

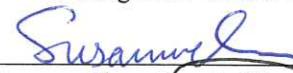


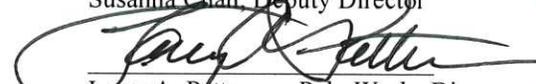
# ADMINISTRATIVE REPORT

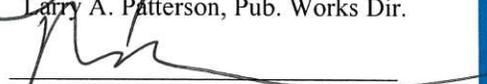
Meeting Date: March 13, 2012

TO: PLANNING COMMISSION  
DATE: March 7, 2012  
SUBMITTED BY: Kenneth Chin, Project Manager (650) 522-7313

APPROVED BY:

  
Susanna Chan, Deputy Director

  
Larry A. Patterson, Pub. Works Dir.

  
Ron Munekawa, Chief of Planning

SUBJECT: ***FINAL DRAFT OF THE CITYWIDE PEDESTRIAN MASTER PLAN & MINOR MODIFICATION TO THE BICYCLE MASTER PLAN***

## **RECOMMENDATIONS:**

- 1) That the Planning Commission recommend to the City Council the adoption of the Citywide Pedestrian Master Plan, the Mitigated Negative Declaration for the Pedestrian Master Plan including the Mitigation Monitoring and Reporting Program, General Plan amendments related to both the Pedestrian Master Plan and the Bicycle Master Plan, and amendments to the Zoning Code associated with the Pedestrian Master Plan by making the following motion:
  - A. Adopt Planning Commission Resolution No. 2012-1, Recommending to the City Council the Adoption of the Citywide Pedestrian Master Plan, Mitigated Negative Declaration, General Plan revisions related to the Pedestrian Master Plan and to the Bicycle Master Plan, Zoning Code Amendments related to the Pedestrian Master Plan, and Mitigation Monitoring and Reporting Program Associated with the Citywide Pedestrian Master Plan. (Accompanying Resolution)
- 2) That the Planning Commission recommend to the City Council the adoption of the minor modifications of the Bicycle Master Plan, its associated Zoning Code revisions and associated Categorical Exemption by making the following motion:
  - B. Adopt Planning Commission Resolution No. 2012-2, Recommending to the City Council the Adoption of the Minor Modifications to the Bicycle Master Plan, its associated Zoning Code revisions and Categorical Exemption. (Accompanying Resolution)

**BACKGROUND:** The City of San Mateo and its residents have developed a vision of a more sustainable San Mateo. This vision involves increased pedestrian trips, specifically to increase mode share for pedestrian and bicycle travel to 30% for trips of one mile or less by 2020. This Pedestrian Master Plan provides a blueprint for making walking an integral part of daily life in San Mateo and supports the goals of the San Mateo General Plan, the Sustainable Initiatives Plan and other plans and policies adopted by the City. The plan also supports regional and statewide goals to reduce greenhouse gas emissions including AB 32: Global Warming and SB 375 Sustainable Communities.

The Public Draft of the Citywide Pedestrian Master Plan was circulated for public comment from September 15, 2011 through November 21, 2011. During this time, staff presented the Public Draft to various public groups and commissions including, but not limited to, the Sierra Club, Senior Center Health Fair, San Mateo United Homeowners Association, Public Works Commission and City Council. On October 11, 2011, the Planning Commission reviewed the Public Draft and provided staff with comments.

With respect to the proposed Bicycle Master Plan minor modifications, staff has identified an unintended result of the recently adopted code language relating to long-term bicycle parking spacing. Since the General Plan is being amended to include elements of the Bicycle Master Plan through the Pedestrian Master Plan adoption process, staff proposes to clean-up and clarify the Zoning Code language at the same time.

**PEDESTRIAN MASTER PLAN PUBLIC COMMENTS:** During the public comment period, staff received a total of 160 individual comments on the Public Draft. The majority of comments received provided constructive comments to improve the master plan including, but not limited to, adding an additional project sheet, reviewing the project list prioritization, comments on rolled curbs, and adjusting signal timing. No negative comments were received on the Plan, and 22 of the 160 comments stated support for the Plan and its recommendations. In preparing the Final Draft of the master plan, staff and the consultant reviewed and responded to these comments. All 160 comments are not attached, but can be provided if requested.

