



Item No: 1  
Meeting Date: 5/13/2014

**To:** Planning Commission

**Date:** 5/6/2014

**Authorized By:** Ron Munekawa  
Chief of Planning

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**Subject:** PA 14-020 STATION PARK GREEN PRE-APPLICATION;  
1700 and 1790 S. Delaware Street, San Mateo, CA; APN: 035-200-60,  
035-200-180

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## **RECOMMENDATION**

That the Planning Commission review and provide input on the proposed pre-application for Site Plan and Architectural Review (SPAR), Site Development Planning Application, and Tentative Subdivision Map, and revisions to the Specific Plan and Design Guidelines.

## **BACKGROUND**

On June 6, 2005 the City adopted the *San Mateo Rail Corridor Transit-Oriented Development Plan* (Corridor Plan). The intent of the Corridor 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 for those who already live and work in the area. The TOD Policies of the Corridor Plan are designed to encourage and facilitate transit use and reduce vehicle trips.

The project site is included in the Corridor Plan area and is identified as part of the Hayward Park Station Area in the Corridor Plan. The Hayward Park TOD area allows predominantly residential uses, with some office, retail 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 area.

The Corridor Plan specifically allows for the following on the project site:

- Residential or office development on the project site with a maximum FAR of 3.0.
- Residential density with a maximum net density of 50 dwelling units per acre, and a minimum of 35 dwelling units per acre.
- Retail uses with a maximum FAR of 0.3
- Development of buildings at 35 to 55 feet in height.

ARJAX Railroad Associates, II, LLC, (the applicant) and the City entered into a Development Agreement for the Station Park Green mixed-use, transit-oriented development project on February 24, 2011. The original Station Park Green project including the Specific Plan and Design Guidelines were approved by the City Council on January 18, 2011 in addition to the Initial Study/Mitigated Negative Declaration which was adopted on the same date.

Annually, the Planning Commission reviews the Development Agreement of the compliance of the property owner with the terms and conditions of document as part of the Station Park Green project (PA07-030), for which it was most recently reviewed on February 11, 2014. The owner has complied with or is working toward completing all the applicable requirements of the Development Agreement. There remains seven years of the Development Agreement's ten year term.

## **SITE DESCRIPTION**

The project site is located within the San Mateo Rail Corridor Plan's Hayward Park Station TOD (Transit-Oriented Development) Overlay Zone and consists of an approximately 12 acre parcel located at the northwest corner of South Delaware Street and Concar Drive (refer to Location Map, Attachment 1). The project site is the current location of the K-Mart/office building and the Michael's Arts and Crafts retail building. These buildings have a substantial amount of adjacent surface parking and minimal landscaping. The Shell Service Station located at the corner of Delaware Street and Concar Drive is also included in the project site. The subject property is adjacent to a variety of uses including commercial and office uses directly to the north; multi-family and single-family uses to the north and east; retail uses to the south and southeast adjacent to State Route 92 (also, the sites of the approved Hines 92 and Delaware Office Buildings); and the Hayward Park Caltrain Station and rail line directly to the west.

The property has a land use designation and zoning classification of Transit Oriented Development (TOD).

## **PROJECT DESCRIPTION**

The Specific Plan proposes the demolition of the existing buildings on the project site and construction of a mix of residential, office, retail, open space, pedestrian pathways, and park uses.

The project will include up to 90 below-market rate units in accordance with the 15 percent below market rate requirement for the City of San Mateo. Since the original approval of the Specific Plan, Design Guidelines, and Development Agreement, changes are proposed to the project. Table 1 below shows the original proposed Station Park Green Project compared to the proposed revised project.

