

South San Francisco Downtown Station Area Specific Plan



South San Francisco Downtown Station Area Specific Plan
Adopted February, 2015

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BACKGROUND AND PURPOSE

This Specific Plan has been prepared in order to guide future development in the portions of the City of South San Francisco that lie within a ½-mile radius of the Caltrain Station. An important underlying goal of the project is to support transit ridership as part of a sustainable future for the City and region. The City was the recipient of a MTC/ABAG Station Area and Land Use Planning (SALUP) grant to support the effort; the grant has allowed a comprehensive analysis of constraints and opportunities for the area.

This Specific Plan provides the blueprint for future change and improvements in the Downtown and adjoining areas. The format of this Plan will be helpful in streamlining development of new housing and retail/commercial uses by eliminating the time-consuming need for proponents to prepare General Plan amendments and environmental review for every project.

The Specific Plan is accompanied by a program EIR that describes potential environmental impacts and proposes mitigation for those impacts. Also included in this planning effort are proposed amendments to the General Plan and to the zoning component of the Municipal Code.

KEY PARTICIPANTS AND PROCESS

The process of preparing the Station Area Specific Plan occurred over a 30-month timeframe, starting in February 2012, with a draft made public in Summer 2014, and with Council consideration in Fall 2014. Community participation for the South San Francisco Downtown Station Area Plan was integrated throughout the planning and design process, engaging the public

early in the process to solicit feedback and input. The process included collaborative workshops, small group interviews, and advisory committees that were asked to oversee and provide technical expertise and community representation.

Citizens' Advisory Committee

A Citizens' Advisory Committee comprised business owners, residents and non-profits in the area. The committee met six times during the planning process and provided important insights into issues facing businesses and residents. The committee also reviewed plans and provided direction throughout the process.

Technical Advisory Committee

City staff and representatives of local and regional agencies provided technical expertise to the project, ensuring coordination with other city goals, policies and plans, and helping coordinate with ongoing local and regional plans and strategies.

Focus Groups and Stakeholder Interviews

Community stakeholders were approached for their input early in the process. These included informal visits to business owners along Grand Avenue and discussions with vendors and attendees of the South San Francisco Farmers' Market. In addition, the City coordinated with local and regional groups representing environmental, social, employment, and business interests.

Community Workshops

Three community workshops were conducted during the planning process. Designed to be highly interactive, including activities such as visioning, voting, small group discussions, and other means to engage attendees and gain their insights into issues and opportunities in the plan area, the meetings were very useful in achieving an understanding of community issues and goals. Alternative land use scenarios, connectivity, pedestrian-friendly standards, accessible design and affordable housing all were discussed.

Commission and Council Study Sessions

Two study sessions with members of the City Council and Planning Commission were also held. The first was an update provided to the project subcommittee and the second was a presentation to a joint study session of both bodies. These were important to the process in providing additional insights into policy directions and priorities.

Website

A project website (www.ssf downtownplan.org) was created which served as a central place for project information and announcements, including meeting notes, agendas, presentations, plans and graphic material, as well as a resource page linking to other important websites and relevant projects. This information will be transferred to the city's website—www.ssf.net—upon adoption of this plan.

Project Participants

South San Francisco City Council

Mayor Karyl Matsumoto
Vice Mayor Rich Garbarino
Mark Addiego
Pradeep Gupta, Ph.D
Liza Normandy

Planning Commission

Chair Carlos Martin
Vice Chair Alan Wong
Mary Guisti
Alex Khalfin
Rick Ochsenhirt
Aristides C. Ruiz
Bill Zemke



Images above are from the first community meeting in September 2012 where attendees were asked to provide input on land use, circulation & transportation, and Grand Avenue improvements.

Technical Advisory Committee

Susy Kalkin, Chief Planner
 Norma Fragoso, Housing Manager
 Mike Lappen, Economic Development Coordinator
 Jim Kirkman, Chief Building Official
 Armando Sanchez, Redevelopment Consultant
 Jason Rosenberg, Assistant City Attorney
 Luis Da Silva, Fire Marshall
 Sharon Ranals, Parks & Recreation Director
 Bruce McPhillips, Sergeant, Police Department
 Sam Bautista, Principal Engineer
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 Gillian Adams, ABAG
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 Beth Thomas, Caltrans
 Shepherd Heery/Alan Katz/Jelanie Dodson, Brookwood Group
 Jan Lindenthal, MidPen Housing

Citizens' Advisory Committee

Miguel Nava, HOTHRA
 David Schnee, Group 4 Architecture
 Maria Martinucci, SSF Chamber of Commerce
 Bruce Wright, Good & Fowler/SSF Rotary
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BKF Engineers | Civil Engineering, Infrastructure, Cost Estimating

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Atkins | Environmental Analysis

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Community Outreach/Translation

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SPECIFIC PLAN CONTENTS

The Specific Plan includes the following chapters:

Chapter 1: Introduction and Context—introduction to the plan, process and participants; an overview of the physical and historic context of the site as well as a description of existing conditions.

Chapter 2: Vision—the community’s vision for the plan area.

Chapter 3: Land Use and Urban Design—principles, policies and the projected development program for land use in the Specific Plan area; urban design principles and policies to guide improvements in the character of the plan area.

Chapter 4: Circulation and Parking—principles, policies and identification of the circulation network that will serve the downtown and Eastern Neighborhood; parking standards and management strategies.

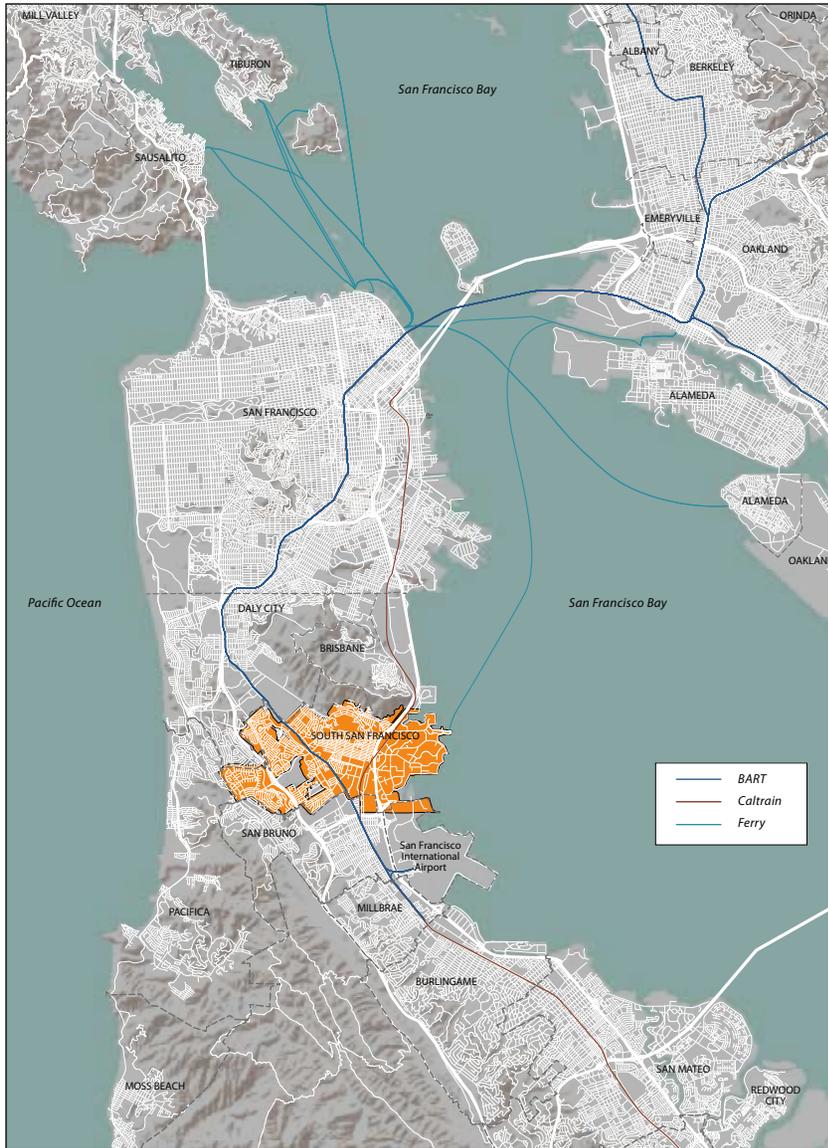
Chapter 5: Design Standards and Guidelines—a summary of important regulations and design standards that will shape future development of future development.

Chapter 6: Utilities and Public Services—a description of public services and utility infrastructure that exists or will be needed to support future development.

Chapter 7: Implementation—infrastructure improvements, implementation priorities, phasing and financing opportunities.

Small group work sessions and general discussions at the third community meeting

Figure 1.01: Regional Context



REGIONAL AND LOCAL CONTEXT

South San Francisco lies at the northern end of San Mateo County. It occupies a broad valley and adjoining hillsides formed by the San Bruno Mountains on the north and the Coast Range on the west. Bordered by the cities of Brisbane, Colma, Daly City, Pacifica and San Bruno, South San Francisco is nine miles south of San Francisco and lies just north of San Francisco International Airport.

The City straddles the north-south running US 101 and I-280 freeways on the east and west respectively with El Camino Real traversing through the center of the city. Two fixed rail lines serve the City: BART, with a station on El Camino Real, and Caltrain, with its station just east of the Downtown.

The plan area for this Specific Plan roughly corresponds to a ½-mile radius around the Downtown Caltrain Station, which is located slightly north of the Airport Boulevard and Grand Avenue intersection, below the US 101 elevated segment and the East Grand Avenue overpass. The ½-mile radius delineation has been modified somewhat to exclude lower density/hillside residential areas in the north and west where no change is proposed or appropriate, and to exclude areas east of 101 where newer commercial uses suggest no change is likely in the life of this plan.

DEVELOPMENT HISTORY

The City of South San Francisco was incorporated in 1908. In the 1800s portions of what is now the City were used for cattle grazing, dairy operations and meat packing. At the time of incorporation, the pattern of the gridded downtown was set with residential uses, and heavy industrial uses dominated in the east, across the north-south running rail lines, toward the Bay.

Opposite Page: Historic photos showing the early development of downtown South San Francisco, including 1921 photo of emerging development pattern (top left) and various stages in Downtown and Grand Avenue development (others).



San Bruno Mountain, the Bay, and marshlands constrained development for many years. In the post-World War II era, extensive growth occurred, facilitated by the fill of formerly wet areas, and the City expanded its area enormously. The eastern industrial areas flourished, with heavy industries such as steel ultimately being replaced by light industrial and office, R&D, hotels, and today's biotechnology firms such as Genentech.

With this expansion of the City, the Downtown remained focused around Grand Avenue as the commercial heart. However, many of the retail uses in the City migrated out of Downtown, and larger shopping centers emerged along El Camino Real and in other western portions of the City. While these more peripheral areas of the City have intensified, the Downtown has remained largely unchanged for many years. Today buildings dating from the turn of the century can still be found along Grand Avenue.

City Hall, at the western edge of the plan area, was completed in 1920 at a cost of \$125,000 in an effort heavily supported by the community. It remains largely in its original configuration and is an impressive landmark anchoring the Downtown.

The main railroad line, its spurs, and US 101 are significant barriers to east-west movement in the plan area. The rail lines were built between 1904-1907 and US 101 was built in its current form in 1926.

LAND USE CONTEXT

The plan area includes portions of the City's Downtown and East of 101 sub-areas, as defined in the 1999 General Plan. A review of current city policies concerning the plan area provides useful guidance to understanding the plan area's opportunities for the future.

Policy Background

Figure 1.02 shows the Land Use Plan from the city's General Plan. Table 1.01 summarizes current land use designations and allowable uses that pertain to areas in and around the Downtown. It also shows some potentially relevant designations for areas within the El Camino Real/Chestnut Avenue Area Plan. Adopted by the City Council in 1999, and updated several times since, the South San Francisco General Plan provides the vision for the long range physical and economic development of the City, and includes policies and actions to be undertaken.

The General Plan provides for a wide range of land uses within this Specific Plan area. Uses west of US 101 are generally residential in nature with a retail focus along Grand Avenue; east of US 101 a range of business commercial, industrial and service designations pertain. The General Plan includes goals relevant to the areas addressed in this Specific Plan. Regarding the Downtown, the General Plan identifies the following Guiding Policies:

- 3.1-G-1** Promote Downtown's vitality and economic well-being and its presence as the City's center.
- 3.1-G-2** Encourage development of Downtown as a pedestrian-friendly mixed-use activity center with retail and visitor-oriented uses, business and personal services, government and professional offices, civic uses, and a variety of residential types and densities.
- 3.1-G-3** Promote infill development, intensification, and reuse of currently underutilized sites.
- 3.1-G-4** Enhance linkages between Downtown and transit centers, and increase street connectivity with the surrounding neighborhoods.

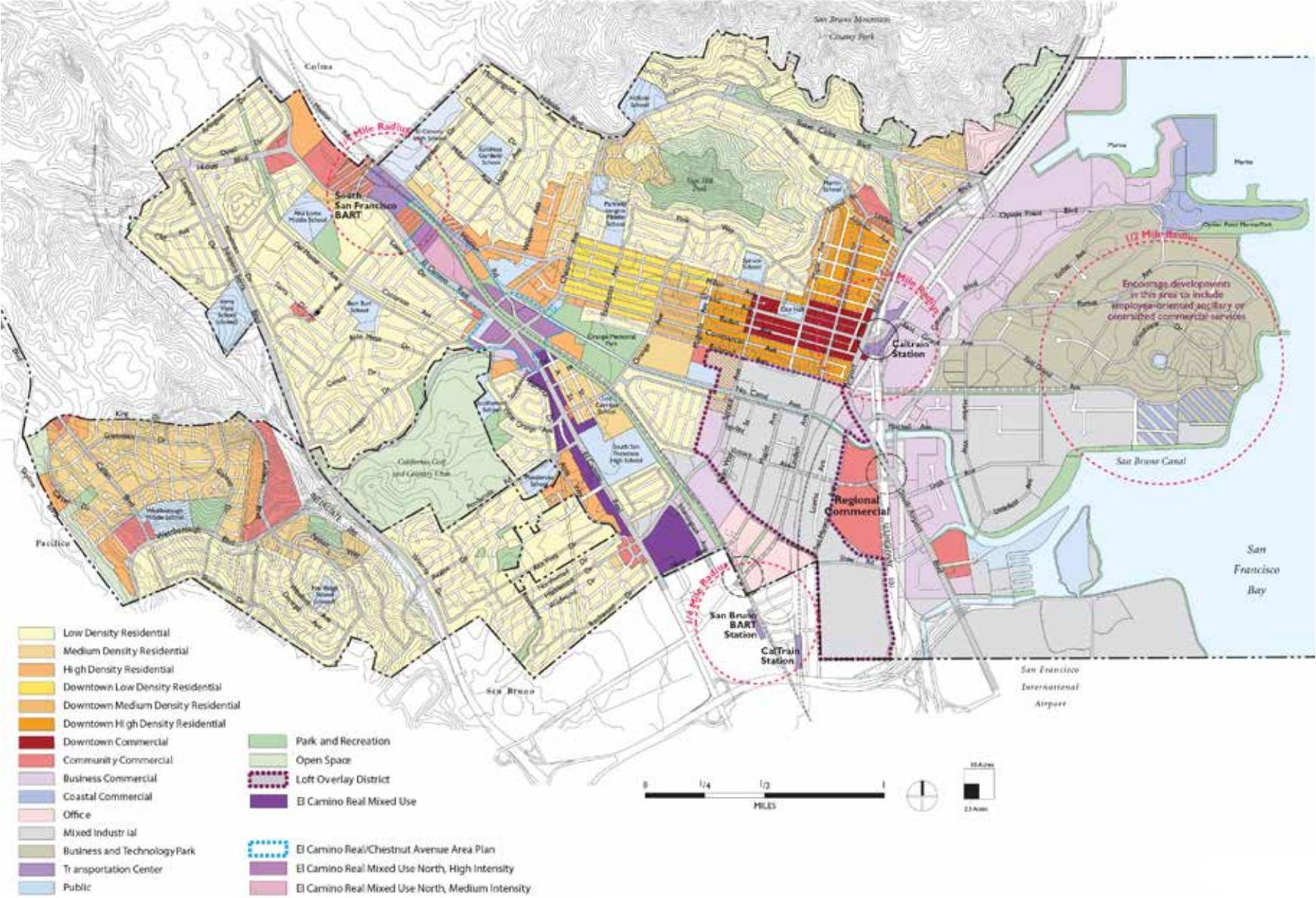


A variety of land uses are in and near the plan area. Clockwise from top left: single-family residential, mixed-use on Linden Avenue, an East of 101 office complex, and retail and restaurants on Grand Avenue.

Table 1.01: Relevant South San Francisco General Plan Density and FAR Allowances

General Plan Designation	Residential Density du/ac	Max FAR	Max du/ac with Bonus	Max FAR with Bonus	Notes
Downtown Residential					
<i>Downtown low-density residential</i>	5.1 - 15.0	0.7	15.0	-	20% density bonus available within ¼-mile of Caltrain, 25% bonus available for projects with affordable housing, seniors, other
<i>Downtown medium-density residential</i>	15.1-25.0	1.25	31.3	-	see above
<i>Downtown high-density residential</i>	25.1-40.0	-	50.0	-	see above
Office	-	1.0	-	2.5	Required parking must be structured
Downtown Commercial	-	3.0	-	-	Residential permitted on second and upper floors only
Community Commercial	-	0.5	-	-	
Business Commercial	-	0.5	0.5	1.0	bonus: R&D projects with TDM
Business Commercial: hotel developments	-	1.2	-	2.0	bonus: hotel developments based on meeting criteria
Industrial					
<i>Business and Technology Park</i>	-	0.5	-	1.0	
<i>Mixed Industrial</i>	-	0.4	-	0.6	
El Camino Real/Chestnut Sub-districts					These subdistricts are located within ¼-mile radius of BART
<i>ECR/C Mixed Use High Commercial Residential</i>	- 80	0.6-2.0	- 110	3.0	.6 exclusive of areas devoted to parking, of which a minimum of 0.3 FAR shall be active uses. Exclusive of structured parking. *Bonus residential density, see General Plan, Chapter 20.390
<i>ECR/C-Mixed Use Medium Commercial Residential</i>	- 40	0.6-1.5	- 60	2.5 -	Exclusive of structured parking *Bonus residential density, see General Plan, Chapter 20.390
<i>ECR/C-Residential High Residential</i>	80-120	-	180	-	*Bonus residential density, see General Plan, Chapter 20.390

Figure 1.02: Existing General Plan Land Use Designation



Regarding the East of 101 area, of which the most western portion is included in this plan area, the General Plan states:

- 3.5-G-1** Provide appropriate settings for a diverse range of non-residential uses.
- 3.5-G-2** Direct and actively participate in shaping the design and urban character of the East of 101 area.
- 3.5-G-3** Promote campus-style biotechnology, high-technology, and research and development uses.

Zoning

The zoning code of South San Francisco identifies a range of zoning districts that implement the goals and policies of the General Plan. The code sets out the requirements for all development. The Zoning Code establishes a wide range of zoning designations relevant to this planning effort.

The recommendations of the Specific Plan will result in some modifications to the zoning code, which are discussed in later chapters.

Existing Land Uses

Grand Avenue was historically and remains the primary commercial corridor in the area. Residential uses, ranging from detached single family homes to multi-family apartments are found to the north and immediately south of Grand Avenue.

Commercial and light industrial uses are located along Airport Boulevard and south of Railroad Avenue. The plan area west of US 101 includes many vacant parcels or surface parking lots. A number of auto-serving or auto-oriented uses occur along the freeway corridor and south of Grand Avenue. In addition, local- or city-serving retail uses are found scattered throughout the area.

A small portion of the East of 101 subarea of the City is included in this Specific Plan. It is the largest employment district in northern San Mateo County. Originally dominated by heavy industrial uses, today it includes three key land uses: Business and Technology Park, Business Commercial, and Mixed Industrial. This part of the City is a highly successful employment center, and



Top: Underutilized sites and surface parking lots are opportunity sites for infill development along Grand Avenue and throughout the Downtown. Bottom: Little used rail spurs provide publicly accessible open space opportunities in the long term for pedestrian and bicycle connections.



Clockwise from top left: local businesses on Grand Avenue; Grand Avenue looking west; the intersection at Grand Avenue and Airport Boulevard, a major entry to the Downtown; City Hall on the west end of the Downtown core.



Clockwise from top left: high-density office uses in the East of 101 area, a motel on the east side, motels on Airport Boulevard, and a life science use on the east side.

includes the headquarters of biotech giant Genentech, as well as other biotech and tech businesses, various office uses, hotels and other supporting uses. Within the plan area, close to US 101 and the Caltrain Station, the area is dominated by surface parking lots, underdeveloped light industrial parcels, and some vacant land.

Throughout the plan area, east and west of US 101, there are many vacant or underutilized sites which represent opportunities for new development of residential, employment and retail uses within a ¼- or ½-mile radius of the Caltrain Station.

TRANSPORTATION CONTEXT

The transportation and circulation network of the City is an important component of this Specific Plan. Connectivity via transit, walking and bicycling is essential to creating a vibrant community.

Policy Background

The City's 1999 General Plan outlines important policies to guide future circulation improvements in the plan area. They include:

- 4.2-G-2** Improve connections between different parts of the City.
- 4.2-G-5** Make efficient use of existing transportation facilities and, through the arrangement of land uses, improved alternate modes, and enhanced integration of various transportation systems serving South San Francisco, strive to reduce the total vehicle-miles traveled.
- 4.2-G-6** Coordinate local actions with regional agencies, and undertake active efforts to undertake transportation improvements.

The General Plan encourages improvements to pedestrian connections between rail stations and surroundings, wider sidewalks where feasible to accommodate increased pedestrian use, and proposes a new pedestrian and bicycle undercrossing at the Caltrain Station.

Caltrain

The location and configuration of the South San Francisco Caltrain Station has been an issue for the City for many years. It is located at 590 Dubuque Avenue, on the east side of US 101, north of East Grand Avenue, just across the highway from the east edge of Downtown, and at the western edge of the East of 101 area. This station is located within Zone 1 of the Caltrain commuter rail corridor, just over nine miles from the northern terminus at King Street Station in San Francisco. It serves local and limited stop trains and provides access to commuters with South San Francisco origins, East of 101 area destinations, and commuters connecting from the newly established ferry service at Oyster Point Ferry Terminal.

The station has experienced limited ridership over the years but recently plans have emerged for improvements to the lines and service. The Caltrain Modernization Program will electrify and upgrade the performance, operating efficiency, capacity, safety, and reliability of Caltrain's commuter service and is scheduled to be completed by 2019. The modernization program will help prepare the corridor to eventually accommodate California's statewide high-speed rail service, which is planned to initiate service in 2029. Caltrain and high-speed rail will primarily share Caltrain's existing tracks, operating as a blended system. Caltrain, along with local stakeholders and the California High Speed Rail Authority, is currently working to define what additional system upgrades will be required to support blended Caltrain and high speed rail service.

In parallel, plans have been prepared to reconfigure the Caltrain Station to better serve South San Francisco. These plans include lengthening the station platforms to the south so that they reach the east-west alignment of Grand Avenue. A pedestrian and bicycle undercrossing of the tracks, starting near Airport Boulevard on the west, and emerging in the alignment of Grand Avenue on the east side of the freeway and tracks is also planned. The undercrossing would provide greatly improved and direct access to the station from the Downtown and from the employment areas east of US 101. The City received a grant in early 2014 to partially support design and engineering of the undercrossing. Although full funding has not yet been identified to con-



Clockwise from top left: Caltrain Station parking lot, Caltrain platform, view from platform looking north, pedestrian experience walking to station via East Grand Avenue overpass.

struct these improvements, the City of South San Francisco is committed to continuing to work with Caltrain to realize these plans.

Circulation and Traffic

The Specific Plan area street network, illustrated in Figure 1.04, is defined by two distinct street patterns. The Downtown neighborhood to the west of US 101 and along Grand Avenue has a well-connected, smaller block grid network with mostly two lane streets. East of US 101, the streets are generally wider, multi-lane arterials that create larger, asymmetrical blocks. Properties east of US 101 within the Specific Plan area are poorly served by few existing streets, and are isolated from the surrounding street network. The Grand Avenue overpass (over US 101 and the rail tracks) is the only connection between the Downtown and East of 101 areas.

US 101, which bisects the plan area, is the major freeway through eastern San Mateo County between San Francisco and San Jose. Several on- and off-ramps (at Miller Avenue, Grand Avenue, East Grand Avenue and Industrial Way) serve the plan area but also carry traffic destined for SFO-related uses or other regional destinations.

Grand Avenue is the Downtown's "main street" and is one of the few continuous east-west routes through the City. Grand Avenue has one travel lane in each direction with on-street angled parking on both sides of the street. Grand Avenue is a major connection to the US 101 Northbound on-ramp located at Airport Boulevard. East of US 101, Grand Avenue becomes East Grand Avenue, widens to six lanes (three in each direction), and crosses under US 101 and over the Caltrain right-of-way. East Grand Avenue continues east to the Bay.

In the Downtown, Grand Avenue carries approximately 12,000 vehicles per day. East Grand Avenue carries approximately 18-19,000 vehicles per day. Front-in angled parking and generally higher traffic volumes (particularly eastbound between Linden and Airport) make Grand Avenue uncomfortable for bicyclists because the parking configuration limits visibility between drivers exiting spaces and bicyclists vying for limited right-of-way with vehicle traffic.

