street pattern and scale. This could be accomplished by strategically placed access drives and by placing buildings on the site's corners.

Parks and Plazas

POLICY 6.21 INCLUDE A COMBINATION OF CITY AND NEIGHBORHOOD-SCALED PARKS AND PLAZAS TO SERVE PLAN AREA RESIDENTS, WORKERS, AND VISITORS OF ALL AGES.

POLICY 6.22 PROVIDE PARKS FOR PASSIVE AND ACTIVE RECREATION.

POLICY 6.23 PROVIDE A MINIMUM 12 CONTIGUOUS ACRE PARK, AND OTHER PARKS OR OPEN SPACE WITHIN THE HILLSIDE TOD SITE THAT TOTALS 15 ACRES, THAT ADDS USABLE AREA TO THE CITYWIDE OPEN SPACE SYSTEM.

Active and passive parks will play important roles in defining the Plan area's character and quality of life for its residents, as well as those from throughout the City of San Mateo. The parks and plazas recommended throughout the Plan area will provide needed quiet beauty, places for small groups to congregate, and places for active team events. It is the intent of the Plan to provide for parks and open space in a manner that is consistent with the TOD principles to use land in proximity to station areas primarily for development and to use parks and open space to provide connectivity throughout the area and create a variety of walkable and interesting places. This section describes the scale and general location of neighborhood parks, plazas and small parks, and civic parks.

Neighborhood Parks

Policy 6.24 Locate neighborhood parks so that they are well distributed throughout the Plan area and are within comfortable walking distance of all Plan area residences.

Policy 6.25 Encourage neighborhood parks to be embedded within the street and block pattern and for buildings to front onto them, functioning as formative neighborhood elements.

Policy 6.26 Maintain a portion of each residential and office block for small scale private and semi-private open spaces, with contiguous publicly accessible mid-block pathways as appropriate.

Neighborhood parks, established as part of new development within the Plan area, will play an important role in shaping the quality of life for residents within the Plan area. Neighborhood parks should be located within the heart of residential areas, to be used primarily by neighbors, directly embedded into each area's street and block pattern.

Because a rational interconnected street and block pattern is recommended throughout the Plan area, it is likely that neighborhood parks would be generally symmetrical in nature, allowing the buildings that surround them to dramatize their formal nature. Buildings should front onto each park, creating an easily identifiable place within each neighborhood. Streets

should line all sides of these parks to ensure maximum accessibility, visibility, and prominence.

Neighborhood parks should generally be between .5 and 2 acres. Activities within neighborhood parks should be generally passive in nature, primarily including tot-lots, gardens, shaded areas, hardscape areas, and multipurpose green areas.

Each residential block should also contain some form of semi-private open space for the use of the block's residents, possibly including backyards, lanes with small at grade parks, or podium level landscaped terraces. Families with children will find open space in nearby neighborhood parks for passive or active recreation.

Plazas and Small Parks

POLICY 6.27 INCORPORATE SUNLIT PLAZAS AND SMALL PARKS IN BLOCK PATTERNS NEAR CALTRAIN STATIONS AND MIXED-USE AREAS.

The areas surrounding Caltrain stations and within mixed-use areas are likely to be the most vibrant in the Plan area. By their nature, these places will host numerous pedestrians on a daily basis, with peaks in activity occurring in the morning, lunchtime, after work, even on weekends. Recognizing and promoting this potential, the Plan highly encourages the creation of inviting urban open spaces in these areas.

Visitors may use these places for outdoor dining, informal gathering, or resting. As such, they should be located adjacent to or be a part of primary pedestrian circulation routes, located along sidewalks or adjacent to buildings and not be hidden away from the public. This recommendation can be addressed with either or both of plazas or small parks. For both, they should consider the following design recommendations:

- Be large enough to be attractive and practical for use

- Be placed in locations with convenient and direct access
- Be well designed and where appropriate be landscaped
- Be sheltered from uncomfortable wind
- Incorporate a variety of elements including seating
- Have adequate access to sunlight
- Be well lit
- Be designed to enhance user safety

As general guidelines plazas should be no smaller than 5,000 square feet, and parks should be no smaller than 7,500 square feet. In plazas, landscaping should be secondary to hardscape and architectural elements, while small parks should provide a lush landscape.

Although primarily recommended for areas of high public activity, the use of plazas and small parks is also encouraged around the perimeter of employment centers, helping to better weave them into the overall fabric of the community.

Civic Parks

Policy 6.28 Provide for a usable 15 acre park system within the Hillsdale TOD zone, which could accommodate active sports and/or passive uses.

Policy 6.29 Assure that the location of the 15 acre park is not detrimental to the success of more transit supportive land uses, and should be located east of the Delaware Street extension and not front onto it.

A large, community serving park should be established in the Hillsdale TOD zone to serve residents from throughout San Mateo. This civic park could include ample area to accommodate active sports facilities such as baseball, softball or soccer, and be located in a place easily accessible by the entire community, by walking, bicycling, driving, and from the Caltrain station. Because of its nature, and the more transit supportive nature of

other land uses such as residential and employment, this park should not be located in immediate proximity to Hillsdale Station. However, it would be appropriate to design the site with a view corridor between the station and the park via a landscaped walkway, "panhandle" park, or similar connection.

Design Guidelines

POLICY 6.30 PROVIDE DEVELOPMENT DESIGN GUIDELINES THAT WILL HELP TO ENSURE THE CREATION OF HIGHLY WALKABLE, TRANSIT SUPPORTIVE NEIGHBORHOODS AND DISTRICTS.

While the Land Use section of this Plan establishes transit supportive development densities and building heights, and other parts of this section describe the fundamentally desired character of neighborhoods and districts, the Design Guidelines provide general recommendations for building placement and design in the Plan area. The spirit of the guidelines is to ensure the creation of highly transit supportive, walkable, and attractive places and buildings to live, work, and visit.

The focus of these guidelines is placed on buildings within the two TOD zones, but the spirit of the guidelines should be embraced for all development in the Plan area. Where the Corridor Plan and El Camino Real Master Plan overlap, the design guidelines included with the El Camino Real Master Plan should be followed, ensuring the realization of this area's desired vision.

These design guidelines are organized into four general sections:

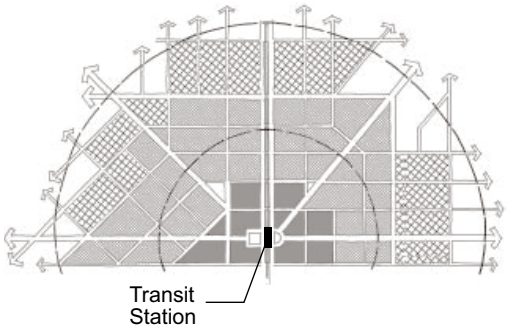
- District: Stations
- Block: Development Pattern
- Streetwall: Neighborhood Form and Character
- Building Prototypes

Each section provides the fundamental recommendations necessary to create walkable and inviting places. The following should be used by developers to guide neighborhood and site planning, and building design.

