



# Shoreline Park Specific Plan

THE SHORELINE PARK SPECIFIC PLAN

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## I. INTRODUCTION

### 1. PURPOSE

The purpose of the Shoreline Park Specific Plan is to provide the citizens of San Mateo, the City and other agencies, and other interested persons with a conceptual guide for the future of San Mateo's shoreline. A Specific Plan is typically prepared for areas of particular concern to a community, or an area of natural significance; San Mateo's shoreline is both.

The Shoreline Park Specific Plan is intended to implement the goals and policies of the General Plan for the shoreline area. In addition, the Plan extends upon elements of the General Plan as far as they address the Shoreline Plan's planning area -- certain aspects of the Land Use, Circulation, Urban Design, Conservation, Open Space Parks and Recreation and Safety elements.

The Plan is intended to be consistent with Bay Conservation and Development Commission (BCDC) policies, San Mateo County's General Plan, and the policies of other agencies having jurisdiction by law.

### 2. SCOPE

The physical scope of this Specific Plan ranges from the Burlingame City limits to the north to Foster City to the south. The summary overview of the Shoreline Park includes a substantial portion of land which is located in Foster City. There are three reasons for this. First, when the Specific Plan evolved initially, Foster City did not exist as an incorporated entity, and, therefore, the shoreline area was included in San Mateo's sphere of influence. Second, the physical configuration of existing land, streets, water, etc., require that areas in the adjacent community be considered.

Third, while the shoreline is demarcated by jurisdictional boundaries, the bay as an ecological system does not pay heed to such arbitrary lines, and enhancement of the bayfront requires comprehensive planning which may go beyond particular city boundaries. The configuration of the plan in Foster City is, however, merely a concept which is compatible with the Plan within San Mateo's boundaries, and remains for Foster City to implement.

The physical scope of the Shoreline Park Specific Plan departs from the vicinity of the Bay in two areas. Because of their direct and necessary relationship to the Bay, certain aspects of San Mateo Creek and Marina Lagoon (formerly Seal Slough) are addressed.

The physical configuration of the Plan's content is intended to show the general location and types of uses or improvements. Detailed environmental assessments and engineering studies are required in the future to define specific designs of uses and facilities, and their location.

### 3. INTEGRATED APPROACH

For discussion purposes, the Shoreline Park Planning Area is divided into 5 areas. The map following indicates each area, and its name (for reference). A summary overview plan shows the general theme; within the Plan, however, each area is discussed in turn.

It has become increasingly apparent that the Bay and adjacent land are part of an ecosystem which must be studied, planned and considered as a single system. Similarly, City policies with respect to as significant area as the shoreline should be comprehensive, related and integrated to effect as many of its goals and policies. The Plan, therefore, attempts to take an integrated approach to the shoreline while the central thrust of the specific plan is the realization of the San Mateo Shoreline Plan, other City concerns are dealt with to the extent to which they affect the planning area.

## II. BASIS OF PLAN

### 1. INTRODUCTION

Many things combine to produce a plan. The physical and ecological setting provides one set of opportunities and constraints, the City's own capabilities provide another, other jurisdictions and other people provide a third. And finally, society generally provides a further set of opportunities and constraints, both in terms of what is desirable as well as what is economically feasible. The following section circumscribes the basic premises of the Plan.

### 2. CRITERIA AND BASIC PREMISES

- A. Treat the planning area as a unit.
- B. Increase the length of the shoreline.
- C. Provide as much public access as possible to the shoreline.
- D. Control vehicular access and parking.
- E. Cluster compatible recreational facilities.
- F. Maintain a safe dike.
- G. Provide an efficient drainage system of sufficient capacity for San Mateo Creek and Marina Lagoon.
- H. Provide vista points between the PG&E high voltage power lines and the new shoreline.

- I. Design earth mounds for interesting park topography that will support plant materials.
- J. Recommend architectural standards to achieve high level of visual quality.
- K. Consider a tideway for tidal flushing action possibly using ebb tide flows; develop the option to flush Marina Lagoon in two directions -- north/south and south/north.
- L. Eliminate flood inundation hazard.
- M. Retain existing shoals for wildlife sanctuary.
- N. Allow for emergency discharge of wastewater from the Water Quality Control Plant.
- O. Control growth of algae and undesirable biological organisms in regulated waters.
- P. Reuse treated wastewater (and heat) in the parks and recreation facilities.
- Q. Develop storage reservoirs for irrigation water on and in the vicinity of the municipal golf course.
- R. Develop areas for multi-purpose use (PG&E right-of-way and park, Marina Lagoon for recreation and storm protection, etc.).

### 3. GOALS OF THE SHORELINE PARK SPECIFIC PLAN

Major goals of the Shoreline Plan were developed in November, 1968. They are incorporated in the following expanded list of goals:

- A. The establishment of a waterfront development usable by all the people in San Mateo.
- B. The establishment of a variety of uses so all types of needs, interests, and activities will be accommodated.
- C. Maintain a safe dike.
- D. Provide for adequate flood control.
- E. The establishment of protected waterways.
- F. The establishment of as much open space as possible.
- G. Development at the lowest possible cost to the taxpayer.
- H. The reduction of bay fill to an absolute minimum.
- I. Establishment of a final boundary to prevent any further development on the bay shore.

#### 4. EXISTING CONDITIONS

- A. The City of San Mateo is deficient in citywide park space.
- B. The existing refuse disposal area is not part of a County solid waste disposal plan and will be phased out.
- C. Most of the City waterfront is inaccessible; the only accessible open beaches are at Coyote Point and Marina Lagoon.
- D. Existing embankments and dikes are unattractive and uninviting.
- E. Over 300 acres of mudflat are exposed at zero tide; little or none of this area is intended for recreational boating.
- F. Natural silting and sedimentation are continuing to fill the shallows along the San Mateo waterfront and sections of Marina Lagoon.
- G. Present conditions are greatly different from a natural estuarine environment.
- H. PG&E may permit recreational use of its right-of-way. Property ownership yet to be determined.
- I. Marina Lagoon is inaccessible from San Francisco Bay.
- J. Shoreline improvement is needed to create a usable waterfront.

#### 5. DEVELOPMENT CONCEPTS

- A. Improvements of existing publicly owned land for parks and recreational uses, for increased circulation to upgrade the Wastewater Treatment Plant, and other public uses.
- B. Redevelopment of existing refuse disposal area as a Bayfront recreation area.
- C. Limited filling to improve shoreline appearance and provide new public access to the waterfront.
- D. Development of privately owned land for water-oriented commercial uses or commercial recreation.
- E. Establish marshland growth.
- F. Cluster marine activities near boating areas.
- G. Conduct research and field tests to determine ways and means to establish new marshland.

