



Item No: 1
Meeting Date: 3/25/2014

To: Planning Commission

Date: 3/11/2014

Authorized By: Ron Munekawa
Chief of Planning

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Subject: PA 13-052 CVS PHARMACY & RETAIL BUILDING PRE-APPLICATION;
1885 S. Norfolk Street, San Mateo, CA; APN: 035-383-200

RECOMMENDATION

That the Planning Commission review the proposed commercial project on a preliminary basis and provide input to the applicant and staff.

SITE DESCRIPTION

The project site is A 3.15 acre parcel, 137,217 square feet, located on South Norfolk Street at the northeast corner of Fashion Island Boulevard. The surrounding uses include commercial to the west, single family residential to the north and Highway 101 to the south, and the Marina Lagoon to the east. (Refer to Attachment 1 – Location Map.)

Presently, the on-site structures include a two-story 8,980 square foot commercial building (the Fish Market restaurant), and a 6,202 square foot vacant retail building (formerly a furniture store). The smaller retail building is proposed to be demolished. It was constructed in 1963.

The site is zoned C1-1, (Neighborhood Commercial) and is designated in the General Plan as Neighborhood Commercial.

PROJECT DESCRIPTION

The proposed project consists of the demolition of the existing 6,202 square foot building on the project site and includes the construction of a 16,556 square foot commercial retail building

for CVS Pharmacy with a drive-thru pharmacy, and a 4,000 square foot commercial retail building with related site improvements on the parcel including new parking lot and landscape areas with a stormwater retention system, parking lot lighting, trash enclosures, and new site driveway access.

The applicant wishes to subdivide the 3.15 acre site into three parcels: 1) Parcel 1, 52,028 square feet, for the Fish Market Restaurant and its associated parking; 2) Parcel 2, 16,339 square feet, for a new retail building and its associated parking; and 3) Parcel 3, 68,850 square feet, for the new CVS Pharmacy building and its related parking.

As shown in Table 1 below, a total of 167 parking spaces would be located on site at grade including 89 existing parking spaces for the Fish Market Restaurant, 17 parking spaces for the new retail building; and 61 parking spaces for the CVS Pharmacy.

**Table 1 – Proposed Parking
Fish Market Restaurant, CVS Pharmacy and Additional Retail Building**

<i>Lot #</i>	<i>Use</i>	<i>Required Parking</i>	<i>Proposed Parking</i>
1	Fish Market Restaurant (public area space is 5,441 sq. ft.; 1/50 sq. ft. up to 4,000 sq. ft. + 1/80 sq. ft. over 4,000 sq. ft.)	98	89
2	Retail Building (1/400 sq. ft.)	14	17
3	CVS Pharmacy (1/400 sq. ft.)	55	61
	<i>Total:</i>	<i>167</i>	<i>167</i>

The proposed project features streetscape improvements along Norfolk Street in front of the project site between Fashion Island Boulevard and Susan Court. The project will provide a multi-use (pedestrian/bike) path along the project boundary adjacent to Marina Lagoon shoreline. In addition, a new 8-foot wide pedestrian/bicycle path is proposed adjacent to Lot 2 which will provide access connection from S. Norfolk Street to the Marina Lagoon shoreline.

Project plans are included as Attachment 2 and the applicant's written project description is provided in Attachment 3 of this Administrative Report. The Sidewalk Standard from the Citywide Pedestrian Master Plan is referenced in Attachment 4. A commercial data form has been prepared that shows how these preliminary plans meet the development standards for the project as Attachment 5.

CODE AND POLICY COMPLIANCE

General Plan:

The General Plan Land Use Diagram designates the project site as Neighborhood Commercial. The proposed project is consistent with this land use designation. The proposed project is located within the "Shoreview" planning area which contains a supporting General Plan policy. PA 4.5, Norfolk /SR 92 Vicinity encourages redevelopment of the area along South Norfolk Street between Susan Court and SR 92 in the following manner: For properties between Norfolk Avenue and Marina Lagoon, encourage medium scale public-serving commercial uses, as delineated on the Building Height and Intensity Plan, such as a retail and restaurants. Redevelopment shall maximize public access to and along the Lagoon. Intensification or redevelopment of the land abutting Marina Lagoon is encouraged contingent on provision of continuous public access along the Lagoon from Susan Court to SR 92, and on achieving a building design that is oriented to and sensitive to the waterway.

Additional General Plan policies that apply to this project address a variety of topics, including land use, urban design, and noise. (Refer to Attachment 6 – List of Applicable Policies)

Zoning Code:

The site is zoned C1-1, (Neighborhood Commercial) and is designated in the General Plan as Neighborhood Commercial. This commercial zoning allows for retail uses subject to a maximum of 15,000 square feet of floor area, with drugstore uses allowed to exceed the 15,000 square foot maximum, and allows for special uses subject to approval of a Special Use Permit for drive-through facilities for financial institutions and pharmacies dispensing only prescriptions or medicinal goods at the drive-through facility. Drive-through facilities for pharmacies are subject to the parking requirements for financial institutions drive-through uses per Section SMMC 27.64.160(7)(a). At this time, the specific tenant for the additional commercial building is unknown, though, it has been designated for a retail use and for purposes of calculating the parking requirement, the applicant has applied the retail parking standard.