**RESPONSE TO PLANNING COMMISSION COMMENTS:** On October 11, 2011, staff received oral comments from the Planning Commission during a public study session. Following the meeting, staff also received written comments from Commission Moran and Commission Massey. All Planning Commission comments and their responses are attached as Exhibit B for reference. Below is a summary of the four (4) subject areas which received the most comments and staff's response:

- **Goals, Objectives and Policies** – A total of five (5) comments were received regarding the Goals, Objectives and Policies. These comments related to concerns about exposure to vehicles, improve crossing of arterials, access for low-income community members, crossing barriers, and balancing safety and mobility. To respond to these comments, staff revised a number of policies to address these concerns and noted not to use safety to discourage pedestrian mobility.
- **Prioritization** – A couple of detailed comments relating to how the Plan prioritizes projects and how a project categorized as a low priority could be funded. To address all Planning Commission comments and comments from the general public, staff removed the categorization of high, medium and low priority, so that all of the recommended projects are now part of a master project list. This is beneficial as pedestrian improvement projects may be taken out of order depending on funding opportunities and other scheduled or non-scheduled street improvements. However, priority projects are still listed as a priority to guide staff as to where to improve the pedestrian environment in the next 5-years.

- **Rolled Curb** – Planning Commission comments related to prohibiting new rolled curbs and educating the public on how to park on them. As a practice Public Works does not install brand new rolled curbs in the City. During major street reconstruction, reconstruction of existing rolled curbs may occur, but staff will now evaluate whether or not it is possible to convert the existing rolled curb to vertical curbs. This evaluation is included in the revised rolled curb recommendation. Furthermore, staff will create an education program to educate the public on how to park on rolled curbs and not block the pedestrian path of travel.
- **Stormwater** – To address the Planning Commission’s comments relating to the inclusion of stormwater and the County’s Green Streets plan into the Pedestrian Master Plan, section 5.2.2 was added.
- **Zoning Code** – Outlined in detail below.

**PEDESTRIAN MASTER PLAN ZONING CODE REVISIONS:** During the Planning Commission Study Session there was a discussion about the proposed Zoning Code revisions (attached as Exhibit C) and how they relate to the Pedestrian Master Plan. All of the recommended Zoning Code revisions are meant to eliminate barriers for an improved pedestrian environment. As a response to the Planning Commissions questions and comments, the following is a brief description of the proposed Zoning Code revisions as outlined on page 5-28 of Chapter 5.4 of the Plan:

- **Section 27.38.090 Open Space Requirements** – There is a direct link between public open space and pedestrian activity, therefore, the proposed Zoning Code change includes the potential for more open space in the Central Business District by lowering the open space exemption threshold from 500 square feet to 200 square feet. By reducing this threshold, smaller development projects will be required to include open space within their developments.
- **Section 27.38.110 Required Retail Frontage** – The entrance widths for special uses are further limited to allow more width for retail frontage. This reduction results in an increase of between 2-4 feet of additional possible pedestrian active street frontage.
- **Section 27.64.023 Parking – Prohibited on Lawns, Flowers, Sidewalk** – The proposed changes add that parking on the sidewalk and impeding the pedestrian right-of-way is prohibited. This is also consistent with Section 22500 of the California Vehicle Code that limits parking on sidewalks. Additionally, the recommended change clarifies the driveway definition for this section.
- **Section 27.54.040 Fence or Hedge – Branch Extensions** – The proposed changes updates the Zoning Code to be consistent with Municipal Code Section 7.16.030 Public Nuisances Adversely Affecting The Public Peace And Safety, thereby limiting how vegetation obstructs the pedestrian right-of-way.
- **Section 27.87.020 Requirements** – This section is revised to allow outdoor restaurant seating on all zoning districts when associated with a legally permitted restaurant. Outdoor seating on the public sidewalk is currently only permitted in the Central Business District.
- **Section 27.87.030 Development Standards And Conditions of Use** – The proposed changes provide more flexibility for outdoor seating by reducing the minimum sidewalk clearance from 5 feet to 4 feet, allows for business to utilize adjacent

business frontages, and clarifies that this section is only referring to the public sidewalk.

- **Section 27.87.040 Off-Street Parking And Loading** – The revisions clarify that off-street parking shall not be required for outdoor seating on the public rights-of-way.

**GENERAL PLAN AMENDMENTS:** To ensure the City of San Mateo General Plan is consistent with the proposed adoption of the Citywide Pedestrian Master Plan and the recently adopted Bicycle Master Plan (adopted by the City Council on October 17, 2011), the following goal and policy amendments to the Circulation Element are proposed:

- GOAL 4:** ~~Develop and m~~Maintain a comprehensive bicycle and pedestrian circulation network which provides safe recreation opportunities and an alternative to automobile travel.
- C 4.1:** ~~Develop a bicycle master plan and prioritized capital improvement program that~~Implement the Bicycle Master Plan's recommended programs and projects to creates and maintains a fully-connected safe and logical bikeways system; supports the City's Sustainable Transportation Actions; and is coordinated with the countywide system.
- C 4.4:** ~~Develop a pedestrian master plan and prioritized capital improvement program that~~Implement the Pedestrian Master Plan's recommended programs and projects to creates and maintains a walkable environment in San Mateo and supports the City's Sustainable Transportation Actions.
- ~~**C 4.11:** Citywide Bikeways and Pedestrian Master Plan. Develop a Citywide Bikeways and Pedestrian Master Plan to outline strategies for improving bicycling and walking conditions in San Mateo, while raising the profile of bicycling and walking as modes of transportation.~~
- C 4.1211:** **Hillsdale Bicycle and Pedestrian Over Crossing.** Construct a bicycle and pedestrian over crossing in the vicinity of Hillsdale Boulevard over US 101.