District: Stations

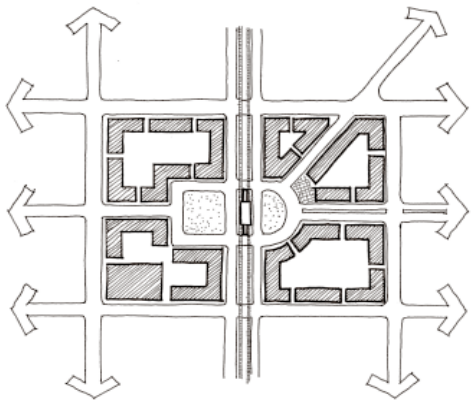
POLICY 6.31 CREATE VISUAL AND PHYSICAL ACCESS TO HILLSDALE AND HAYWARD PARK STATIONS, BY ESTABLISHING NEIGHBORHOOD PATTERNS THAT ARE ORGANIZED AROUND EACH STATION AND ARE TRANSIT SUPPORTIVE, SAFE, AND PEDESTRIAN-FRIENDLY.

Station Areas: A key component of this Plan is the TOD zone areas established at Hillsdale and Hayward Park stations. In order to maximize the potential benefits offered by these station areas, they should each be recognized as formative "hearts" of their respective TOD station areas. Consequently, both stations should have a strong district presence, being highly visible and easily accessible from within the zone and adjacent neighborhood and districts.



The Role of the Station: The stations should each serve an important civic role by having a strong sense of identity and by being recognized as important, easily accessible district defining elements. The most intensive development densities should be located in closest proximity to the stations, and gradually transition to lesser densities further away. These areas should predominantly include either residential or employment uses, supplemented by small shops and restaurants and plazas and small parks.

Provide Clearly Visible Connections to the Stations: Each station and specifically pedestrian access points to platforms should be clearly visible from the surrounding areas. Streets and should provide direct connection to the station.



Public Plazas and Small Parks at the Station: Plazas and small parks should be established on both sides of each station. These public open space areas would define arrival for commuters and provide passive

outdoor space for area residents and workers. These prominently placed open spaces should include seating, landscaping, and shade.

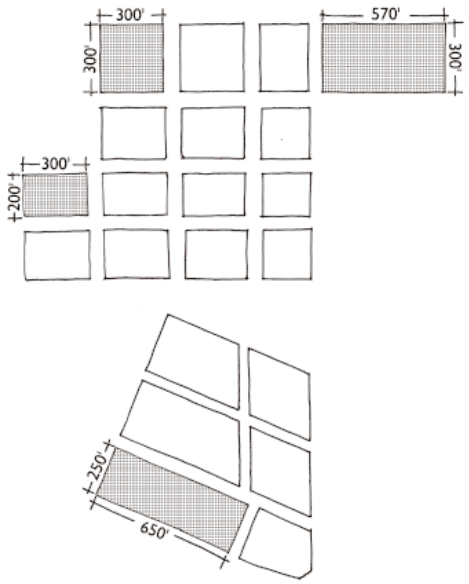
Commuter and Neighborhood Serving Shops and Services at the Stations: This Plan recognizes and encourages the opportunity to use the transit stations as neighborhood activating elements. As it is likely these areas will be vital hubs of activity, commuter and neighborhood supporting shops and services should be located in very close proximity to the station and station plaza or park. Streetfront shops and restaurants should be included on the ground floor of mixed-use buildings surrounding the station offering convenient access by people living and working in the area, result in the creation of vibrant gathering areas.

Block: Development Pattern

POLICY 6.32 CREATE AN INTERCONNECTED STREET SYSTEM THAT IS SAFE AND CONVENIENT FOR PEDESTRIANS, BICYCLES, AND AUTOS, AND IS BASED ON SAN MATEO'S TRADITIONAL BLOCK AND GRID PATTERN.

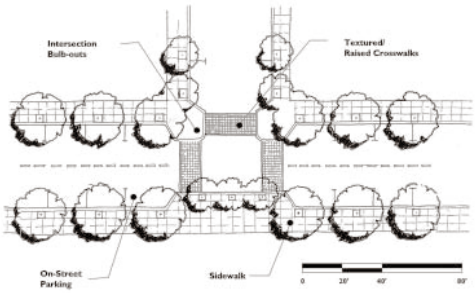
The existing development pattern found elsewhere in San Mateo is composed of "human scaled" blocks, or blocks that are big enough to accommodate development, yet small enough to easily walk around or through. The traditional block pattern found in downtown San Mateo generally varies from 200 feet to 300 feet by 300 feet to approximately 600 feet. New development within the Plan area should strive to establish block patterns informed by this and should avoid the creation of uninterrupted and inaccessible super blocks.

Mid-block auto or pedestrian crossing should be provided in blocks 400 feet or wider, to provide convenient neighborhood mobility for residents. Mid-block travel ways must be inviting and comfortable to use, offering an attractive alternative to walking all the way around an entire block to reach a desired destination.

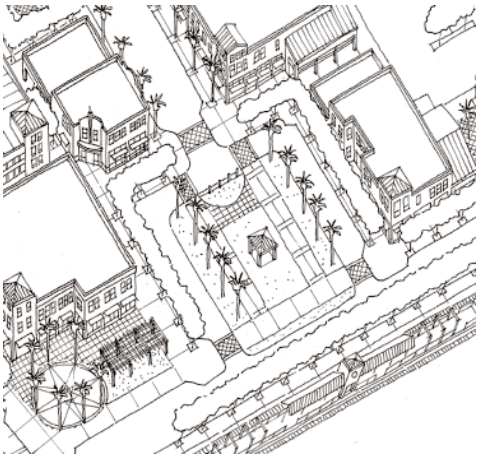


Typical San Mateo city block patterns and sizes.

Sidewalks: Sidewalks must line all streets in the Plan area. As described in the Public Realm section of this chapter, the width of sidewalks must be carefully determined to best reflect the needs and volume of pedestrians likely to use each. Pedestrians must be given priority when planning blocks and streets in the Plan area. Curb cuts and driveways should be limited to the greatest extent practical to minimize chances for pedestrian/auto conflict points.



Neighborhood Parks: Neighborhood parks should be focal, neighborhood defining elements, embedded directly into the block pattern. Parks surrounded by streets offer very high visibility and accessibility, and are highly encouraged by the Plan. At a minimum, public paths should provide access to all sides of a park. In addition, buildings facing the park should orient their entries toward the park.



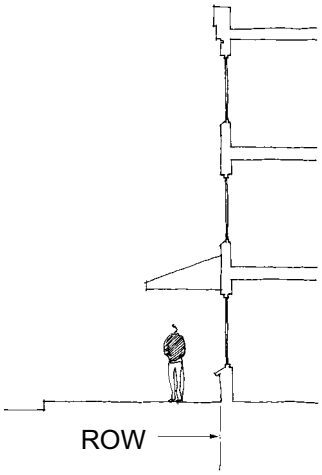
Streetwall: Neighborhood Form

POLICY 6.33 CREATE INTERESTING STREETWALLS THAT DEFINE THE PUBLIC REALM, ESTABLISH NEIGHBORHOOD IDENTITY, AND PROVIDE INTEREST AT THE PEDESTRIAN LEVEL.

The expression "streetwall" refers to the composition of several building facades viewed together. The Plan recommends the creation of cohesive streetwalls, where buildings are built up close to and line the sidewalk and street, and are organized in a discernible pattern that will help to identify distinctive places. This traditional development pattern contributes to

the creation of walkable environments by establishing an active and interesting pedestrian zone which feels safe and inviting.

Buildings should frame street and parks: Streets and parks should be "framed" by buildings and not surface parking lots in order to create a cohesive public realm and well defined sense of neighborhood or district identity throughout.