- H. Continued improvement of property west of existing dike.
- I. Approval of the design concept for the Shoreline Park Specific Plan.
- J. Maintenance of a safe dike.
- K. Increase of pumping capacity in Marina Lagoon.

### **III. SUMMARY OF THE SHORELINE PARK PLAN**

#### **1. GENERAL**

The San Mateo Shoreline Park planning area covers approximately 885 acres of land. Within this area there are 675 acres of dry land at high tide. Marina Lagoon accounts for 210 acres.

511 acres of land will be used for park and recreation purposes and one acre near the Marina Lagoon dam will be for expansion of the treatment plant. Including the Coyote Point Marina, the plan provides 7.4 miles of shoreline and provides for continuous public access to cover 2.9 miles of open beach and marina. Sloping fill along the bay side of the steep dike and along the north side of the dump will improve shoreline appearance and provide new public access. A bike and pedestrian system will facilitate movement through the park and will connect to other such systems in adjacent areas.

The major classifications of land use as identified in the General Plan Land Use Plan are parks and open space, utilities, office, retail and public (meaning public facilities such as the wastewater treatment plant).

TABLE I  
LAND USE SUMMARY

<u>Area and Land Use</u>	<u>Area (Acres)</u>
AREA 1 - Shoreland	
Public Parks and Recreation Uses	
Coyote Point Park/Marina	307
Golf Course	105
Bayside Park/PG&E Right-of-way	23
Private Uses	<u>47</u>
	482
AREA 2 - Seal Point	
Public Parks and Recreation Uses	52
AREA 3 - Seal Cove	
Public Parks and Recreation	9
Mouth of Seal Slough	9
Public Facility	12
Private Uses	<u>60</u>
	90
AREA 4 - Marina Lagoon	
Public Parks and Recreation Uses	
Parks	8
Marina Lagoon	<u>210</u>
	218
AREA 5 - San Mateo Creek	
Public Parks and Recreation Uses	7
Private Uses	<u>7</u>
	14
STREETS	<u>29</u>
TOTAL AREA	885*

\* All acreage figures are approximate

## 2. AREA SUMMARY

Area 1 - Shoreland lies between the City of Burlingame and San Mateo Creek. It is composed of Coyote Point Regional Park and a linear park paralleling the bayfront dike between Coyote Point and San Mateo Creek.

Area 2 - Seal Point includes all of the City of San Mateo solid waste disposal site and the PG&E right-of-way east of J. Hart Clinton Drive between San Mateo Creek and Marina Lagoon. The area is proposed as a public park area, including water-oriented commercial uses located on the eastern periphery of the existing land mass. J. Hart Clinton Drive is identified as a scenic roadway in the General Plan. At the base of Seal Point is a registered shellfish bed.

Area 3 - Seal Cove comprises the mouth of Marina Lagoon east of J. Hart Clinton Drive and the park area between Marina Lagoon and the City limits. On the south side of J. Hart Clinton Drive, it includes the land in the vicinity of Detroit Drive and Anchor Road. A variety of public uses are proposed on publicly held lands, including a City park, conservation of marsh areas, the Wastewater Treatment Plant, a dredged channel to deep water, trails, a new pumping station, and other public improvements. On privately held lands the potential uses include commercial recreation and water-oriented commercial uses.

Area 4 - Marina Lagoon encompasses the remainder of Marina Lagoon south of the dam. Marina Lagoon will receive improvements which will enhance its function as a recreation/storm drainage facility. Public access will be required where abutting land is still vacant and other areas, where feasible.

Area 5 - San Mateo Creek requires improvements to increase its storm water runoff capacity. Segments are suitable for linear park development and pedestrian and bicycle connections; a dredged channel (about 4 feet deep) may be required to provide better drainage. Historical records indicate that Indian Shell Mounds are located along portions of San Mateo Creek.

## IV. RELATIONSHIP TO OTHER PLANS

### 1. LAND USE ELEMENT

The Shoreline Park Specific Plan goals and policies are consistent with those contained in the Land Use Element. The majority of the land is intended for public purposes with the exception of the few privately held lands in the Seal Cove area which, depending on the location, would be allowed to develop a limited range of commercial uses. The Land Use Element also contains policies regarding building height and development intensity and density not contained in the Specific Plan but which are intended to be followed.

## 2. CIRCULATION ELEMENT

The Circulation Element contains goals and policies intended to provide adequate automobile, pedestrian and bicycle access throughout the community, without unreasonable congestion. Circulation in the Shoreline Park Specific Plan area is good, however, intersection and capacity improvements, especially at the intersection of J. Hart Clinton Drive/Detroit Drive, will need to be reviewed with additional development. Access to public transit is poor in the Specific Plan area because approximately a half of the area is more than a quarter of a mile from routes existing in 1990. The policies will maintain and enhance access by requiring upkeep of the physical circulation facilities, encouraging service improvements for public transit, requiring new development to mitigate adverse circulation impacts related to the development, and requiring developments to provide public pedestrian/bicycle access to Marina Lagoon and the bayfront.

## 3. HOUSING ELEMENT

The Housing Element contains goals and policies to assure an adequate supply of housing to meet the needs of the community. Key among the policies of import to the Shoreline Park Specific Plan area is the encouragement of mixed use commercial and residential development for selected sites as reflected in the Land Use Element. The privately owned vacant site at East Third Avenue/Mariner's Island Boulevard could easily accommodate either a mixed use or a stand alone multi-family residential development.

## 4. URBAN DESIGN ELEMENT

The Urban Design Element contains policies which affect development in the Shoreline Park Specific Plan area including policies aimed at enhancing the City's image and individual buildings. The Element identifies the former solid waste disposal site as one of three significant City vistas, J. Hart Clinton Drive as a important, travel corridor and the intersection of East Third Avenue/Mariner's Island Boulevard as an important City gateway. To improve the City image the construction of the Shoreline Park is identified as a high City priority, development near J. Hart Clinton Drive will be required to be of a high quality and, a gateway will be developed in the vicinity of East Third Avenue/Mariner's Island Boulevard.

To improve the appearance of buildings policies require that the development characteristics and patterns of the general area are reflected. Residential developments must avoid blank facade at the street and commercial development is required to be oriented to the street with parking in the rear and the pedestrian environment is to be improved with trees, benches, and detailed building finishes.