The formal planning application will show compliance with all applicable Zoning Code requirements, including bicycle parking and parking lot landscaping. At this preliminary stage, the proposed project appears to be generally consistent with the development standards of the Zoning Code for this zone district.

Relevant Area Plan: The Shoreline Park Specific Plan that was adopted in 1971 with revisions adopted by the City Council in July 1990 is relevant to the proposed project. This plan provides a conceptual guide for the future of San Mateo's shoreline and is intended to implement the goals and policies of the General Plan for the shoreline area. Because of the direct relationship to the Bay, Marina Lagoon (formerly Seal Slough) is addressed in the Shoreline Park Specific Plan. Area 4 - Marina Lagoon specifically indicates that 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 parks and recreation facilities. Public safety will be a major concern along areas of public access to the Lagoon.

Design Review: This project will require design review by the City's design review consultant. The consultant's review will focus on conformance with the Urban Design Element and Shoreline Park Specific Plan guidelines and policies as applicable.

Entitlements: As proposed, the project would require Site Plan and Architectural Review (SPAR), a Tentative Parcel Map to subdivide the subject site into three parcels, and a Special Use Permit (SUP) for the drive-thru pharmacy. The SUP may impose conditions pertaining to drive-thru pharmacy use, traffic, and noise. Sample findings for these entitlements are included as Attachment 7.

ISSUES

Site Planning: General Plan policies UD 2.6 and UD 2.9 encourage commercial development to be located at the street in retail areas to encourage pedestrian activity. Required parking should be located toward the sides and rear of parcels. Buildings that are located towards the rear of a parcel with parking in front create a cluttered appearance from standing signs, parking areas and exposed building faces. They also discourage pedestrian activity by placing a parking lot between the street/sidewalk and the building. Buildings located at the street provide visual interest for motorists and pedestrians, encourage pedestrian activity by being located next to the sidewalk and on-street parking, and provide a sense of street enclosure.

The proposed CVS Pharmacy building does not directly front on to Norfolk Street. With the location of the drive-thru, as proposed, the CVS store has less presence to the street and the store entrance is barely visible from Norfolk Street. The store entrance is only visible once a customer is already on the property. The store orientation is not towards the street.

Circulation: The proposed project does not comply with General Plan policy C1.1 which discourages non-local and commercial traffic from using local and collector residential streets through land use restrictions and traffic control devices, where appropriate. The applicant has indicated that truck deliveries would likely travel from Highway 101 onto Norfolk Street into the residential neighborhood to the north with a turn onto Halsey Avenue, another turn onto Eisenhower Street and to Roberta Drive to get back to Norfolk Street in a southbound direction with a final left hand turn into the subject property. This entails multiple turning movements into several local streets in a residential neighborhood and does not conform to this General Plan policy to minimize traffic in residential neighborhoods.

There is conflict with the location of the proposed drive-thru facility and truck delivery circulation and parking. Initially, a drive-thru was located in a more remote part of the site and

the Police Department indicated that for security purposes, it should be moved to a more visible location from South Norfolk Street. While the drive-thru was moved to the present location shown on the plans, this spot has potential conflicts with drive-thru customers as it will take several turning maneuvers to adequately park a delivery truck and leave the truck parking space to exit the site. A customer using the drive-thru pharmacy could have line of sight issues and not see whether a delivery truck is parking or leaving the site and a circulation conflict could arise.

Traffic: A Traffic Impact Analysis will be prepared by the City's Traffic Consultant for the formal planning application to examine project impacts including, but not limited to, analysis of the nearby signalized intersections, changes to the circulation to and from the site, parking demand, and parking compliance with code regulations. The study will also analyze bicycle and pedestrian circulation.

Parking: Parking is presently heavily utilized on site for the Fish Market Restaurant during the lunch and dinner hours. While the proposed preliminary plans show that parking is met for the overall site per the zoning code parking standard, it does not meet the requirement for the Fish Market Restaurant on the proposed new parcel. Eight-nine (89) parking spaces are provided for this restaurant where 98 are required resulting in seven (7) spaces short for Lot 1. However, extra spaces are dispersed separately on the other lots. Three (3) additional spaces are provided for Lot 2 and six (6) additional spaces for Lot 3. As noted in the 'Traffic' section above, parking utilization will be addressed in a parking demand analysis for the formal planning application submittal to address how parking will be used during the peak restaurant hours to ensure appropriate parking for all buildings on-site.