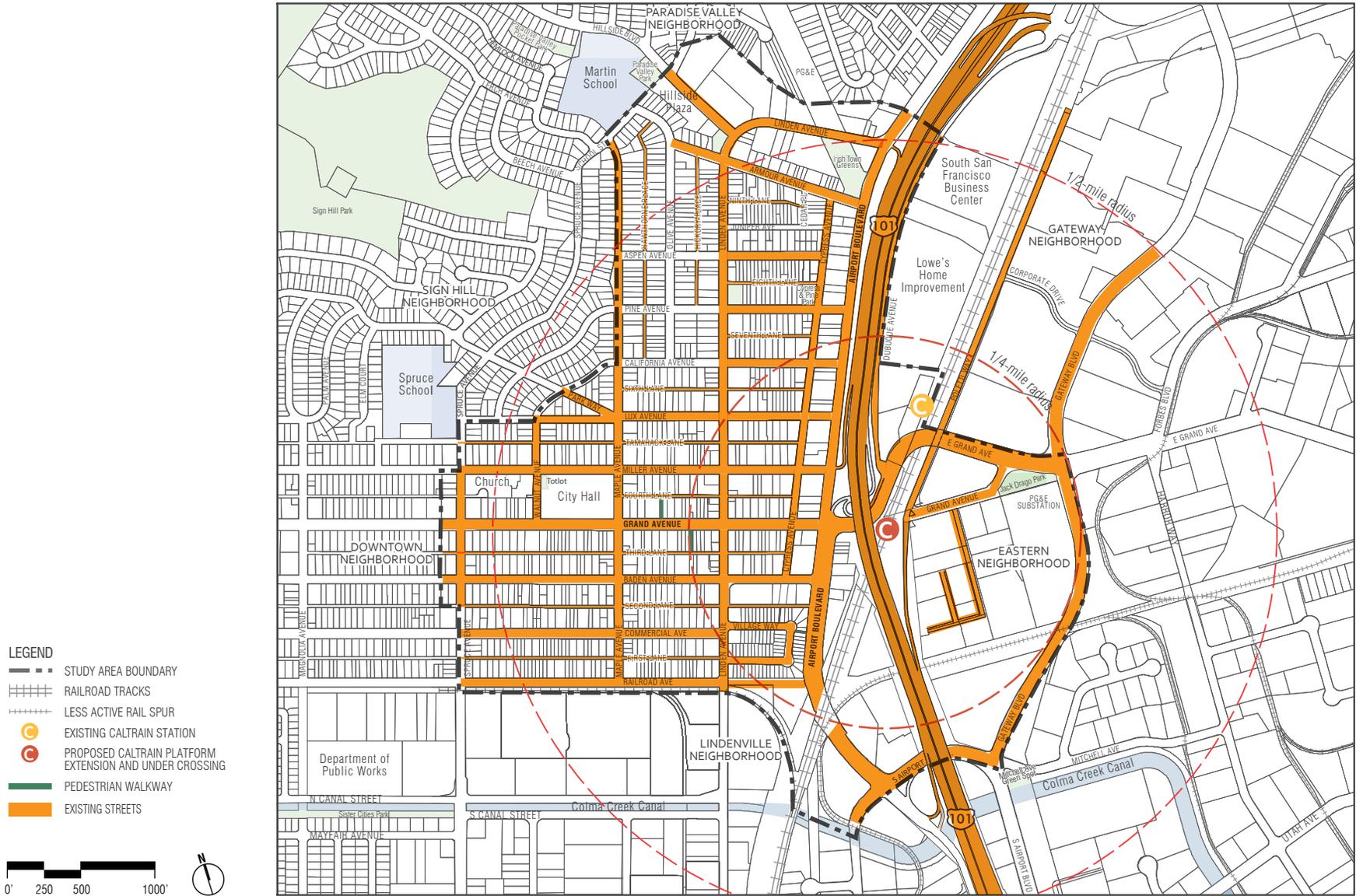
Miller Avenue is an east-west collector street one block north of Grand Avenue. Miller Avenue begins at Airport Boulevard (at the US 101 Southbound Off-Ramp) and continues west to Chestnut Avenue. It is the primary vehicle route to City Hall and the new Miller Avenue parking structure. Between Airport and Spruce, there are very few driveways, and parking is not permitted between Linden Avenue and Maple Avenue. Traffic on Miller Avenue generally moves smoothly. Sidewalks are narrow, particularly along the south side between Maple Avenue and Spruce Avenue, making the pedestrian environment less attractive. As part of the Miller Avenue parking garage project, sidewalk improvements along the garage's frontage have widened the sidewalk and improved the streetscape somewhat; however, parking removal was required for this improvement. Miller Avenue is a signed bicycle route (Class III facility). The wider vehicle lanes allow for more space for bicyclists; however, the grade of the street going westbound and the speed of traffic makes cycling less attractive.

Baden Avenue is an east-west collector street one block south of Grand Avenue. Between Airport and Linden, Baden has two travel lanes in each direction and no on-street parking. In this block, the southern sidewalk is narrow at four feet. This block also connects vehicles traveling north on Linden Avenue to Airport Boulevard to access the northbound on-ramp at Grand Avenue. West of Linden, Baden has one lane and on-street parking in each direction. The portion west of Linden also becomes predominately residential in character.

Linden Avenue is a two lane north-south minor arterial. South of Grand Avenue, Linden Avenue provides access to the Lindenville industrial area and the City of San Bruno. North of Grand Avenue, Linden has several smaller retail and small office type uses. Samtrans operates on Linden Avenue north of Grand Avenue. At Baden Avenue, Linden Avenue has a wide double right turn lane to allow vehicles, especially larger vehicles, to make a right turn. This makes the crosswalk longer and the eastern sidewalk more narrow. Although Linden Avenue is a bicycle route, cyclists are rarely observed.

Airport Boulevard is a major north-south arterial route through South San Francisco parallel to US 101. North of Grand Avenue, Airport Boulevard has

Figure 1.04: Existing Street Network



two travel lanes in each direction and on-street bicycle lanes. There is on-street parking on the west side of the street and a planted median. Northbound traffic can use Airport to connect to US 101 on-ramps at Grand Avenue and north of Sister Cities Boulevard. There is localized congestion in the northbound lanes between Grand Avenue and Baden Avenue during the peak commute hours. South of Grand Avenue, Airport Boulevard has three travel lanes in each direction and no on-street parking. It connects to San Mateo Avenue, Produce Avenue and South Airport Boulevard. San Mateo Avenue connects to the Lindenville industrial area, Produce Avenue becomes a southbound US 101 on-ramp, and South Airport Boulevard connects to the San Francisco International Airport, as well as a number of hotels, industrial and large format commercial uses. Airport Boulevard is used by approximately 19,000 vehicles per day. Airport Boulevard also passes under the Caltrain right-of-way. Airport Boulevard is currently a designated truck route through the City; however, the City has analyzed and is considering removing this designation to eliminate trucks from Airport Boulevard and the US 101 off-ramp at Miller Avenue.

South of Grand Avenue, the curbside lanes are generally much wider and on-street parking is prohibited or not frequently used. Although the City's Bicycle Master Plan calls for bicycle lanes on this segment, they have not been striped. The higher speed traffic (35mph) and multiple travel lanes generally make bicycling less attractive on this segment.

The Caltrain overpass includes pedestrian tunnels so that pedestrians do not need to go down into the "valley" created as Airport Boulevard travels under the rail right-of-way. These tunnels are dark and not well maintained, giving the appearance that they are impassable.

Bicycle Network

The City adopted the South San Francisco Bicycle Master Plan in 2010. The major theme of the plan is to expand the bicycle network to make it easier and safer for people to bicycle through the City. The plan also has a goal of encouraging bicycling by promoting bicycling within transportation demand management ordinances and with local committees, such as the Bicycle and Pedestrian Advisory Committee.

Bicycles are an important component of any city's transportation network. A variety of bicycle facilities are located in the plan area. Bikeways are typically classified as Class I (multi-use paths), Class II (on-street bicycle lanes), or Class III (on-street shared travel lane routes) facilities.

Pedestrian Conditions

West of US 101, the Downtown area has a dense street grid which supports good walkability. Sidewalks are provided on all streets. In February 2014 the City adopted the Pedestrian Master Plan to identify and prioritize pedestrian infrastructure improvements throughout the City, as well as provide general design guidance.

East of US 101, the larger street grid makes walking less desirable because routes can be circuitous and long. Additionally, the East Grand Avenue overpass and Produce Avenue/South Airport Boulevard are the only two pedestrian connections between the west and east sides of US 101 in the plan area. Streets east of US 101 do not always have sidewalks, and in some locations, sidewalks meander and do not follow the street. Additionally, many of the wider streets in the east of 101 area have long pedestrian crossings that increase pedestrian delay at intersections. Some streets east of 101 (Industrial, Grand, Gateway) have side paths that could be used for pedestrian activity, but in some cases they are not well marked or maintained.

Transit

Besides Caltrain, SamTrans, the Peninsula Congestion Relief Alliance, and private employers provide transit service within South San Francisco. SamTrans provides six routes with local stops within the Downtown area. The primary transit service east of US 101 consists of commuter shuttles operated by the Peninsula Congestion Relief Alliance. These shuttles provide peak hour service between local employers and the South San Francisco Caltrain, BART, and Ferry stations. Typically, private employers fund a portion or all of a given shuttle's operating costs.

Due to limited service across US 101, and generally limited service in Downtown, transit within downtown South San Francisco has been identified as a key challenge in many previous studies.



Clockwise from top left: Grand Avenue looking west, Baden Avenue, Airport Boulevard at Baden Avenue looking north, Grand Avenue at Airport Boulevard looking east at the 101 freeway overpass, Miller Avenue looking east.

As noted previously, the Caltrain Station configuration and its lack of connectivity to the Downtown and East of 101 areas is an issue of great significance to South San Francisco and to this Station Area Specific Plan.

Parking

Downtown has several surface parking lots and one garage managed by the City's Parking District. Generally, the on-street parking closest to Grand Avenue is effectively at or near capacity during peak shopping hours (11:00AM-2:00PM and 4:00-8:00PM). This creates a sense for users that Downtown parking is full, but in fact it is a relatively small portion of the total parking that experiences consistently high occupancies. The side streets and streets adjacent to Grand Avenue typically have parking available. Off-street parking facilities, including the City's newly constructed parking garage, are under-utilized.

On-street parking in the Downtown parking area is typically metered whereas areas further from Downtown are unrestricted and free. The over saturation of parking on Grand Avenue, which can make it difficult for people to find parking on their desired block, is typical of downtowns that do not employ variable parking rates that encourage longer parking durations to occur off of their main street.

Residential areas appear to have higher parking demand during the evening, but abundant on-street parking during the day. This is typical of residential neighborhoods where most people drive to and from work.

URBAN DESIGN

Important components of this Specific Plan are the plans and guidelines that will direct the public and private sectors in the design of new development and public improvements. To inform those recommendations, an analysis of the character of the plan area was conducted with the community to understand their priorities. Urban design focuses on the design of the physical environment, with particular emphasis on the character of the public realm, neighborhood identity, livability and sense of place, and the role that private development plays in helping shape that environment. This section describes

important aspects of the existing character that have informed the proposed guidelines.

Visual Character and Views

The two primary subareas that make up the Specific Plan plan area have major differences in terms of visual character. Downtown, the historic core of the City, older buildings, some of historic or architectural interest, dominate. Some of these date from around 1900, others were developed during the mid-20th century. Little development has occurred Downtown in the last 20 years. Buildings are generally small in scale, one to three floors in height. Many surface parking lots are found in the Downtown, which creates "holes" or discontinuities in the development fabric.

There are a number of memorable structures in the Downtown, with City Hall being the most impressive with its scale and setting high above Grand Avenue. In other parts of the Downtown, especially off Grand Avenue, many buildings are unremarkable examples of 1950s, 1960s or 1970s construction, and some are not well maintained.

East of 101, the plan area is characterized by a mix of uses and building types. Unlike the office and R&D areas further to the east, this area has not been redeveloped and is not dominated by corporate or research campus facilities. Instead, the area includes smaller industrial and service buildings, often with outdoor parking or service areas.

Scale of Existing Development

The Downtown and East of 101 areas present very different patterns of development. Figure 1.05 shows the density of existing development. In it, buildings are shown in black, while the spaces between buildings, including streets and open spaces, are shown in white.

In the Downtown, the grid street pattern has facilitated a fine-grained scale of development, with relatively narrow blocks and intermediate lanes in some locations, resulting in a walkable, pedestrian scale. East of 101, however, the difference is dramatic. Wide streets, large building footprints, and surface parking lots dominate and create an environment that is not conducive to walking.

Figure 1.05: Development Pattern



MARKET AND ECONOMIC CONDITIONS

Market Analysis

A real estate market analysis was conducted in 2012 as part of this Specific Plan work program, as the country was just emerging from the recession. At that time it found a relatively robust residential and retail market, a stable R&D and industrial market, and a limited office market. Findings of particular importance included the following:

- Although median home sale prices declined between 2010 and 2011 and are generally lower than the median sale price in San Mateo County, recent home sale records indicate that most single-family homes in South San Francisco are selling for over \$400,000.
- Rental residential trends demonstrate high rent and occupancy rates and relatively consistent growth over the past decade.
- Approximately one third of all R&D space in San Mateo County is located in South San Francisco. The market for South San Francisco R&D space is characterized by high asking rents in comparison to San Mateo County as a whole, but has an occupancy rate that is lower than average. R&D space is virtually nonexistent in the plan area itself.
- South San Francisco has a limited office market, which has lagged the rest of San Mateo County in the economic recovery. There is very little existing office space in the plan area.
- Industrial space in South San Francisco accounts for over 40 percent of all industrial space in San Mateo County, which highlights the City's importance as an employment node.
- South San Francisco is served by several local-serving retail nodes, including the existing retail uses in the plan area, as well as regional-serving retail within the City and in adjacent jurisdictions. Overall, the retail real estate market is strong in San Mateo County, exhibiting a 97 percent occupancy rate. In the plan area specifically, food service uses are performing well, but many other smaller retailers and commercial properties are struggling.

In 2014, as the recession has abated and the housing market, in particular, seems poised for significant growth, the timing is good for South San Francisco to implement this Specific Plan.

Demographic Profile and Trends

Demographic Profile

The Specific Plan area had a population of about 11,000 in 2010. The population had declined slightly (-1%) since 2000, whereas that of the City as a whole and the Bay Area increased by 5 percent. Average household size in the plan area is larger (3.34 persons) than that of the City (3.01) and the Bay Area (2.69). The plan area and South San Francisco both have more family households than the Bay Area generally.

The plan area is overwhelmingly comprised of renters, with home ownership at only 20.6%, much lower than the City (60.2%), County (59%), or Bay Area (56.2%). Ethnically, the plan area is predominantly Hispanic (68%), compared with 34% in the City as a whole and 25% in the County. Housing stock in the plan area is slightly older than in the City and County as a whole, with nearly one third of all homes constructed before 1939.

Households in the plan area have lower incomes overall than residents throughout South San Francisco, San Mateo County, or the Bay Area, with a median income of \$54,000, 58 percent of the median for San Mateo County. However, the plan area is comparable to South San Francisco, the County, and the Bay Area with respect to the proportion of households that earn less than \$25,000 per year, indicating that the plan area has a large number of households comprised of low-wage workers but relatively few extremely low-income households.

Population, Household, and Employment Trends

The Association of Bay Area Governments (ABAG) provides year 2040 population, household, and employment projections for Bay Area counties, cities, and Priority Development Areas (PDAs). These projections are based on a regional model that estimates overall population and employment growth, with that growth then allocated to various jurisdictions and subareas based on an inventory of land available for development as well as local policy objectives. Although ABAG projections are not market based, these estimates provide a benchmark for understanding the range of potential household and job growth that will support real estate development in a given area over the long-run.

According to ABAG figures, the Bay Area is projected to experience population, household and employment growth between 2010 and 2040. The rate of growth in San Mateo County is expected to be slightly slower than average for the Bay Area, while South San Francisco is expected to have a larger rate of household and housing unit growth and a smaller rate of employment growth than the region overall.

Within the Specific Plan area, ABAG projections estimate a substantial amount of growth by 2040. Projections estimate that the plan area will have three times as many households and 2.5 times as many jobs in 2040 than in 2010. According to these projections, the plan area's share of the City's population will increase from 7 percent in 2010 to 16 percent in 2040 and the plan area's share of the City's employment will increase from 6 percent in 2010 to 12 percent in 2040. This amount of growth will require significant changes to the physical character of the plan area in order to accommodate the associated increase in housing units and commercial space.

Development Opportunities

A review of real estate market conditions conducted in the Spring of 2012 assessed opportunities for development of various types in the Specific Plan area. These projections are likely conservative, given the continuing improvement in the local and regional economy since that time.

Residential

With the addition of new transit infrastructure and an increased emphasis on urban infill development, the plan area has the potential to add a significant number of new housing units between 2010 and 2040. Specific housing product types that should be well accepted in the area include:

- Highly amenitized market-rate multi-family rental housing catering to the local workforce population
- Affordable family housing targeted to families and larger households needing units with two or more bedrooms
- Senior housing in central Downtown locations near services and transit

Office and Production, Distribution and Repair

The definitions that have long separated various types of office and industrial space are becoming increasingly flexible in line with the evolving needs of businesses in the Bay Area's innovation economy. Based on projections from ABAG, there will be considerable new office and industrial jobs created in the plan area through 2040. These jobs will be in a range of industries that will demand traditional office space, various types of production, distribution, and repair space, and also new types of real estate products that evolve over time to adapt to the changing needs of local industry. New office space should be designed with a focus on flexible real estate product types catering both to local entrepreneurs and small businesses, as well as to larger manufacturing and wholesale trade uses which currently form the core of South San Francisco's industrial economy.

Commercial/Retail Development

Downtown South San Francisco is already an established food service node with the potential for further revitalization with additional investment in local transit and pedestrian and bicycle infrastructure. Taking a conservative approach to estimating support for new retail in the Downtown area, retail leakage, and local employee spending would support a modest amount of net new retail uses in the Downtown Area over 20 years. Specific retail uses with strong potential include:

- Health and personal care stores
- Food service and drinking places catering to the local workforce
- Small-scale and specialty food and beverage stores and general merchandise stores to complement Downtown's current mix of unique local retailers
- General merchandise stores, including drug stores

Opportunity Sites

The Downtown Station area has a number of underutilized sites that are suitable for the development opportunities noted above. In the western portion of the plan area, surface parking lots are scattered throughout the core Downtown area; many are highly suitable for new development. In addition, the older building stock throughout the Downtown area and low development intensities suggests that over time, economics may encourage some property owners to consider intensifications of uses as described in later sections of this plan. A barrier to this development, however, will be the generally small parcel sizes found in the Downtown.

On the east side, there are a number of low intensity uses, parking lots, and repair and service uses. Pressure for additional office and R&D uses similar to those in the further east portions of the City may result in these sites transitioning to new uses. In addition there are larger sites in this area which will be conducive to change. However, an improved circulation network of streets connecting internally as well as to peripheral arterials such as Gateway Boulevard will be essential to the area's future development.

RELATED PLANS AND PROGRAMS

General Plan

The South San Francisco General Plan was adopted in October 1999; various amendments have been made since relating to specific areas. The General Plan identifies four key themes:

- Neighborhood-oriented Development
- Economic Development and Diversification
- Increased Connectivity and Accessibility
- Redevelopment of Older Industrial Areas

The General Plan presents more detailed recommendations for the various subareas of the City. The area it designates as the Downtown is defined as including much of the area west of US 101 and the rail tracks that is also part of this Specific Plan plan area. Regarding the Downtown, the General Plan notes “. . . Downtown is the City's most unique commercial center, and arguably contributes more to the City's identity than any other district.”

Despite this appropriate focus on the unique attributes of the Downtown and opportunities for its revitalization, since publication of the General Plan, little new development or change has occurred in the Downtown area.

The East of 101 area is noted in the General Plan as an important employment center for the City, one that has transitioned from its heavy industrial uses in the mid-century to its current research and development, biotech and support uses. The General Plan endorses a continuation of this trend and also prohibits residential uses. The plan is generally silent, however, as to any specific recommendations for the lands near the US 101 corridor and the Caltrain Station.

Climate Action Plan and Pedestrian Master Plan

In December 2010, the State's Strategic Growth Council awarded the City of South San Francisco a grant to prepare a Climate Action Plan and companion Pedestrian Master Plan. The Climate Action Plan (CAP) provides a strategy

for reducing the City's greenhouse gas (GHG) emissions while also supporting the goals of Assembly Bill 32, the California Global Warming Solutions Act of 2006, and Senate Bill 375, the Sustainable Communities Act of 2008. The CAP also streamlines review of future development projects as it provides a framework for analyzing potential GHG emissions. The CAP was adopted by the City Council in February 2014. The CAP includes the following goals and strategies for implementing them:

- Reduce Emissions from Transportation
- Improve Vehicle Efficiency
- Increase Building Energy Efficiency
- Increase Alternative Energy Options
- Reduce Waste Disposal Rates and Volumes
- Conserve Water

The Pedestrian Master Plan (PMP) is a citywide plan that identifies opportunities to make the community more walkable. This citywide blueprint guides the planning of pedestrian programs and construction of improvements to promote and encourage walking and improve pedestrian safety and access. It also helps city staff identify and pursue funding sources for the construction of needed pedestrian facilities throughout the City.

The PMP's in-depth look at the City's existing pedestrian environment benefitted from extensive community input, including the results of six walk audits where residents evaluated walking safety and comfort. This thorough analysis led to recommended improvements on both a citywide basis and for specific locations. Citywide needs include closing sidewalk gaps, improving intersection crossings, and creating access for walkers across or through barriers such as US 101. Site-specific recommendations fell into five general categories:

- Construction of pedestrian rights-of-way
- Traffic control measures
- Striping
- Signage
- Enforcement and amenities

Dissolution of Redevelopment

Pursuant to State of California requirements, the South San Francisco Redevelopment Agency was dissolved in 2012 and a successor agency formed to work to determine the disposition of properties within the City, a number of which are in the Downtown area. Negotiations regarding these properties is ongoing at this time.

Other Related Plans

During the past ten years, the City has completed numerous studies, plans and strategies in a concerted effort to direct development towards infill and underutilized sites. In the Downtown, this push towards sustainable development builds on the strong connection between key opportunity sites, the highly walkable retail corridor of Grand Avenue and the Caltrain Station with its train, bus and shuttle services.

The following documents addressed or included portions of the Downtown encompassed by this Specific Plan; many are described or referenced throughout this document:

- Caltrain Gateway Urban Design – October, 2008
- Downtown Housing Focus Group – June, 2009
- SSF Downtown Strategy – February, 2009
- Housing Element Update – 2009
- SSF Redevelopment Agency Five-Year Implementation Plan, FY 2009/10 – FY 2013/14– June 2010
- City-wide Zoning Ordinance Update – 2010
- South El Camino Real General Plan Update – 2010
- Bicycle Master Plan – February, 2011

In the process of preparing this Specific Plan various background studies were prepared, the content of which has been included in this document. These included a demographic profile of the station area, analysis of market demand, and memoranda regarding land use alternatives, station access, parking, and affordable housing and anti-displacement. These plans and other related plans can be found on the project web site: www.ssf downtownplan.org.

The station area vision emerged through discussions with the Citizens' Advisory Committee, Technical Advisory Committee, South San Francisco community, city leadership—in particular the City Council—staff, and stakeholders. These discussions surfaced issues that the community wants to see addressed, as well as opportunities and ideas that the community has for shaping the future of the Specific Plan area.

COMMUNITY-IDENTIFIED ISSUES AND OPPORTUNITIES

Issues identified through the outreach process relate to a wide range of important topics that reflect the concerns of local residents, property owners and merchants. The issues tended to focus in three categories and are summarized below.

Circulation and Connectivity

- **Barriers to connectivity:** The 101 freeway and the Caltrain rail corridor present significant barriers to safe and convenient east/west connectivity and impede access to the Caltrain Station.
- **Underutilized transportation resource:** Caltrain is an underutilized transportation asset. Ridership can be improved by making access more safe and comfortable through the already planned reconfiguration of the station platform and the pedestrian and bicycle undercrossing.
- **Inadequate pedestrian and bicycle circulation:** Safe and comfortable east/west connectivity for these modes is lacking; additional routes are needed to provide more convenient movement and to encourage use of these alternate modes.
- **Intrusive truck traffic:** Due to industrial uses to the east and south of Downtown and proximity to the Airport, heavy truck traffic utilizes downtown streets and US 101 connectors, impacting the Downtown and residential neighborhoods.
- **Traffic congestion:** Regional through traffic on Airport Boulevard and Grand Avenue create congestion that is not conducive to business success.

Land Use and Urban Design

- **Need for physical improvements:** The Downtown pedestrian environment is outdated, is not an attractive, welcoming environment, and lacks up-to-date accessibility facilities.
- **Historic character:** The historic scale and architecture of the Downtown, and Grand Avenue in particular, are important assets to the Downtown to be protected and enhanced.
- **Underutilized land resources:** There are many parcels that are currently underutilized or vacant that if properly planned could allow the area to accommodate change, increase residential and worker populations, provide additional services and open space, enhance livability, and support downtown businesses and transit.
- **Lack of open space:** Both the Downtown and East of 101 areas suffer from a lack of green space: parks, playgrounds, and other types of open space that provide neighborhood amenities as well as visual relief.
- **Need for housing opportunities:** A healthy mix of housing options will ensure a diverse population of new and existing residents, as well as allowing local businesses and employers to attract and retain workers.
- **The build out of the Plan has the potential to result in hundreds of new construction and service jobs.** Without adequate policies, regulations, and action steps, it is possible that these jobs may not pay fair wages, will be filled by a workforce from outside the region, and will not result in opportunities for job training for the local youth.

Social and Business

- **Crime as deterrent:** Actual and perceived crime in the Downtown discourages investment and street life.
- **Grand Avenue business mix:** There is not currently a compelling mix of businesses along Grand Avenue to attract daytime and evening patrons on a regular basis; vacancies are an eyesore.
- **Lack of parking:** The perceived lack of convenient parking discourages some potential patrons.
- **East of 101:** The regional success of the biotech industries located in eastern South San Francisco is not reflected in similar success in the Downtown; local workers are not attracted to the Downtown.
- **Opportunities for housing, entertainment and business:** Added residents of a wide range of incomes and new businesses in and around the Downtown will support local merchants and add jobs.
- **Retention of current residents:** Change in the Downtown should not displace those who currently live in and near the area.
- **Social services:** Social services and the homeless population are a deterrent to some activity.
- **Support local businesses:** Local businesses should not be forced out of Downtown; they are part of what makes the Downtown unique.





VISION FOR THE DOWNTOWN STATION AREA

The overall vision for Downtown confirmed by the community has five central elements that address area issues, opportunities and goals. The vision sets five priorities for guiding new development and public improvements to enhance existing attributes of the Downtown and plan area while resolving connectivity, land use and urban design issues.

- REVITALIZE** Downtown South San Francisco to be a vibrant and successful community resource and a source of local pride.
- PROMOTE** new residential, mixed use and employment uses so as to add a “critical mass” of business patrons and residents to the Downtown, while maintaining a scale and character that is complementary.
- FOCUS** new improvements on Grand Avenue to return this historic corridor to once again being the focus of the community. Encourage retention of existing and local businesses to the Downtown and protect the historic building fabric.
- IMPROVE** pedestrian and bicycle connections to Caltrain as well as the Downtown with the east employment area. Ridership at the Caltrain station will increase to be a major hub for visitors and commuters to and from Downtown South San Francisco.
- ENSURE** the build out of the Plan advances the social, cultural, environmental, and physical goals of the community and results in a series of community benefits that address the needs of existing and future Downtown residents.

This Downtown Station Area Specific Plan contains recommendations and guidelines that will improve the livability of the plan area, provide development opportunities and increase transit ridership. The goals and concepts provide input to City policy documents such as the General Plan and Zoning Ordinance, and set parameters for future detailed area plans and studies. Implementation of the vision, Specific Plan elements and design guidelines is discussed in a later chapter of the plan.

There are several areas of focus in the plan area that are prime opportunity zones for change. The specific attributes of those areas and the improvement goals are outlined below. Focus areas include:

- Grand Avenue
- Transit-oriented Downtown Development
- Eastern Neighborhood
- Caltrain Station Platform Extension and Grand Avenue Extension
- Downtown Public Realm Improvements

Grand Avenue

Grand Avenue is the historic heart of the City. With the impressive City Hall structure and grounds at one end, and the interesting array of one, two and three story older buildings along its length, many of which manifest period details, Grand Avenue is a unique city asset. Any new development must respect the scale and character of this resource while allowing new uses and buildings that are sensitive to the existing fabric.

Grand Avenue is currently struggling and needs to become a more robust and economically thriving destination for nearby residents, employees both east and west of 101, and residents of the City as a whole. Investments on the part of the City as well as business and property owners will be required. Invigorating the downtown with new residential uses will be a key step in this revitalization.

Improvements to the street itself are also necessary. The streetscape of Grand Avenue is dated and many storefronts and buildings should be refreshed.

Grand Avenue Vision Elements

- PROTECT** Grand Avenue scale and character
- ENHANCE** the unique character of Downtown
- REVITALIZE** Downtown businesses and public open spaces
- CREATE** an attractive and vibrant pedestrian environment



Figure 2.01: Grand Avenue Improvements Illustration



Transit-oriented Downtown Development

The Specific Plan area focuses on properties within a ¼- and ½-mile radius—or a convenient walk—of the Caltrain Station to promote transit ridership and reduce emissions. The most accessible area, within ¼ mile of the Caltrain Station west of the freeway, provides particular opportunities for new transit-oriented mixed use development.