**Table 1: Original Versus Proposed Station Park Green Project**

<b>Standard</b>	<b>Original Project</b>	<b>Proposed Project</b>
<i>Block Pattern</i>	12 blocks: <ul style="list-style-type: none"> <li>• 8 developed</li> <li>• 4 open space</li> </ul>	8 blocks: <ul style="list-style-type: none"> <li>• 4 developed</li> <li>• 4 open space</li> </ul>
<i>Floor Plates</i>	Floor plates vary based on the block size. Footprints range from 4,000 to 78,000 square feet per building.	Larger floor plates as a result of change to block pattern. Footprints range in size - approximately 48,500 to 69,000 square feet per building
<i>Parking</i>	Underground	Enclosed above-ground/wrap around parking
<i>Retail use</i>	Six locations within site	Within a single block at northeast corner at intersection of S. Delaware Street & Concar Drive
<i>Dwelling Units</i>	599 units maximum	599 units maximum
<i>Retail (retail, services, restaurant uses) sq. ft.</i>	25,000 – 60,000 gsf	25,000 gsf minimum 60,000 gsf maximum
<i>Commercial Office sq. ft.</i>	10,000 – 45,000 gsf	10,000 gsf office minimum 45,000 gsf office maximum
<i>Public Open Space</i>	2 acres	Approximately 2.4 acres +
<i>The Park</i>	Approximately 1 acre	Approximately 1 acre
<i>Maximum Floor Area Ratio (all uses)</i>	3.0	1.05
<i>Maximum Floor Area Ratio (Retail)</i>	0.3	0.04 gsf
<i>Maximum Building Height</i>	55 feet (35 feet along S. Delaware Street)	55 feet (35 feet along S. Delaware Street)
<i>Minimum Setbacks</i>	Various based on Station Park Green Specific Plan and Design Guidelines	Various based on Station Park Green Specific Plan and Design Guidelines
<i>LEED Certification</i>	LEED-ND	LEED-Gold ND

The most significant changes to the project consist of the following (refer to proposed Specific Plan, Attachment 2):

*Project Program:* The project program includes approximately 599 residential units, a minimum of 10,000 square feet of office uses and minimum 25,000 square feet of retail uses.

While there is a maximum size noted for the office and retail uses, at this time, it is anticipated that the office space will be in the range of 10,000 square feet and retail/restaurant/service use square footages will be in the range of 25,000 square feet.

*Block Plan:* The block plan has been modified from 12 to 8 blocks, as the applicant no longer proposes subterranean parking; rather is proposing enclosed at-grade or elevated parking. In order to accommodate this parking configuration, a larger building footprint is needed to allow for adequate circulation. Of the 8 blocks, 4 continue to be open space blocks, while the remaining 4 are developable blocks rather than 8 previously approved.

The revised block pattern proposes the division of the project site into eight blocks divided by streets and pedestrian ways connecting into the existing street grid.

Retail use was previously approved in six locations, whereas in the revised project, retail use is proposed at ground level at one block (refer to 'Current Illustrative Site Plan' in proposed Specific Plan, Attachment 2) at the northeastern corner of the project site near Concar Drive and South Delaware Street. Office use is proposed also at ground level at the southern portion of this block. Dwelling units will be located above the retail and office uses at Block 1 and provided at Blocks 2, 3, and 4.

*Open Space/Park:* The project proposes an approximate one-acre private park that is publicly accessible and a network of parks and pedestrian pathways that are publicly accessible for a total of approximately 2.4 acres of open space. Three open space areas have been added at the entrances to the site including the: 1) Park area surrounding Garvey Street; 2) Park area along A Street; and 3) Park area and emergency vehicle access (EVA) which forms the western perimeter of property facing the Hayward Park Station and the JPB property.

*Site Circulation and Access:* The project proposes site access at various locations, including 1) Garvey Way; 2) A Street at Concar Drive; and 3) B Street at Delaware Street. All streets and parks within the project will be private.

As a result of the changes to the block pattern, circulation has been modified for motorists, pedestrians and bicyclists. There are numerous pedestrian paths/connections throughout the project which consist of the following: (Refer to 'Current Network Concept' in the Proposed Station Park Green Specific Plan, Attachment 2 for the pedestrian paths/connections.)

- B Street corridor;
- EVA between the AAA site and Block 4;
- Passageway at Block 4;

- Both lobby entrance at Block 4;
- A Street walkway through park and sidewalk pavement parallel to the park;
- EVA along Concar Drive;
- Along Garvey Street;
- EVA and B Street;
- Lobby entrance to Building 2;
- 3 lobby entrances at Building 3;
- West entrance to Building 4;
- EVA entrance to Building 4; and
- B street entrance from Building 4.