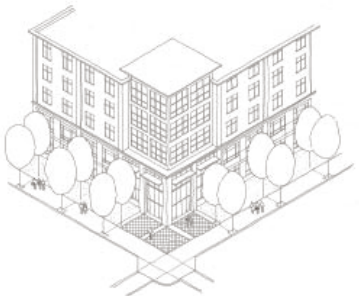


Build buildings up to the sidewalk: Buildings setbacks should be established in keeping with the land uses they would house. In general, there should be little or no setback between the front of buildings and sidewalks. All buildings built within the Hillsdale Station TOD "core area" should be built up to the sidewalk, in order to firmly establish a strong sense of urban identity.

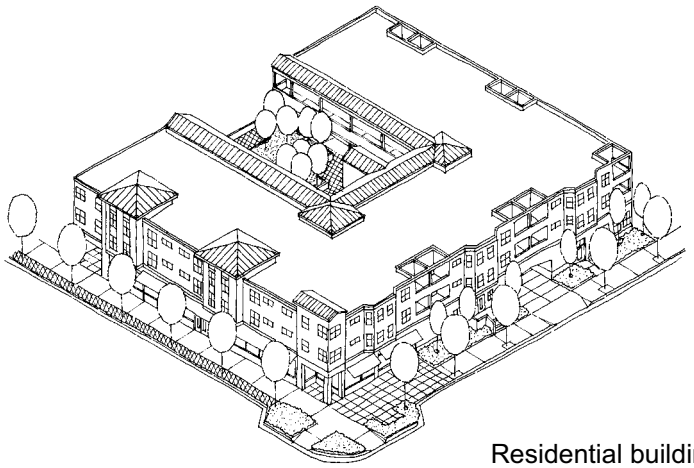
Mixed-Use Setbacks: Mixed-use buildings with ground floor shops should be built up to sidewalks in order to create an active and interesting walking environment. However, in order to accommodate seating and outdoor dining or display areas that contribute to pedestrian interest, some setback areas may be developed so long as they do not exceed ten feet in depth for more than 30% of the building's frontage.

Residential and Office Setbacks: Residential only and office only buildings may be setback from sidewalks up to fifteen feet to accommodate building entries and landscaped areas. However, the character of these areas should differ by land use. Residential setback areas should accommodate porches, landscaped areas, and small gardens, indicative of individual ownership for each home.

Office setback areas should accommodate building entries and entry plazas, but should also include special plantings such as colonnades or groves of trees, special or ornamental focal planting areas and benches or other seating areas.

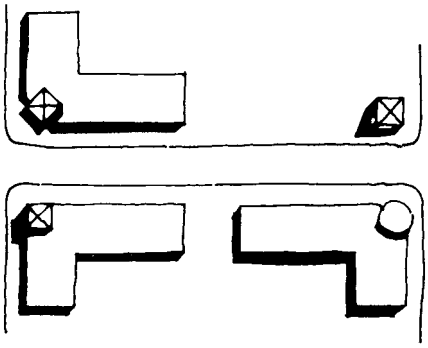


Office building with 15' setback



Residential building with 15' setback

Corner Landmarks: Special building elements and architectural expressions such as towers, special entries, or cupolas should be used at key locations, specifically including "theme intersections" to help define arrival at to an important district or place. Although distinctive, these elements must be integrated within the building they are a part of.



Repeat the Rhythm: Building facades should follow a simple rhythm of bays, similar to that found in downtown San Mateo. Rhythm refers to the typical pattern of building divisions or structural bays found along a streetwall.

Buildings must include a clearly defined base, middle and roof or cornice. The design and use of a building's ground floor has the most direct influence on the street level pedestrian experience. As such, ground floors of mixed use buildings should include active uses and visually interesting edges. They should be composed of a clearly legible framework of structural bays, flexible enough to offer the potential for varied and interesting street-front shops, restaurants, entries, lobbies, offices, or residences. Ground floors of offices or residential buildings should include building entries and provide visual interest. Ground floors should avoid blank unarticulated wall planes lining public streets or sidewalks.

Mixed-Use Building

Office Building

Residential Building

The middle of residential buildings should be clearly distinguished from the base and be articulated with windows, projections, porches, or balconies. The middle floors of office buildings should generally have smaller window openings punched into solid walls. Spandrel construction, a contemporary interpretation of traditional building patterns may also be used as long as it respects the described rhythm of building bays.

The top of buildings should be defined with a cornice, eave or other visually distinctive element. Above five stories, the top floor(s) should be incorporated into an appropriately scaled expression of the building's top, or be stepped back from the buildings facade. The top may be defined by a pronounced cornice, parapet of roof form.

Building Articulation: All building facades that are visible from a public street or area, or residential neighborhood should include three dimensional detailing such as belt courses, window moldings, balconies, and reveals to cast shadows and create visual interest. Additional elements that may be used to provide visual relief include awnings and projections, trellises, detailed parapets or arcades.

Roof Detailing: Roof parapets should be simply articulated and adorned for visual interest. Roofline cornice, reveals, and detailed eaves should be included to create interest.

Peaked Roofs: Designers should demonstrate restraint when using peaked or unusually shaped roofs on commercial buildings as to not bring unnecessary attention to them. Peaked roofs may be used on all residential buildings in the Plan area. Space within peaked roofs shall in no case be inconsistent with the City's Zoning Code with respect to the creation of floor area and the associated floor area ratio (FAR) and building height limitations.

Building Prototypes

POLICY 6.34 PROMOTE THE DEVELOPMENT OF BUILDINGS THAT CONTRIBUTE TO THE CHARACTER AND IDENTITY OF THE PLAN AREA, ENCOURAGE WALKABILITY, AND RESPOND TO MARKET DEMAND.

The quality of architecture greatly influences the experience of place. The intent of this Plan is to promote building types and the use of materials that convey a sense of visual interest, durability, and permanence. The following diagrams illustrate some of the various types of buildings potentially to be built in the Plan area, and clarify fundamental design considerations that apply to them. All designs for buildings should comply with the complete set of guidelines, both general and as noted in this section.

Residential and Residential Mixed Use Buildings

- Orient retail and residential entries to face public streets and sidewalks
- Residential buildings fronts may be set back up to 15 feet to accommodate entries porches and landscaped areas. The retail side of residential mixed-use buildings should be built-up to the sidewalk.
- Screen ground floor parking to the greatest extent practical with ground floor uses, landscape screening, or architectural expression. Long blank walls lining parking areas should be

avoided and must not front onto mixed use areas along public streets.

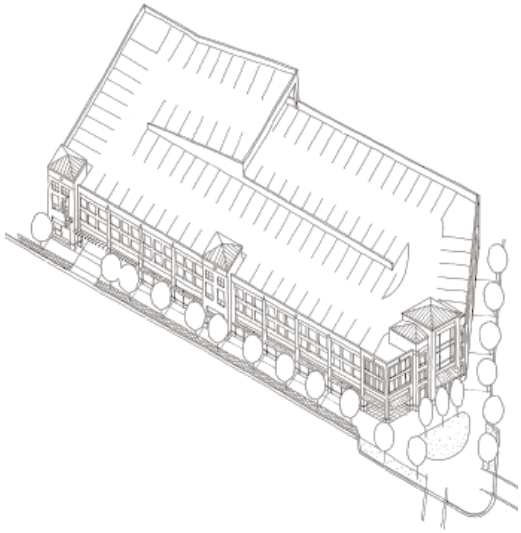
- Depress ground floor parking below grade to the maximum extent reasonable.
- Upper floor decks and balconies are recommended for units facing residential streets. Facades above ground floor shops should maintain a more urban character, and should include fewer smaller decks or balconies; bay windows or other projections are encouraged in these areas. Where decks, bay or oriel windows, or other building projection elements are used, they should be primarily used to meet the purposes of the Plan and not result in a series of deep extensions that over public rights-of-way that could limit light and air. This could be accomplished through judicious use of such extensions on lower floors or the use of shallow building projections.