The application of Urban Design policies in combination with the design concerns stated in the Specific Plan will assure development which is compatible with the adjacent single family residences and the bayfront.

## 5. CONSERVATION, OPEN SPACE, PARKS AND RECREATION ELEMENT

The Conservation, Open Space, Parks and Recreation Element contains goals and policies which directly pertain to the Shoreline Park Specific Plan including policies to protect and enhance wildlife, natural habitats, Marina Lagoon and San Mateo Creek, provide public access to the bayfront and Marina Lagoon, develop a Shoreline Park Master Plan and construct the park as a high city priority, and to protect and enhance J. Hart Clinton Drive as a scenic roadway. These policies complement or mirror the Shoreline Park Specific Plan policies.

## 6. SAFETY ELEMENT

The Safety Element contains goals and policies to protect the community from unreasonable risk to life and property caused by seismic, geologic, flood or fire hazards. The Shoreline Park Specific Plan area is highly susceptible to ground settlement and is subject to flooding in the event of either the failure or over topping of the bayfront dike or the Crystal Springs Reservoir, and to a lesser extent from peak storm runoff. The Safety Element policies protect against flooding by requiring the bayfront dikes be maintained in a condition and at an adequate level and by requiring habitable floor levels be constructed above 104 feet San Mateo datum. To protect against soil settlement all new development are subject to being required to prepare soils and geotechnical reports and follow the recommendations contained therein.

Coyote Point Park is identified as a potential hazardous waste transfer and storage, site, however prior to such a decision to construct such a facility safety issues in particular would be required to be thoroughly investigated and adequate measures incorporated into the development to protect public health.

## 7. NOISE ELEMENT

The Noise Element contains goals and policies which are designed to protect the community from excessive noise levels. The Element contains policies which establish maximum acceptable noise levels for noise sensitive uses including hotels, residential uses and parks and which require these noise levels be reduced through compliance with the City's adopted Building Codes, site design and/or through the implementation of adequate mitigation measures.

## 8. SPECIFIC PLANS

### Mariner's Island Specific Plan

The Mariner's Island Specific Plan and Shoreline Park Specific Plan areas overlap in the area north of Mariner's Island Boulevard and east of Port Drive. The policies contained in each plan are consistent with or complement one another. The Mariner's Island Specific Plan addresses the improvement of both public and private lands and includes additional development standards which are compatible with the Shoreline Park Specific Plan and are intended to be followed.

Proposed improvements and recreational opportunities are identified for public land, Marina Lagoon and the area, between Marina Lagoon, J. Hart Clinton Drive and Mariner's Island Boulevard to make them accessible for public use. Private land in the immediate vicinity of the intersection of East Third Avenue/Mariner's Island Boulevard are identified in the Specific Plan for development of a limited range of commercial uses and multi-family residential development.

## 9. BAY CONSERVATION AND DEVELOPMENT COMMISSION

Among plans and policies which affect the Shoreline Park Specific Plan concept, the BCDC plan ranks among the most significant; it contains a series of policies which will affect San Mateo. As was noted earlier, the Shoreline Park Specific Plan was prepared to be consistent with BCDC policies.

## V. SAN MATEO SHORELINE PARK SPECIFIC PLAN SUBAREAS

### 1. AREA 1 -- SHORELINE/COYOTE POINT PARK

#### A. Existing Conditions

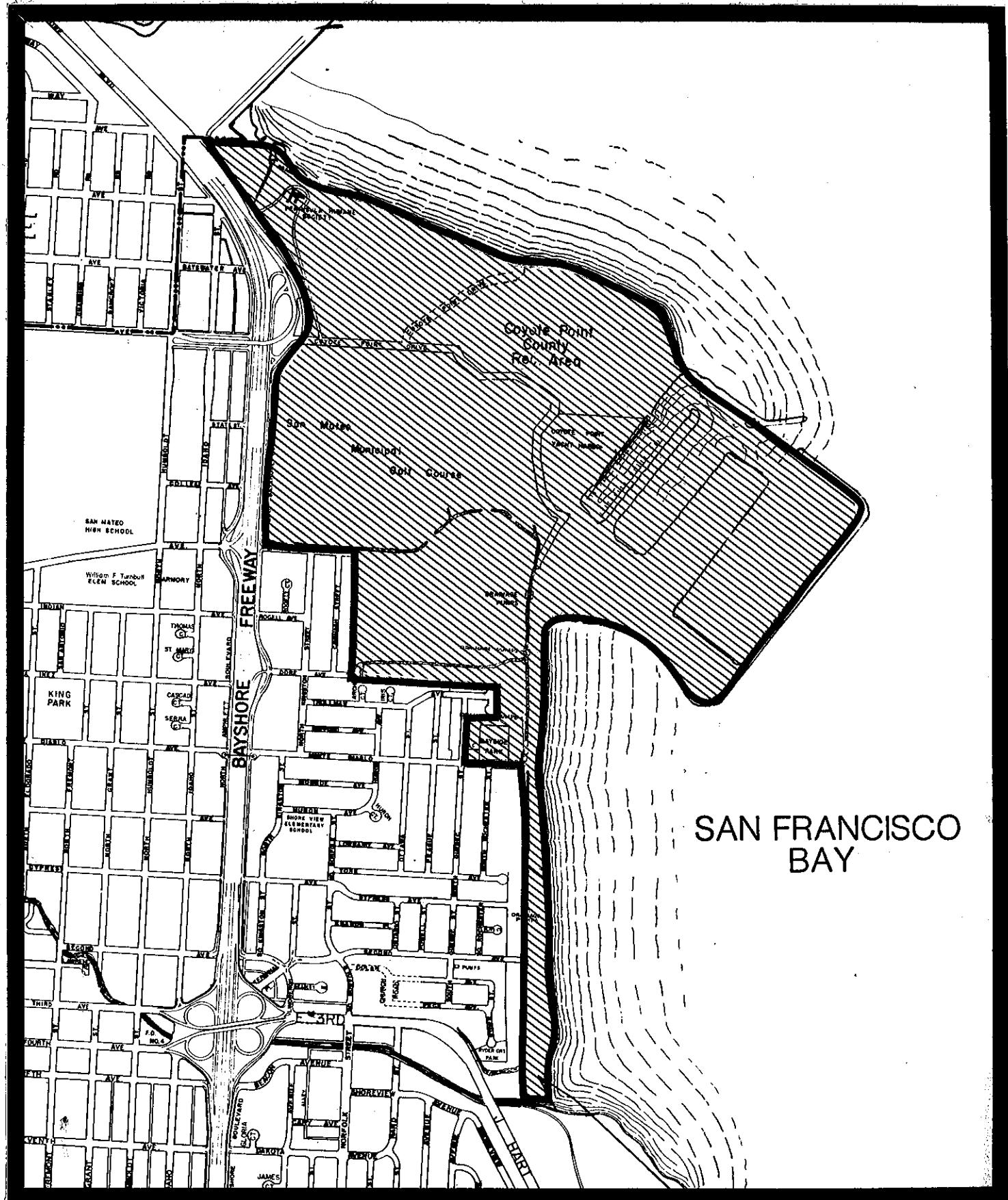
The Bayfront Dike is located about 200 feet away from developed residential lots. The intervening land is unimproved except for the PG&E transmission tower lines. It is low-lying meadow with a drainage ditch along the back side of the dike from which water is pumped into San Francisco Bay. There are 5 PG&E tower lines and space to add two more. PG&E tower lines form a 500 foot wide band along the shoreline. The City of San Mateo has easements and grants covering the dike and outboard wetlands and marshes.