Bicycle circulation throughout the project site includes: (Refer to 'Current Bike Trail System' in the Proposed Station Park Green Specific Plan, Attachment 2 for the bicycle circulation.)

- Class II bike path around the park;
- Class III bike path along Concar Drive;
- Class II and Class III bike paths along Delaware Street;
- Class III bike path on Garvey Street; and
- Class I bike path along the west facing EVA.

The greenway along the JPB property line will function as a 'woonerf', which is a limited-access private street where pedestrians and bicyclists have priority over vehicles. The 'woonerf' will be limited to emergency vehicles only, and will be integrated with a classified bicycle route.

*LEED-ND:* The project continues to be developed at LEED for Neighborhood Development certification and is proposed at gold level as it incorporates many sustainable features including storm water management into the overall design of the project, as well as numerous Transportation Demand Measures (TDM). Buildings would be required to be built to the California Green Building Standards Code (CALGreen Code)

*Station Engagement:* The Specific Plan and Design Guidelines each include a section entitled, "Station Engagement", since it is the ultimate goal of the Specific Plan and Design Guidelines to integrate the Plan Area seamlessly with the adjacent Joint Powers Board (JPB) property by providing for direct adjacency of buildings and the connection of vehicular, bike and pedestrian ways. Seamless integration and direct connection between these two properties will facilitate and improve the circulation for the entire Hayward Park TOD Station Zone.

The proposed Specific Plan illustrates Station Engagement in several ways: 1) Connection to 16<sup>th</sup> Avenue from the Station Park Green development; 2) Clear connection to draw visitors through the Station Park Green development and JPB property; 3) Entry stoops fronting the JPB property; and 4) A multi-purpose pathway to encourage continuous pedestrian and bicycle accessibility in both the north-south and east-west direction.

The applicant's intent is to be consistent with the following six guiding principles of the Station Park Green Specific Plan:

- 1) Implement the transit-oriented development aims of the Corridor Plan.
- 2) Consider the area context in determining the location, height, and density of uses.
- 3) Lead with landscape, investing in parks and streetscape to establish the character of the area.
- 4) Facilitate station-to-neighborhood connectivity.
- 5) Create a vital center with a vibrant mix of uses.
- 6) Design for sustainability.

The revised proposed Specific Plan and the previously approved Specific Plan and Design Guidelines, dated February 17, 2011, are provided under separate cover as Attachment 2, 3, and 4, respectively.

#### **CODE AND POLICY COMPLIANCE**

While the sections below indicate relevant General Plan and Rail Corridor Plan goals and policies, it is important to note that a Specific Plan, Design Guidelines and Development Agreement were previously approved by the City.

##### General Plan:

The General Plan Land Use Diagram designates the project site as Transit Oriented Development. The proposed project is consistent with this land use designation. As the project site is located within the San Mateo Rail Corridor Plan's Hayward Park Station TOD (Transit-Oriented Development) Overlay Zone, LU 3.4, Rail Corridor Transit-Oriented Development Plan (Corridor Plan) is relevant to this project. Establish the Corridor Plan 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 Cal Train station areas, while maintaining and improving the quality of life for those who already live and work in the area. Development within the plan area shall comply with the policies of the Plan.

For a full list of all the San Mateo General Plan and Rail Corridor Plan policies that apply to this project, which include a variety of topics, refer to Attachment 5, List of Applicable Policies.

##### Zoning Code:

The site is zoned Hayward Park Station TOD (Transit Oriented Development) and is designated in the General Plan as Transit Oriented Development. This mixed use zoning allows for uses which are permitted in the TOD areas as designated in the Rail Corridor Plan Land Use Plan and include predominantly residential uses, with some office, retail shops, and services.

The formal planning application will show compliance with all applicable Rail Corridor Plan, Specific Plan, Design Guidelines and Zoning Code requirements. At this preliminary stage, the

proposed project appears to be generally consistent with the development standards of the Specific Plan and Design Guidelines for this zone district.