Office and Office Mixed Use Buildings

- Main building entries should be located on a public street and be emphasized with special architectural and landscape treatments: if the main entry is located away from a public street, a well marked secondary entry should be located on the public street, and clear direction provided to the "main" entry.
- Office "only" buildings may be set back 15 feet from the sidewalk to allow for landscape treatments and special building entries. The retail side of office mixed-use buildings should be built up to the sidewalk.
- Define building base with special detailing and materials.
- Define building body with simple legible patterns, defined by changes in color, scoring, or materials.
- Define building roofline with a cornice and simple details or elements.
- Ground floor uses should face directly onto sidewalk.
- Locate parking behind or below the building, away from public view.
- Encourage mid-block pedestrian connections from parking areas directly to street and building entries.
- Provide shade via tree lining trellises or awnings along paths connecting parking lots to building entries or streets.

- Encourage a variety of landscape treatments for buffer planting and building edges; create interesting and unique landscape conditions.

Parking and Mixed Use Parking Structures



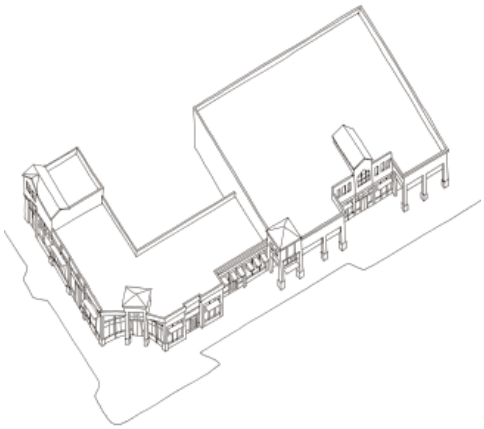
Parking structures should blend into their setting and not be monotonous and overbearing

- Mixed-use parking structures should be designed in keeping with the character of other new buildings in the Plan area, and reflect an appropriate level of articulation and detail.
- Ground floor retail uses should front onto the most active pedestrian and public areas and be integrated into overall building form.
- Buffer planting should be installed in a 10 foot wide setback area behind the sidewalk along public streets for structures with two or more (3 stories) decks of parking if no ground floor commercial uses are included.
- If built facing a street corner, special landmark architectural treatments should be introduced to help blend the building with its context.
- Break down visual bulk of building with articulation of exterior façade.
- Elevator/stair towers should be enhanced to add vertical relief and distinction.

- Building details such as ornamental metal work is encouraged to create human scale and visual interest.
- Special architectural treatments and signage should be used at auto and pedestrian entries.
- Locate auto entries to minimize potential pedestrian/auto auto/ auto conflicts.

Community Retail and Community Retail Mixed Use Buildings

Community Serving Retail Only

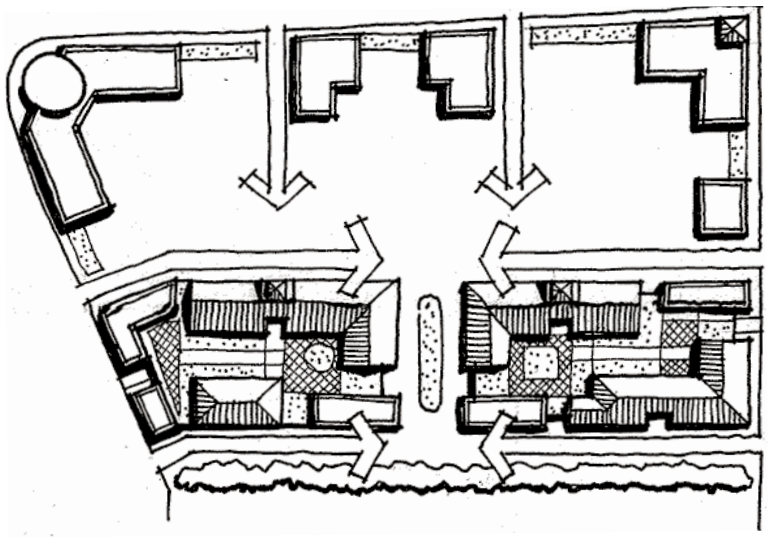


- Express primary building entries with special massing, materials and detailing.
- In line retail shops should follow the pattern of streetfront shops, and have large visually permeable windows and pedestrian scale details.
- Buildings should be located along the perimeter of the site to reduce the visual monotony of large surface parking areas.
- Screen Mechanical equipment and service bays from view.

Community Serving Retail and Residential Mixed Use

- The site plan should reflect San Mateo's traditional block pattern. The site plan should be functionally similar to a collection of related city blocks rather than a single super pad. Buildings should be located along the perimeter of the site, with surface parking located in the central portion of the site.
- A small (approximately 10,000 square feet) park or plaza should be developed within the central portion of the site to help define the area's unique character and to make it a more pleasing place to live, shop and visit at.

Townhomes and flats located above large community serving retail shops and restaurants.



- Building form should reflect singular integrated building components: not several small buildings stacked on large buildings. Include a well defined base, middle and top and strong vertical distinction. Although ground use floor plates may be quite large (40,000 sf or more per tenant) upper floor residential building walls should not exceed 125 feet in width.

- Ground floor uses should include shops and services that follow the pattern of traditional streetfront shops, and have large visually permeable windows and pedestrian scale details.
- Ground floor parking should be screened to the greatest extent practical with ground floor uses, landscape screening, or architectural expression. Long blank walls lining parking areas should be avoided along public streets or primary activity areas.
- Depress ground floor parking below grade to the maximum extent reasonable.

POLICY 6.35 ENCOURAGE SUSTAINABLE DEVELOPMENT THAT INCLUDES USE OF GREEN BUILDING DESIGN PRACTICES THAT MAKE EFFICIENT USE OF RESOURCES AND PREVENT POLLUTION AND WASTE.

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

CHAPTER 7. IMPLEMENTATION

This chapter provides implementation policies related to regulatory steps necessary and the phasing and financing to realize this Plan. The first section discusses the Plan's consistency with the City of San Mateo's General Plan and zoning code, followed by a description of the proposed capital improvements, how they will be financed, and a set of transportation demand management guidelines for future development.

The San Mateo Rail Corridor Transit-Oriented Development Plan (Corridor Plan) is a regulatory tool, which guides development within the Plan area. The purpose of the Plan is to implement the City of San Mateo's General Plan (which will include the Corridor Plan), by guiding development that will offer a combination of commercial, residential and public or civic uses. It is intended that this Plan guide amendments to the General Plan and Zoning Code to implement the goals, objectives and policies of this Plan.

Design guidelines for land developments are provided in the Plan and supercede the City's existing Zoning Code and other applicable regulations. Where the Plan does not clearly describe a new standard, relevant City Codes effective upon the date of adoption of this Plan shall apply.