Coyote Point Park is a County-owned regional park and recreation facility.

#### B. Improvements and Recreational Opportunities

- Expansion of Bayside Park and Ryder Park, including parking facilities.
- Storm water retention reservoir, water channel and storage ponds; water system designed to allow the reuse of wastewater from the Water Quality Control Plant. Reservoir to be located on Municipal Golf Course.
- Preservation of existing marsh and restoration of shore areas by creating new marshlands, including San Mateo Creek.
- Service road and bike path on top of dike; parking areas in Coyote Point area and southern section (potentially on existing dump site with a small bridge for pedestrians) and at Ryder Park.
- Maintenance of existing dike.
- Additional storm drain pumps at Poplar Avenue pump station.

## **AREA 1 - Shoreline / Coyote Point Park**



- Landscaped mounds and sheltered picnic areas.
- Redevelopment of Coyote Point Park, and expansion of the Boat Marina.
- Community involvement in experimental studies and park improvement projects.
- Beach overlooking sheltered cove in lee of Coyote Point Marina.
- Pedestrian walks over/along marsh areas along shoreline for conservation education.
- Accessible open areas for hiking and fishing.
- Adventure playground for unstructured play from available materials.
- Nature park area with meandering stream and ponds.
- Bikeways and trails throughout the Shoreline Park, including the Bayfront Dike.
- Picnicking, sightseeing, and passive recreation.
- Formal park and recreation areas/facilities in Ryder-Bayside parks vicinity. Passive/natural park use of remaining area.
- Delete second access (Poplar Avenue) to Coyote Point Park.
- Pedestrian access between Coyote Point and the Shoreland area.

## 2. AREA 2 -- SEAL POINT

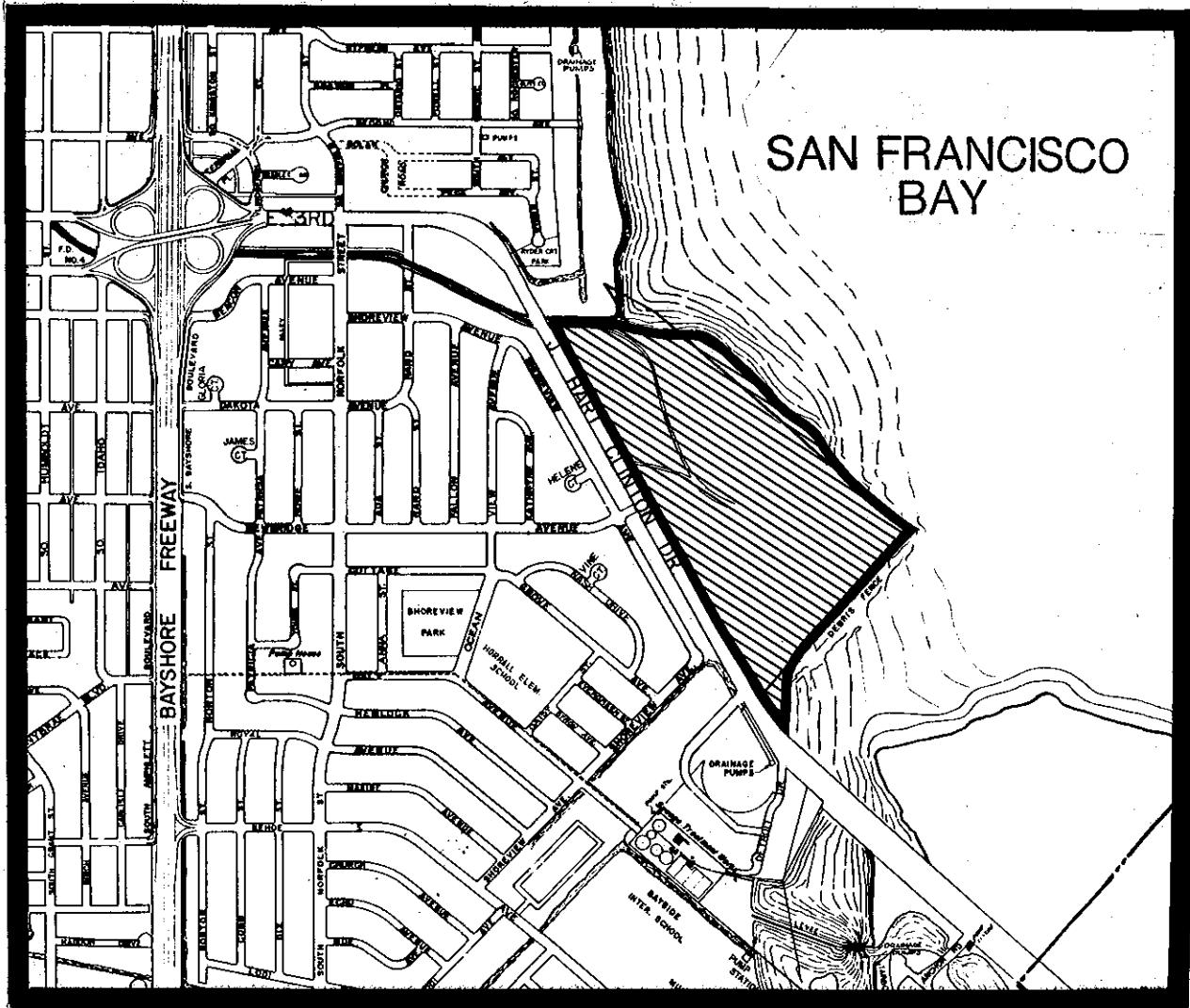
### A. Existing Conditions

PG&E property along the north side of J. Hart Clinton Drive has five tower lines with a 430 foot wide unimproved strip. The remaining land was used as a solid waste disposal site. Steep inaccessible embankment slopes have been protected by concrete rubble and unattractive debris.