A significant number of underutilized or vacant parcels are located within an easy walk of the Caltrain Station as well as Grand Avenue amenities. While protecting the scale of Grand Avenue, higher residential densities are possible and will not negatively affect nearby neighborhoods or views. Providing significant residential opportunities in this Downtown zone will build a robust residential environment particularly suited to younger employees and older retirees who desire a convenient location and are drawn to the availability of convenient transportation. This enhanced population will support Grand Avenue businesses, and thus attract even more residents and nearby workers to this destination.

Transit-oriented Downtown Development Vision Elements

- SUPPORT** transit and downtown businesses
- CREATE** a safe and walkable neighborhood
- INCREASE** development opportunities
- PROVIDE** significant residential opportunities in the Downtown
- SUPPORT** existing residents with improved transit opportunities and walkability



Figure 2.02: Downtown / Grand Avenue Illustrative Development Scenario



Eastern Neighborhood

The planned expansion of the Caltrain Station platforms to the south and construction of an attractive pedestrian and bicycle undercrossing from Grand Avenue on the west to Grand Avenue east of the tracks are two critical connectivity projects for the City. As the East of 101 area has been transitioning from the earlier low scale industrial/R&D pattern of development to a more recent office-oriented mid- and high-rise pattern, the Eastern Neighborhood is poised to develop into a significant employment district. This higher density area will provide a pool of potential patrons of Downtown businesses and potential residents of new Downtown housing. In order to accommodate this development, however, an expanded network of streets will be critical for internal circulation and to connect this isolated area to the rest of the East of 101.

Office and R&D uses are most suitable here at significant densities. Corporate headquarters, major hotels, and other large scale development are also suitable here. Residential uses will continue to be prohibited in the East of 101 area. The area also offers opportunities for new public open space in the form of parks or in a linear configuration that would parallel a planned multi-use trail connecting to the Bay.

Eastern Neighborhood Vision Elements

- INCREASE** development opportunities consistent with trends in the larger East of 101 area
- PROVIDE** significant office/R&D employment opportunities in very close proximity to Downtown and the Caltrain Station
- CREATE** a unique employment neighborhood based on the walkable development pattern of the Downtown

Figure 2.03: Eastern Neighborhood Illustrative Plan



Figure 2.04: Eastern Neighborhood Illustrative Development Scenario



Caltrain Station Improvements

Extending the Caltrain Station platforms to the south, opposite Grand Avenue and the Downtown, is essential to increasing ridership and to supporting transit-oriented development in South San Francisco. By lengthening the station platforms and reconfiguring the southern leg of Airport Boulevard at Grand Avenue, pedestrians and bicyclists will have convenient access from the Downtown to the station. With a well-designed, wide, well-lighted, and attractive undercrossing, access to the station will be greatly improved.

The undercrossing will also connect the Downtown with Grand Avenue east of the freeway along the north edge of the Eastern Neighborhood. This extension can be a location for dining and other amenities that can serve workers in the area. An improved Grand Avenue here will provide a direct pedestrian and bicycle connection to the Downtown from the rest of the East of 101 area of the City. Plazas, configured with space for special events, art or other gateway elements, will be possible at either end of the undercrossing and will improve the image of Downtown to visitors.

Caltrain Station Improvements Vision Elements

- IMPROVE** East of 101 and downtown connectivity
- INCREASE** transit ridership with robust employment and residential development nearby
- PROVIDE** safe, convenient access to the Caltrain Station and Downtown
- CREATE** vibrant gathering spaces that will support increased pedestrian activity and local business support



Figure 2.05: Caltrain Station Improvements and Undercrossing



Downtown Public Realm Improvements

In order to support the revitalization of Grand Avenue and surrounding neighborhoods, it will be important to improve the public environment of streets and open space. In particular, Grand Avenue requires a redesign that prioritizes pedestrian activity and bicyclists, and creates a supportive environment for local businesses.

The recommended strategy for Grand Avenue involves conversion of the angled parking to parallel which will allow the widening of sidewalks, and improvement of paving, plantings, seating and lighting. Public open space, usable for special events such as farmers markets or art shows, or simply as daily amenities for the Downtown, can be provided at City Hall and at the Grand and Airport intersection.

Further improvements to other Downtown streets will ensure a comfortable and attractive environment important for revitalization. Improvements within pedestrian priority areas may include new lighting, plantings, and street furnishings as well as improved crosswalks and bicycle facilities.

Downtown Public Realm Vision Elements

- IMPROVE** public environment of streets and open spaces
- SUPPORT** local businesses along Grand Avenue with new streetscape investments
- PROVIDE** flexible open space for special events
- REVITALIZE** Grand Avenue as the economically vital historic core of South San Francisco



Figure 2.06: Illustration of City Hall Plaza Special Event



LAND USE FRAMEWORK

The land use strategy for the Downtown Station Area is focused on encouraging intensification of activity and uses in two key areas—the Downtown and the Eastern Neighborhood; both are within a ½-mile radius of the Caltrain Station and most of the Eastern Neighborhood is within ¼-mile of this transit resource. This intensification strategy will support long-term goals for South San Francisco, articulated in the 1999 General Plan, of preserving the scale and character of existing neighborhoods while maintaining and enhancing the Downtown as the “physical and symbolic center” of the City. It is also likely to increase transit ridership by bringing new residents and employees within a short walk of the Caltrain Station.

Fundamental to the long-term success of this strategy are improvements to the Caltrain Station, specifically extension of the Caltrain Station platforms to the south and completion of a pedestrian/bicycle undercrossing, as already studied and planned but not funded. This improvement is essential to ensuring convenient access to transit, improving the perception of safety at the station, and increasing ridership.

Guiding Principle 1: Revitalize Downtown South San Francisco as a citywide destination that is economically vital, diverse, active, and that encompasses a variety of uses.

While the Downtown includes a mix of uses including civic, retail, service and a range of residential types, it is not perceived as the dynamic “go to” destination for citywide residents and visitors. Increasing the range intensity of available services and uses, which will increase pedestrian activity and the perception of safety, are key components of the revitalization effort.

LU-1: Encourage the use of local workforce and local business sourcing for development in the plan area that generates quality construction and service jobs with career pathways, that provides job training opportunities for the local workforce, and that pays area standard wages for construction so that money in wages and materials used in the construction of these developments is invested in the local economy.

LU-2: Encourage a mix of uses, activities and amenities throughout the Downtown to assist in revitalization of the Downtown as a citywide and regional destination.

LU-3: Require ground level retail or other active ground floor uses in future development along Grand Avenue and on key intersecting streets—Linden, Cypress and Maple Avenues—to ensure activity and vitality in the Downtown.

Guiding Principle 2: Increase development intensities in the Downtown to grow the resident population and thus support a variety of commercial and service uses.

Areas for intensification are focused 1) in proximity to the Caltrain Station and 2) in the areas immediately surrounding Grand Avenue, east of Spruce Avenue. Opportunities for increased residential densities in particular will add to the activity and street life of the Downtown and support downtown businesses.

LU-4: Establish the highest intensity land uses within ¼ mile of the Caltrain Station. Here densities up to 120 dwelling units per acre will be encouraged.

LU-5: Designate a high-density district north and south of Grand Avenue and in proximity to the station and allow up to 80 dwelling units per acre.

LU-6: Maintain the scale of Grand Avenue itself by slightly lowering allowable heights along its length to protect its historic character, while encouraging a mix of uses with retail at the ground level.

Guiding Principle 3: Preserve and enhance the character of existing downtown neighborhoods while continuing to encourage modest intensifications of use as currently allowed.

The residential neighborhoods that surround the Downtown to the north, west and south are important components of the character of South San

Francisco. Changes will not be made to current zoning or allowed land uses although land owners will still be encouraged to consider some intensification of uses where these are appropriate. Better connections and an improved pedestrian environment will link these neighborhoods better with the Downtown.

LU-7: Retain existing land use and density standards for residential neighborhoods outside of the Downtown core.

Guiding Principle 4: Encourage redevelopment of the Eastern Neighborhood between Gateway Boulevard, the East Grand Avenue overcrossing and the US 101 corridor as a high intensity office/R&D district.

The Eastern Neighborhood lies directly adjacent to the Caltrain Station. This proximity offers an opportunity to locate high-intensity employment uses, rather than the low-intensity light industrial, service and business commercial uses that currently exist. These higher intensity uses will complement the already successful biotech-oriented East of 101 area and provide a significant potential Caltrain user base within a less than five-minute walk of the station. These workers will also be within a less than five-minute walk of Downtown Grand Avenue and its restaurants and other amenities.

LAND USE PLAN

The Land Use Plan illustrated in Figure 3.01 shows the new land uses proposed for the plan area, as well as those that will remain unchanged. The General Plan Land Use Plan will be modified to reflect the new designations. The Zoning Ordinance will provide a detailed presentation of all uses allowed in each land use designation and relevant regulations.

The land use pattern illustrated in the Land Use Plan has been designed to set the framework for accommodating the changes identified as desirable by the community, that capitalize on the transit resources in the area, and that balance the desire to protect the historic nature of Grand Avenue while revitalizing the Downtown.

Downtown

West of US 101, in the Downtown of South San Francisco, the intention of the plan is to support and encourage intensifications of uses while respecting the historic fabric, especially of Grand Avenue. The Downtown already includes some restaurants and other services that are citywide attractions, but there is not a critical mass of activity and of residents or employees to keep the streets active and to support more amenities and services. South San Francisco has an opportunity to attract workers who desire a more urban lifestyle, with proximity to work and to amenities. Proximity to Caltrain and a bikeable environment will make the Downtown attractive for these users and will encourage other modes of travel.

Guiding Principle 5: Encourage variety in new housing development.

Diversity in housing type and occupancy will reinforce the character of the Downtown and support a range of amenities and services. Much of today's housing in the Downtown is relatively affordable; maintaining and enhancing the supply of affordable housing will ensure a healthy and diverse downtown population. Efforts to avoid displacement of existing affordable residential units will also be required.

- LU-8:** Encourage a mix of housing types including ownership, rental, family, and senior housing, and also encourage provision of units accessible to persons with disabilities.
- LU-9:** Encourage the provision of affordable housing in the Specific Plan area, by working with non-profit housing developers to identify opportunity sites with high Low Income Housing Tax Credit (LIHTC) competitiveness, and through inclusionary or in-lieu fee provisions.
- LU-10:** Support regional and local efforts to examine displacement of affordable housing and lower-income households and consider programs to address identified housing needs.
- LU-11:** Promote the collaboration and coordination among the economic development, workforce development, and planning departments to maximize the economic vitality of Downtown and benefits for existing and future residents.

Guiding Principle 6: Retain existing residential neighborhoods that surround the Downtown as currently planned, with no proposed changes in zoning.

Guiding Principle 7: Focus public investments in the historic core of the City, along Grand Avenue from Airport Boulevard to Spruce Avenue, and on adjoining streets—the Pedestrian Priority Zone—to create an attractive pedestrian environment to support businesses Downtown.

The Pedestrian Priority Zone, which is discussed in more detail later in this section, will be the focus of the most change in the Downtown in the foreseeable future. Thus, it should also be the focus of public investments in pedestrian improvements as well as new mixed-use and residential development.

Guiding Principle 8: Focus increases in residential and mixed-use densities within ¼ mile of the Caltrain Station and in areas proximate to Grand Avenue to increase patronage of Caltrain as well as Grand Avenue businesses.

Guiding Principle 9: Require pedestrian-oriented ground level retail and service uses on Grand Avenue and in the neighborhood center on Linden between California and Juniper Avenues. Encourage ground level retail in other areas, especially in the Downtown Transit Core.

The Downtown includes four sub-areas that will be the focus of change in the future:

- Downtown Transit Core
- Grand Avenue Core
- Downtown Residential Core
- Linden Neighborhood Center

Downtown Transit Core

This area lies within a ¼ mile, or a five-minute walk, of the reconfigured Caltrain Station and undercrossing. It is bounded by Lux Avenue on the north, Second Lane on the south, Union Pacific Railroad/Caltrain tracks on the east, and properties on the west side of Linden Avenue on the west.

The Downtown Transit Core is envisioned to be a vibrant, mixed-use area. Due to its proximity to the Caltrain Station and the relative abundance of developable sites, the Downtown Transit Core is the area most suitable for the highest intensities of new development in the Downtown area. These higher intensities will help to support transit ridership since residential units will be within a short walk of the station. High-density housing will also provide the pedestrian activity needed to support downtown businesses and will increase activity day and night, add street life and improve safety. As the Downtown Transit Core area evolves, it will enhance the image of the Downtown and frame Grand Avenue—the centerpiece of the Downtown.

The Downtown Transit Core allows up to 100 dwelling units per acre; a minimum of 80 dwelling units per acre is required. A maximum of 120 dwelling units per acre would be allowed for development meeting specified criteria. Ground level retail uses will be encouraged throughout the area.



Grand Avenue Core

Grand Avenue will remain the historic retail center of the City. The Grand Avenue district extends from Airport Boulevard on the east to Spruce Avenue on the west. With a few exceptions, the district includes properties directly fronting on Grand Avenue. At the east end, Grand Avenue and Airport Boulevard form an important gateway to the City and the historic core; at the west end, the district transitions to the residential Downtown Neighborhood described in the General Plan. Historically interesting buildings will be retained wherever possible. New mixed-use development of underutilized properties will be encouraged but guidelines will limit building heights directly along Grand Avenue in order to respect the historic character of some existing buildings and to create a comfortable pedestrian environment. Off Grand Avenue, on the rear portions of Grand-facing lots, taller allowable heights will help accommodate new residential uses and increase development opportunities.

The Grand Avenue Core allows up to 60 dwelling units per acre and requires a minimum of 14 units per acre. If meeting specified criteria, residential densities can be up to 80 dwelling units per acre or 100 units per acre on corner sites or site over ½ acre in size. Retail is required on the ground floor.



Downtown Residential Core

Outside of the Grand Avenue Core and the Downtown Transit Core areas, the remaining areas lying between Tamarack Lane and Second Lane are designated Downtown Residential Core. This designation is intended to encourage somewhat higher densities than what is currently allowed but will still be compatible in scale with the remaining Downtown residential districts: Downtown High Density Residential and Downtown Medium Density Residential. The areas encompassed by this new designation are within two blocks of the Grand Avenue Core. With new residential development, these will become more active, pedestrian-oriented streets with day and night activity which will promote safety. The added residents will be important to the success of Grand Avenue businesses.

The Downtown Residential Core designation allows up to 80 dwelling units per acre with a minimum of 40 units per acre. Densities up to 100 units per acre are allowed with an Incentive Program if specific criteria are met and public benefits are provided. Affordable Senior Housing projects may be allowed up to 125 units per acre.



Linden Neighborhood Center

The Linden Neighborhood Center is defined as the properties fronting Linden Avenue between California Avenue and Ninth Lane. The large zone of residential uses that lie north of Miller Avenue up to Armour Avenue and west of Maple have limited neighborhood amenities that can help to meet daily needs; in addition, there is little public open space available in this area. The current small collection of retail uses along Linden Avenue between California and Juniper Avenues provide a starting point for a more robust neighborhood center that will be walkable for the surrounding residential areas and can be a supplement to the more citywide destinations that will locate along Grand Avenue.

Retail/commercial uses would be required at ground level within this zone. The Linden Neighborhood Center designation allows up to 60 dwelling units per acre with a minimum of 40 units per acre. Densities up to 80 units per acre are allowed if specific criteria are met.



Linden Commercial Corridor

The Linden Commercial Corridor includes the properties fronting Linden Avenue from California Avenue to Sixth Lane and from Second Lane to Railroad Avenue. Linden Avenue throughout its length has historically been a location for a variety of commercial uses and today many of these remain and serve as resources for local residents and businesses. This designation applies to areas of Linden Avenue south of Aspen Avenue that do not otherwise fall into the Downtown Residential Core, Downtown Transit Core, or Grand Avenue Core districts.

Commercial and mixed uses will continue to be allowed and encouraged on properties within this corridor. While not required, commercial uses will provide opportunities for local services for adjoining residential neighborhoods. As with other mixed use locations, improvements to the sidewalks and streetscape will be encouraged to provide additional pedestrian amenities and accessibility especially for local residents.

Retail use will be encouraged at ground level in this corridor. Other requirements of the Downtown High Density Residential district will pertain: 20.1-40 dwelling units per acre.

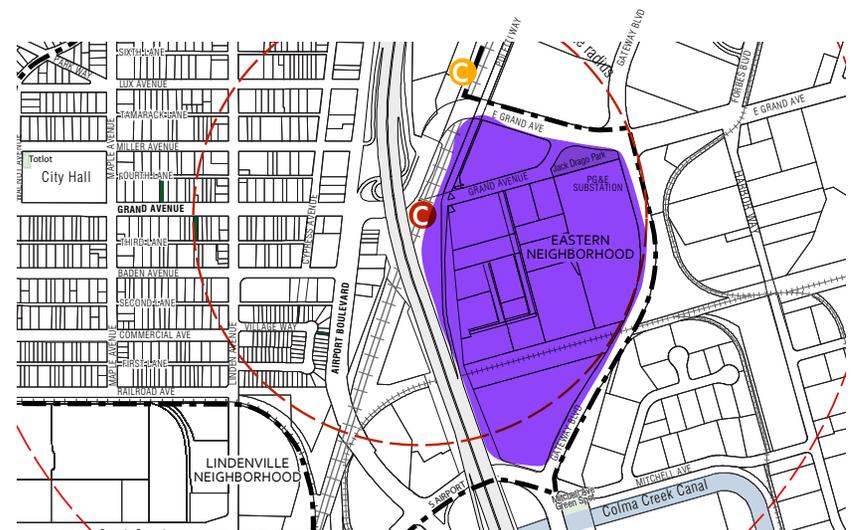


Eastern Neighborhood

The eastern part of the plan area, with proximity to Caltrain, regional highways, San Francisco International Airport, San Francisco and Silicon Valley, and a biotechnology innovation hub anchored by Genentech, is a highly suitable location for high-density employment. The location adjoining the Caltrain Station suggests that a typical, suburban office park pattern, such as found in other parts of the East of 101 area, would not be optimal here. Instead, a more urban, corporate office format such as found in the downtowns of Palo Alto, Sunnyvale, San Mateo or San Francisco (although at significantly lower densities) would be appropriate. The area provides a number of large sites suitable for development; the PG&E substation site, however, is likely to remain and development along its southern extent is likely precluded by the presence of major overhead power lines.

Guiding Principle 10 Encourage high-density employment.

Guiding Principle 11: Enhance the few existing streets with a more fine-grained pattern of vehicular and bicycle/pedestrian routes to allow convenient circulation throughout the area.



Guiding Principle 12: Provide a direct connection from the planned pedestrian and bicycle underpass of the tracks through the northern part of the area along Grand Avenue to allow station drop-off and shuttle pick-ups as well as direct bicycle and pedestrian access to the station and to Downtown.

Guiding Principle 13: Allow retail uses along Grand Avenue to provide amenities for the office population and a strong visual and physical linkage to the Downtown to the west.

Transit Office / R&D Core

The Transit Core Office/R&D District is bounded on the north by East Grand Avenue, on the east by Gateway Boulevard, on the south by South Airport Boulevard, and on the west by Industrial Way and the US 101 right-of-way. It is currently a mix of parking lots and low scale service and light industrial uses. This urban employment district would be characterized by a walkable street pattern, more like Downtown than the suburban-style developments that dominate much of the East of 101 area. With the extension of the Caltrain Station and construction of the pedestrian/bicycle underpass, this area will be well connected to the Downtown, providing an opportunity for a significant number of workers to easily access downtown amenities.

Taller buildings are suitable here in conformance with the FAA height limitations; see Figure 5.01. The area would lend itself to corporate office, hotels, and other major facilities due to its high visibility from US 101 and proximity to San Francisco International Airport, Downtown San Francisco and the various employment centers on the Peninsula. Along the extension of Grand Avenue to the east beyond the rail tracks undercrossing, limited retail and services may be feasible in the long run and to provide amenities for nearby employees. The allowable development intensity in the area would be 1.5 to 2.5 floor area ratio (FAR). A FAR up to 3.5 may be allowed if specific criteria are met.

Other Districts

Other land use designations would remain in effect in the Downtown and areas surrounding the rail tracks and US 101. Residential areas north and south of the Downtown core would remain as currently planned; existing land use and zoning designations already allow modest land use intensifications. The industrial and business commercial areas currently serve a variety of airport and related uses; it is unlikely that there will be pressure for change in these areas within the planning horizon.

Table 3.01: Standards for Density and Development Intensity

Land Use Designation	Residential Density du/net ac	Max FAR	Maximum Residential Density with Discretionary Approval and Incentive-Based Bonuses ¹	Maximum FAR with Discretionary Approval and Incentive-based Bonuses ¹
Downtown				
Downtown Transit Core	80-100	6.0	120	8.0
Grand Avenue Core	14-60	3.0	80/100 ²	4.0
Linden Commercial Corridor	20-40	-	-	-
Linden Neighborhood Center	40-60	3.0	80	-
Downtown Residential Core	40-80	3.0	100	3.25 ³
Downtown High Density Residential	20-40	-	-	-
Eastern Neighborhood				
Transit Office/R&D Core	-	1.5-2.5	-	3.5

¹ Does not include density bonuses allowed per Chapter 20.390 Bonus Residential Density

² Corner properties/sites greater than ½ acre

³ For qualifying affordable senior housing projects

LAND USE AND DENSITY / INTENSITY

Table 3.01 displays the relevant standards for each of the land use designations noted in the preceding sections. These land uses apply to the locations within the Specific Plan area where changes from existing policy will be applied in order to achieve the goals of the community and city leadership.

While the proposed intensities of development are greater than those that occur in the Downtown and East of 101 areas today, they are consistent with other recent planning efforts in South San Francisco. The El Camino Real/Chestnut Avenue Area Plan encourages densities similar to these on sites in proximity to the BART station. The intensities proposed for the Downtown and Eastern Neighborhood are appropriate for a vital but reasonably-scaled Downtown that can capitalize on transit availability and in so doing revitalize and activate a distinctive downtown area.

Table 3.02: Development Potential

Land Use	Existing Development (sf)	Additional Development with Station Area Plan (sf)
Residential	1,426	1,435
Downtown Commercial	602,643	-
Auto-Serving Commercial	54,664	-
Business Commercial	129,884	511,780
Hotel	285,165	-
Industrial	797,055	21,250
Commercial	-	268,800
Office/R&D	-	1,185,049
Institutional	150,142	-

Note: Assumes 25% of properties within the area, primarily those that are vacant or significantly underutilized, will be developed within the horizon of this plan.

Development Potential

Development potential is determined by applying the land use, density and intensity assumptions to land within each district. Because parcels are small, some consolidation of sites will likely be required and this may take time to occur. In addition, many properties are undoubtedly financially viable as they currently exist and there will be little or no motivation for many property owners to take any action.

For purposes of this plan and for use in assessing environmental impacts associated with the plan, it has been assumed that only 25% of parcels in the plan area would be developed in the timeframe of this plan, approximately 20 years, and at an average of the allowable densities.

Assuming 25% of existing parcels—most likely those that are vacant or underutilized—within the plan area redevelop over the life of this plan, as many as 1,400 units of residential uses would be added. Combined with the existing 1,400 units, the plan area would support 2,800 units in proximity to the Caltrain Station. Up to 1.2 million square feet of new office/R&D uses could be added in the plan area, representing as many as 2,400 or more jobs added. Table 3.02 shows the potential development. Several land uses, Transportation Center and Institutional, are not anticipated to change for purposes of this estimate.

This Specific Plan provides for significant additional new housing over the life of the plan and beyond with the highest densities located in immediate proximity—less than a ¼-mile walk—to the improved Caltrain Station. Residential densities are respectful of the smaller scale character of Grand Avenue and existing neighborhoods while allowing significant new development opportunities.

An important component of feasibility, the cost of parking, is discussed in the Circulation and Parking chapter that follows, but reducing required parking and providing options for shared parking are anticipated to help ensure feasibility of this scale of residential development in South San Francisco.

URBAN DESIGN

This section on urban design describes the components of the public urban environment, the streets, sidewalks and other spaces that accommodate daily movement and activity.

Street Layouts / Cross Sections

In the Downtown area the street pattern is well established and successful. In the Eastern Neighborhood a new street layout will be required to serve the employment uses. On all streets there are opportunities to improve access and pedestrian movement. In several cases, particularly Grand Avenue, there is the opportunity to significantly redefine the street and its character while still supporting its traffic-carrying role.

The following pages illustrate existing conditions and proposed street layouts for key downtown streets.

Grand Avenue

Grand Avenue is the “Main Street” of South San Francisco and has been so since the City’s founding. In the last thirty years streetscape improvements were made along Grand from Airport Boulevard to Spruce Avenue, but today these improvements are dated and in need of renovation and/or replacement. The sidewalks are 10 feet in width, a minimum scale for a retail street that allows little room for sidewalk seating, displays or significant plantings or furnishings.

In addition, the street is lined with angled parking. While this parking layout maximizes parking spaces, it does so at the expense of sidewalk width and also compromises the safety of bicyclists (drivers backing up have difficulty seeing bicyclists who may be coming up the road).

Guiding Principle 14: Redesign Grand Avenue to accommodate wider sidewalks and an improved streetscape that will better support the retail environment of the Downtown.

Figure 3.02: Location of Street Cross-Sections



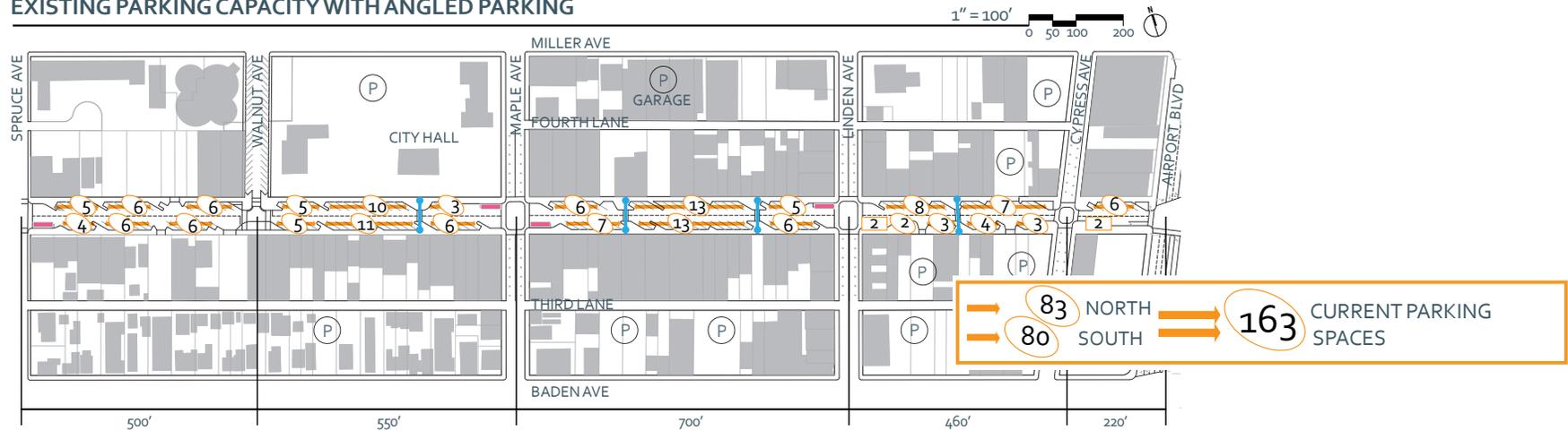
Guiding Principle 15: Ensure that adequate on-street and off-street parking remains on Grand Avenue and adjoining streets to support existing and future retail uses in the Downtown.