A variety of housing types at varying building heights are proposed as part of the project. The housing types include townhomes and apartments. The project proposes townhomes or townhome-style units and mixed-use buildings along South Delaware Street in conformance with the 35 foot height limit applicable for a 45-foot depth at that location. The rest of the project site would be constructed below the 55 height limit.

The project is also expected to include the following retail types at the project: a small grocery store, as well as neighborhood-serving retail, which could include services such as dry cleaning, cafes, a coffee shop, and a bank. The types of retail businesses allowed in the plan area are limited to those uses allowed in the C1 (Neighborhood Commercial District) of the City of San Mateo Municipal Code.

The project incorporates mixed-used high density development, neighborhood serving retail uses, shared parking, transportation demand management (TDM) measures, and pedestrian and bicycle amenities, all of which reduce vehicle trips and result in a transit oriented development. The project also provides for improved access and connectivity of adjacent uses to the Hayward Park Train Station and to the surrounding area.

Relevant Area Plan: The San Mateo Rail Corridor Plan was adopted in 2005 and is relevant to the proposed project. The project conforms to the objectives of the San Mateo Rail Corridor Transit-Oriented Development Plan in the following manner:

- The project improves connections to train stations, pedestrian and bicycle environment through the plan area, and manages traffic and encourages alternatives to driving. *Objectives (A), (C), (F)*
- The project concentrates development at public transit station areas and encourages mixed-use development near transit stations. *Objectives (G), (H)*
- The project encourages transit-supportive development and shared parking. *Objectives (M), (Q)*
- The project is compatible with existing development by respecting community character and controlling height and massing of the new development. *Objective (R), (S)*

At this time, the pre-application focuses on the site plan and broader design issues. The design policies that are relevant in the Rail Corridor Plan, include the following:

**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.

**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. The basic layout should include interconnected streets, which may be accomplished via a “flexed” or “bent” grid, or other pattern, as long as multiple, and convenient, alternative travel routes are provided.

Entitlements: As proposed, the project would require Specific Plan and Design Guidelines Amendments, Site Plan and Architectural Review (SPAR), a Site Development Planning Application for tree removal, grading and public improvements, and a Tentative Parcel Map to merge the two existing parcels into one lot and then subdivide into four lots.

## ISSUES

*Site Planning/Circulation:* As mentioned previously, the site plan has changed to provide 4 developable blocks and 4 open space blocks in order to accommodate larger building floor plates and a new plan for the enclosed parking. In addition to these modifications, some of the pedestrian and bicycle circulation configuration has changed as well. With these site design revisions and larger blocks, the circulation system appears to remain pedestrian friendly and walkable from within and throughout the site to connect to the Hayward Train Station and surrounds.

*Bike and Pedestrian Improvements:* The applicant is working closely with the City’s Public Works Department and Planning Division Staff to ensure proposed improvements in the project and the vicinity of the site, such as the pedestrian walkways and crosswalks, bicycle path improvements and other upgrades in the public right-of-way are done appropriately to ensure safe travel.

The proposed mixed-use path along Concar Drive shown in the ‘Current Bike Trail System’ of the proposed Specific Plan, should be a Class I bicycle path as it has Class I dimensions and would better conform to the City’s Bicycle Master Plan.

*Parking:* Parking is provided at the parking ratios required in the previously approved Specific Plan. The applicant has indicated that shared parking, such as a Zip Car service, will be provided for approximately 6 vehicles in the project and likely to be located in or near the retail commercial parking area. The details of this program and actual location will need to be provided for the formal Planning application.

*Design Review:* This project will require design review by the City’s design review consultant when the formal SPAR application is submitted. The consultant’s review will focus on

conformance with the General Plan Urban Design Element and Station Park Green Specific Plan guidelines and Design Guideline policies as applicable.