### B. Improvements and Recreational Opportunities

- Redevelopment of refuse area into a park with landscaped picnic areas.
- Vehicular access and parking areas located away from shoreline.
- Embankment grading and protection to create public access bike-hike trail along water's edge.

## **AREA 2 - Seal Point**



- Public facilities to service water-oriented commercial recreation establishments overlooking San Francisco Bay near the northeast corner for restaurants, speciality shops, and other commercial water-oriented uses.
- Planning study to consider the feasibility of a dredged channel for San Mateo Creek and Marina Lagoon outfall to facilitate water runoff.
- Field sports and games on open fields.
- Sheltered picnic areas and scenic overlooks.
- Bikeways, trails, and vista points.
- Eating, lodging and shopping at commercial recreation establishments.

### 3. AREA 3 -- SEAL COVE

#### A. Existing Conditions

Consists of the mouth of Marina Lagoon and adjacent lands. Its natural qualities include both fresh water and salt water marsh. A dam blocks Marina Lagoon and allows control of the water level in the Lagoon. The City's Wastewater Treatment Plant is located at the southwestern end of Detroit Drive.

The shallow tideland area is mudflat at zero tide. The low-lying diked area east of J. Hart Clinton Drive is within the Estero Municipal Improvement District and is nearly inaccessible.

#### B. Improvements and Recreational Opportunities

- Development of new marsh areas north and south of Marina Lagoon, near J. Hart Clinton Drive; protection, enhancement, and expansion of existing marsh areas.
- Linear park along water's edge, including bikeways and trails, fishing spots, and parking areas where desirable and necessary.
- Designation of approximately 1.8 acres north of J. Hart Clinton Drive as a reconstructed salt water marsh created as mitigation for lost habitat along the widened roadway. Designation of approximately 48 remaining acres of bayland to be in conformance with Public Trust requirements.
- Protection of reestablished marsh.
- Conversion of existing pump station into a restroom/self-guided interpretive center.
- Restrict use of island in Marina Lagoon to a natural bird sanctuary.
- Construction of new storm drainage pumping station.

- Prepare a planning study to consider a new outflow channel toward mid-bay.
- Preservation of existing natural vegetation and provision for new planting.
- Public access to the water's edge.
- Development of bicycle and pedestrian paths.
- Park improvements for public parks and recreation purposes.
- Wildlife observation areas.
- Foot paths for nature walks.
- Self-guided interpretive center for marine and wildlife educational value.
- Park for field sports and other active recreational activities.
- Water-oriented commercial recreation establishments.
- Nature study; bird watching, other observer activities of natural marsh areas.
- Natural area for passive recreation.
- Boat building.
- Picnicking.
- Fishing.
- Biking; hiking.
- Rowing, canoeing, sailing, and waterskiing in some parts of the Lagoon.
- Active and passive recreation.
- Marine commercial, water-related and water-compatible uses on private lands near the water on the south side of Third Avenue between Detroit Drive and Marina Lagoon; appropriateness of uses to be determined by desirability of impacts of uses on surrounding area.
- As delineated in the General Plan Land Use Element, the privately owned lands in the vicinity of J. Hart Clinton Drive/Mariner's Island Boulevard shall be allowed subject to an approved Special Use Permit to have a range of uses including commercial retail, hotel, restaurant, office and medium density multi-family residential development. The building intensity and height would be limited to an FAR of 1.5 and 45 feet, respectively.
- Privately owned lands bounded by J. Hart Clinton Drive and Detroit Drive shall be allowed marine commercial, recreational, mini-warehouse and light industrial, with inclusion of ancillary office uses, limited to an FAR of 1.0 and maximum building heights of 45 feet. Hotel and restaurant uses, allowed in the Shoreline zone district, shall not be permitted on these properties due to their proximity to the Wastewater Treatment Plant. Building design should be of high quality, enhancing the appearance of the area from J. Hart Clinton Drive and Marina Lagoon. Transportation improvements may be required to provide adequate and safe circulation.
- Discourage high occupancy uses and protect future occupants from odors emanating from the Wastewater Treatment Plan.
- Gateway – Provide a City gateway area in the area of the interface of Mariner's Island Boulevard/Edgewater Boulevard.

## **AREA 3 – Seal Cove**



#### 4. AREA 4 -- MARINA LAGOON

##### A. Existing Conditions

Marina Lagoon is a controlled body of water, the prime purpose of which is storm water retention, and secondarily it is a recreation facility with a potential for increasing that function. The Lagoon is about 4.2 miles long and varies in width from 200 to 800 feet.

An earth dam on its north boundary separates Marina Lagoon from San Francisco Bay, and allows control of the water level within the Lagoon. Flushing is accomplished through tide gates at the south end, and either gravity flow or pumped flow out through the dam at the north.

##### B. Improvements and Recreational Opportunities

- Maintenance of adequate capacity and desirable elevation through dredging.
- Increased flood protection of Lagoon through upgraded pumping capacity at the north end and develop a planning study to consider a dredged channel at the south end.
- Development of linear park/public access along Marina Lagoon concurrent with development of vacant land.
- Development of water-oriented parks and recreation facilities in City parks abutting the Lagoon.
- Programs to increase water quality.
- Bikeways and trails along the Lagoon, when feasible, with connections to citywide bikeways and trail systems.
- Boating in Marina Lagoon, including sailing, rowing, canoeing, power boating, and waterskiing.
- Recreation and educational programs related to water sports (sailing lessons, etc.).
- Hiking, and biking along Lagoon, including sightseeing.
- Nature observation.
- Fishing.
- Formal parks and recreation facilities and programs in City parks and community centers.

## 5. AREA 5 -- SAN MATEO CREEK

### A. Existing Conditions

San Mateo Creek counts among the more significant creeks in the City. It has not been channelized along its entire length: its water-carrying capacity is, therefore, not sufficient and storm drainage improvements will be required if a 100-year storm is to be accommodated.

Discussion of San Mateo Creek in the context of the Shoreline Park Specific Plan is limited to the area between the Bayshore Freeway and the Bay.