Project Consistency

All projects approved within the Plan area including tentative maps, vesting tentative maps, building permits, grading permits, public works projects, and other discretionary actions shall be consistent with the Plan.

A. San Mateo General Plan

POLICY 7.1 AMEND THE SAN MATEO GENERAL PLAN TO INCLUDE A POLICY STATEMENT THAT RECOGNIZES BOTH THE IMPORTANCE OF AND OPPORTUNITY FOR ESTABLISHING "TRANSIT-ORIENTED DEVELOPMENT" AT THE HILLSDALE AND HAYWARD PARK CALTRAIN STATIONS.

In order to ensure the long term success of this Plan, the City of San Mateo's General Plan should be amended to include a Policy statement that recognizes and encourages transit-oriented development (TOD) in the areas defined in this Plan in proximity to the Hillsdale and Hayward Park Caltrain stations. This policy statement should also include a succinct description of the fundamental principles of TOD as established by the CAC and characterized in Chapter 1 of this Plan.

POLICY 7.2 AMEND THE SAN MATEO GENERAL PLAN TO INCLUDE TWO SPECIAL PLAN AREAS: HILLSDALE STATION AREA AND THE HAYWARD PARK STATION AREA AS DEFINED IN THE CORRIDOR PLAN, WHICH ARE NECESSARY TO IMPLEMENT THIS PLAN.

All of the under-laying land uses and zoning in this Plan are consistent with the San Mateo General Plan. However, the two recommended TOD zones, and associated height and densities are not. For these inconsistent components of this Plan to be realized, the General Plan must be amended, and should be done so during the current General Plan update process. This Plan proposes the introduction of two new Special Plan Areas: Hillsdale Station Area and the Hayward Park Station Area both located entirely within the proposed TOD zone areas. The General Plan should be amended to include these Special Plan Areas, allowing the Corridor Plan to function as a separate document that contains recommended development policies, circulation proposals, land use recommendations, and design guidelines that is beyond the scope of the General Plan.

B. Zoning Regulations

POLICY 7.3 AMEND THE CITY OF SAN MATEO'S ZONING CODE TO INCLUDE TWO, TRANSIT ORIENTED DEVELOPMENT ZONING DISTRICTS (TOD) THAT ENCOMPASS THE AREA'S DESIGNATED ADJACENT TO THE HILLSDALE AND HAYWARD PARK STATION AREAS.

POLICY 7.4 EXAMINE THE CITY OF SAN MATEO'S ZONING CODE TO CONSIDER USE OF THE PRINCIPLES AND GUIDELINES OF TOD TO BE APPLIED IN AREAS OUTSIDE ESTABLISHED TOD ZONES, BUT WITHIN A HALF MILE OF THE TWO STATIONS.

POLICY 7.5 ENSURE THROUGH PROJECT REVIEW THAT NEW DEVELOPMENT IS OF A HIGH QUALITY AND CONSISTENT WITH THE PLAN'S OBJECTIVES AND POLICIES.

The Corridor Plan will also serve as the foundation for zoning changes that allow for and encourages TOD to occur within the two TOD zones. It is recommended that the City create a new TOD zoning district for each area that would refer to the Plan for development guidance, and the guidelines for zoning requirements in these areas. Due to the importance of the station areas, it is recommended that the City follow rigorous design review procedures for each area to ensure the design quality within each area is consistent with the intent of the Plan.

For several reasons, including current land uses and ownership patterns, not all portions of the Plan area described in this Plan are being recommended for the new TOD zoning districts. However, in the event that these or other considerations change, this Plan does encourage their reuse as TOD. In order to accommodate this change and to ensure that any new development follows the Plan's general recommendations and design guidelines, the City's Zoning Code should be amended to both allow for the appropriate change (land uses to be consistent with TOD supportive land uses) and to require new projects to follow all relevant TOD recommendations and guidelines.

C. Implementation Policies

POLICY 7.6 ANY REDEVELOPMENT OF THE BAY MEADOWS RACETRACK WITH NON-RACING ACTIVITIES MUST BE GUIDED THROUGH AN AMENDMENT TO THE EXISTING SPECIFIC PLAN FOR THE ENTIRE SITE, TO "*ENSURE DEVELOPMENT IN A COMPREHENSIVE MANNER*", CONSISTENT WITH THE GENERAL PLAN, AND AS TRANSIT ORIENTED DEVELOPMENT THAT IS CONSISTENT WITH THIS PLAN.

Because of its potential local and regional significance, an amendment to the Bay Meadows Specific Plan must be prepared for any proposed redevelopment of the Bay Meadows racetrack. This site is worthy of this level of attention for several reasons, including:

- Its size and single ownership;
- Potential impact on adjacent, well established neighborhoods;
- Key role in the local and city-wide street system; and,
- Unparalleled opportunity for TOD because of its proximity to Hillsdale Station.

The amended specific plan should be prepared following the recommendations and intent of this Plan, recognizing its uniquely important role as a major development site in the City of San Mateo.

POLICY 7.7 ANY REDEVELOPMENT OF THE "K-MART SITE" MUST BE PLANNED IN A COMPREHENSIVE MANNER TO ENSURE THE CREATION OF A TRANSIT ORIENTED DEVELOPMENT THAT IS CONSISTENT WITH THIS PLAN.

The K-Mart site is large, mostly under single ownership, close to well-established neighborhoods and immediately adjacent to the Hayward Park station. As considered in this Plan, the site includes buildings currently occupied by Michael's, the AAA offices, and the Post Office in addition to the K-Mart building. Because of these considerations, special attention should be paid to ensuring the creation of redevelopment that is consistent with the objectives and policies of this Plan. The proposed development

must implement relevant land use and circulation recommendations, and design guidelines described in this Plan.

POLICY 7.8 REDEVELOPMENT OF THE PARCELS LOCATED WEST OF HILLSDALE STATION BETWEEN 28TH AND 31ST AVENUES AND EL CAMINO REAL MUST BE PLANNED IN A COMPREHENSIVE MANNER TO ENSURE THE CREATION OF A TRANSIT ORIENTED DEVELOPMENT THAT IS CONSISTENT WITH THIS PLAN.

This portion of the Plan area is large enough to accommodate a significant amount of new TOD. However, the area currently includes several parcels held under different ownership, and includes new buildings unlikely to be redeveloped in the foreseeable future. While this Plan encourages the site's ultimate redevelopment with transit supportive uses and densities, it also recognizes the potential complexity associated with this level of change. It is therefore essential that property owners be encouraged to work together to establish a comprehensive plan for the area. The Master Plan should establish an overall plan for the area, including a proposed phasing plan, which would allow for a gradual transition in uses to the desired end state.

D. Financing

Capital Improvements

POLICY 7.9 THE COST TO INSTALL CAPITAL IMPROVEMENTS LOCATED WITHIN THE PUBLIC RIGHT OF WAY ASSOCIATED WITH THIS PLAN WILL BE FUNDED BY INDIVIDUAL PROPERTY OWNERS AND OTHER PUBLIC FUND SOURCES.

POLICY 7.10 ON-SITE INFRASTRUCTURE (PRIVATE PROPERTY) IMPROVEMENTS INCLUDE DRIVEWAYS, ROADWAYS (INCLUDING THOSE TO BE DEDICATED TO THE CITY) ALL UTILITIES DRAINAGE, AND OPEN SPACE (INCLUDING PUBLIC) WILL BE FINANCED INDIVIDUAL PROPERTY OWNERS AND OTHER PUBLIC FUND SOURCES.