## **NEIGHBORHOOD INPUT**

City Staff attended the applicant's formal neighborhood meeting at the San Mateo Marriott Hotel, which was held on April 15, 2014 along with 40 attendees from the neighborhood (refer to Neighborhood Meeting Summary, Attachment 6), the applicant, architect and City staff. 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. Questions and comments expressed by the neighbors include:

- What is the maximum height of the project?
- How high are the two walls along Concar and Delaware?
- How many parking spaces are assigned to the units?
- How many units will be low-income units?
- The project would result in loss of view of the mountains.
- There should not be any blank walls in development.
- Budget should be added to project to require the applicant to provide double pane windows to all homes along the 19<sup>th</sup> Avenue Park neighborhood for sound attenuation and insulation to help reduce noise.
- Children's play area and equipment should be added to the park space for residents of the development.
- How can applicant guarantee that the development will result in a high ridership of public transit?
- Will the Hayward Park train service improve with the construction of this development?
- There is no parking available in downtown San Mateo now. Will there buses or shuttles provided from this development to downtown San Mateo?
- Who is responsible for making sure drainage areas remain clean?
- Train fares should be reduced for residents of the development.
- There should be an auditorium for community use in the project.
- How long will construction occur and when can tenants move into the development?
- There has been a mismanagement of existing parking.
- How will construction management, materials and traffic be handled?
- How many retail businesses will be located within the development?
- The strip of walkway from Hayward Park Station to 16<sup>th</sup> Avenue needs to be upgraded? Who is responsible for this?
- What options are available for folks with accessibility challenges and handicap parking?
- The off-ramp from Concar is unsafe. What will be done to solve the traffic congestion at this off-ramp?

Staff has received two letters to date from the public offering comment on the project (refer to Attachment 7).

## **PUBLIC NOTIFICATION:**

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 May 13, 2014 Study Session:

- 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**

A Mitigated Negative Declaration was certified by the City Council on January 28, 2011 which tiered off of the San Mateo Rail Corridor Transit-Oriented Development Plan (Corridor Plan) Environmental Impact Report (EIR) (August 23, 2010). Planning Staff and the City Attorney's Office are conducting the necessary background to determine the appropriate environmental analysis for the project in accordance with the California Environmental Quality Act (CEQA). At this time, it has not been determined what type of environmental document will be prepared. No project conditions have changed since the previous Mitigated Negative Declaration was prepared.

## **SUMMARY AND NEXT STEPS**

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

- Does the revised Specific Plan continue to meet the goals and intent of the Rail Corridor Plan?
- Does the revised Specific Plan provide ample connectivity of adjacent uses to the Hayward Park Train Station and to the surrounding area?
- Site Plan – site layout, building locations and orientation, site circulation, vehicle access, drive-thru location, truck delivery parking and loading zone, change from underground parking to above ground parking

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 Specific Plan Amendment, Amendment to Design Guidelines, Site Plan and Architectural Review (SPAR) and Site Development Planning (SDP) application for public improvements and for the design of the buildings and all private improvements. The revised Specific Plan and Design Guidelines will be

submitted to incorporate the design detail modifications being proposed. It is envisioned that there will also be additional Planning Commission meetings to review the proposed project architecture and design details.

#### **ATTACHMENTS**

1. Location Map
2. Station Park Green Specific Plan – dated April 16, 2014
3. Station Park Green Specific Plan – dated February 17, 2011
4. Station Park Green Design Guidelines – dated February 17, 2011
5. Applicable General Plan and Rail Corridor TOD Plan Policies
6. Neighborhood Meeting Summary
7. Public Comments

(Attachments 2, 3, and 4 were previously distributed to the Planning Commission. They may be found electronically on the City's What's Happening website at <http://www.cityofsanmateo.org/index.aspx?nid=2760> and <http://www.cityofsanmateo.org/index.aspx?NID=1877>, respectively.)

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

Alan Talansky, EBL&S Development LLC, Property Owner & Applicant  
Jared Eigerman, Dalton & Finegold, LLP  
Gabrielle Whelan, Assistant City Attorney  
Matt Bronson, Assistant City Manager/Interim Community Development Director  
Ronald Munekawa, Chief of Planning  
Gary Heap, Public Works Department Engineering Manager  
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#### **CC (Website link to AR and attachments via Email)**

Interested Parties (if email address was provided)  
Dennis Frank, Landscape Architect, Park and Recreation Department