### B. Improvements and Recreational Opportunities

- Improvement, to increase the storm drainage capacity consistent with maintaining the creek in as natural a state as feasible.
- Linear park design and improvement between U.S. 101 and the San Francisco Bay.
- Pedestrian and bicycle trails from Norfolk Street to Shoreline Park, including connection with the citywide system of trails.
- Hiking, bicycling along the creek, pedestrian/bike connection with other areas.
- Sitting areas, nature observation.
- Fishing.
- Preservation of existing marsh and restoration of shore areas by creating new marshland.

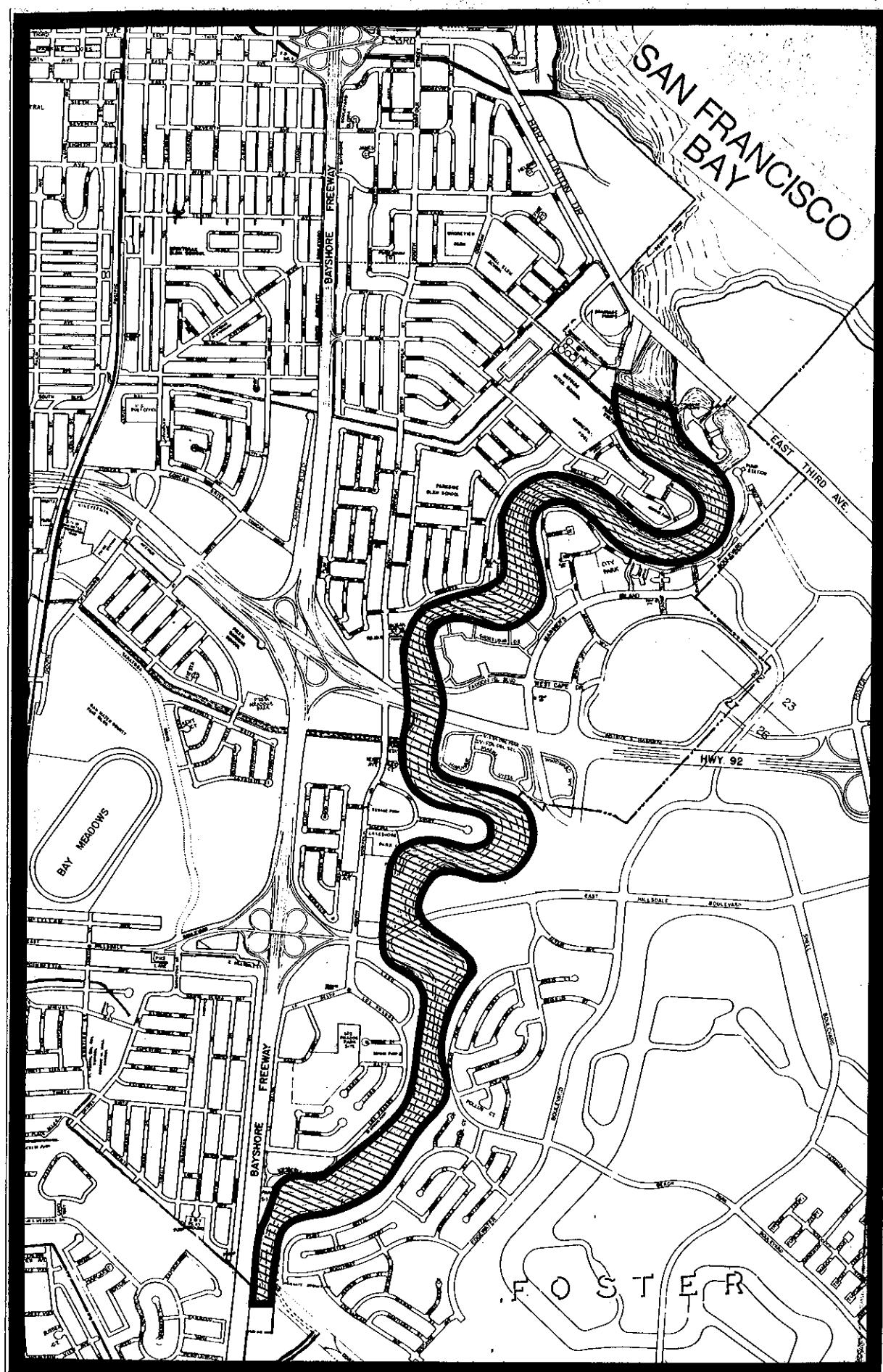
## VI. IMPROVEMENT PROGRAM

### 1. STAGES OF IMPROVEMENT

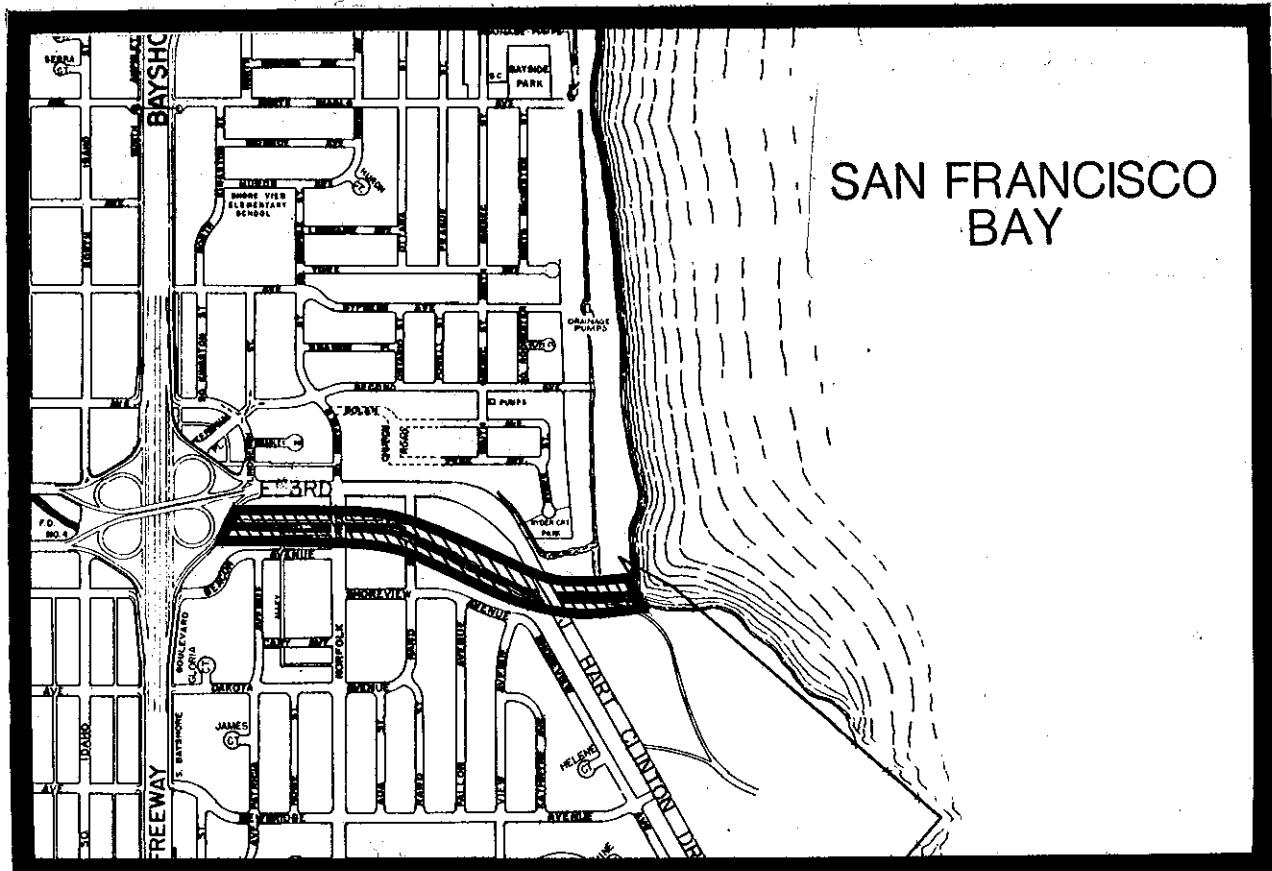
Five Shoreline Park Specific Plan areas have been identified. The improvement and development of each area is not dependent on the others, although coordinating the various improvements is necessary to achieve a high level of design consistency and quality. Development of each area depends upon an urgency resulting from safety concerns, or upon the occurrence of certain events (such as closing the dump) or upon the availability of funds.