As shown in the upper diagram in Figure 3.03, there are 163 existing parking spaces on Grand Avenue (excluding bus stops and yellow delivery zones) between Airport Boulevard and Spruce Avenue. The lower diagram illustrates how converting these angled spaces to parallel parking spaces would result in the loss of 22 spaces or 13 percent of the total existing today. As discussed in more detail in the Circulation and Parking section of this document, while occupancy of parking spaces on Grand Avenue is high at peak times, there is an ample supply of nearby parking on side streets and in the city’s parking structure on Miller Avenue, which is only one block from the retail uses on Grand Avenue.

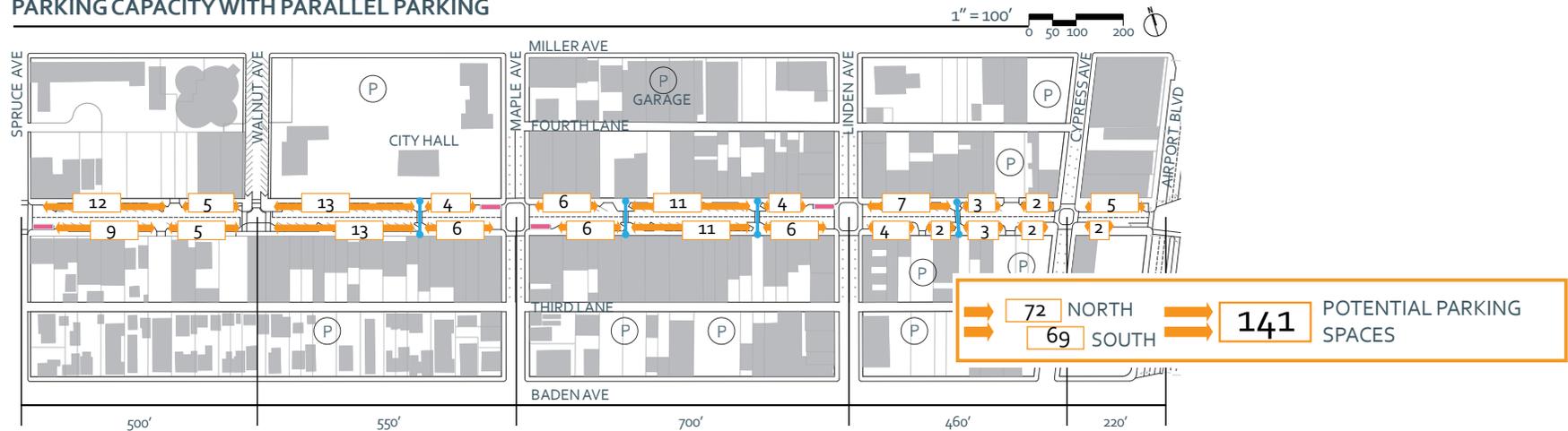
As shown in Figure 3.04, with a reconfiguration of parking on Grand Avenue to a parallel configuration, the sidewalks can be widened to 15 feet, which allows inclusion of seating for cafes or restaurants and provides an ample

Figure 3.03: Grand Avenue Parallel Parking Study

EXISTING PARKING CAPACITY WITH ANGLED PARKING



PARKING CAPACITY WITH PARALLEL PARKING



LEGEND

- EXISTING BUS STOP
- EXISTING MID-BLOCK CROSSWALK
- # ANGLED PARKING
- # PARALLEL PARKING
- P PARKING LOT

Note: This is a feasibility study and not a proposed design. Further technical drawings and analysis should be undertaken.

walking zone and a roadside planting and furnishings zone. A bicycle lane can also be added in each direction. This reconfiguration of Grand Avenue will result in a greater area of the public right-of-way being devoted to pedestrians and bicycles. This will result in a more attractive street and a strong retail environment while still providing visibility to motorists and convenient on-street parking.

- UD-1:** Convert angled parking to parallel, ensuring continued provision of bus stops, street crossings and appropriate curb radii as needed.
- UD-2:** Widen Grand Avenue sidewalks to at least 15 feet.
- UD-3:** Prepare and implement new streetscape designs for Grand Avenue that will include new sidewalk paving, corner widenings (bulb-outs), crosswalk treatments, new street furnishings (seating, trash receptacles), and plantings.
- UD-4:** Reconfigure Grand Avenue roadway with two travel lanes, bicycle lanes, and parallel parking.



Existing conditions on Grand Avenue.

Figure 3.04: Grand Avenue Comparative Cross-Sections: Angled vs. Parallel Parking

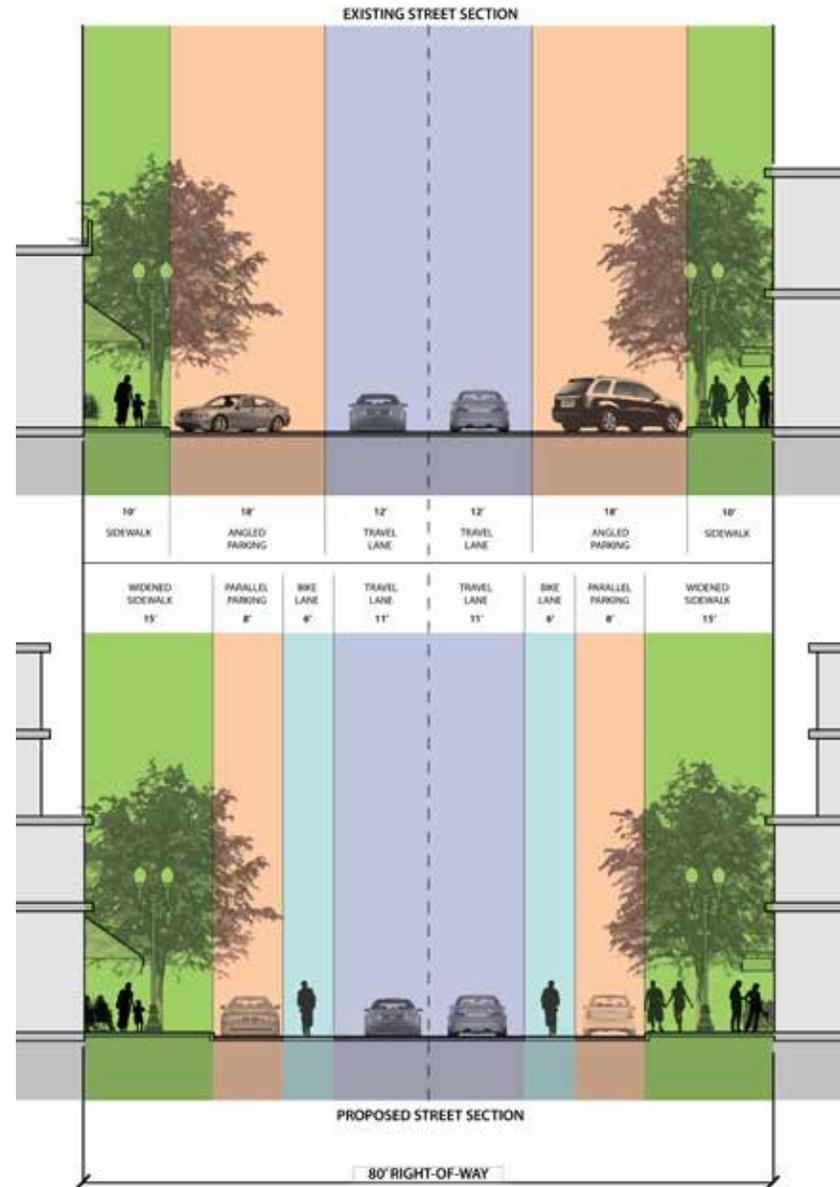


Figure 3.05: Grand Avenue with Parallel Parking and Widened Sidewalks



Figure 3.06: Grand Avenue Existing Cross-Section

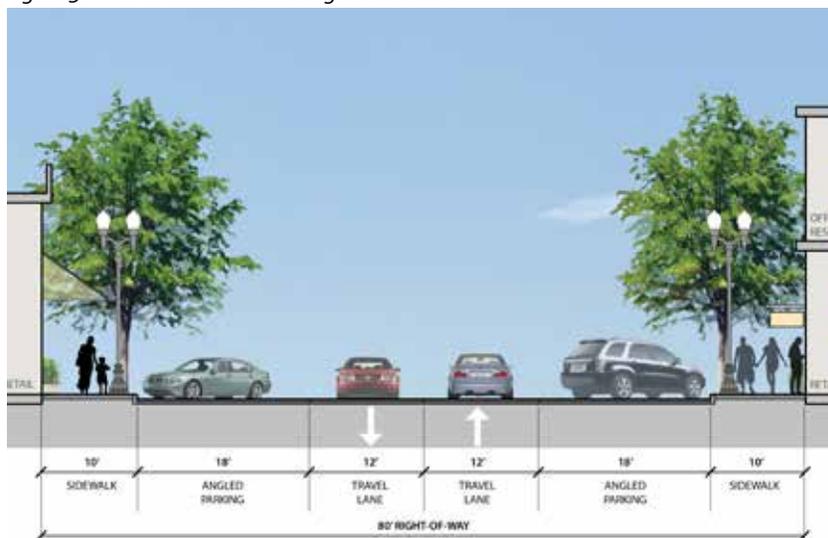


Figure 3.07: Grand Avenue Proposed Cross-Section

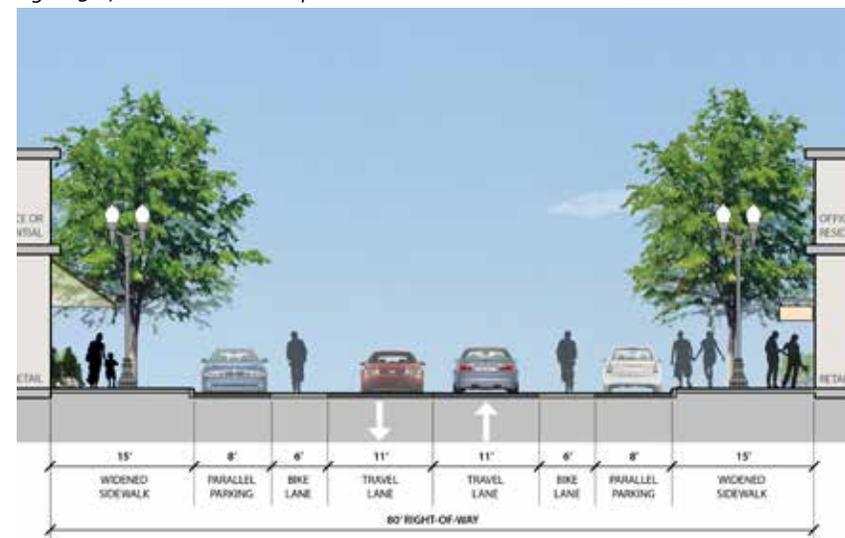


Figure 3.08: Airport Boulevard South of Grand Avenue Existing

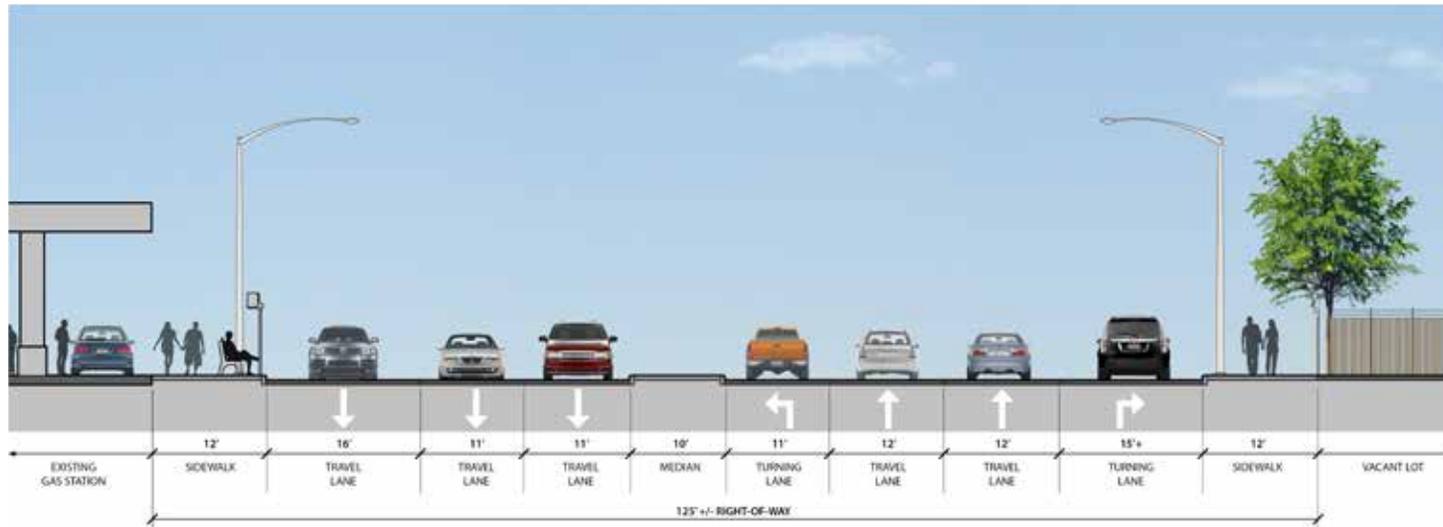
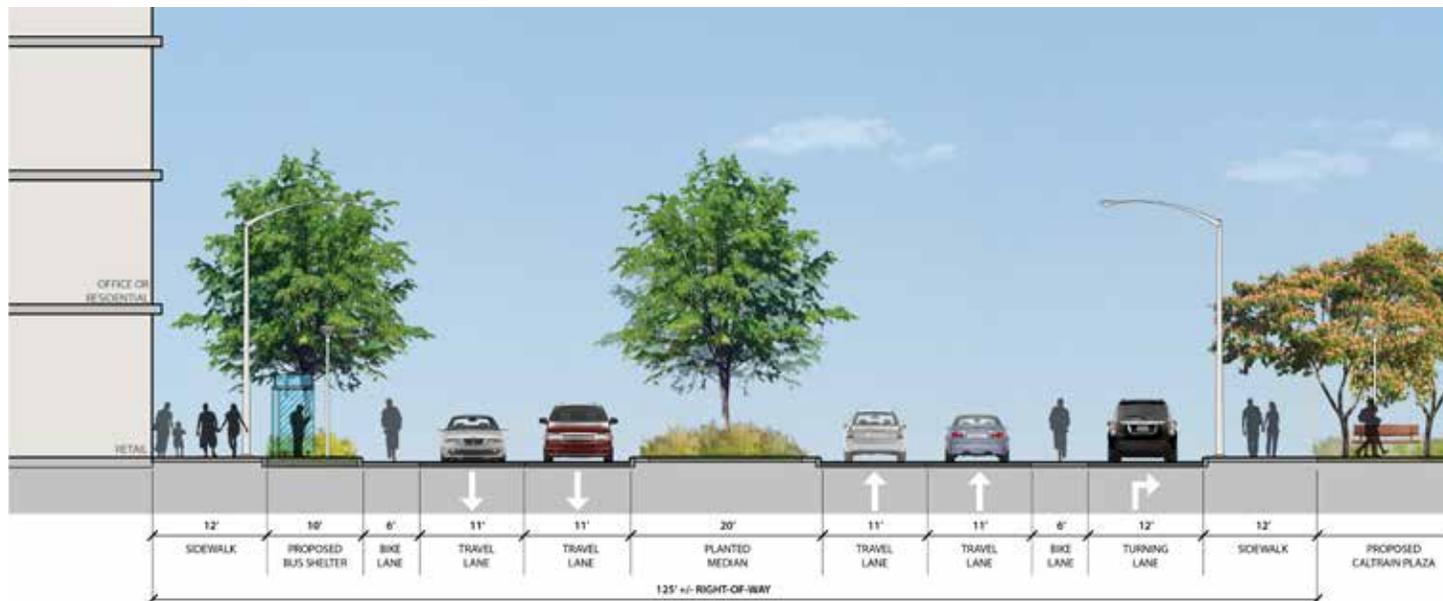


Figure 3.09: Airport Boulevard South of Grand Avenue with Proposed Turn Restrictions and Median



Airport Boulevard

Airport Boulevard is a local and regional-serving street; it carries significant regional truck and other traffic that is heading to the industrial areas or to the Airport. The Circulation and Parking section of this document discusses a key policy which will divert regional traffic, especially truck, from Airport and other local streets to the freeway and points north or south. With this, certain improvements can be made to Airport Boulevard. North of Grand Avenue recent improvements have included a planted median and improved sidewalks. Due to the northbound freeway on-ramp, no crosswalk across Airport Boulevard is possible north of Grand Avenue.

South of Grand Avenue fewer improvements exist today. The south east-west crosswalk provides the only connection to East Grand Avenue and will be the primary connector to the future pedestrian/bicycle undercrossing leading to the lengthened Caltrain platforms and the Eastern Neighborhood. This crossing needs special improvements to ensure that it is safe and convenient for pedestrians.

- UD-5:** Reconfigure Airport Boulevard at and south of Grand Avenue to ensure safe access across this busy intersection. Improvements will include a reduction in travel lanes, a widened median supporting a pedestrian refuge, and removal of the free right turn from Airport Boulevard to East Grand Avenue coupled with an extended corner and sidewalk for pedestrian safety.
- UD-6:** Coordinate timing and extent of improvements at the Airport Boulevard and Grand Avenue intersection with improvements to Grand Avenue and the Caltrain Station reconfiguration and pedestrian/bicycle undercrossing.

Miller and Baden Avenues

Miller and Baden Avenues are important streets in the Downtown, with a mix of uses, primarily residential, along their lengths. They provide access to the Downtown and adjoining neighborhoods, but also take traffic west to other destinations and bring traffic from the west to the regional highway and roadway network. Neither of these streets have the space to provide dedicated bicycle lanes.

Figure 3.10: Miller and Baden Avenues Existing

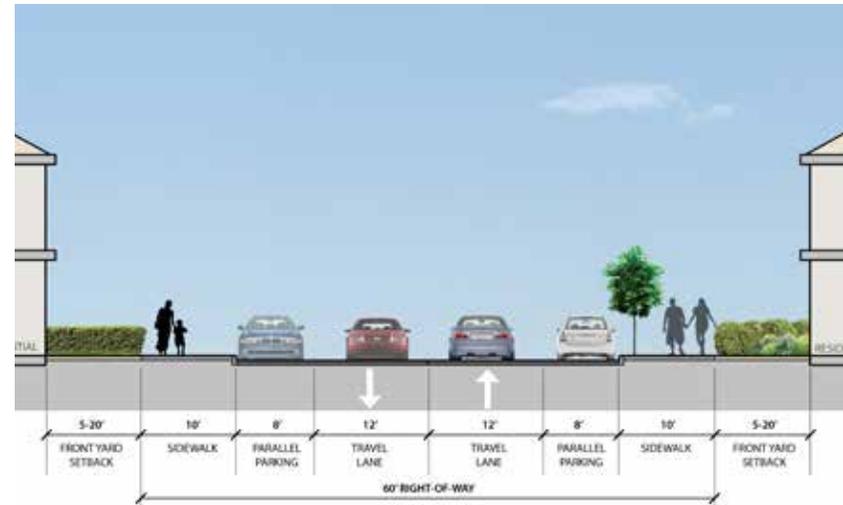


Figure 3.11: Miller and Baden Avenues Proposed

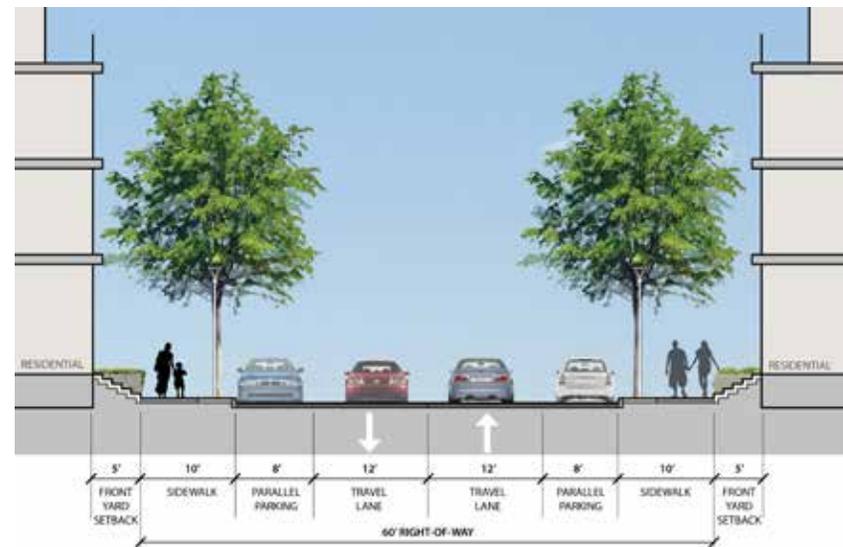


Figure 3.12: Linden Avenue Existing

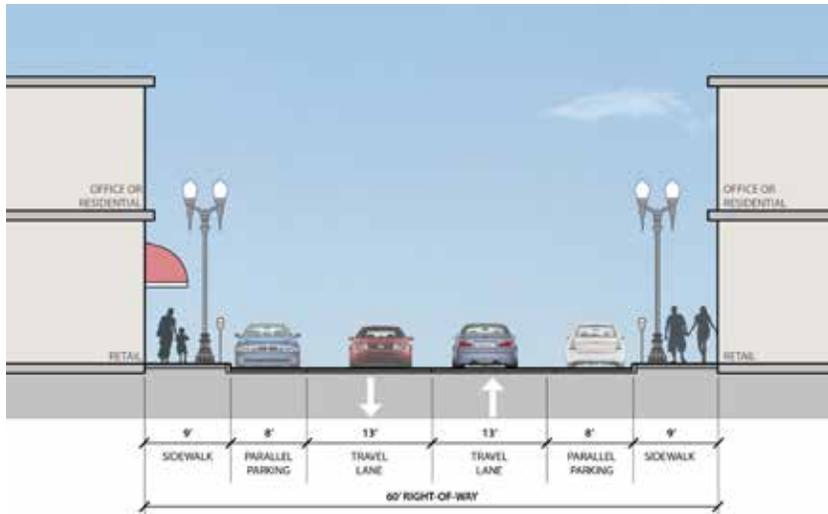
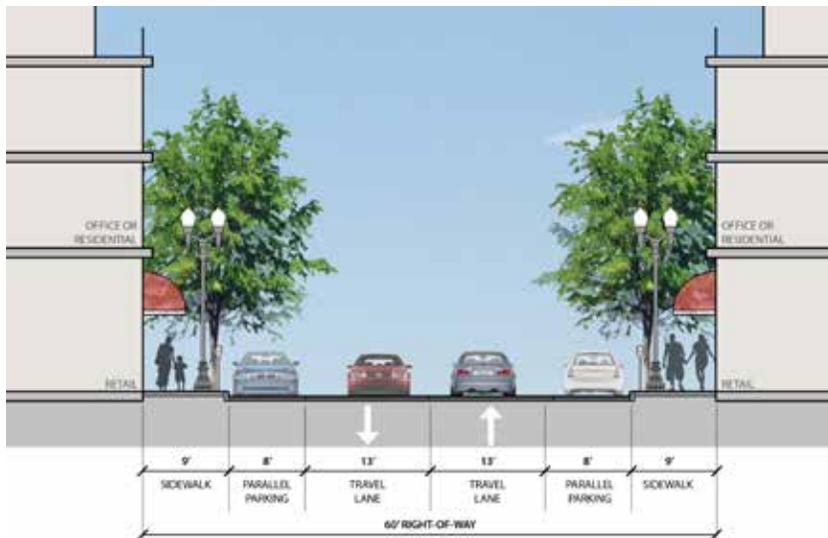


Figure 3.13: Linden Avenue Proposed



Miller Avenue and Baden Avenue west of Maple Avenue have similar conditions and adjoining land uses. Here improvements will be oriented to providing an attractive pedestrian environment through a consistent use of tree plantings and lighting.

Baden Avenue east of Maple has a tighter sidewalk configuration on the south side. Here future development will be required to provide a widened sidewalk for pedestrian comfort.

UD-7: Provide streetscape improvements on Miller and Baden Avenues consistent with Figure 3.10 and 3.11, with adequate sidewalks and appropriate streetscape improvements.

Linden Avenue

Linden Avenue is an important street that links neighborhoods with Grand Avenue. It also has a scattering of neighborhood serving retail uses between California and Aspen Avenues. Historic streetlights have already been installed on Linden, but other amenities are lacking.

Linden Avenue will act as an important connector for the neighborhoods to the north of Downtown. In addition the neighborhood center already functioning between California and Aspen Avenues can be reinforced with additional street and streetscape improvements. As discussed later in this chapter a plaza can be provided on Linden Avenue by applying special paving through the street cross-section. Periodic closures of the street could accommodate special events or fairs.

As illustrated in Figures 3.12 and 3.13, the street should have a more consistent streetscape treatment to emphasize its importance and to provide a more attractive pedestrian environment.

UD-8: Provide pedestrian improvements on Linden Avenue including corner bulbouts and crosswalk improvements where appropriate. Implement the Linden Plaza through special paving and removable bollards; improve streetscape as well.

Downtown Lanes

The Downtown of South San Francisco is somewhat unique in having an extensive network of vehicular and pedestrian lanes. They generally run east-west parallel to the adjoining streets and act as service alleys. Today, these lanes are only minimally improved, but in the future could be attractive pedestrian walkways in addition to their service-related roles.

UD-9: Where feasible improve lanes in the Downtown, especially in the pedestrian priority zone, to include special paving, street trees, and other amenities while continuing to accommodate service and delivery vehicles where needed.

There are also two pedestrian walkways that run north-south from Miller and Baden Avenues to Grand Avenue, providing access to the retail uses on Grand Avenue and reducing the distance a pedestrian is required to walk when accessing the retail environment from public parking. Additional north-south walkways providing pedestrian access through the long downtown blocks would help support the downtown retail businesses.

UD-10: Encourage property owners in the long blocks adjoining Grand Avenue to provide well-designed north-south pedestrian walkways to facilitate access to the downtown retail environment.



Examples of pedestrian walkways that can provide access to Grand Avenue destinations.

Grand Avenue in the Eastern Neighborhood

The street network that exists today in the Eastern Neighborhood is suitable only for a light industrial area comprising low scale buildings and truck and service vehicle traffic. There are only three primary streets in the area existing today: Sylvester Road, the primary street running north-south, and two minor private roads, Associated Road and Baker Street. Gateway Boulevard, a wide arterial, is on the east edge of the neighborhood, and Grand Avenue lies at the top of Sylvester Road.

Guiding Principle 16: Improve the Eastern Neighborhood street network to provide better vehicular connections and complete pedestrian and bicycle access within the neighborhood, and from the neighborhood to the Caltrain Station and the Downtown.

East of the Caltrain Station, Grand Avenue will be the “Main Street” of the Eastern Neighborhood. Providing a convenient connection to the Caltrain Station and to the Downtown from the Eastern Neighborhood as well as the employment uses to the east, it can provide retail and convenience services as well. This street will need to have an appropriate scale and character to be welcoming to pedestrians.