Bike and Pedestrian Improvements: The applicant is working closely with Planning Staff and the City's Public Works Department to ensure proposed improvements in the vicinity of the site such as the pedestrian crosswalk, bicycle path improvements and other upgrades in the public right-of-way. The mid-block pedestrian crosswalk should be moved to access and connect to the pedestrian/bicycle path along Marina Lagoon. Additionally, the crosswalk should connect appropriately across the street on Norfolk Street to Parkside Plaza.

Design Review: While the project will require design review by the City's design review consultant, staff has concerns regarding initial review of the building designs. Some issues to be addressed include the south elevation facing Norfolk Street which consists of blank walls. Likewise, the back side of the CVS Pharmacy building facing the Lagoon has blank walls. These elevations do little to provide architectural interest to passersby.

Plans for the 4,000 square foot retail building are conceptual only. The elevations do show a building in the same vernacular as the CVS Pharmacy building.

Trash Enclosures: The trash enclosure for the retail building on Lot 2 is shown on Lot 3 of the preliminary review site plan, must be located to Lot 2 and near or adjacent to the building it serves. It should not be placed such that persons need to maneuver through a parking lot and around a landscape strip to pick-up or throw out garbage as is presently shown on the site plan.

The trash enclosure for the CVS Pharmacy on Lot 3 should be relocated out of the landscape border and moved to the rear (back) of the building. This would better serve this building and would remain out of the circulation for customers using the drive-thru and delivery truck parking.

NEIGHBORHOOD INPUT

City Staff attended the applicant's formal neighborhood meeting which was held on March 6, 2014 along with 28 attendees from the neighborhood (Attachment 8, Neighborhood Meeting Minutes). The applicant presented the scope of work proposed and engaged with the attendees in a general question and answer session regarding the proposed scope of work, neighborhood concerns, feedback, and process. Concerns expressed by the neighbors included:

- The project should go to Public Works Commission due to flooding and silting issues on Marina Lagoon.
- Traffic associated with project should not enter into the adjacent residential neighborhood.
- No drive-thru window should be allowed.
- Landscape on this special site next to Marina Lagoon is very important.
- Back side of building facing Lagoon must be articulated as those living on the Lagoon will view it.
- No trash dumpsters on back side of site.
- Any use and project on the site should have a use, feel, and architectural style that are appropriate with the existing Fish Market Restaurant and the Marina Lagoon at this waterfront site.
- The bicycle path should connect from the public library to the intersection of Norfolk and Fashion Island Boulevard.
- Parking demand is high for Fish Market Restaurant which utilizes most of the existing parking during lunch and dinner every day.
- Traffic and safety impacts for vehicles, bicycles and pedestrians in this area.
- Environmental impact on Marina Lagoon.
- This project would be better placed in the shopping center across the street at Parkside Plaza.

Letters of public comments have been received to date (Attachment 9).

PUBLIC OUTREACH/COMMENTS:

In accordance with Government Code section 65090, notice of this hearing was published in the Examiner newspaper 10 days before this Study Session. In accordance with Government Code section 65091 and the City's Municipal Code noticing requirements, this hearing was noticed to the following parties ten days in advance of the March 6, 2014 neighborhood meeting:

- Property owners, residential tenants and business tenants within 1,000 feet of the project site;
- 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 City's E-Notify Email list; and,
- The interested parties list which includes interested individuals who contacted the City and requested to be added to the project notification list.

ENVIRONMENTAL REVIEW

An environmental document in accordance with the California Environmental Quality Act (CEQA) will be prepared for the project. At this time, it has not been determined what type of environmental document will be prepared. Environmental factors potentially affected that need to be addressed during the formal review of the planning application include, but are not limited to: aesthetics, air quality, greenhouse gas emissions, noise, transportation circulation and parking, and any issues raised at the neighborhood meeting.

SUMMARY AND NEXT STEPS

At this time, staff is seeking Planning Commission comments and input on the following issues:

- Site Plan – site layout, building locations and orientation, site circulation, vehicle access, drive-thru location, truck delivery parking and loading zone
- Preliminary Building Design – massing and building form, architectural style, façade articulation
- Special Use Permit – to allow a drive-thru pharmacy in a commercial zone district

Following this study session, the applicant will revise the plans as necessary to respond to comments from staff and the Planning Commission and submit a formal planning application.

ATTACHMENTS

1. Location Map
2. Preliminary Project Plans
3. Applicant's Project Description

4. Sidewalk Standard from Citywide Pedestrian Master Plan
5. Preliminary Commercial Data Form
6. Applicable General Plan and Shoreline Park Specific Plan Policies
7. SPAR, SDPA, Vesting Tentative Map, and Special Use Permit (SUP) Findings
8. Neighborhood Meeting Summary
9. Public Comments

CC (AR and attachments (hardcopy) via USPS First Class Mail)

Property Owners

Applicant

CC (AR only (hardcopy) via USPS First Class Mail)

CC (Website link to AR and attachments via Email)

Interested Parties (if email address was provided)

Dennis Frank, Landscape Architect, Park and Recreation Department