The above mentioned General Plan amendments and additional minor text changes are attached as, Exhibit D for reference.

**PEDESTRIAN MASTER PLAN PROJECT SHEETS:** Following the Public Draft's public comment period and a staff review of the priority projects and community identified projects, project sheets were created to emphasize site specific recommendations. These locations were selected by staff to emphasize locations for pedestrian improvements and to be more competitive for grant funding opportunities. The following eleven (11) project sheets are new to the Final Draft of the Citywide Pedestrian Master Plan and

are also attached as Exhibit E for a detailed reference. There is a brief description of the intent of each project sheet below:

1. **3<sup>rd</sup> Avenue and Norfolk Street Intersection Improvement** – highlights infrastructure improvements to improve the pedestrian safety at this intersection.
2. **3<sup>rd</sup> Avenue and Parrott Drive Intersection Improvement** – conceptually illustrates long-term infrastructure improvements to improve the pedestrian mobility in this area.
3. **El Camino Real and Highway 92 Intersection Improvement** – highlights infrastructure improvements for the upcoming reconstruction of the interchange.
4. **Hayward Park Caltrain Station Path at 17<sup>th</sup> Avenue Improvement** – highlights improved access to possibly be included in association with the future development of the Hayward Park Caltrain parking lot.
5. **Alameda de las Pulgas and 20<sup>th</sup> Avenue Intersection Improvement** – highlights improved infrastructure near private schools.
6. **El Camino Real and 22<sup>nd</sup> Avenue Intersection Improvement** – highlights infrastructure improvements for crossing El Camino Real.
7. **Bridgepointe Circle Midblock Crossing Improvement** – highlights infrastructure for a new mid-block crossing.
8. **Franklin Parkway at Saratoga Drive Intersection Improvement** – highlights a missing crossing to connect two Class I multi-use paths.
9. **Alameda de las Pulgas Road Diet (Barneson Avenue to Crystal Springs Road)** – highlights a road diet in an area that may have excess roadway capacity and an opportunity for improved pedestrian access to two schools.
10. **El Camino Real Road Diet (2<sup>nd</sup> Avenue to 9<sup>th</sup> Avenue)** – conceptually illustrates a possible solution for improving the pedestrian safety and mobility in the downtown area.
11. **Norfolk Street Midblock Crossing Improvement** – highlights infrastructure improvements to an existing mid-block crossing.

#### **BICYCLE MASTER PLAN AND ASSOCIATED ZONING CODE MINOR MODIFICATIONS:**

After further review and implementation of the recently adopted Bicycle Master Plan and the Bicycle Parking Zoning Code, it was discovered that there was a discrepancy between the intent and the actual code language regarding long-term bicycle parking. This discrepancy relates to the spacing requirements required for each short-term and long-term bicycle parking space.

As currently stated in the code, all bicycle parking spaces shall be 2.5 feet wide by 6 feet deep in dimension. These dimensions are appropriate for individual and/or multiple short-term bicycle parking spaces, but when implementing these dimensions for multiple long-term spaces, the 2.5 foot (30-inches) wide spacing requirement eliminates the use and variety of a number of code complying pre-fabricated bicycle rack systems. The average pre-fabricated bicycle rack system for multiple bicycles has a spacing of 16-inches.

The unintended consequence of a wider than average spacing requirement has lead to a larger bicycle parking facility area, which results in a less than efficient facility and reduces the number of pre-

fabricated bicycle racks that are code complying. Furthermore, without being allowed to use the majority of pre-fabricated bicycle rack systems, the flexibility and variety of long-term bicycle parking facilities for different bicycle sizes, styles, and users is diminished.

Therefore, utilizing the Pedestrian Master Plan approval process and schedule, staff proposes to clean-up and clarify the Bicycle Parking Zoning Code. The clean-up Bicycle Master Plan text and Zoning Code revisions are attached as Exhibit F and G for reference.

**PROJECT SCHEDULE:** The Citywide Pedestrian Master Plan and its associated approvals is currently scheduled for City Council adoption on April 16, 2012. If the minor modifications to the Bicycle Master Plan and associated Zoning Code need further review, these amendments will be scheduled separately.