POLICY 7.11 INFRASTRUCTURE IMPROVEMENTS WITHIN THE PLAN AREA WILL CONFORM TO ALL EXISTING CITY-WIDE STANDARDS SET FORTH IN THE GENERAL PLAN, ZONING CODE, AND PUBLIC WORKS STANDARDS, UNLESS OTHERWISE SPECIFIED IN THE PLAN. INDIVIDUAL PROJECTS DEVELOPED WITHIN THE PLAN AREA WILL PAY ALL REQUIRED FEES ESTABLISHED BY THE CITY TO MITIGATE ALL OFF-SITE FACILITIES IMPACTS, ASSESSMENTS, AND/OR FEES CHARGED FOR HOOKUPS,

ON A PAY-AS-YOU-GO BASIS, OR AS OTHERWISE DESCRIBED IN INDIVIDUAL AGREEMENTS.

Alternative Financing Mechanisms

Several financing tools may be used to fund public facilities, improvements and services. The following provides an overview of some of these that are potentially well suited to the Plan. Some of these require voter approval and some do not.

Financing Alternatives Not Requiring Voter Approval

Development Impact Fees and Exactions: Cities and counties can adopt by ordinance development impact fees that may be levied against new development at any of several points in the permitting process. They are often levied when building permits are issued. These fees can be used to fund a wide range of infrastructure improvements and public facilities, and may not be used on private property. Such fees have the advantage of constituting a uniform cost burden (which can be adjusted over time), by land use, which applies to any project.

However, because their timing depends on the land owner or developer, they can lag behind the need for new infrastructure. Also their uniformity does not easily take into account different circumstances that may be site specific. In addition, such fees have to pass the "nexus" test, in other words, there needs to be a clear relationship between the impact fee and related benefits and costs.

Impact fees typically come in the form of water and sewer connection fees, road impact fees, school impact fees, and park impact fees.

An "exaction" is a somewhat broader term that may include development impact fees, and also include dedications and in-lieu fees. These are typically executed in the form of requirements that land owners or developers of large projects build or pay for the construction of local streets, sewer

lines, water lines, and sometimes parks, schools, fire stations, or other public facilities. They must also pass the "nexus" test and may not be used on private property.

Area of Benefit Fees: Area wide benefit fees may be adopted by the City without voter approval. As with development impact fees, area wide benefit fees must be clearly related to the defined benefit.

Tax Increment Financing: Tax increment financing (TIF) may be used by a Redevelopment Agency to fund a wide variety of redevelopment projects within a redevelopment area. These improvements include land acquisition, construction of public facilities and improvements, affordable housing, and rehabilitation loans and grants.

In order for the TIF to be collected, a place must be defined as a redevelopment Plan area, which requires a local agency to determine that the area is "blighted", in accordance with redevelopment law. In general terms, once identified as such, the area's base tax year is frozen, and all tax increases (or increments) above the base year may be accrued by the redevelopment agency and used within the Plan area. The establishment of a redevelopment area or a redevelopment area plan does not require a vote, but both are subject to referendum.

Development Agreements: Development agreements are another financing mechanism that does not require voter approval. In addition, they are not subject to "nexus" arguments, and have gained popularity as the securing of entitlements has become more difficult in California. These are agreements between public agencies and private developers where, in exchange for long term protection against zoning or land use change, the developer agrees to a specific set of exactions, which can include infrastructure, land assembly and other items desired by local government.

Federal and State Grants: Community Development Block Grant (CDBG) funds are federal program funds available through HUD as loans or grants for economic development, public facilities and housing rehabilitation. CDBG funds cannot be used to fund major projects. They can be combined with other funding sources.

A funding tool used specifically for public projects benefiting communities in support of transit is the Transportation for Livable Communities (TLC), implemented and administered by the Metropolitan Transportation Commission (MTC). TLC grants are used to support the preparation of plans and projects that strengthen the connection between transportation investment and community needs. TLC grants may also be used to fund transit supportive capital improvements (such as pedestrian, streetscape, station and other improvements).

Funding Improvements Requiring Property Owner/Voter Approval

Special Assessment Districts: On- and off-site improvements may be financed using benefit assessment districts. Assessment districts, also know as improvement districts, are typically initiated by a city or county but are subject to majority protest of property owners or registered voters, depending on an area's population. The assessment represents a lien against property and must be allocated proportionate to the benefit received by the property. The only improvements that can benefit with assessments are property specific benefits such as roads, water lines, and sewer lines.

Mello-Roos Community Districts: The Mello-Roos Community Facilities District Act of 1982 provides another method for financing the construction of public improvements and facilities. Bonds are paid from the annual tax levy on property owners in the established district. A Mello-Roos CFD may be initiated by city, county, or by private property owner petition, and must be approved by a two-thirds majority vote by the

property owners, or registered voters if there are more than 12 registered voters in the area. Mello-Roos CFDs authorize the levying of a special tax and the issuance of tax exempt bonds to finance public facilities and services. Like special assessments, they constitute a tax against the property. Unlike assessments, they may be used to fund a broader range of improvements of general benefit, such as police and fire, schools, parks, and libraries as well as improvements that benefit specific properties like roads and water and sewer lines.

Landscape and Lighting Districts: Landscape and Lighting Districts (LLDs) are used for the construction, installation, maintenance, and servicing of landscaping and lighting through annual assessment. They can also be used for the construction and maintenance of related improvements such as sidewalks, paving, and drainage. LLDs may also be used to construct and maintain parks, when such is not possible through general funds.

E. Facility Categories

The general requirements for infrastructure and facilities required to serve the Plan can be grouped into two categories: backbone infrastructure and individual development infrastructure.

Backbone infrastructure includes those elements that serve the broader Plan area or City-wide interests (*city streets, intersection signalization, street signs, street lights, sanitary sewer trunk system, and storm drainage*). Backbone infrastructure will be financed by the private developers and/or the City, unless otherwise specified (by policy, development agreements or other mechanisms; i.e. 28th and 31st Avenue grade separated rail crossings). The extent to which developers or private landowners are responsible for funding infrastructure will be determined by the degree to which the proposed development benefits from the improvement or is a requirement of project approval based upon the provision of a public benefit. This shall be determined during the project approval process. To the extent the

facility serves an area larger than the Plan itself, costs may be shared by the City, other agencies and/or other landowners.

Individual development infrastructure benefits only a specific development (*project streets, sewer, water, storm drainage, utilities, private open space areas, fire hydrants, street signs, and street lights*). The construction and financing of individual development infrastructure will be the responsibility of the developer.

Water, Sanitary Sewer, and Storm Drainage Systems

Except for certain major water, sanitary sewer and storm drainage trunk lines, construction of all utilities infrastructure will proceed in conjunction with individual development in the Plan area. The need for expansion of utility systems within the Plan area will be triggered by the approval of tentative maps and/or grading plans for commercial or residential subdivisions.