UD-11: Improve Grand Avenue to be pedestrian- and bicycle-friendly with a scale similar to that of Grand Avenue in the Downtown (e.g., two travel lanes, protected or buffered bicycle lanes, parallel parking, and wide sidewalks).

UD-12: Create a comfortable pedestrian environment on Grand Avenue by requiring ground level retail uses along much of the Grand Avenue facades with minimal setbacks.

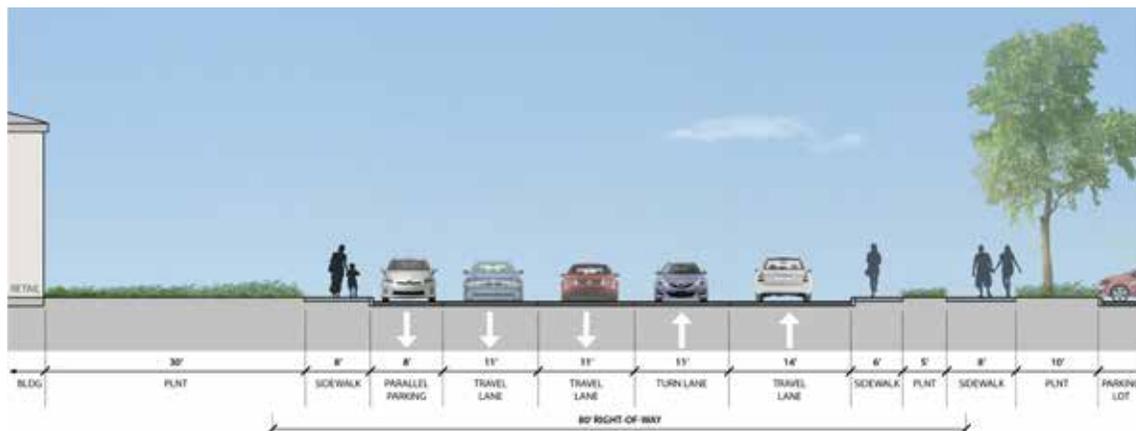
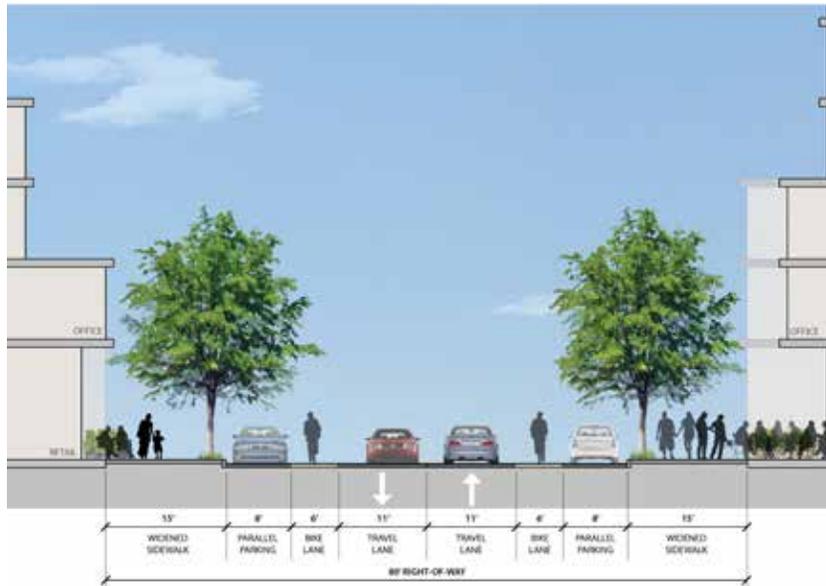
Sylvester Road

Sylvester Road will be the primary north-south street serving the development in the Eastern Neighborhood. While it will provide an address for many buildings located in the area and will provide access to parking, it will also be the pedestrian connection to Grand Avenue, the Caltrain Station, and Downtown. It will need to be improved to provide adequate pedestrian and bicycle access. In the long run, Sylvester Road should be extended to connect on the south and/or east to Gateway Boulevard.



Streets in the Eastern Neighborhood—Grand Avenue (top) and Sylvester Road (bottom)—will need major improvements to be suitable for this future employment district.

Figure 3.14: Possible Future Configuration of Grand Avenue in the Eastern Neighborhood (top) and Existing Conditions (bottom)



UD-13: Improve Sylvester Road to accommodate vehicular access to building and parking while also providing bicycle lanes and minimum 10-foot sidewalks. Provide improved crosswalks, including corner bulb-outs to improve pedestrian crossing experience.

Other Eastern Neighborhood Streets

Additional access will be needed in the Eastern Neighborhood. A walkable pattern of smaller block sizes and narrow streets or pedestrian-oriented lanes would create a scale of development that would more resemble the Downtown than the suburban pattern found throughout most of the East of 101 area. This pattern of block sizes and streets will be implemented by property owners as individual parcels are developed.

Pedestrian Environment and Accessibility Improvements

The pedestrian environment includes sidewalks and open spaces that need to not only be attractive and functional, but that must also be accessible to persons of all abilities.

Figure 3.15 illustrates the types and locations of improvements needed in the public environment, and delineates the Pedestrian Priority Zone. This zone corresponds to the areas where the highest intensities of development will occur in the future and where the corresponding highest levels of pedestrian activity can be anticipated and will be encouraged.

Guiding Principle 17: Throughout the Specific Plan area, provide an attractive public realm that is accessible to persons of all abilities, including improved sidewalks, streetscapes, pedestrian crossings, plazas and open spaces.

The Specific Plan area will require public streetscape investments to create an attractive pedestrian environment, improve the sense of safety and security, and ensure accessibility to all. Some of these improvements will be provided through development of individual parcels.

Among the design improvements to be provided are:

- Increased sidewalk width
- Pedestrian-scaled lighting
- Street trees and planting
- Street furniture and amenities
- Wayfinding signage
- Public art

Improvements that will enhance safety and accessibility include:

- Sidewalk/curb bulb-outs and reduced crosswalk lengths
- Mid-block crossings where needed
- Pedestrian refuges
- ADA compliant curb ramps
- Traffic calming measures
- Audible signals

These elements are described in the pages that follow. These elements provide opportunities for a more attractive streetscape that will support local businesses by creating opportunities for sidewalk dining, outdoor displays, and more interesting landscape plantings.

Grand Avenue is the centerpiece of this zone, extending not only through the Downtown but also across the Caltrain tracks, via the new undercrossing, to a redefined Eastern Neighborhood Grand Avenue “Main Street”.

Guiding Principle 18: Within the Pedestrian Priority Zone, implement street and intersection improvements to create a safe, attractive, and accessible environment for all pedestrians.

Intersection Improvements

Intersection improvement such as corner bulb-outs, bollards, ramps and amenities provide a higher degree of safety and accessibility by shortening the street crossing distance and allowing wheelchair access. The added space can accommodate plantings or other amenities.

UD-14 Within the Pedestrian Priority Zone ensure that intersection improvements such as handicap ramps, corner bulb-outs, and improved street crosswalks are made, with the intersections noted in Figure 3.15 receiving particular priority. Figure 3.16 illustrates how a typical intersection along Grand Avenue might be improved.

UD-15 Coordinate improvements for pedestrian access on either side of the Caltrain Station with improvements to the station itself, such as extending the station platforms south and the pedestrian and bicycle undercrossing.

UD-16 Corner extensions or bulb-outs are encouraged; these act to reduce the distance between the sidewalk on either side of a crossing, making it easier for the disabled or elderly to cross safely. These corner extensions must include ramps and can also include street furnishings.

UD-17 Larger curb extensions can provide areas for additional street furnishings or bus stops and shelters if buses operate by stopping in the travel lane.

UD-18 Consider use of special paving that can be used to delineate the crosswalks for visibility; different materials will visually or with a different feel, make the crosswalks more evident to motorists.

Figure 3.16: Grand Avenue and Linden Avenue Illustrative Intersection Improvements



UD-19 Decorative elements can be added at intersections to also add safety. Bollards, special paving and special lighting can all add to pedestrian safety.

Significant intersection improvements will be required at Grand Avenue and Airport Boulevard to provide access to the undercrossing and station platforms. As shown in Figure 3.17, a wide median should be added at the intersection just south of Grand Avenue. This median would serve as a pedestrian refuge on this heavily traveled street. In order to accommodate this median, the left turn lane currently providing westbound access to Grand Avenue from Airport Boulevard would be eliminated.

On the right edge of Airport Boulevard at Grand Avenue, the currently existing free right turn lane providing access to the elevated East Grand Avenue overcrossing would be restored to a tighter turn by extending the curb somewhat into the roadway. This will act to slow traffic making this right turn onto East Grand Avenue.

UD-20 Continue to encourage Caltrain to prioritize implementation of station improvements and an undercrossing to provide optimized access to the station.

UD-21 Provide intersection improvements on the south side of Airport Boulevard and Grand Avenue to facilitate safe pedestrian crossing of this busy intersection. Improvements would include:

- Lane modifications on Airport Boulevard to eliminate a left turn onto Grand Avenue, creating space for a wide median to act as a pedestrian refuge and gateway design improvement. This will also serve to direct visitors to more readily find the downtown parking garage by turning left onto Miller Avenue.
- Lane modifications on Airport Boulevard to slow traffic turning right onto East Grand Avenue and to extend the curb into the street right-of-way to shorten the crossing distance.
- Crosswalk improvements such as special paving and special signage and lighting to highlight this important pedestrian crossing and improve safety.



The pedestrian crossing at Grand Avenue and Airport Boulevard (looking west) is uninviting and lacking in any amenities.

Caltrain Station Access

Improved access to the Caltrain Station is very important. This Specific Plan fully endorses plans already developed for the reconfiguration of the station that would include:

- Extending the station platforms to the south to make them more readily accessible from the alignment of Grand Avenue.
- Construction of a pedestrian/bicycle undercrossing of the Caltrain tracks that will provide access from both sides of the tracks and US 101 to the station platform, and in the process will reconnect the two sides of the corridor for convenient pedestrian and bicycle access.

Guiding Principle 19: Continue to work with Caltrain to ensure implementation of the redesigned station and pedestrian/bicycle undercrossing. This improvement is essential to the long term revitalization of Downtown South San Francisco.

The design of the undercrossing must result in a convenient connection that feels and is safe and comfortable for users of all abilities and ages.

- UD-22** Design of the undercrossing must pay particular attention to visibility and safety. The width of the undercrossing must be generous to allow bicyclists and pedestrians to have separated, distinct rights-of-way. The height of the space must be generous.
- UD-23** The undercrossing must also be wide enough and of a configuration that allows visibility through the entire undercrossing to a lighted outdoor space at the other end. All areas of the undercrossing must be visible to anyone approaching the space.
- UD-24** Lighting inside the undercrossing must be sufficient to light all areas, with no significant shadows, and to provide a comfortable visual transition from outside to inside.
- UD-25** Murals and other art installations can be used to create visual interest and add lighting to the undercrossing entries and extent.



Example of an attractive pedestrian and bicycle undercrossing in Palo Alto.

Figure 3.17: Airport Blvd and Grand Avenue Intersection Improvements and Caltrain Station Plaza



Public Open Space

The plan area has limited publicly-owned properties that offer sites for new plazas, open space or parks. In both the Downtown and in the Eastern Neighborhood there are innovative ways to provide important and needed public space. There are several opportunities in the Downtown to provide new open space.

Guiding Principle 20: Provide new open spaces within the Downtown to accommodate special events or recurring activities such as farmers markets.

City Hall Plaza

City Hall is the single most iconic building in the Downtown. It occupies a dramatic site that is little changed from its origin. The park-like space that surrounds the building slopes gently to Grand Avenue, with stairs leading from the sidewalk to the front entrance to the building. City Hall provides a dramatic centerpiece for a new City Hall Plaza.

Guiding Principle 21: Redesign the street block fronting City Hall to allow it to function occasionally as a special event public plaza.

City Hall Plaza can be a special, flexible space that can be used for a variety of events and activities. While it would function at most times as a normal block along Grand Avenue, on special occasions the block could be closed temporarily to traffic and parking in order to host a special event.

The space would be created by taking the sidewalks and roadway between Maple and Walnut Avenues and repaving with a similar treatment across the entire width, creating in effect a large flexible space. Other modifications might include wall seating at the front edge of the City Hall green park space, special seating, and special lighting.

UD-26 Create a design concept for a public plaza in front of City Hall which incorporates the existing roadway as well as adjoining sidewalks while retaining travel lanes and on-street parking.

UD-27 Allow for occasional closures of the block for special occasions and events, while ensuring access is maintained to businesses that occupy



City Hall building facing Grand Avenue.

the south side of Grand Avenue on the block between Maple and Walnut Avenues.

UD-28 Provide flexibility for a wide range of activities and gatherings when the block is closed to traffic, while still allowing for everyday use of the green park spaces adjoining City Hall.

UD-29 Design of the plaza should be complementary to and consistent with the design concept for the entire length of Grand Avenue, utilizing a consistent material palette.

Figure 3.18: Downtown Special Plaza Areas

LINDEN NEIGHBORHOOD CENTER
Street paving creates special area for neighborhood events.

CALTRAIN PLAZA EAST
East entry plaza, drop-off area, and transit and shuttle connections.

CALTRAIN PLAZA WEST
Proposed plaza entry to relocated Caltrain Station and pedestrian/bicycle tunnel.

GATEWAY STREET PLAZA
Accent paving and gateway welcome visits to the Grand Avenue retail district.

CITY HALL PLAZA
Street and adjacent plaza create central gathering spaces for community events and everyday casual use.



Figure 3.19: Caltrain Plaza

Caltrain Plaza

The plaza at the intersection of Airport Boulevard and Grand Avenue that will lead to the Caltrain Station pedestrian and bicycle undercrossing is an opportunity to provide a public open space that not only can offer downtown residents and businesses a gathering space, but is an opportunity to enhance the gateway experience to South San Francisco. The plaza should account for bicycle ingress and egress from the pedestrian and bicycle undercrossing to the bike lanes on Grand Avenue, East Grand Avenue and Airport Boulevard to ensure safety, visibility and clear paths for bicyclists out of the way of pedestrians.

Guiding Principle 22: Create a vibrant, safe plaza to serve residents, visitors and Downtown businesses.

- UD-30** The plaza should be generous in width to provide a safe, pleasant environment.
- UD-31** The area should be well-lit to create safe access to the station and Downtown.
- UD-32** The plaza should include deciduous trees that create shade in summer and allow sun to warm the plaza in winter.
- UD-33** Site amenities, such as benches and trash receptacles should be provided. Consideration should be given to deter unwanted loitering.
- UD-34** Materials and site furnishings should be consistent with those used in the redesign of Grand Avenue to maintain a uniform look to the Downtown.

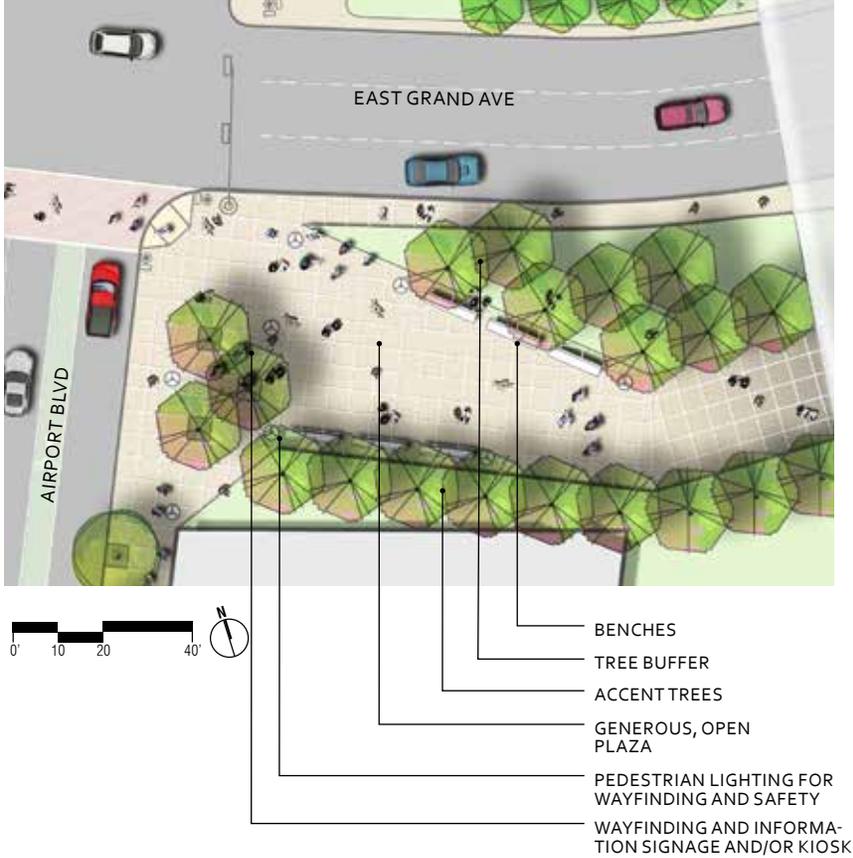


Figure 3.20: Caltrain Plaza (looking west)



Linden Neighborhood Plaza

The Linden Avenue neighborhood center, north of Downtown on Linden Avenue, is an opportunity area that can provide public open space and neighborhood services within walking distance of home or from the businesses along Linden Avenue.

Similar to City Hall Plaza, the Linden Neighborhood Plaza should include streetscape improvements and accent paving to indicate a special place. While it would function at most times as a street, on special occasions the block could be closed temporarily to traffic and parking to expand the usable area and provide a central gathering space for special events such as farmers' markets, food trucks, or arts, music or cultural festivals.

It would be desirable to also provide a usable outdoor green space such as a pocket park in proximity to the Linden Neighborhood Plaza as an additional community amenity.

Guiding Principle 23: Create a central neighborhood center that provides a safe, outdoor space for special, local events.

- UD-35** Create a design concept for a public plaza on Linden Avenue between Aspen and Pine Street which incorporates the existing roadway as well as adjoining sidewalks while retaining travel lanes and on-street parking.
- UD-36** Allow for occasional closures of the block for special occasions and events while ensuring access is maintained to businesses.
- UD-37** The plaza should provide flexibility for a wide range of activities and gatherings.
- UD-38** Design of the plaza should be consistent with any new adjoining pocket park, using material palettes that are consistent and compatible.
- UD-39** The plaza design should include lighting to create a special, safe place.
- UD-40** Accent trees should be included in the design to indicate a unique place.



Streets convert to public space for vibrant, pedestrian-friendly events.

Figure 3.21: Linden Neighborhood Center and Plaza



Eastern Neighborhood Open Spaces

Two types of open space will be possible east of US 101 in the Eastern Neighborhood: open space provided on private properties but accessible to the general public, and linear public open space that can be provided along the abandoned rail corridor.

In the Eastern Neighborhood, property owners or developers will be implementing a new pattern of streets, sidewalks, and landscaped areas within the new employment center. Zoning and guidelines for this area will require a significant set-aside for publicly-accessible open space.

Guiding Principle 24: Ensure new development in the Eastern Neighborhood provides a significant amount of publicly-accessible open space within the development concepts for new office, R&D, or supporting uses.

UD-41 Establish an urban development pattern with streets and lanes, with moderate setbacks.

UD-42 Require provision of generous sidewalks.

UD-43 Screen any surface parking or service areas that are visible from sidewalks with plantings and adequate setbacks.

UD-44 Provide open space adjoining new development to be clearly accessible to the public at all daylight hours, not gated or fenced.

In addition to publicly-accessible open space that can be provided through incentives or zoning with new development, the existing rail spur that crosses the Eastern Neighborhood in the south near the intersection of Gateway Boulevard and South Airport Boulevard may provide an opportunity for a linear park, pedestrian way and bicycle facilities. This east/west connection can link to several existing and planned bicycle facilities east of 101 to connect to the Bay. This open space also creates a pleasant buffer and publicly accessible outdoor areas that can be enjoyed by the increased population in the Eastern Neighborhood.

Open space in the Eastern Neighborhood could take the form of informal parks along the railroad spur or more urban plazas associated with new development.



Figure 3.22: Eastern Neighborhood Looking West





Clockwise from top left: sidewalk bulb-out accommodates bicycle parking, art is integrated into the pedestrian realm, existing mid-block crossings on Grand Avenue, ornamental tree grates provide protection for the trees and create an accessible surface, accent paving creates interesting design features in an urban sidewalk, the existing clock in downtown creates a signature meeting place.

Streetscape

Streets throughout the Specific Plan area, particularly those within the Pedestrian Priority Zone, will be improved over time with improved sidewalks, crossings and streetscape.

Key streetscape elements to be considered include:

- Street trees
- Paving
- Benches
- Bicycle racks
- Public art
- Ground plane planting
- Tree grates
- Trash and other receptacles
- Light standards

Guiding Principle 25: Improve the public realm of sidewalks and adjoining open spaces throughout the Specific Plan area and particularly within the Pedestrian Priority Zone to create an attractive pedestrian environment.

Guiding Principle 26: Create a street tree plan that responds to the streetscape definition plan to create unique neighborhood streets defined by street tree type.

UD-45 Create a street tree plan for the Downtown that complements existing healthy trees with additional trees. Consider utilizing special trees in particular locations or in special corridors with seasonal color, or distinctive bark and/or foliage.

UD-46 Provide improvements commensurate with the future level of pedestrian activity and consistent with the goals of the Pedestrian Master Plan and Climate Action Plan objectives; on streets adjacent to Grand Avenue, provide a high level of improvement, including the full complement of streetscape furnishings.

UD-47 Include accent paving at public plaza spaces, and as a design component to the Grand Avenue improvements.

UD-48 Consider implementing a public art program to encourage public art in the Downtown area.

UD-49 Implement a street tree plan for Linden Avenue that includes one type of tree within the Downtown Pedestrian Priority Zone and the Linden Neighborhood Center, with a second tree type along the rest of Linden Avenue. This will create special, accent areas along Linden Avenue.

UD-50 Implement accent trees at Downtown gateway areas on Grand Avenue at Spruce and Cypress Avenues to create special entry areas.

UD-51 Establish a family of site furnishings to be used throughout the Downtown area to reinforce a sense of place.

UD-52: “Consider implementing a wayfinding program to more effectively manage travel on Grand Avenue and adjacent streets to provide visitors with parking information for short-term and long-term parking, and connections to transit. Wayfinding signage could also provide information for pedestrian and bicycle routes and networks with attention paid to major destinations, and include mileage or estimated times to encourage these modes of travel.

Sidewalk Amenities

Widened sidewalks provide space for an enhanced public environment with sidewalk dining, shop displays, seating, plantings, and signage. In the case of South San Francisco, historic markers could be included to highlight the role of the Downtown in the City’s development and local history. Extended curbs and bulb-outs create additional space in the pedestrian environment and space for amenities for other modes of travel, such as transit and bicycle. Expanded sidewalks provide areas for bicycle parking and bus shelters with seating. Bicycle parking on the sidewalk would include bike racks, whereas additional, more secure parking, such as bike lockers should be located at the Downtown parking garage and Caltrain Station.



Streetscape examples, various Bay Area locations, showing sidewalk amenities, dining, and other streetscape improvements.

Street Lighting

Lighting is a particularly important element to provide safety and security throughout the plan area. Lighting within the Pedestrian Priority Zone should be at a pedestrian scale and spaced at a distance that provides full coverage of sidewalks and other pedestrian areas. The existing light fixtures on Grand Avenue and Linden Avenue are historic in nature and should be preserved in future improvements. Additional pedestrian-scaled lighting should be added in appropriate areas to ensure safety and comfort. Pedestrian lighting should also be considered throughout the Pedestrian Priority Zone and the design of the fixtures and the light source should complement new development, provide unique character to the neighborhood streets, and be energy efficient. It is encouraged that a fixture be specified for the rest of the Pedestrian Priority Zone that is complementary to the future of South San Francisco and does not harken back to historic days, but celebrates the unique neighborhoods in Downtown.

Gateway lighting should occur at the entrances to the Downtown. Special lighting should highlight Grand and Linden Avenues. The entire Pedestrian Priority Zone which will be the location of many area retail services and amenities should also be well lit. Provision of adequate, appropriate lighting throughout the Specific Plan area is very important to creating an active and safe environment that will be suitable for the new development proposed in this Specific Plan.

Guiding Principle 27: Provide suitable lighting throughout the plan area, with a particular focus on the Downtown, to create a comfortable environment that is suited to a wide array of land uses and retail activities.

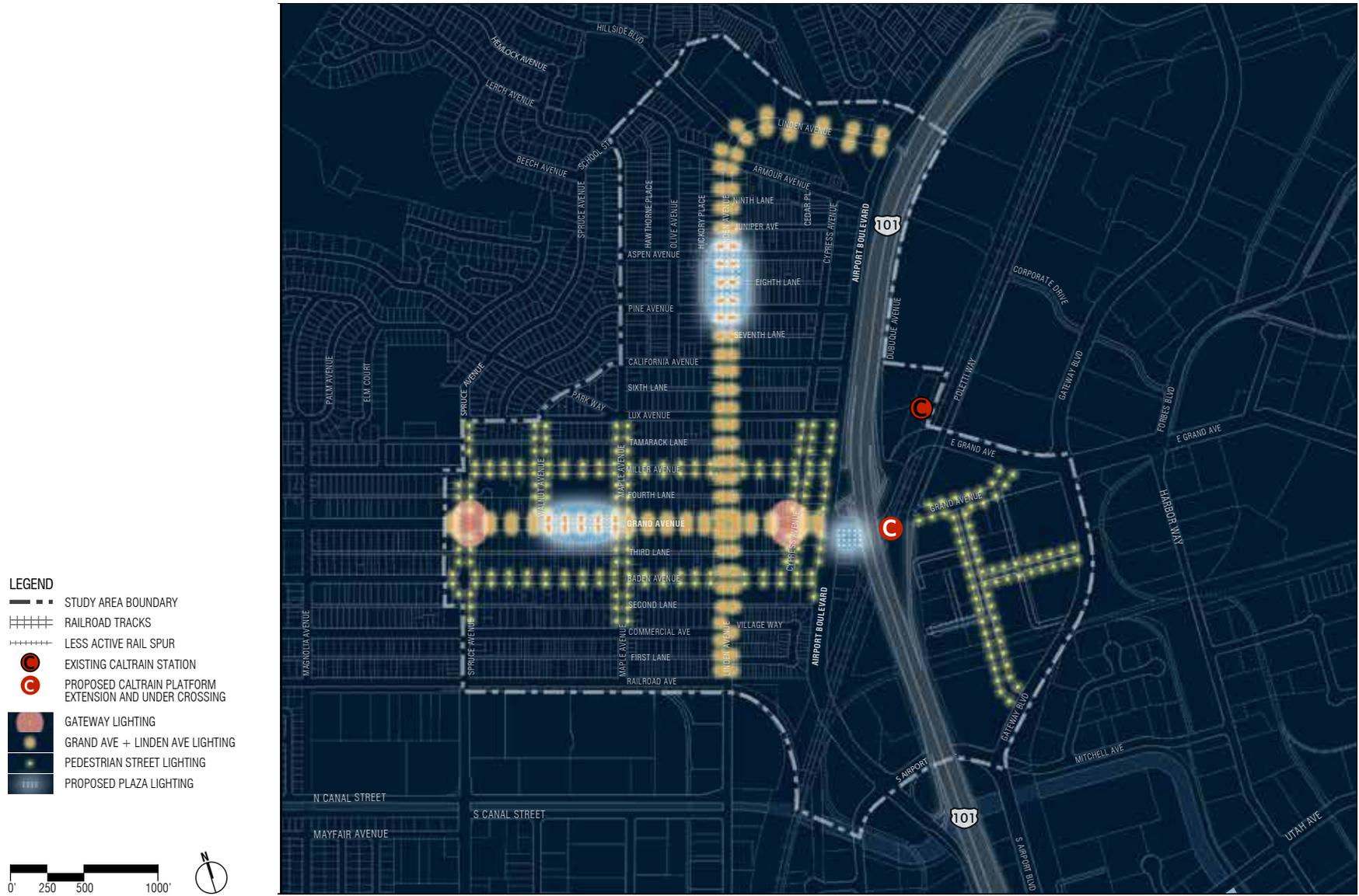
Figure 3.23 illustrates a concept for lighting throughout the Specific Plan area. It includes four lighting types or conditions:

- Gateway lighting
- Grand Avenue and Linden Avenue lighting
- Pedestrian street lighting
- Special plaza lighting



Top: Existing double acorn light on Grand Avenue, single acorn at regular spacing on the Embarcadero in San Francisco. Bottom: Accent lighting across an Emeryville street creates a special plaza for evening events.