**ENVIRONMENTAL REVIEW:** The Citywide Pedestrian Master Plan requires the preparation of an environmental impact assessment under the provisions of the California Environmental Quality Act (CEQA). The City has prepared an Initial Study and Mitigated Negative Declaration (attached as Exhibit H), which identifies and discusses potential environmental impacts of the Plan and proposes mitigation measures to be incorporated in the project to eliminate any potentially significant impacts.

Only one impact was identified as being less than significant with mitigation incorporation, and this related to hydrology. Construction of certain projects would consist of grading and vegetation removal activities that may impact the surface runoff by increasing the amount of silt and debris carried by runoff. Additionally, parking of construction equipment during construction activities may result in oil, grease or related leads and spills. Measures have been included to ensure that these potential impacts are avoided or reduced to insignificance. There is no substantial evidence that the project will have a significant effect on the environment.

As of March 6, 2012, no comments have been received from the public on the circulated Initial Study/Mitigated Negative Declaration. No comments or other information has been received which has identified any new avoidable significant effects requiring any additional mitigation or project revisions; therefore, there is no requirement to substantially revise the document or re-circulate it. If written comments are submitted prior to the deadline, staff will update the Planning Commission at the public hearing. The 30-day public comment period to review and comment on the Mitigated Negative Declaration ends on March 12, 2012.

With respect to the Bicycle Master Plan amendments and related Zoning Code minor modifications, these have been deemed Categorical Exempt from the California Environment Quality Act as it cleans-up and clarifies an existing Zoning Code which will not have a detrimental effect on the environment. Furthermore, the addition of the bicycle parking requirements into the Zoning Code was reviewed during the Bicycle Master Plan's Mitigated Negative Declaration (adopted by the City Council on October 17, 2011).

**PUBLIC OUTREACH:** Public notice, in accordance with Government Code section 65090, was provided for this hearing through the publication of the Planning Commission agenda for the public

hearing in the San Francisco Examiner newspaper 10 days before the public hearing. Additional voluntary notification was provided through the distribution of public hearing notices via first class mail and/or email to:

- The City's "900 List" which contains nearly 100 Homeowner Associations, Neighborhood Associations, local utilities, media, and other organizations interested in citywide planning projects.
- The electronic interested parties list for the Pedestrian Master Plan which includes 125 interested individuals and the Bicycle Master Plan which includes 362 individuals.

**EXHIBIT:**

- A.** Final Draft Citywide Pedestrian Master Plan (electronic copies previously distributed to the Planning Commission on February 14, 2012)
- B.** Response to Planning Commission Comments Excel Spreadsheet
- C.** Recommended Pedestrian Master Plan Zoning Code Revisions
- D.** Proposed General Plan Circulation Element Amendments
- E.** Pedestrian Master Plan Project Sheets
- F.** Recommended Bicycle Master Plan Appendix B Modifications
- G.** Recommended Bicycle Master Plan Zoning Code Revisions
- H.** Pedestrian Master Plan Initial Study and Mitigated Negative Declaration (electronic copies previously distributed to the Planning Commission on February 14, 2012)
- I.** Mitigation Monitoring and Reporting Program
- J.** Planning Commission Resolution No. 2012-1
- K.** Planning Commission Resolution No. 2012-2

**Planning Commission Resolution 2012-1**

**Resolution Exhibits:**

- A.** Pedestrian Master Plan Initial Study/Negative Declaration and Mitigation Monitoring and Reporting Program (incorporated by reference)
- B.** Citywide Pedestrian Master Plan (electronic copy)
- C.** Amendment to the City of San Mateo General Plan (Redline)
- D.** Amendments to the City of San Mateo Zoning Code (Redline)

**Planning Commission Resolution 2012-2**

**Resolution Exhibits:**

- A.** Text Amendments to the Bicycle Master Plan (Redline)
- B.** Amendments to the City of San Mateo Zoning Code (Redline)

- c: Larry Patterson, Director of Public Works  
Susanna Chan, Deputy Director of Public Works  
Lisa Grote, Director of Community Development  
Ron Munekawa, Chief of Planning  
Stephen Scott, Zoning Administrator  
Darcy Forsell, Associate Planner  
Gabrielle Whelan, Deputy City Attorney  
Pedestrian Master Plan Steering Committee
- o Jay Michlin, Public Works Commissioner
  - o Gary Heap, Public Works Department
  - o Pete Steele, Parks and Recreation
  - o Sgt. Greg Jacobson, Police Department
  - o Lisa Ring, Planning Division
  - o Mike Leong, Fire Department
  - o Julia Yeh, Economic Development and Business Assistance Division
  - o Anna Kuhre, Member of SMUHA
- Public Works A.R. Binder  
Project File