Area 1 (Shoreland) improvements will require use of less than two acres of offshore area and agreements with PG&E. Citizens will be able to participate in improving the nature park located west of the dike which include both the active and passive recreation areas.

# AREA 4 - Marina Lagoon



## **AREA 5 - San Mateo Creek**



Area 2 (Seal Point) development is dependent upon cessation of the sanitary landfill operations. Subsequently, covering fill can be placed and prepared for landscaping. Further and final development will depend upon availability of funds[; it is anticipated that franchised private commercial operations will return revenues to the City which can be used for ongoing park improvement programs].

Area 3 (Seal Cove) can anticipate development programs for different aspects of the area at different times, with different priorities. The City has scheduled substantial improvements of Seal Cove -- a multi-million dollar Wastewater Treatment Plant, increase in Marina Lagoon pumping capacity, bicycle paths and recreation areas. Other improvements must await availability of funds.

Area 4 (Marina Lagoon) includes the entirety of Marina Lagoon behind the dam. Improvements will occur over many years, including the immediate as well as the distant future. Many public facilities and functions relate to the Lagoon; consequently, numerous projects can be carried out. These include Lagoon maintenance and work to upgrade storm water retention. Other programs include upgrading and maintenance of existing park and recreation facilities. Private developments along the Lagoon will be responsible for the final design and improvement of the banks, including provision and installation of public access along the Lagoon, as well as certain other park and recreation facilities. Public safety will be a major concern along areas of public access to the Lagoon.

Area 5 (San Mateo Creek) could be improved at any time, given sufficient funding. Depending on the scope of the project, new development on private land can be required to share in the improvement of San Mateo Creek for increased storm runoff capacity, and recreational purposes.

## 2. IMPLEMENTATION

Adequate engineering and design studies will be required for excavations, dredging, foundations, embankment fills and structures to insure construction in accordance with safety standards. In addition, fill materials and the methods and locations for disposal of bay mud must satisfy Water Quality Control Board performance specifications.

Architectural design standards will be employed to specify the type, bulk and height of buildings and site development requirements for all new development. Private developments within the Shoreline Park boundary shall be required to obtain Special Use Permit approval.

The City of San Mateo will coordinate improvements within the present city limits with the County of San Mateo and Foster City. City staff will work directly with the staffs of other affected agencies; BCDC, the Corps of Engineers, Water Quality Control Board, State Lands Commission and other State agencies, Foster City and the Estero Municipal Improvement District, the San Mateo County Harbor District, the various County departments, and with PG&E, Westbay, affected property owners, and other agencies and individuals.

In order to gain revenue from public land, leaseholds and franchise agreements can be negotiated for private operators to build restaurants, specialty shops and other acceptable commercial recreation establishments. Other sources of revenue are retail sales tax, property taxes, business license fees and transient room taxes. All possible means of financing Shoreline Park improvements will be explored.

Property acquisitions and easements will be required for public improvements on private property and where needed to permit fill for new public park areas, and to establish marshland and areas for recreational boating and navigation channels.

## VII. DESIGN CONSIDERATIONS

### 1. Major Constraints

Existing physical conditions and development policies for the future limit the courses of action with the Shoreline Park Specific Plan area. Listed below are a series of major constraints which must be acknowledged in the implementation of this Specific Plan, and which must be considered in individual development and studies.

#### A. Constraints

Adopted San Francisco Bay Plan.  
BCDC Regulations.  
Coyote Point Regional Park.  
Coyote Point Marina Expansion.  
Municipal Golf Course and Clubhouse.  
PG&E Substation.  
Five PG&E high-voltage transmission lines and space for two future lines.  
Substandard freeway interchange at Peninsula Avenue and Bayshore.  
Only five storm drainage pump stations.  
Marina Lagoon is a storm water retention reservoir.  
Outlets works on Seal Cove, Corps of Engineers.  
Water Quality Control Board.  
54" wastewater outfall line in outlet dike.  
San Mateo Creek drainage.  
Marina Lagoon drainage.  
Decreasing yield from golf course wells and water becoming increasingly brackish.  
Another jurisdiction east of city limits.  
Wind direction and aircraft approach to San Francisco Airport.  
San Francisco Bay Regional Water Quality Control Board jurisdiction.  
Deep bay mud.  
Tidal currents.  
Existing shoals and shallows.  
Existing urban development on the adjacent property is predominantly single-family residential.  
State Grant restrictions.