Figure 3.23: Conceptual Lighting Plan



Lighting plans and specifications should be prepared in coordination with the redesign of Grand Avenue to ensure a compatible and complimentary system.

- UD-52** Provide special gateway lighting at either end of Grand Avenue to signify arrival at these key entries to the historic Downtown. Gateway lighting may be provided in conjunction with other gateway elements such as pylons.
- UD-53** The double acorn light fixture utilized on Grand Avenue is appropriate for this historic Downtown. This fixture should be maintained here and on Linden Avenue, the major cross street to Grand Avenue.
- UD-54** Throughout the Pedestrian Priority Zone pedestrian-scaled light fixtures should be provided to assure adequate light levels. Consider using a single acorn style to complement the fixtures on Grand and Linden Avenues.
- UD-55** Pedestrian light fixtures should typically be 12-14 feet in height. All fixtures should be designed to focus light onto sidewalks and to minimize light spillover into adjacent upper level building windows or into the night sky in general.
- UD-56** The plazas at City Hall and the Caltrain Station should all be distinguished with special lighting which may include dramatic lighting of important structures or accent lighting of special art or design elements.
- UD-57** Seasonal and special event lighting can be used at City Hall, on building facades, along pedestrian walkways, or across intersections or blocks in order to celebrate holidays or city events.

CIRCULATION

The circulation framework is the pattern of highways, streets, alleys, and the system of bicycle, transit, and pedestrian routes that are the backbone of any city or district.

South San Francisco has a strong and successful circulation framework in the Downtown area that includes a variety of streets and alleys. They create a pattern of blocks on which buildings, vacant land, surface parking lots, or open space occur. The Downtown blocks are a moderate scale that is conducive to walking and bicycling.

East of US 101, the circulation pattern is far different. Originally a heavy manufacturing area, the area now includes a pattern of wide streets and boulevards that are suburban in nature. These streets are not very walkable; sidewalks are limited and blocks are long, with little visual interest except landscaped frontages.

This South San Francisco Station Area Specific Plan incorporates a “complete streets” approach that prioritizes creation of a truly multi-modal transportation system. In that approach, driving is not a necessity but an option, and the mobility and parking needs of existing and future residents and employees are accommodated.

In order to promote good access to Caltrain, the major public infrastructure in the area, the circulation framework for the Specific Plan area will promote retention and improvement of the streets in the Downtown, and implementation of a more fine-grained pattern of streets and blocks in the Eastern Neighborhood.

Guiding Principle 28: Provide for a balanced mix of travel modes – including pedestrians, bicyclists, transit and automobiles.

Guiding Principle 29: Improve access to transit, especially the Caltrain Station.

Guiding Principle 30: Provide for a street network that accommodates necessary auto circulation while managing traffic volumes and speeds to enhance the pedestrian and bicycle experience.

Street Network

The key to balancing travel modes is to provide a circulation network that facilitates access by all modes. Figure 4.01 illustrates the street network for the plan area. At the heart of the street network is a Pedestrian Priority Zone. This zone, which incorporate a large portion of the Downtown as well as the Eastern Neighborhood, delineates the areas where pedestrian activity will be greatest.

Guiding Principle 31: Focus the most intensive street improvements in the Pedestrian Priority Zone so that it may support Downtown livability and vitality with a welcoming and attractive pedestrian environment.

Guiding Principle 32: Improve street network connectivity in the Eastern Neighborhood to promote a walkable environment similar to that found in the Downtown.

Guiding Principle 33: Reduce negative impacts of regional through traffic and truck movements on the Downtown and nearby neighborhoods.

Guiding Principle 34: Coordinate bicycle, pedestrian and auto plans and improvements to match the Street Network described below.

Six generalized street types provide access through the Downtown area:

- Grand Avenue: “Main Street”
- Regional Vehicular Traffic Streets
- Major Vehicular Streets

- Local Streets
- Downtown Lanes
- Pedestrian Walkways

Grand Avenue: “Main Street”: Grand Avenue is the primary commercial and civic life street within Downtown. As a special street, only Grand Avenue, west of Airport Boulevard, and the improved Grand Avenue on the east side of the Caltrain pedestrian/bicycle undercrossing would be classified under this typology.

C-1 Ensure Grand Avenue east and west of US 101 is the centerpiece of the Pedestrian Priority Zone that provides vehicle access for local businesses but also calms traffic through design features.

C-2 Allow portions of Grand Avenue to be temporarily closed for special events, such as concerts or farmers markets.

C-3 Consider special enhanced streetscapes to distinguish Grand Avenue as a special place.

Regional Vehicular Traffic Streets: These streets have higher volumes and provide regional and local vehicle and bicycle access through the area. These include Airport Boulevard, South Airport Boulevard, Gateway Boulevard, and East Grand Avenue.

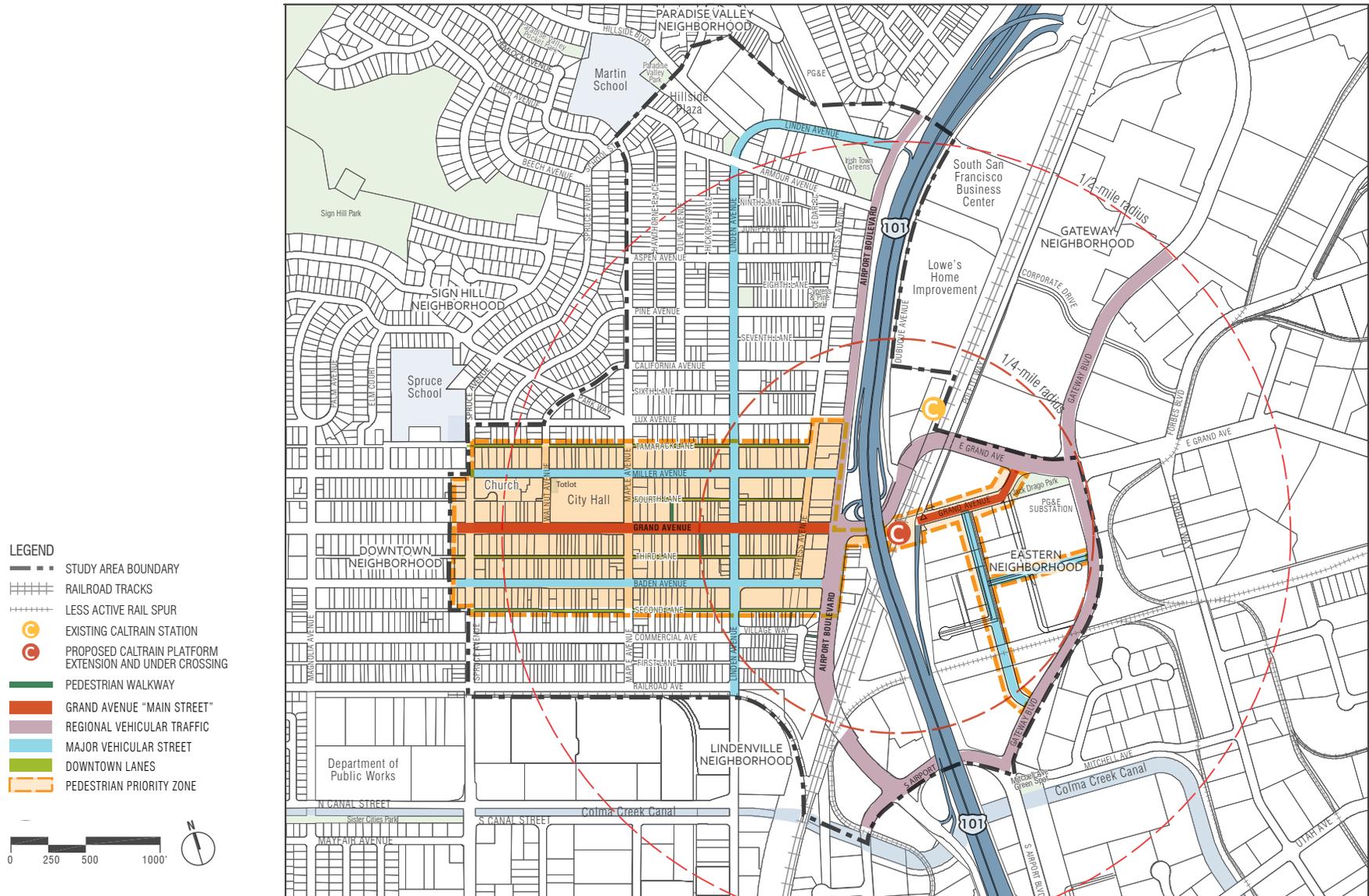
C-4 Direct regional through traffic, including truck traffic, to use these streets rather than Grand Avenue or local residential streets. (Except as otherwise directed per policies C-20 through C-22.)

C-5 Design bicycle and pedestrian facilities on these streets to recognize that they may have higher traffic volumes and multiple travel lanes.

Major Vehicular Streets: These streets connect with arterials and provide the primary vehicular access within Downtown and the adjacent residential neighborhoods. These streets will have more commercial and higher density residential buildings. These streets include Linden Avenue, which traverses the entire Downtown from north to south, and Miller and Baden Avenues.

C-6 Accommodate necessary vehicle traffic, but design these streets to be compatible with active nearby uses with wider sidewalks, transit improvements, or bicycle facilities where feasible.

Figure 4.01: Street Network



Local Streets: Streets not classified as Grand Avenue, Regional Vehicular Traffic Streets, or Major Vehicular Streets are considered Local Streets. These streets provide local access to residential land uses. These generally lie at the periphery of the core Downtown area, but some, like Maple Avenue and Spruce Avenue, intersect Grand Avenue in the retail core of the Downtown.

- C-7** Where possible, consider narrowing local streets and providing traffic calming devices to discourage through or speeding traffic and encourage other modes of transportation especially in residential neighborhoods.

Downtown Lanes: These lanes run east-west and are adjacent to mixed-use residential/commercial buildings in the central Downtown area. As the Downtown intensifies, they will provide convenient pedestrian access during the day and service and delivery access during the night time or off-peak hours.

- C-8** Downtown Lanes include Tamarack, Second, Third and Fourth. Pedestrians should have priority on these lanes, and vehicular access should be limited to service needs only.

Pedestrian Walkways: These north-south oriented lanes are pedestrian and bicycle only spaces that typically connect a street to an adjacent lane or parking lot, such as the breezeway between Grand Avenue and Fourth Lane at the Miller Avenue Parking Garage. This group also includes the steps between Village Way and Airport Boulevard. These provide convenient access for pedestrians to destinations along Grand Avenue.

- C-9** Encourage additional pedestrian walkways between adjoining streets and Grand Avenue to break up the scale of the long blocks and to provide convenient access to Grand Avenue businesses.

Other Lanes: Downtown South San Francisco was developed with a consistent pattern of streets and lanes, and additional lanes within residential neighborhoods can be found especially north of Miller Avenue in the plan area, and in neighborhoods to the west. These lanes provide access to garages, parking and waste storage and pick-up.

- C-10** Except within the Downtown Core, retain vehicle access along residential lanes throughout Downtown to provide rear garage access and to discourage garage entries and curb cuts that impede pedestrian access and safety on local streets.



Shown above are examples of a regional vehicular traffic street: Airport Boulevard (top) and a local street: Pine Avenue (bottom).



Examples of the Downtown alleys include Second Lane (top left), and Fourth Lane (top right). Pedestrian alleys create mid-block connections between Grand Avenue and the parking garage, and Grand Avenue and Third Lane (bottom).

Street and Circulation Improvements

Improvements to specific streets and segments are important to manage traffic in the plan area and to optimize the environment for pedestrians and bicyclists.

- Guiding Principle 35:** Enhance the intersection of Grand Avenue and Airport Boulevard to reflect the intersection's role as the key connection between Downtown, the Caltrain Station and east of US 101.
- Guiding Principle 36:** Evaluate the possibility of lessening regional traffic impacts on the Downtown by removing the northbound US 101 on-ramp at Grand Avenue and Airport Boulevard.
- Guiding Principle 37:** Study the feasibility of providing, incrementally if necessary, an east-west extension of Railroad Avenue to better connect the east and west sides of the freeway and rail tracks.
- Guiding Principle 38:** Ensure that a walkable environment and new streets are created in the Eastern Neighborhood with new development.
- Guiding Principle 39:** Restrict truck traffic and its impact on businesses and residents, particularly in the Downtown.

Airport/Grand Intersection

Redesign of the Airport Boulevard/Grand Avenue intersection and reducing capacity are critical to improving pedestrian and bicycle access to the Caltrain Station and the East of 101 area.

The northbound left turn lane onto Grand Avenue currently serves a minimal number of vehicles (<50 vehicles per hour) during peak hours. This traffic would be diverted to Miller Avenue for through traffic or to use the Miller Avenue parking garage.

- C-11 Coordinate intersection and capacity improvements with implementation of the pedestrian/bicycle undercrossing and the expansion/elongation of the Caltrain Station platforms.
- C-12 Remove the northbound left turn lanes from Airport Boulevard to Grand Avenue. Provide a widened, planted median that can serve as a pedestrian refuge.
- C-13 Reconstruct the southeast corner to reduce the corner radius. Convert the curb side lane into a through-right turn lane, where only through movements onto US 101 ramp would be permitted. Prohibit trucks from using this turn.
- C-14 Use signage and striping to clearly indicate that the right lane is for freeway-bound and East Grand Avenue-bound vehicles only.
- C-15 Use curb extensions to reduce turn radii, improve pedestrian visibility, and reduce turn speeds. This should include an especially large curb and transit extension on the southwest corner into Airport Boulevard.
- C-16 Re-stripe crosswalks on west and south legs to improve pedestrian visibility.

Removal of the Grand Avenue-US 101 Northbound On-Ramp

The US 101 Northbound on-ramp at Grand Avenue attracts regional traffic through Downtown along Grand Avenue, Airport Boulevard, and Baden Avenue. Its removal could result in a 10 to 20 percent reduction in traffic volume on Grand Avenue and up to a 70 percent reduction in northbound traffic on Airport Boulevard between Baden Avenue and Grand Avenue. Other streets, including Baden Avenue and Linden Avenue would also be likely to have fewer freeway-bound vehicles. The East of 101 Traffic Study (2011) identified this option as an alternative where on-ramp traffic was diverted onto Dubuque Avenue to the Oyster Point interchange.

- C-17 Continue to evaluate the feasibility, cost and phasing of removal of the US 101 northbound ramp at Grand Avenue. Coordinate this improvement with projects such as a full access interchange at Produce Avenue, an enhanced freeway sign system, and other interchange upgrades.

Figure 4.02: Railroad Avenue Extension



The seldom used railroad spur in the Eastern Neighborhood provides a potential future opportunity to extend Railroad Avenue from the west to the east. This would improve east/west pedestrian and bicycle connectivity and provide additional usable open space for the community.

Railroad Avenue Extension to Improve East-West Connectivity

Three streets currently provide east-west access through the East of 101 area across US 101 – Oyster Point Boulevard, East Grand Avenue, and South Airport – although only two, East Grand Avenue and South Airport, provide east-west access within the Specific Plan area. A new street along the existing rail right-of-way between East Grand/Allerton Avenue and South Linden Avenue, as shown in Figure 4.02, would provide another connection between the east and west portions of the City, provide direct access to the Eastern Neighborhood, and would likely attract some traffic that currently uses the East Grand Avenue overpass to travel to Downtown.

The Railroad Avenue extension from South Linden Avenue to East Grand Avenue follows the general alignment of the railroad spur right-of-way. The street would go under US 101 and be elevated over Airport Boulevard and the Caltrain right-of-way.

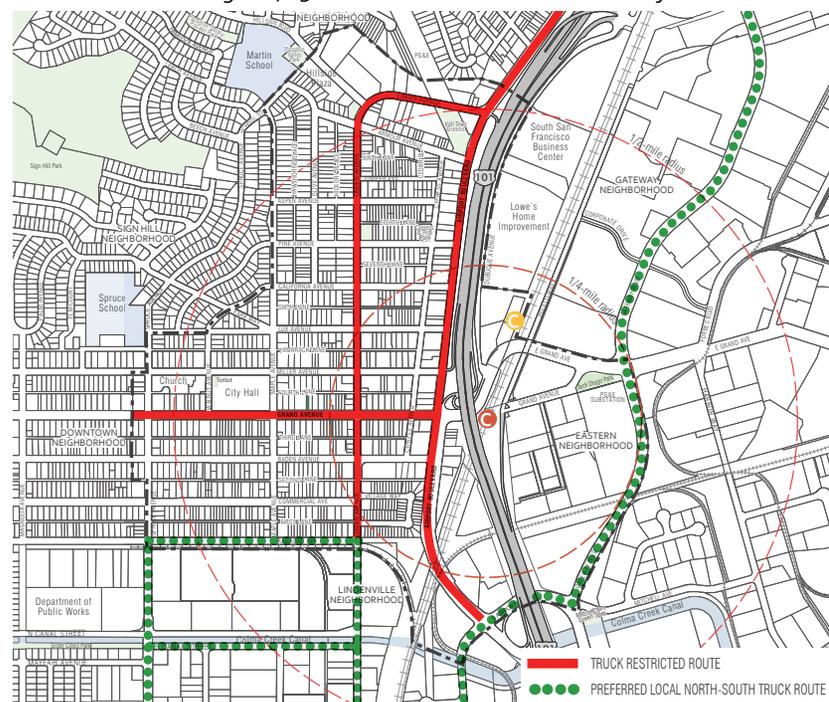
While this would be a costly improvement, requiring detailed engineering, it could accommodate 20,000 trips per day, relieving other streets and intersections and improving connectivity from the East of 101 area with the Downtown. This new street could be designed as a three lane street (one lane in each direction with a center turn lane) with bicycle facilities.

- C-18** Consider an extension of Railroad Avenue along the existing rail right-of-way between East Grand/Allerton Avenue and South Linden Avenue in order to provide an additional connection between the east and west portions of the City and provide direct access to the eastern neighborhood.

Sylvester Road Extension and Eastern Neighborhood Street Additions

The Eastern Neighborhood is planned to redevelop as a high-density employment center and an expanded roadway network will be required to serve it. Many of these roads would be implemented by private land owners to allow access to parking, etc. In addition to major roadways or service/parking access lanes, a network of pedestrian and bicycle routes will be needed to provide convenient access. Sylvester Road would be extended to connect with Gateway Boulevard on the south and a perpendicular roadway added to

Figure 4.03: Potential Truck Restrictions and Preferred Truck Routes



connect to Gateway Boulevard below the PG&E substation. These connections would accommodate all modes and improve connectivity from the Caltrain Station to areas to the south and to the extension of Railroad Avenue.

Restrict Truck Routes

Within the Downtown area, trucks typically use Airport Boulevard, Baden Avenue, Linden Avenue, and the Grand Avenue overpass (east of US 101). Heavy truck activity is generally not compatible with pedestrian priority areas. Truck routes typically require wider streets and more generous turning space, which make pedestrian crossings longer and limit the potential for pedestrian features such as curb extensions and medians. Additionally, larger

vehicles create longer vehicle queues in congested areas, which may result in less desirable traffic operations. Within Downtown, truck activity on Airport Boulevard between Baden Avenue and Grand Avenue causes queuing and requires additional turning space at the intersection of Airport Boulevard and Grand Avenue. Figure 4.03 indicates proposed truck restrictions and preferred truck routes.

- C-19** Conduct further studies to restrict non-essential trucks over three tons from traveling along Airport Boulevard between San Mateo Avenue-Produce Avenue and Oyster Point Boulevard-Sister Cities Boulevard, Linden Avenue between Railroad Avenue and Airport Boulevard, and Grand Avenue between Airport Boulevard and Spruce Avenue.
- C-20** Direct trucks needing to travel through the area to use either US 101 or Gateway Boulevard.

Transit

To date, the South San Francisco Caltrain Station has been significantly underutilized. Enhancements to transit connectivity and ridership are at the core of the transit-oriented development strategy for the Station Area.

Guiding Principle 40: Work with regional agencies and local businesses and organizations to increase transit ridership by improving access and service.

Four transit strategies are planned or proposed to improve transit service through Downtown in the short, medium, and long-term.

Caltrain Station Platform Extension and Undercrossing

The City will continue to support the near-term implementation of the Caltrain Station platform extension and the connecting pedestrian and bicycle undercrossing that will greatly improve access to Caltrain from the Downtown and East of 101 areas.

- C-21** Continue to work closely with relevant agencies to finalize plans and funding for the Caltrain Station platform southerly extension and the pedestrian and bicycle undercrossing.

East-West Shuttle Connector

Although the East of US 101 area is served by several peak hour commuter shuttles and the west of US 101 area is served by several SamTrans routes, South San Francisco does not have an east-west transit connection across the US101/railroad barrier. Transit service during the middle of the day is also less robust for both regular public transit service and shuttle routes. A new east-west transit shuttle could be used to improve transit access between the two areas.

- C-22** Work with local employers and agencies to explore implementation of an improved shuttle, which could operate like the EmeryGoRound in Emeryville or Mission Bay shuttle in San Francisco, that would provide service to the City's major transit hubs – Caltrain, BART, and Ferry – and employment and activity centers – East of US 101 and Downtown – during the day.

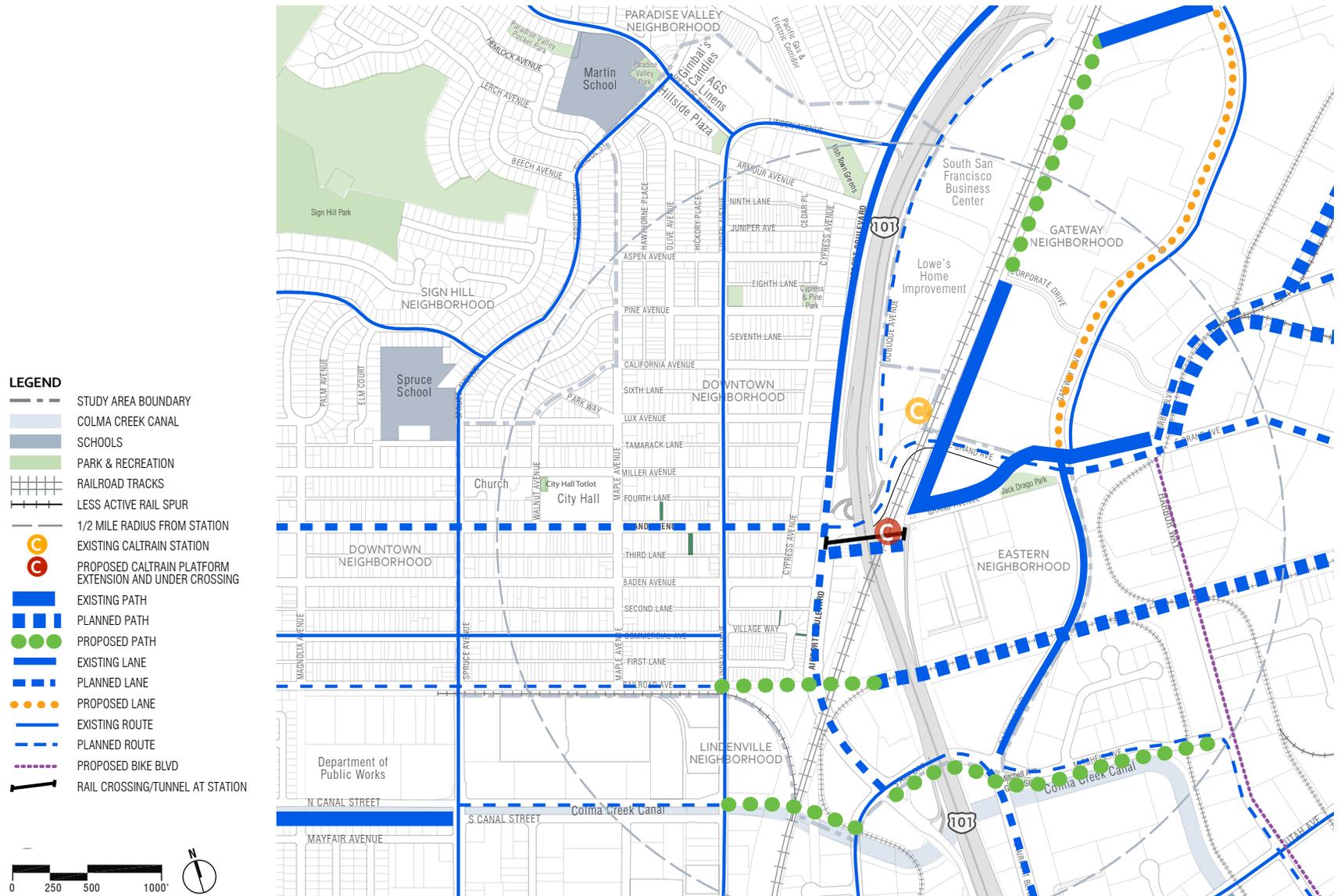
SFO Shuttle Connector and Airtrain Extension

Downtown South San Francisco is located approximately three miles north of the San Francisco International Airport, a major employment center and economic resource. Providing a shuttle connection between Downtown and the Airport could support growth of hotel and conference facilities within the City and attract short-term visitors to Downtown (in conjunction with a marketing campaign).

The SFO Airtrain moves people and luggage between buildings, terminals, major employment locations, and parking areas within San Francisco International Airport (SFO) and rental car facility. Phase II is planned to extend the system from McDonnell Road to South Airport Boulevard (near the United Airlines maintenance facility) and terminate along the North Access Road. The potential for extending Airtrain to Downtown South San Francisco along Airport Boulevard was examined as part of the General Plan sketch planning process. This could be a long-term strategy to support and encourage higher density growth and connectivity between the Airport and Downtown.

- C-23** Evaluate implementation of shuttle or Airtrain connections between SFO and the plan area.

Figure 4.04: Bicycle Network



Bicycle Circulation

The recommendations in this plan build upon the Bicycle Master Plan, completed in 2011, augmenting and focusing improvements to enhance access to and within the plan area. These improvements would be subject to review by the South San Francisco Bicycle and Pedestrian Advisory Committee.

Guiding Principle 41: Ensure that bicycling to the Specific Plan area is convenient and safe through improvements to existing bicycle facilities and additions of new connections.

Airport Boulevard Bicycle Lanes

The City's Bicycle Master Plan identifies planned bicycle lanes on Airport Boulevard south of Miller Avenue. These lanes would improve access to the Caltrain Station and to Downtown from the south. These lanes would also

connect with planned facilities on South Airport Boulevard, which connect to businesses to the east and south of US 101 near the Airport.