POLICY 7.12 PRIOR TO THE RECORDING OF FINAL MAPS, DETAILED IMPROVEMENT PLANS AND FUNDING MECHANISMS CONSISTENT WITH THE GENERAL CONCEPT DESCRIBED IN THIS PLAN SHALL BE PREPARED BY THE MASTER DEVELOPER AND APPROVED BY THE CITY. DEVELOPERS SHALL PAY RELEVANT FEES TO THE CITY OR OTHER AGENCIES UNLESS DESCRIBED OTHERWISE IN THE DEVELOPMENT AGREEMENT.

Individual developers may also be required to initially fund the cost of some backbone infrastructure and oversized facility extensions due to the timing of development within the Plan area.

POLICY 7.13 DEVELOPERS WHO INITIALLY FUND THE COST OF BACKBONE INFRASTRUCTURE ABOVE THEIR FAIR SHARE SHALL BE REIMBURSED WHEN OTHERS BENEFITING IN THE AREA DEVELOP. THE CITY WILL APPROVE ALL REIMBURSEMENT AGREEMENTS.

If the backbone infrastructure improvements require "up front" construction and financing from a developer that exceeds the fair share of the benefit obtained by the project, reimbursement agreements for installation of that infrastructure system may be established to spread the

cost equitably among all benefiting landowners at the time of substantial new construction. The original developer financing the improvement would be reimbursed on an equitable share basis by subsequent developers who benefit from those improvements.

F. Lighting

POLICY 7.14 STREET LIGHTING SHALL BE INSTALLED ALONG ALL CITY STREETS IN THE PLAN AREA IN ACCORDANCE WITH CITY POLICY AND STANDARDS.

POLICY 7.15 THE CITY SHALL MAINTAIN ALL LIGHTING LOCATED WITHIN THE PUBLIC RIGHT OF WAY AND OTHER PUBLICLY OWNED PLACES, SUCH AS PARKS IN ACCORDANCE WITH CITY POLICY AND STANDARDS.

POLICY 7.16 INDIVIDUAL PROPERTY OWNERS SHALL MAINTAIN LIGHTING FACILITIES ALONG PRIVATE STREETS OR IN COMMON AREAS AND OTHER AGENCIES SHALL MAINTAIN THOSE IN STATIONS AND OTHER PUBLICLY OWNED PLACES IN ACCORDANCE WITH CITY POLICY AND STANDARDS.

G. Transportation Demand Management (TDM)

The purpose of this section is to ensure that all new development in the TOD zones are truly transit oriented and minimizes automobile traffic impacts upon the rest of the City. Areas outside the TOD zones but within the Corridor Plan area shall be strongly encouraged to maximize opportunities for achieving transit oriented goals and minimizing vehicle trips. A framework for a Transportation Demand Management (TDM) program is described, which includes:

- Establishment of a corridor-wide trip reduction goal;
- Establishment of a Transportation Management Association with membership requirements;
- Requirement for single-occupant vehicle trip reduction goals for individual projects;
- Definition of a range of TDM measures to achieve trip reduction goals; and

- Requirements for ongoing monitoring to ensure compliance, and the actions to be taken for non-compliance.

The purpose of TDM programs is to achieve the highest practicable trip reduction levels within the Corridor Plan area. As such, these programs are intended to be flexible in defining the measures used to achieve trip reduction goals. A wide range of TDM measures may be utilized at projects within the Corridor. The range and effectiveness of these measures has grown significantly over the past decade, and will continue to do so in the future as improved and innovative measures are developed to reduce trips and increase transit usage. The selection of specific measures is flexible in order to ensure that the measures are well-suited to the project, including its proximity and access to transit, walkability, land uses, proposed phasing, if applicable, and other relevant factors.

Employer TDM strategies tend to be the most effective means of reducing peak period automobile trips and promoting transit usage. Trip reduction is more difficult at residential projects because residents may want to own a car even if they don't drive it to work every day. Possible TDM measures that may be implemented include, but are not limited to, those listed below. The Technical Appendix includes a detailed discussion of most of the measures and how they could be implemented in the Corridor, including:

- Non-residential market-rate parking permit systems and parking cash-out programs.
- Market-rate residential parking charges.
- Transit pass subsidy for employees or residents.
- On-site car-share programs.
- Residential permit parking.
- Preferential HOV parking and carpool promotion and coordination.

- Bicycle parking, commuter facilities including locker rooms and showers, and promotional programs.
- Participation in the Alliance's Guaranteed Ride Home Program
- Compressed work week, flex time, or telecommuting.

POLICY 7.17 THE GOAL OF THE TDM PROGRAM IS TO ACHIEVE AN OVERALL REDUCTION IN NEW VEHICLE TRIPS OF AT LEAST 25 PERCENT CORRIDOR-WIDE. IT IS RECOGNIZED THAT THIS REDUCTION WILL OCCUR OVER TIME AND THAT THE REDUCTION ACHIEVED BY INDIVIDUAL PROJECTS WILL VARY BASED ON THE SPECIFIC CHARACTERISTICS OF THE PROJECT, SUCH AS LOCATION AND PROPOSED USES.

Trip reduction will be measured against available trip generation for traditional projects that do not benefit from TOD. For example, a specific office development may be expected to generate 200 P.M. peak hour trips. However, within the Corridor Area this same project might be expected to benefit from proximity to transit, shuttle services, internal trips or specific trip reduction strategies incorporated into the project. The trip generation threshold required for the Corridor office proposal might therefore be set at 140 P.M. peak hour trips. This would represent a 30 percent reduction in trips. In comparison, an office project located farther from the rail station might only be expected to attain a 20 percent reduction (trip generation threshold of 160 P.M. peak hour trips).

Some uses cannot be expected to develop significant trip reductions. Specifically, regional retail uses such as Hillsdale Shopping Center will not achieve significant trip reductions. Other retail uses on the Corridor area may not benefit substantially from transit proximity or other trip reduction methods. However, TOD is designed to encourage walking between uses. Therefore, the trip reduction for local retail uses in the Corridor area may result from internal pedestrian trips that, outside of a TOD development area, would be more likely to occur by automobile.

POLICY 7.18 THE CITY SHALL FORM A TRANSPORTATION MANAGEMENT ASSOCIATION (TMA) WITHIN THE CORRIDOR. PARTICIPATION IN THE TMA SHALL BE REQUIRED FOR ALL NEW DEVELOPMENT WITHIN THE TOD ZONE, SHALL BE STRONGLY ENCOURAGED FOR ALL NEW DEVELOPMENT WITHIN THE BROADER CORRIDOR PLAN AREA, AND SHALL BE AVAILABLE TO ANY EXISTING USES OUTSIDE OF THE CORRIDOR PLAN AREA.

It is anticipated that the TMA would be staffed initially by the Peninsula Traffic Congestion Relief Alliance (the Alliance) and that the City's share of the costs would be provided through grant funding. TMA participants would be required to fund annual TMA administration and management and share the costs of programs and services provided to participants. The TMA would be quasi-public with the City having representation from both the Community Development and Public Works Departments.

The TMA would oversee TDM program implementation, arrange for shared parking, and coordinate with other agencies and stakeholders. It would also conduct and coordinate annual trip generation monitoring, which would be paid for through the annual membership fees. The authority of the TMA would extend from the Conditions of Approval placed upon the project by the applicable City decision body, and projects are also subject to subsequent review and action by the decision body for failure to meet those Conditions of Approval.

The TMA will also market services and programs within the Corridor area to encourage participation by existing uses such as along Concar Drive, the Bay Meadows I development, and other employment centers. The overall trip reduction goal should be met both by limiting trip generation from new development as well as reducing the number of existing trips.