## B. Impacts

Local parties must be consistent.  
Improvement permits are required.  
Coordination with County Park Department.  
Change in tidal action.  
Fixed land use.  
Fixed land uses and undeveloped space for expansion.  
Limits locations of structures and type of land use -- aesthetics.  
Poor circulation to Coyote Point.  
Upgrade capacity to remove flood hazard.  
Requires periodic flushing to maintain water quality. Must dredge outlet channel to discharge from Marina Lagoon.  
Permit required for activities, required lengthy processing.  
Requires emergency discharge outlet into Bay.  
Difficult and expensive to relocate.  
Maintain outlet channel for storm water.  
Require assured supply of irrigation water.  
Coordinate on-shore improvements and off-shore channel with Foster City.  
Establish flight patterns and aircraft noise.  
Regulate water pollution and waste disposal into Bay.  
Difficult foundation conditions.  
Sedimentation in shallows.  
Inhibit boating and water outflow.  
Requires consideration of relationships of park to adjacent residential areas-buffers, screening, compatibility requirements.  
Land uses must be compatible with the public trust of commerce, navigation, and fisheries (Chapter 1099 Statutes of 1976).

## 2. PG&E REQUIREMENTS

A substantial area of the Shoreline Park consists of PG&E transmission lines right-of-way. While the ground may be available for park development, PG&E has certain requirements to ensure the safety and reliability of its power transmission system. Below are listed some of the basic operating requirements of PG&E.

- A. Buildings or other similar structures should be constructed outside the boundary lines of right-of-way.
- B. Ultimate park design should provide for continuous road access to all towers within project boundary lines.
- C. A minimum ground-to-conductor clearance of 30 feet as set forth by General Order 95 of the Public Utilities Commission will have to be maintained throughout the development.
- D. Planting and general landscaping which will not interfere with the maintenance or operations of the lines within the right-of-way would be permissible. However, based on the data available the height of such planting and landscaping would be limited to a maximum of 15 feet at maturity. It is possible, however, that as development plans progress, a detailed planting scheme which would provide for higher growing species at certain locations throughout the project could be worked out.

E. Additional power lines may be located within the right-of-way for which engineering criteria have not been formulated and it is not certain where structures might be located. It is essential to retain flexibility for future construction in order to preserve the long-term usefulness of the right-of-way; however, a satisfactory agreement can be worked out so this issue will not be an obstacle to the development of detailed plans.

F. Tower footings must be upgraded in fill areas.

The PG&E transmission lines and substation perform a necessary function but are a very visible and limiting feature on the Shoreline Park.

While it is possible to design the Shoreline Park in compatibility with PG&E requirements, the ultimate solution to this aesthetic and physical constraint is the undergrounding of the lines. While the current technology to undergrounding these high-voltage transmission lines in bayfront lands appears to lack economic feasibility, it may be realized in the future.

The City, PG&E, Corps of Engineers, BCDC, the State Public Utilities Commission, and the Federal Power Commission most likely would be the major agencies involved in the project. The City and PG&E have successfully completed a number of simpler undergrounding programs. The size, complexity and potential region-wide impact of this project would necessitate the assistance of an inter-agency approach at the Local, State and Federal levels so that this project can be integrated with the overall bayfront development and provisions can be made in other projects to accommodate future undergrounding.

### 3. FOUNDATION PROBLEMS

Bay mud presents difficult and expensive construction problems. It is a poor foundation material because of its low strength and high compressibility. Safe embankment fills and structural foundations will require thorough investigation of the underlying materials. Competent exploration and material testing will be needed. Qualified professionals will be engaged to prepare safe foundation designs and to see that they are followed by careful construction.

### 4. PROPERTY OWNERSHIP

Much of the land in the Shoreline park Area is currently in public ownership (e.g., Coyote Point Park, Marina Lagoon, and Mariner's Island Park). In addition to those lands, the City of San Mateo also has a claim of public ownership to tidelands, submerged lands, and marshlands by virtue of a 1976 grant by the State legislature (Chapter 1099 Statutes of 1976). The competing claims of ownership by private parties are expected to be resolved within the next few years.

It is anticipated, however, that even if the competing claims of ownership should be resolved in favor of private parties, agreements can still be negotiated to permit use of their property as a park site so long as the existing transmission lines are operational.

The need for public expenditures for land acquisitions to meet the Shoreline Plan goals will be minimized as a result of the following: 1) existing public ownership, 2) expanded claims of public ownership resulting from the 1976 amendments to the 1933 legislative grant, and 3) agreements for joint public and private use of shoreline lands.

## 5. ENVIRONMENTAL CONSIDERATIONS

The Shoreline Park Specific Plan is intended to be implemented in a method consistent with the environmental significance of the area, and cognizant of the needs of the people of the community. The bayfront area has been severely altered from its natural state. Because of this, it may be necessary to perform engineering modifications to achieve the goals stated at the outset of the report. For example, it may be necessary to place some fill to establish new salt marshes, and to fill or modify land areas at the boundary of the dump site to make it usable and establish a definite boundary between water and land.

Continued studies and evaluation of each phase of improvement will be undertaken to ensure that alternatives and courses of action are consistent with the goals and objectives of the Plan, and in balance with the human and natural aspects of the area.

## VIII. INTEGRATED DEVELOPMENT APPROACH

Over the years, San Mateo has come to realize that public projects, whether they be streets, parks, affirmative action, or community development programs, can no longer be dealt with as single purpose projects. In addition, they tend to be affected by jurisdictions other than the City. Federal and State requirements on water quality control, environmental protection, transportation, funding, flood control planning and related planning and development functions have made it necessary to provide comprehensive programming; this has also tended to lengthen the planning and program sequence.

Other levels of government have recognized the difficulties involved in comprehensive community development and during the past several years have developed a more comprehensive approach to grant programs. Historically, the vast array of Federal categorical grant-in-aid programs provided fragmented solutions that fell short of potential maximum benefits. Frequently, a local government had to splinter its municipal operations to qualify for such funds, or, in the extreme, restructure a problem to qualify for a grant.

By addressing itself to subordinate levels within the city (Planning, Public Works, etc.) the grant program would frustrate comprehensive problem-solving by the chief executive and council of the municipality. An ancillary frustration has also been the inordinate portion of grant funds diverted to individual grant overhead costs instead of being applied to solving the problem.

A more comprehensive plan and grant approach will allow San Mateo to continue with the Federal and State funded components of the Bayfront Project on an integrated basis, and to extend this approach through non-Federal aspects of the project. The resultant single point of funding control, project monitoring, and reporting (as well as the simplified grant approach process and the knowledge that continued funding to completion of all project components is more likely) should lead to a greatly simplified and very efficient project, from both an administrative and an operational point of view.

# SAN MATEO SHORELINE PARK

CITY OF SAN MATEO, CALIFORNIA  
AUGUST 1979