To accommodate these lanes, travel lanes on Airport Boulevard would be narrowed to 11-feet. This would allow for a seven-foot bicycle lane on both sides of the street. This could be designed as a buffered bicycle lane with a three-foot buffer zone and four-foot bicycle lane. The buffer would provide additional separation between bicyclists and vehicle traffic on Airport Boulevard. Between Miller Avenue and Grand Avenue in the southbound direction, shared-lane markings (sharrows) would be needed because the constrained right-of-way will not permit construction of bike lanes.

C-24 Implement improvements to Airport Boulevard to incorporate bicycle lanes, consistent with the City's Bicycle Master Plan.

Figure 4.05: Colma Creek Canal Trail East-west Bikeway Plan



Gateway Boulevard Bicycle Lanes

The Bicycle Master Plan identifies Gateway Boulevard as a bicycle route (shared lane facility) north of East Grand Avenue. Narrowing the travel lanes to 11-feet would allow this section to accommodate a five to six foot bicycle lane as an extension of the existing lanes south of East Grand Avenue.

Grand Avenue Bicycle Lanes

The Bicycle Master Plan calls for bicycle lanes on Grand Avenue in the Downtown. In conjunction with other streetscape improvements, on-street parking would be converted from the current angled configuration to standard parallel parking. This route would connect directly with the planned undercrossing at the Caltrain Station to access the Eastern Neighborhood.

- C-25** Implement bicycle lanes on Airport Boulevard south of Miller Avenue, on Gateway Boulevard north of East Grand Avenue, and on Grand Avenue, in concert with redesign of the street and enhanced streetscape improvements.

Colma Creek Canal Trail East-West Bikeway

Providing an east-west bikeway (see Figure 4.05) along Colma Creek Canal would improve east-west connectivity, extend the existing off-street path that ends at Spruce Avenue, and provide a new connection to the San Francisco Bay Trail. Between Spruce Avenue and Linden Avenue, the path could be a two-way protected on-street bike path (cycletrack) along North Canal Street. Between Linden Avenue and San Mateo Avenue, the path would pass under the Caltrain right-of-way along the Colma Creek Canal. At San Mateo Avenue, the path could transition to an on-street two-way cycletrack through the Produce Avenue intersection and under US 101. East of Gateway Boulevard, the path could run off-street along Mitchell Avenue before connecting to Harbor Way. Harbor Way would provide access to the Bay Trail to the south at Littlefield Avenue.

- C-26** Study implementation of a new east-west bikeway along Colma Creek Canal to connect the western neighborhoods and businesses with east side employment and the waterfront.

PARKING

The provision and management of parking within a transit-oriented development area is closely tied to the success of transit and of creating a welcoming pedestrian and bicycle environment. Strategies for providing parking must complement the land use strategies and the availability of transit.

This section discusses parking recommendations in the following sections:

- Parking supply
- Transportation Demand Management

These parking recommendations provide a framework to support the Plan's land use and circulation alternatives and ultimately create a vibrant transit oriented development near the South San Francisco Caltrain Station.

Guiding Principle 42: Provide an adequate parking options and appropriate pricing such that parking is convenient and available for those who come Downtown.

Parking Supply

The Downtown area has an ample supply of parking. While parking can seem constrained on Grand Avenue, side streets often have availability and the City's Downtown parking garage is underutilized. In residential areas, streets and residential lanes are used for parking, and available spaces are typically occupied in the evenings.

A variety of strategies can be used to manage the parking supply more effectively.

Guiding Principle 43: Provide the right amount of parking through a range of strategies including parking district management, parking pricing, and shared parking.

Parking Regulation and Metered Zone Expansions

Over time, expansions of the parking regulation area (illustrated in Figure 4.06) and metered zones would allow the City to better manage and regulate parking in commercial-focused and mixed-use areas that have high parking demand but limited space to accommodate parking on-site.

The Parking District, expanded meter zone, and other parking regulation areas can be tools to manage parking, as well as to collect revenue and to encourage downtown visitors to park strategically depending on how long they plan to park. Streets with commercial uses should be metered and meters can be selectively used in lower-density residential areas to discourage all day parking by non-residents. Streets eligible for meters would be those with commercial uses, including Grand Avenue, Miller Avenue, Baden Avenue, Linden Avenue, Airport Boulevard, Cypress Avenue, Maple Avenue (between Miller and Baden), Spruce Avenue (between Miller and Baden), Walnut Avenue (between Miller and Baden), and new streets east of US 101.

- P-1** Expand the parking regulation area beyond the current Parking District as development occurs; a possible future configuration is illustrated in Figure 4.06.
- P-2** Provide parking meters in commercial and select residential areas as development occurs and is warranted.

Parking Time Limits, Restrictions and Fee Adjustments

Parking restrictions, time limits, and fees may be adjusted to match parking demand and to encourage parking turnover. The Parking District currently does this, and encouraging use of meters, lots and the city parking garage keeps parking efficient in the Downtown area. However, as parking demand increases, additional monitoring and adjustment of posted regulations will be important. Short-term parking will be prioritized along Grand Avenue and the adjoining side streets. Parkers currently use spaces on Grand Avenue for a maximum of one hour. In the short-term, current parking limits can be maintained along Grand Avenue and expanded to include adjoining streets; in the longer term parking time limits can be updated or variable pricing provided to incentivize a higher rate of parking turnover during peak periods. New meter technologies can be used to improve parking revenue collection, make

Figure 4.06: Parking Regulation Areas



payment methods convenient and more appealing to users, make parking fees easier to understand, and simplify parking monitoring.

- P-3** Adjust parking regulations Downtown over time to prioritize short term parking on Grand Avenue and immediately adjoining streets.
- P-4** Use parking technologies, such as meters and kiosks that accept credit cards, to make parking easier, and management and fiscal return simpler.

In-Lieu Parking Fees

The City Code allows the City Council to adopt an in-lieu fee in the existing Downtown District; this fee should be adopted and the parking regulation area expanded over time, as illustrated in Figure 4.06, to encompass the Pedestrian Priority Zone and higher intensity development areas. Implementation of the in-lieu parking fees with new development will be advantageous to developers by increasing financial feasibility while utilizing the existing resource of vacant parking found in the Downtown. In-lieu fees should be based on anticipated parking demand (rather than the zoning code) and could be collected to facilitate larger citywide transportation and parking programs.

- P-5** Adopt In-lieu Parking Fee as an incentive to developers of Downtown properties and to better utilize available and future parking.

Parking Minimums and Maximums

Parking maximums set limits on total parking provided at a given development, which allows the City to maintain a parking supply consistent with the parking plan for the area, including both public and private parking. South San Francisco currently includes parking maximums for residential uses in the Downtown Parking District, capping the total allowed parking for multifamily housing. Maximums can be applied to *all land uses* throughout the Station Area to prevent over building on-site parking where the garage and lots provide an adequate supply of off-site parking. Parking minimums would identify on-site minimum requirements and should be low enough to allow for flexibility among developers who wish to focus on urban, transit-oriented development and support off-site parking. Details will be provided in the zoning code. Developers who provide less than the minimum requirement

may contribute an in-lieu fee if their project is within the Downtown Parking District.

- P-6** Expand parking maximums to non-residential uses to discourage developers from incorporating excess parking in new buildings.

Shared Parking

Shared parking where, for instance, residential parking can be occupied by retail or office users during the day, supports a more efficient use of parking facilities and reduces the amount of parking that needs to be constructed in either private developments or by the City. Shared parking in the Downtown is feasible given the mix of uses including residential, office and retail. It could be more difficult to implement shared parking in the Eastern Neighborhood, where there are unlikely to be residential uses.

- P-7** Modify the parking code to encourage developments within the plan area to provide shared parking when a mix of uses is provided on site or where sharing between properties is feasible.

Unbundled Parking

Unbundled parking involves removing the price for parking from the tenant leasing fee or purchase price, which is typically hidden or “bundled” as part of the whole price. Unbundling this fee reveals the true cost of parking to the tenant and may influence a car ownership decision. Underutilization of space can occur when available parking for a tenant is not in need; therefore, unbundling parking particularly makes sense in areas within walking distance of transit. Unbundled parking makes residential units with no or fewer parking spaces more affordable, and would encourage people to live in the station area without cars.

- P-8** Allow residential and commercial developers to “unbundle” the cost of parking from unit or tenant costs.

Car Sharing

Car share programs provide easy access to a vehicle for those residents whose primary mode of travel is by foot, bicycle, or transit. It is a short-term rental program at the neighborhood scale, allowing those in zero or one vehicle households to have access to centrally owned and maintained vehicles.

It reduces the trips generated per household and the need to own a personal vehicle, and it allows individuals to have occasional access to vehicles during the workday without commuting by car.

- P-9** The City should encourage car sharing and ride sharing programs by working directly with car and ride share companies to bring these programs into the Specific Plan area. Preferential on-street parking for car share vehicles, and coordination with major employers such as Genentech, may help support this program. The City will encourage Caltrain (Joint Powers Board) to explore the feasibility of the installation of preferential carshare pods at the SSF Caltrain Station. The City will explore future State and Federal funding opportunities for car sharing programs.

Station Area Parking Requirements

Based on parking research, observations, and shared parking analysis the updated zoning code outlines proposed parking requirements for the plan area. The proposed parking maximums would be implemented throughout the entire area, including the existing Downtown Parking District and expanded parking regulation area. Developers could also seek to exceed the parking maximum, or choose to pay an in-lieu fee (if they are located within the current Downtown Parking District or expanded parking regulation area) to provide parking off-site.

The City's current parking requirements are similar to those recommended for the plan area. Residential parking requirements could be reduced to account for unbundled parking and sharing visitor parking with other uses. Office parking rates could be similar to the existing requirement. Retail parking rates could remain the same as the existing requirements for uses within ¼ mile of Caltrain and/or in the Downtown Parking District/parking regulation area; however, parking requirements for retail uses outside of those zones could be reduced. Commercial uses under 5,000 square feet are likely to be neighborhood or local-serving businesses and may not generate a significant volume of visitors traveling by vehicle; therefore, parking requirements may not apply to small commercial uses (the exact size threshold for parking requirements will be defined in the zoning code and may be updated to support downtown parking goals and strategies).

P-10 In the short-term, update the zoning code to reduce parking requirements within the Downtown Parking District and set parking maximums for all uses within the plan area. As development occurs and transit service improves, expand reduced requirements to parcels outside of the Downtown Parking District (to the expanded parking regulation area as illustrated in Figure 4.06). In the long-term, eliminate parking minimums for the entire plan area.

Bicycle Parking

The City currently requires short-term bicycle parking at a rate of 10 percent of the number of required automobile parking spaces, and long-term requirements vary according to land use. In some locations where parking reductions apply, a ratio higher than 10 percent may be beneficial.

To enhance the viability of bicycle travel within the plan area, it is vital to provide sufficient bicycle parking. Bicycle parking ranges from short-term parking amenities, such as bicycle racks in highly visible and secure locations near building entrances, to long-term parking facilities, such as lockers or cages where bicycles are either locked individually (lockers) or with limited access (cages).

Proposed off-street bicycle parking requirements are outlined in the zoning code. Secure long-term bicycle parking facilities are recommended for multi-family housing (without private garage/storage units), civic, educational, and commercial land uses, with requirements based on number of bedrooms, number of employees or total square feet of development. Short-term bicycle parking spaces are recommended for civic, educational and commercial land uses, with requirements based on total square feet or expected number of visitors (such as theater visitors or number of students). Short-term bicycle parking may be clustered to serve multiple businesses as availability of space allows. For example, on-street bicycle corals may provide enough parking for several businesses on one block.

Bicycle Share

As MTC expands its bicycle share program, the City of South San Francisco should work with MTC and local employers (particularly east of US 101) to determine if a local bikeshare system could be viable.

The design standards presented in this chapter of the Specific Plan are intended to provide particular guidance to project applicants and city staff in preparing and reviewing building design and site plans for parcels in the Downtown Station Area.

The design standards, noted on the following pages apply throughout the planning area. They govern certain important elements of building configuration and siting that will contribute to the intended character of the Downtown and Eastern Neighborhood.

This chapter is related to and supportive of guidance provided in the General Plan and zoning. The General Plan identifies goals and policies for subareas of the City including the Downtown and East of 101. This Specific Plan provides additional direction to guide implementation of the community's vision for the future of the Downtown Station Area while still meeting the General Plan's intent and goals.

DESIGN STANDARDS

Principles and policies regarding urban design apply to the plan area as a whole in order to ensure the establishment of a unified, cohesive, and connected environment. Building design considerations such as height, massing, and articulation play an important role in establishing the character of an area.

Block Size and Pattern

Important considerations in achieving a pedestrian-friendly environment are block size and the pattern of streets.

Guiding Principle 44: Establish a pedestrian-friendly pattern of block sizes throughout the plan area.

In general, block sizes of approximately 300 feet on a side are ideal as they allow multiple circulation routes in walkable increments in all directions. At an average walking pace, this means each block length can be traversed in just over a minute, thus creating a finer-scaled, diversified pedestrian experience. Such block sizes also provide multiple opportunities for vehicular traffic circulation as well as multiple opportunities for access to land and buildings.

The existing block size and pattern in the Downtown is an appropriate scale and creates a walkable neighborhood.

DS-1 Retain the block pattern that characterizes the Downtown; where particularly long blocks exist, attempt to insert mid-block pedestrian walkways.

The Eastern Neighborhood with its large, industrial blocks makes for an uncomfortable pedestrian and bicycle environment. This plan calls for redevelopment of the Eastern Neighborhood over time as a major employment area within a short walking distance of the train station and Downtown. To accomplish this, changes to the existing block pattern are recommended.

DS-2 To the extent feasible, establish a new public street/walkway and block pattern with block sizes of approximately 300 feet on a side.

DS-3 Limit block lengths to a maximum of 600 feet.

DS-4 Where block sizes exceed approximately 300 feet, provide mid-block pedestrian connections. Mid-block connections may take the form of a pedestrian access way or a shared pedestrian/emergency/services path.

DS-5 To the extent feasible, add publicly-accessible pathways in existing development areas where street connectivity is limited.

DS-6 Avoid security gates on publicly-accessible routes at all times of day.

Building Height

Building heights, in conjunction with street widths and the pattern of open spaces, establish the scale and apparent density of an urban area. Taller buildings allow greater intensities of residential or employment uses; considerations of adjacencies and visual impact are important to consider.

Guiding Principle 45: Building heights will be greatest within ¼ mile of the Caltrain Station to allow the highest densities of residents and employees within an easy walk of this transit service.

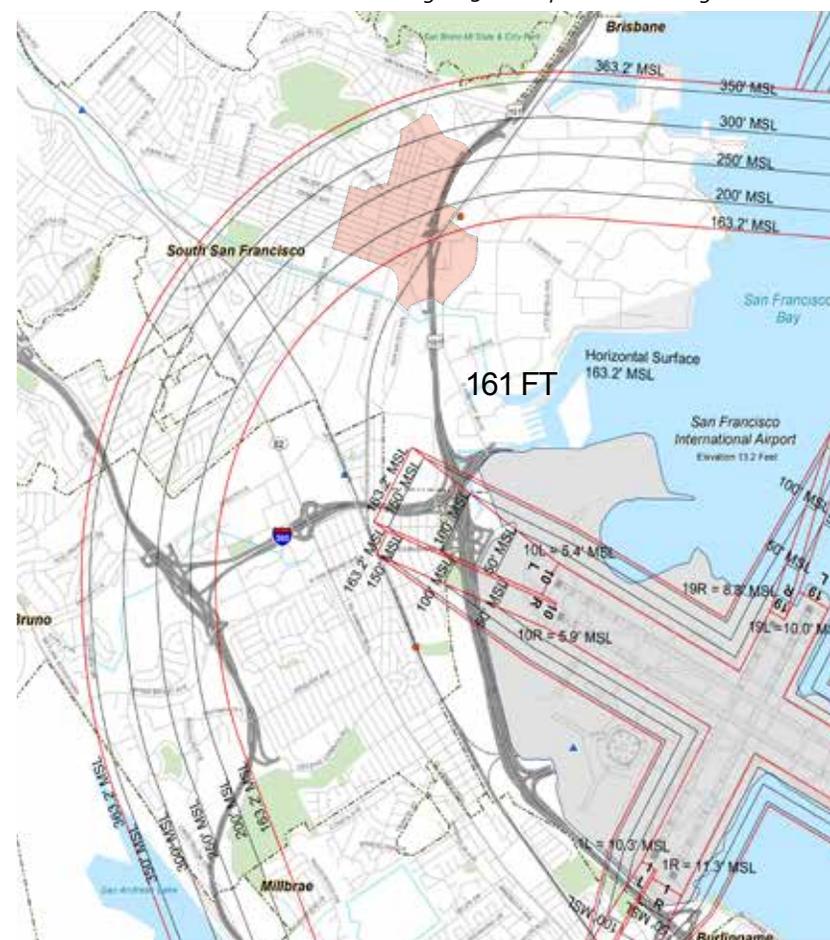
Guiding Principle 46: Heights will transition from the Downtown core near the Caltrain Station down to the outer edges of the half mile radius to respect the existing residential neighborhoods surrounding the Downtown.

Guiding Principle 47: Heights on the north and south residential edges of the plan area will be maintained as currently allowed.

Figure 5.01: Airport-related Height Limitations

Maximum building heights in the Downtown and East of 101 areas are regulated in part by the Comprehensive Airport Land Use Compatibility Plan for SFO (Figure 5.01). Within this context, building heights in both the Downtown and Eastern Neighborhood will be greatest in close proximity to the Caltrain Station where the increased densities of development will bring employees and residents near this transit option. In the Downtown, lower buildings will be more suitable near existing single family and low density multi-family neighborhoods. Allowable heights along Grand Avenue will vary from the front to the rear of the parcel to protect the historic character of the Downtown. Figure 5.02 illustrates allowable building heights throughout the Specific Plan area.

- DS-7** Restrict building heights as indicated in Figure 5.02.
- DS-8** Moderate allowable building heights in certain situations to create a comfortable environment:
- Around parks and public open spaces to maintain a pedestrian scale and maximize daylight/sky exposure.
 - Along pedestrian walkways and sidewalks to provide a comfortable pedestrian scale.
 - Adjacent to existing residential neighborhoods, stepping down to two or three stories to provide a transition in scale.
- DS-9** Place taller buildings or building elements at corner intersections to achieve greater visibility, scale relationships, and architectural massing and interest.
- DS-10** Vary building heights within blocks and parcels in order to provide visual interest and variety and to avoid a blocky, uniform appearance.
- DS-11** Buildings within the Pedestrian Priority Zone in the Downtown and those adjacent to public open space that exceed four stories in height should step back any additional story to maintain a comfortable scale. Residential buildings over three stories in height, located on residential streets or public open space, should include a setback for higher floors.
- DS-12** Building design should provide optimal solar access to parks and other outdoor spaces.



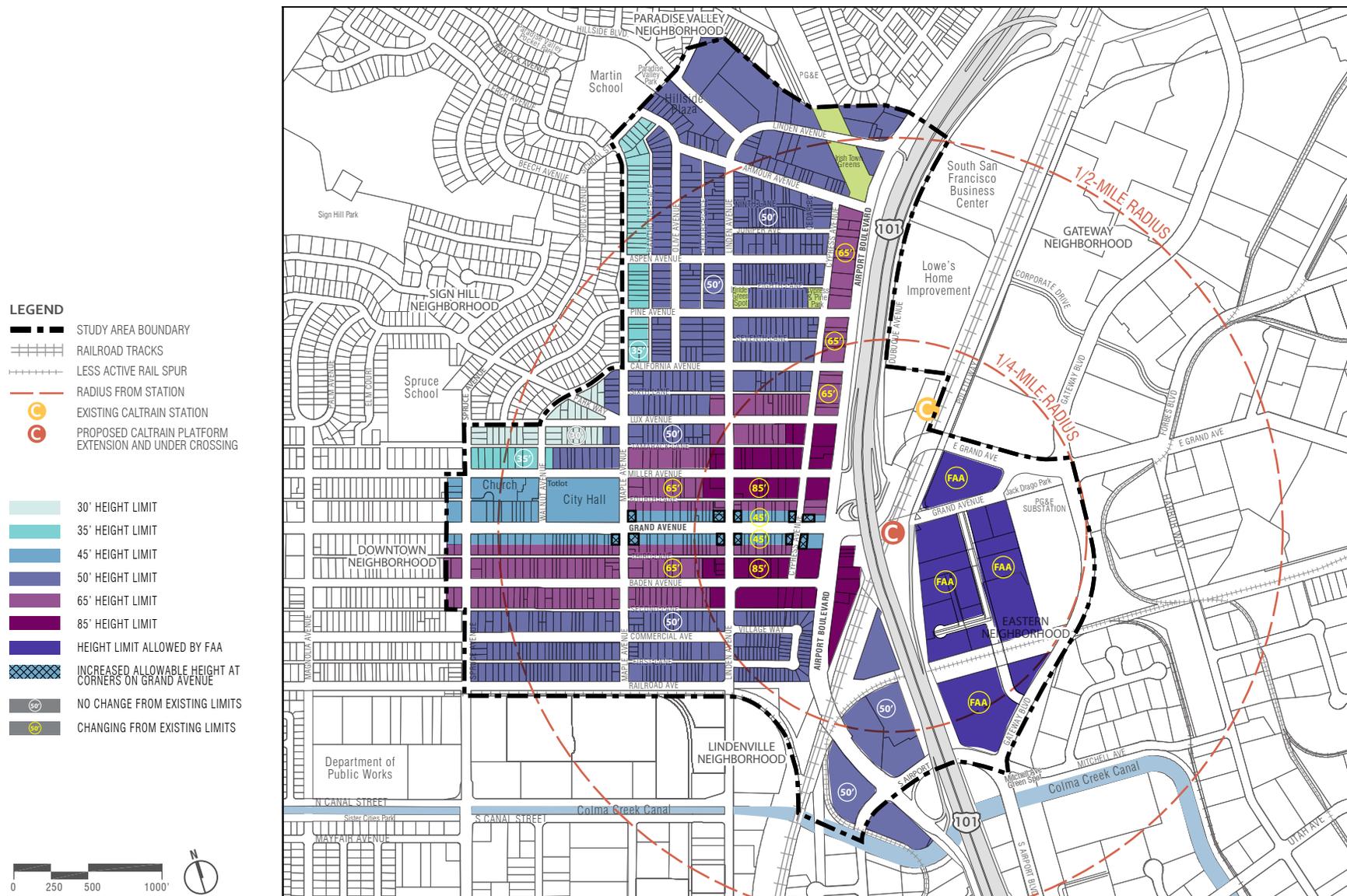
Source: Comprehensive Airport Land Use Compatibility Plan for the Environs of the San Francisco International Airport



Above: New development on the rear of the parcel respects the historic nature of the existing one story building. A similar treatment could be applied to increase density along Grand Avenue while protecting the historic character along the street. Right: Successful examples of varied building heights and massing of residential developments in Sunnyvale (top) and Palo Alto (bottom).



Figure 5.02: Allowable Building Heights



Building Setbacks

In parallel with building heights, the distance that buildings are set back from the property and street edge affects the character of the urban environment. With minimal or no setback and an interesting ground floor environment of shops, dining, lobby spaces or displays, the pedestrian can enjoy a visually interesting walking experience.

Guiding Principle 48: Within the pedestrian core of Downtown, continue the urban pattern established on Grand Avenue by requiring minimal to no setbacks on key streets.

Guiding Principle 49: In the Eastern Neighborhood, require a development pattern similar to the Downtown, with minimal setbacks and active ground floor uses to create an attractive pedestrian environment.

Rather than being set back behind surface parking or large planted setbacks, new development will have a more urban and visually interesting character and will be located adjoining the public environment of streets and walkways.

DS-13 Site buildings to reinforce the street edge or corner by maximizing building frontage along the street. Building setbacks will vary by street type.

DS-14 For Grand Avenue and other pedestrian-friendly retail areas, locate the primary building facade at the property line (zero setback). Exceptions to this rule are allowed and encouraged to emphasize the retail zone and widen the sidewalk.

DS-15 On non-pedestrian retail streets, allow for greater setbacks where the ground-floor use is residential.

DS-16 A small portion of the building facade may be stepped back beyond the setback. This allows entry courts, public plazas, and building articulation at the ground level.

DS-17 Maintain neighborhood and street character by locating residential uses across the street from one another where possible.

DS-18 Limit curb cuts to minimize pedestrian-vehicular conflicts.

Left to right: First floor residential units are separated from the street providing private open space to residents; signage and awnings add visual interest; a dining alcove provides interest on a busy retail street.



Building Design

Several components of building design are particularly important in creating a comfortable and attractive pedestrian and transit oriented development pattern.

Building Massing and Articulation

Modulating building massing will help to reduce the apparent scale of buildings for employees, residents and visitors to the area, ensuring a comfortable and attractive environment. Building massing includes consideration of the bulk and dimensions of various parts of a building. Articulation includes potential variations in the different planes of the building such as roofs and facades.

- DS-19** Reduce the apparent bulk of a building by breaking it into smaller masses longitudinally and vertically.
- DS-20** Consider the impacts of shade and wind on open spaces, pedestrian corridors and retail streets in the massing and articulation of building facades; locate outdoor spaces where there will be good protection from wind.
- DS-21** Accentuate important downtown and Eastern Neighborhood gateways and edges in the plan area with architectural design.
- DS-22** Reinforce street corners with changes in architectural massing and height.
- DS-23** Transition building heights at the edges of districts where the nearby uses are of a lower scale, avoiding an abrupt transition in height and bulk.
- DS-24** Throughout the Downtown and Eastern Neighborhood, create a largely continuous street wall to define the space of the street.
- DS-25** Screen mechanical and other equipment from sight per the Zoning Code.



Top: Material change breaks down the building mass and allow more light to penetrate interior spaces. Bottom: Decks and generous fenestration create interesting interior and exterior spaces.

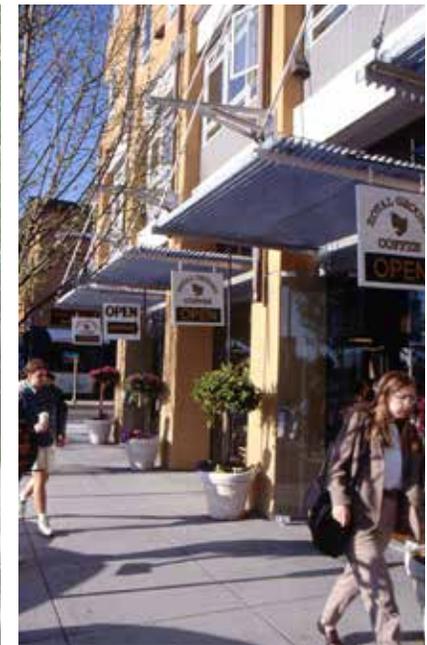


Clockwise from top left: Articulation of building facades reduce the apparent scale of the residential buildings; tower elements create corner accents that can be placed on view corridors; open space is integrated into the site plan, and buildings are of varying heights and detailing.

Building Orientation, Entries, and Facades

An interesting and active ground level helps support pedestrian comfort especially where access to transit and to local amenities is desired. The street and sidewalk can be activated through strategic uses, locations of building entries and windows, and building design.