POLICY 7.19 ALL DEVELOPMENT PROJECTS WITHIN THE TOD ZONE SHALL BE REQUIRED TO SUBMIT A TRIP REDUCTION AND PARKING MANAGEMENT PLAN AS PART OF THE DEVELOPMENT APPLICATION. PROJECTS OUTSIDE THE TOD ZONE, BUT WITHIN THE CORRIDOR PLAN AREA SHALL BE STRONGLY ENCOURAGED TO SUBMIT THIS TRIP REDUCTION AND PARKING MANAGEMENT INFORMATION AS PART OF THE DEVELOPMENT APPLICATION. THE ZONING CODE SHALL BE MODIFIED TO ESTABLISH A THRESHOLD DEFINING PROJECTS SUCH AS REMODELING OR ADDITIONS TO EXISTING DEVELOPMENT WITHIN THE CORRIDOR PLAN AREA THAT TRIGGER THE TDM REQUIREMENT.

Trip reduction and parking management plans 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. For instance, a higher trip reduction is expected to be achieved from an office project directly proximate to a Caltrain station within a TOD zone than from a similar project located at the outer reaches of a TOD zone. Similarly, "transit-oriented" retail near station areas is expected to achieve some level of trip reduction whereas a very low level of trip reduction is expected from a regional commercial retail use located further from a station. The Plan would be reviewed as part of the traffic and parking study prepared for the project. Developers would be encouraged to work with the TMA in developing their trip reduction and parking management plan.

POLICY 7.20 CONDITIONS OF APPROVAL SHALL ESTABLISH BOTH A SHORT TERM AND LONG TERM TRIP GENERATION THRESHOLD FOR DEVELOPMENT WITHIN THE CORRIDOR.

It may not be possible to achieve full trip reduction with initial project occupancy. For example, a large project like the Bay Meadows Main Track development may not achieve full trip reduction potential until a "critical mass" of the project is reached. Therefore, initial trip generation thresholds may be higher than what is ultimately expected from the project. Likewise, a development project that "comes online" relatively early in the existence of the Corridor area TMA is less likely to have the same trip reduction results as at a subsequent time when the programs are more mature, with more extensive participation and geographic coverage.

POLICY 7.21 TRAFFIC ANALYSIS OF DEVELOPMENT PROJECTS WITHIN THE CORRIDOR PLAN AREA SHALL INCLUDE DEVELOPMENT OF RECOMMENDED PARKING REDUCTIONS AND COMPANION TRIP REDUCTION PROGRAMS. THE RECOMMENDATIONS SHALL ALSO INCLUDE DEFINITION OF APPROPRIATE TRIP GENERATION THRESHOLDS FOR THE PROJECT.

Traffic studies for projects in the Corridor area may become more focused on the trip generation, parking demand and supply, and trip reduction

aspects of the project. So, in some cases, the traffic studies may not include detailed analysis of intersection levels of service.

The trip generation threshold for a development project would be determined through the traffic analysis and the City's traffic model. The trip generation threshold would define the maximum number of trips that would be permitted at the project. As with the trip reduction and parking management plan, the threshold would be tailored to reflect the location of the project, transit proximity and access, proposed land uses, and other relevant factors. This threshold would be compared to the best available trip generation rates for the proposed use(s) and shall use the trip generation rates published in the Institute of Transportation Engineers (ITE) Trip Generation Manual when no better information is available. For proposed land uses not directly covered within the ITE trip generation manual, the City's traffic engineer would establish a surrogate trip generation rate.

Trip generation thresholds would be lower and parking space reductions would be higher in TOD zones compared with projects outside TOD zones in anticipation that the proportion of transit trips would be naturally higher due to the site's proximity to the transit station. Nonetheless, all projects in the TOD zones would have customized trip reduction and parking management plans. A very large project like the Bay Meadows Main Track with inter-project trips and transit trips would have a much different trip generation threshold than a smaller stand-alone office building further away from the train station.

POLICY 7.22 CONDITIONS OF APPROVAL FOR ALL DEVELOPMENT PROJECTS WITHIN THE CORRIDOR PLAN AREA SHALL ESTABLISH MINIMUM AND MAXIMUM PARKING STANDARDS FOR THE DEVELOPMENT. THE CONDITIONS MAY ALSO SPECIFY SURFACE PARKING AREAS THAT SHALL BE SET ASIDE IN A "LANDSCAPED RESERVE."

The traffic analysis will evaluate the parking supply proposed in the development application. A comparison to Zoning Code requirements and other published data will be provided. The impact of proposed trip

reduction strategies will be evaluated as part of the parking study prepared for the project. In some cases, the City may wish to require aggressive parking reductions for a project. However, accurately projecting future parking demand at development projects can be difficult because many external factors influence parking demand. As a potential safeguard to a parking shortage and project amenity, additional surface parking areas may be reserved for future use in excess landscaping for the project. If trip reduction strategies are successful, the designated area would remain in landscaping. If it is determined that a good faith trip reduction effort has been maintained but that additional parking is necessary to meet actual demand at the project site, the City could approve conversion of the project area in landscaped reserve to parking.

All parking structures should be designed to accommodate paid parking systems in the event that they are instituted in the future.

POLICY 7.23 CONDITIONS OF APPROVAL SHALL ESTABLISH A PLAN FOR MONITORING PROJECT TRIP GENERATION.

Monitoring of trip reduction can be done in a variety of ways such as annual surveys, driveway counts, cordon counts or monitoring key intersection volumes. The method selected should be appropriate for the specific development. For example, a smaller project might use driveway counts and could even be required to install permanent counting loops at its driveway for easy data collection. In comparison, development of the Bay Meadows Main Track would probably require a different monitoring plan that could include monitoring key intersections, sample counts at project driveways or cordon counts.

POLICY 7.24 PROJECTS THAT EXCEED THEIR TRIP GENERATION THRESHOLD SHALL BE 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 PERMIT SYSTEMS IF OTHER TRIP REDUCTION STRATEGIES ARE INEFFECTIVE.

It is likely that the first exceedance of the trip generation threshold would necessitate mandatory consultation with the TMA to develop revised trip reduction strategies. A revised trip reduction and parking management plan would be submitted to the City. Subsequent exceedances would require City review and could result in mandatory implementation of market-rate parking permit systems or other aggressive trip reduction strategies or severe fines. It is expected that noncompliant projects would have much higher costs within the TMA than those who are meeting or beneath their trip generation threshold. Although as provided in Policy 7.G.9, the TMA will be gathering their monitoring data and submitting annual reports on project compliance with the TDM plans and goals, if problems with a particular project are evident within a shorter time frame, action to correct a problem may be taken earlier than on an annual basis.

POLICY 7.25 THE TMA SHALL SUBMIT AN ANNUAL REPORT TO THE CITY COUNCIL OUTLINING COMPLIANCE OF OCCUPIED DEVELOPMENTS, ON-GOING PROGRAMS AND PROGRAM CHANGES.

The report would summarize compliance with near term or ultimate trip reduction goals for new development within the corridor. The report would highlight areas of non-compliance and recommended actions to reduce trips to acceptable levels. It is also anticipated that the monitoring plan could be revised as more areas develop within the Corridor. In some cases, monitoring of individual projects might be replaced by more comprehensive area-wide monitoring as multiple projects are occupied within an area of the Corridor.