- DS-26** Ensure that the primary facades and entrance areas of all buildings face the street, open space, or other pedestrian-oriented circulation areas.
- DS-27** Encourage windows and storefronts at the street level and ground floor with clear, non-reflective glazing.
- DS-28** Emphasize building entries with small entry plazas, vertical massing, and architectural elements such as awnings, arcades, or porticos; design entries so that they are clearly identifiable from the street; provide a walkway leading from the street to the building entrance if not located directly off the sidewalk.
- DS-29** Enhance building entries and the adjoining pedestrian realm with plazas and landscaping. For retail development, orient multiple store entries to the plaza in addition to street-side entrances. Utilize outdoor space for cafés or other outdoor retail uses.
- DS-30** Design the floor-to-ceiling height of the first floor to be greater than that of upper floors to accommodate ground-floor retail space where permitted.
- DS-31** Include features that add depth, shadow and architectural interest, such as balconies, recesses, cornices, bay windows, and step-backs at upper floors, consistent with the building's style and scaled for pedestrians.
- DS-32** Limit blank walls along pedestrian-friendly streets.



Clockwise from top left: Transparent buildings create a welcoming backdrop to an interior plaza; awnings and storefronts provide visual interest; art is integrated into an entry plaza.

Building Design Guidelines for Specific Building Types

Residential Buildings

This Specific Plan calls for development of a significant amount of new housing in the Downtown area which will generally be of a higher density than what exists today. Design of these residential buildings must reinforce the best attributes of Downtown and be compatible with existing neighborhoods, respecting the historic fabric.

- DS-33** Encourage provision of residential units that directly address the street edge through front doors, porches or patios, in addition to upper units that will be accessed from central lobbies.
- DS-34** On non-retail streets, maintain a setback from the sidewalk or a slightly raised ground floor height to ensure residential privacy for ground floor units.
- DS-35** Use balconies, stoops, windows, and courtyards to provide architectural interest.
- DS-36** For residential development facing onto local residential streets or public open space, use lower-scale residential forms such as townhomes up to three stories in height at the street as a scale transition.
- DS-37** Step higher floors back to moderate building scale in proximity to lower scale neighborhoods.
- DS-38** Provide clearly articulated residential building entries at the street.
- DS-39** Minimize amount of building facade dedicated to parking entries and minimize curb cuts.
- DS-40** Internalize parking away from building edges; building edges should accommodate entries, lobbies, retail or other active uses rather than blank walls.
- DS-41** Employ variation in scale and form for residential development, allowing for both pedestrian and larger-scaled massing.



Balconies, variety in materials, and the pattern of fenestration create architectural interest along the street.

Office / R&D Buildings

Although these building types are necessarily large, it is important to moderate their scale in the Eastern Neighborhood. Although this area will be an extension of the other East of 101 employment neighborhoods, this area is intended to have a more pedestrian-oriented design character, similar to the Downtown, and thus a more urban feel than the more suburban pattern found further east.

- DS-42** Site buildings along streets, sidewalks and lanes rather than set back behind large landscaped front yards.
- DS-43** Orient primary building entrances to the street; secondary entrances may be from the side and/or rear.
- DS-44** On site parking should be provided at the rear of the site, preferably in a structure, but screened from the street; no parking at the front of buildings.
- DS-45** Parking access should be via the minimum feasible curb cuts or from nearby lanes or side streets.
- DS-46** Utilize architectural elements such as recesses, awnings, colonnades, and pronounced entrances to provide visual interest and variation on major facades.
- DS-47** Program active uses such as lobbies, retail, conference rooms, or similar spaces at the ground floor along the primary facade to provide visual interest to pedestrians.

Building Materials

Building materials will vary by building and construction type but attention should be paid to creating a visually interesting environment that avoids excessive monumentality or monotony and that fits with the character of existing development.

Building design, materials and construction methods should prioritize sustainability as a key value.

- DS-48** Use high-quality, durable architectural materials and finishes that provide a sense of permanence.
- DS-49** Materials should express their true properties. Use of high-quality, authentic materials is encouraged.
- DS-50** To minimize the overall environmental impact of development, give preference to sustainable materials, buildings systems, and technologies.



Photos right: Overhangs and solar panels offer integrated, sustainable measures.

- DS-51** Materials fabricated through energy-intensive processes are discouraged. Concrete with reduced cement content and high recycled content metals are preferred.
- DS-52** Materials that improve building envelope performance through insulation values and thermal mass are encouraged.
- DS-53** Glazing should be as clear as possible and non-reflective to provide transparency and visibility while meeting energy and daylighting performance requirements.
- DS-54** Glazing should be concentrated at key locations such as ground floors and entries to create a welcoming environment and to make visible people and activities.
- DS-55** Employ accent materials such as natural stone at the ground level to add texture, color, and visual interest at the pedestrian level along all pedestrian corridors.
- DS-56** Avoid highly reflective surfaces and materials that can cause heat or glare for pedestrians.
- DS-57** Employ color to differentiate between building elements and to moderate the scale of buildings.

Site Open Space and Landscape

Publicly accessible open space is an important component of any urban environment. Today, the plan area is dominated by streets, buildings and parking lots, with very little accessible space for the public to enjoy.

Wherever possible new development on parcels throughout the plan area will be encouraged to provide open space for public use. In the Downtown, this will generally take the form of small plazas or parklets, given the already urbanized nature of the area.

In the Eastern Neighborhood, however, there will be significant opportunities to provide usable open space associated with new development. Wherever possible, these spaces should be provided in areas where the public as well as employees can enjoy them.

Site landscaping of all building sites provides visual interest in the urban environment and helps mitigate heat island effect. Site landscaping is also a means to satisfy regional stormwater management mandates through the use of drainage swales and detention basins.

- DS-58** In the Eastern Neighborhood encourage new development to provide usable open space, which should be visible and accessible from the street or other public way.
- DS-59** Minimize the grade differential between an open space or plaza area and the adjoining sidewalk.
- DS-60** Downtown building-related plaza or courtyard open spaces may adjoin and be partially covered by the building above.
- DS-61** Pedestrian rights-of-way can contribute to the public open space provisions.
- DS-62** A portion of the open space may be for outdoor dining or building entrances.
- DS-63** Open space from one block may be combined with open space required for an adjacent block in order to create a larger single open space area.
- DS-64** The dimension of a plaza, courtyard, or mid-block pedestrian connection should be large enough to feel comfortable.

- DS-65** Public art should be considered as part of open space improvements.
- DS-66** For residential uses, provide private and semi-private open space per the zoning code.
- DS-67** Use of water pervious materials for parking areas, driveways and pathways to the extent such that they do not cause damage to public streets or other infrastructure is encouraged.
- DS-68** Use of sustainable surface materials for paving, such as reclaimed pavers, locally produced materials, or concrete and asphalt with fly ash content is encouraged.
- DS-69** Include sustainable landscape design as an element of development per the zoning code.

Below: Public art can be integrated into public outdoor space. Opposite, clockwise from top left: a walkway through a residential complex; residential units have views of a landscaped interior open space; a mid-block retail plaza provides a place to rest or a spot for outdoor dining; residential units are aligned along a linear interior space and walkway.





Parking

As the Specific Plan area evolves over time, densities will increase and it will become feasible to provide parking in structures or underground rather than at ground level in surface lots. This will have the benefit of minimizing the footprint of surface parking, which is currently common north and south of Grand Avenue, and of creating a more attractive environment with well-designed buildings and site landscaping. Strategies to share parking among uses such as residential and office, should be pursued (see Chapter 4—Circulation and Parking).

General Parking Guidelines

- DS-70** Share access drives and cross access easements to parking facilities wherever feasible in order to minimize curb cuts and potential conflicts with pedestrians.
- DS-71** Minimize the number of vehicular access points from the following streets to reduce the total number of curb cuts:
- Miller Avenue
 - Baden Avenue
 - Linden Avenue
- DS-72** No curb cuts shall be allowed along the following pedestrian priority streets, unless no other access is feasible:
- Grand Avenue in the Downtown and Eastern Neighborhood
- DS-73** Provide adequate bicycle parking stalls per the Circulation and Parking chapter of this Specific Plan.
- DS-74** Ensure that bicycle parking is secure and weather-protected.

Surface Parking Lot Guidelines

- DS-75** Locate surface parking lots away from street edges or behind buildings and provide decorative, landscaped, or other screening.
- DS-76** For surface parking areas, provide a ratio of 1:3 trees per parking space on the perimeter of the lot, and 1:5 trees per parking space on interior stalls, whenever possible.



Top and bottom: stormwater management is integrated into the streetscape creating interesting landscape features and honest expressions of water movement.

DS-77 Landscape a minimum five foot perimeter setback area around parking lots.

DS-78 Accommodate pedestrians and bicycle traffic with pedestrian-only pathways and bicycle facilities through parking areas. Enhance these areas with trees and architectural elements such as trellises and awnings.

Private or Shared Garage Guidelines

DS-79 Garage-access lanes should be well-landscaped and display the character of a small urban street. Where feasible, planter beds with trees or potted plants should be located between garage doors and adjacent to porches.

DS-80 Organize at-grade garages for lower density residential development (i.e., rowhouses, townhouses) in well-landscaped parking lanes and parking courts leading to individual garages.



This parking structure comprises two floors over ground floor retail. Design of the structure is compatible with the local architectural design context, resulting in a building that little resembles a typical parking structure.

Parking Structure Guidelines

DS-81 Where possible, locate parking structures away from primary pedestrian walkways.

DS-82 When a parking structure faces a street, design an attractive facade that screens cars and does not express a sloped floor structure.

DS-83 Create visual interest and reduce the mass of parking structures through the use of:

- Variation in the dimension and proportion of openings of the facade.
- Decorative screens, railings, and trellis elements of durable, high-quality materials.
- Base materials and designs that are similar to surrounding buildings on site to enhance the visual interest of the structure at the ground level.
- Awnings, arcades, trellises, or porticos along street-facing facades and pedestrian connections.
- Active ground-floor uses within parking structures are encouraged throughout the plan area and required along pedestrian-friendly retail streets.

DS-84 Locate and design pedestrian entries and stairwells for parking structures:

- As identifying architectural elements.
- Adjacent to public streets and along major pedestrian connections.
- To ensure that they are visually open and free of visual obstruction to promote a feeling of security and comfort.
- To minimize conflicts between pedestrians, bicycles, and vehicles.

UTILITY INFRASTRUCTURE

In the course of preparing this Specific Plan, an assessment was made of the capacity and adequacy of utility infrastructure to serve the projected development program.

The Specific Plan area is currently served by existing storm drainage, sanitary sewer conveyance systems and wastewater treatment infrastructure that are owned, operated, and maintained by the City of South San Francisco. Potable water infrastructure in the area is owned, operated and maintained by the California Water Service Company (Cal Water), with a varying but significant portion of supply coming from the San Francisco Public Utilities Commission (SFPUC) under contract.

Joint trench utilities (power, phone, cable and natural gas) are already in place in the plan area roads. These utilities are required to provide service to new customers upon request. Relocation of roadways would necessitate relocation of joint trench utilities, and construction on currently undeveloped parcels would likely require new services be connected. Construction of new roads would also require installation of these facilities where none currently exist.

The National Pipeline Mapping System identifies "Gas Transmission Pipelines," "Hazardous Liquid Pipelines" and "Major Overhead Utilities" that cross through the plan area. No changes are proposed to these utilities.

Guiding Principle 50: Ensure adequate utility infrastructure is provided in a timely fashion as development proceeds in the Specific Plan area.

Stormwater

The storm drainage infrastructure within the Specific Plan area is owned, operated and maintained by the City of South San Francisco. The City is responsible for maintaining its drainage infrastructure within public rights-of-way from drain pipes to flood channels and natural creeks. Specifically, the City is responsible for protecting citizens and businesses from flooding and responding to mandates imposed at the federal, state and regional levels. The Clean Water Act is at the federal level, while the State Water Resources Control Board and Regional Water Quality Control Boards act via the Porter-Cologne Act and support federal and state regulations.

The City's Standard Development Conditions address both stormwater conveyance and quality. "Minor" lines are required to accommodate a 10-year design storm with initial time of concentration of 5 minutes with open channel flow conditions so that they are not surcharged. "Major" trunk lines are required to accommodate a 25-year design storm under the same design conditions. Public lines are required to be within public streets or within drainage easements a minimum of 10 feet wide for a single pipe or 15 feet wide for two pipes. They are required to be a minimum of 12" in diameter and Class III or better reinforced gasketed concrete pipe, or HDPE (minimum SDR 26) pipe. Per FEMA requirements, new development must be constructed with building finished floors at least one foot above the reference Federal Emergency Management Agency (FEMA) base flood elevation.

A Letter of Map Revision Determination Document was filed by FEMA effective September 9, 2013 which removed a large region of the downtown South San Francisco area near US 101 from previously determined floodplains. One small flood hazard area between Armour Avenue and Linden Avenue remains within the limits of this Specific Plan area. It is designated as Zone AH, in which flood depths of one to three feet may occur, usually in areas of ponding, and base flood elevations have been determined. A base flood elevation of 30 is identified for this region.

Existing stormwater drainage facilities in the plan area consist of several networks of pipes, primarily reinforced concrete, that convey stormwater to Colma Creek before ultimate discharge to San Francisco Bay. In general, the stormwater conveyance follows the topography with stormwater being conveyed primarily from north to south, and slightly west to east. Localized facilities would likely need to be reconfigured to conform to proposed redevelopment within the plan area and would be subject to city design standards and specifications, as well as regional, state and federal requirements for stormwater treatment and quality.

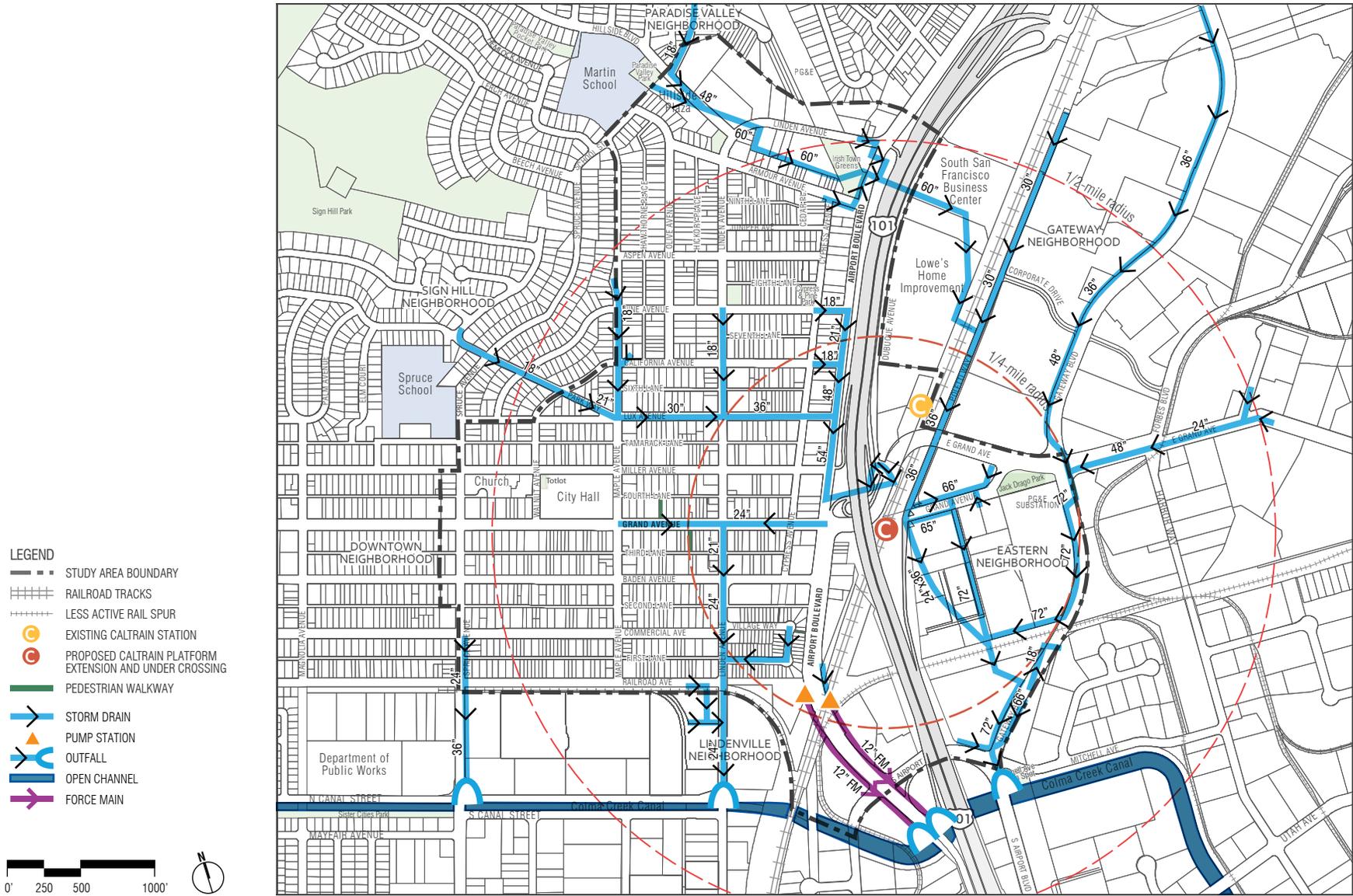
Discussions with city staff indicate that there are not currently any regions of concern for flooding impacts within the plan area. The Five Year Capital Improvement Program (CIP) for the City, adopted in June, 2013, indicates that the City anticipates funding a Storm Drain Master Plan project in coming years. The project will evaluate the entire city storm drain system, identify any deficiencies, define a range of possible solutions, and propose financing and recommendations for future CIP plans.

UI-1 Fund and implement Storm Drain Master Plan to evaluate city storm drain system and identify needed improvements.

Local storm drainage infrastructure that collect and convey runoff to the major storm drain systems will likely be reconfigured to accommodate redevelopment. New development may necessitate that storm drainage infrastructure be extended to serve parcels if existing improvements are not currently available. Design will need to comply with City of South San Francisco design standards and specifications and be coordinated with the City. No significant infrastructure deficiency mitigation is anticipated in order to serve the plan area, however streetscape improvement projects would likely incorporate measures to provide stormwater treatment.

UI-2 Require best practice stormwater management and treatment improvements in all public and private improvements to support existing and new development.

Figure 6.01: Existing Stormwater System



- LEGEND**
- STUDY AREA BOUNDARY
 - ==== RAILROAD TRACKS
 - +++++ LESS ACTIVE RAIL SPUR
 - ⊙ EXISTING CALTRAIN STATION
 - ⊙ PROPOSED CALTRAIN PLATFORM EXTENSION AND UNDER CROSSING
 - PEDESTRIAN WALKWAY
 - STORM DRAIN
 - ▲ PUMP STATION
 - ⊥ OUTFALL
 - OPEN CHANNEL
 - FORCE MAIN



Redevelopment within the plan area should take a regional approach to planned stormwater infrastructure development. This will help optimize the system efficiency and ensure that existing improvements both upstream and downstream of the plan area are not negatively impacted by new development.

The Specific Plan area consists of parcels with a diverse mix of uses from residential to commercial and industrial, but nearly the entire area is developed land with high percentages of impervious areas. It is assumed that the majority of stormwater runoff currently flows from these parcels directly into the public storm drain infrastructure with little to no retention or treatment. This can have negative impacts on downstream capacity as well as water quality in creeks and the Bay. As development occurs, changes in the amount of impervious surface within each parcel will also impact the runoff characteristics of the region. Both new development and redevelopment projects that increase the amount of stormwater runoff may be subject to mitigating these increases if the receiving drainage facilities are negatively impacted. By managing stormwater runoff through development, also referred to as hydromodification, the water capacity and quality of the streams and receiving waters can be preserved.

Stormwater quality also needs to be taken into consideration. New developments that create or replace more than 10,000 square feet of impervious surface must comply with Provision C.3 of the San Mateo County Municipal Stormwater Permit and with the California State Water Board. San Mateo Countywide Water Pollution Prevention Program has published the San Mateo C.3 Stormwater Technical Guidance Handbook that assists developers with ways in which they can meet local municipal and State regulations through the use of Low Impact Design (LID) strategies. Commonly accepted measures include such treatment methods as bio-swales, flow-through planters and detention basins, as well as green roofs. Both individual project level as well as regional level stormwater management programs should be considered to achieve overall stormwater quality compliance.

UI-3 Require that all stormwater infrastructure improvements meet or exceed state and regional requirements.

The end result of all the current state and regional stormwater regulations is that future development will, as a legal necessity, have a negligible impact on the existing storm drain system. Over time, it is more likely that peak flows in the system will be less than present-day, and, the water conveyed to the Bay will be higher quality.

Wastewater

Sewer facilities within the plan area are owned and maintained by the City of South San Francisco. Wastewater from South San Francisco as well as the City of San Bruno, Town of Colma and part of Daly City is treated at the South San Francisco Water Quality Control Plant (SSFWQCP) at 195 Belle Aire Road in South San Francisco, which is owned jointly between the Cities of South San Francisco and San Bruno. Additionally, the plant dechlorinates effluent from the cities of Burlingame and Millbrae and the San Francisco International Airport prior to discharge to the San Francisco Bay. Within the City of South San Francisco, there are approximately 3,200 firms and businesses including manufacturing, wholesaling, transportation facilities and utilities, and 65,000 residents. The city facilities consist of gravity and force main pipes of various materials including, primarily, vitrified clay (VCP), but also asbestos cement (ACP), ductile iron (DIP), polyvinyl chloride (PVC), high density polyethylene (HDPE) and reinforced concrete (RCP). There are also 12 pump stations within the city limits, one of which is within the plan area.

The entire plan area west of US 101 and a small area east of 101 at Gateway Boulevard and South Airport Boulevard is conveyed by gravity to Pump Station 9 within the plan area. Pump Station 9 then conveys wastewater via a 24" force main south and east to the SSFWQCP, crossing 101 at South Airport Boulevard. The plan area east of US 101 and north of South Airport Boulevard is conveyed by gravity to Pump Station 4, which then pumps via a 27" force main south to the SSFWQCP. The majority of the lines west of 101 are 6" VCP, while larger lines, ranging from 8" to 30", again primarily VCP, serve the more commercial and industrial area east of 101.

A comprehensive evaluation of the sewer system for the Downtown area has not been conducted since an Infiltration and Inflow Study was completed in October 1999. The 1999 report made recommendations for the completion

Figure 6.02: Existing Wastewater System



of eight specific projects, six of which have since been completed. East of US 101, an evaluation was conducted in 2002 and portions updated in 2007 and most recently in January 2012. The majority of the updates did not include areas of interest to this Plan. Two consecutive segments of trunk line in Grand Avenue and Harbor Way, currently 15" and 27", respectively, are recommended to be upgraded to 24" and 30" with the January 2012 Update. It is unclear how much other capacity work is currently required for the sewer system in the Downtown area or the Eastern Neighborhood.

Discussions with city engineering staff indicated that there were no particular areas of current concern within the plan area that regular maintenance cannot accommodate. The Sewer System Management Plan (SSMP), updated November 2011, indicates that there were three recorded sewer overflow events within the plan area in 2011. The SSMP is scheduled to be updated every two years with general system audits, inventories of overflows, review of projects completed over the past two years, and recommendations for the next two years. The SSMP indicates that the system will be re-evaluated during the planning stage of any proposed redevelopment and reassessed every 10 years through hydraulic modeling and data assessment. Preventative maintenance schedules are also provided, although no specific projects are proposed by this document.

Densification of the plan area and changes in land use will likely increase sewage generation. The City may require computer modeling to be completed for the Downtown area of their sewer facilities, and updated for the East of 101 area, prior to construction of redevelopment projects. The sewer model update will identify localized infrastructure that will need to be modified or replaced in order to support the development. In addition to any new sewer infrastructure installed, increased sewer flows may require upsizing of the pump stations to mitigate an increase in wet weather flows. Additionally, in accordance with Resolution 97-2002, new development of any kind east of US 101 is required to pay a Sewer Facility Fee to support upgrades to sewer infrastructure east of 101.

The SSFWQCP currently treats an average of 9 Million Gallons per Day (MGD) in dry weather, with peak wet weather flows exceeding 60 MGD. The facility

underwent upgrades in 2000 and 2004, and city staff indicate that it has additional capacity for approximately 3 MGD. Capacity of the treatment plan is utilized as new developments buy into the system and is not prioritized in any way based on the nature of the development.

UI-4 Conduct sewer model updates and other studies needed to confirm adequacy of sewer facilities and to identify short and long term improvements.

Water Supply

California Water Service Company (Cal Water) owns and operates the existing domestic water facilities within the Specific Plan area. The area is entirely contained within the South San Francisco District. The majority of water supplied is purchased from the San Francisco Public Utilities Commission (SFPUC). Depending on the year, the amount purchased can range from 82% to up to 95% of the total water provided to customers in the South San Francisco, Bear Gulch and Mid-Peninsula Districts combined. Through the contract with SFPUC, Cal Water is allowed up to 35.68 MGD (annual average basis) for these three districts combined in normal water years. The water purchased from SFPUC is already treated and ready for delivery to customers. The SFPUC water received is from a combination of local Bay Area production and the Hetch Hetchy Project. Water from Hetch Hetchy originates in Hetch Hetchy Reservoir in Yosemite National Park and is transmitted to the plan area via pipelines across the Bay and through San Jose.

The water distribution system in the vicinity of the plan area consists of a network of pressure pipes located predominantly beneath the traveled roadway in the public street rights-of-way. The plan area is primarily within one system zone, with higher-elevation areas on the northwestern edge being in a different zone. Static water pressures within the system average around 75 psi, dependent upon elevation. The zones do contain booster pumps, although it is not clear whether development would require upgrades to these pumps to support additional demand for fire, domestic and/or irrigation.

The water mains serving the area range from 4" to 18". Pipe materials are primarily cast iron and asbestos cement throughout the region. Ages of the pipes and maintenance or upgrade schedules are not known. The topography

of the area is mostly level with more elevation change on the northwestern side of the region. Elevations range from about 15 to 120 feet above sea level. It is not clear whether development in the plan area is anticipated to require any supplemental booster pumps.

Cal Water's water storage capacity, treatment capacity and distribution systems are currently functioning within normal operating ranges and within the existing contract limits with SFPUC without any known significant deficiencies. Water system extensions and relocations of existing infrastructure may be necessary with the future development if additional or different points of service are required. Individual pressure booster pumps for specific multi-story projects and lower pressure zones may also be required to address fire pressure and flow requirements. However, it is not clear whether the projected development will require improvements to regional storage capacity or treatment facilities.

The California Water Service Company has prepared an Urban Water Management Plan (UWMP) for the South San Francisco District to study long-term supply needs and address future development impacts, and to comply with State regulations requiring such documents for any district serving 3,000 or more customers or supplying more than 3,000 acre-feet annually. The most recent update to the UWMP was released during the summer of 2011 and approved in June 2011. Since it will be more than six years before the next UWMP update, a Water Supply Assessment (WSA) to explicitly analyze the demands of this Specific Plan is currently in process.

Long-term water supply for not only this area but also for most communities in the Bay Area continues to be a concern. Cal Water is a participant in the development of a Ground Water Management Plan for the South Westside Groundwater Basin. A draft of the report was issued in May 2012. The public input period has now closed and the document is awaiting finalization. The purpose of this report is to provide a framework for regional groundwater management within the basin and help ensure sustainable, high-quality, reliable water supply at a fair price. Ground water supplies 10 to 15% of Cal Water's total demand.

UI-5 Participate in State and regional efforts to identify and implement water use management procedures, recognizing the long term issues associated with water availability.

UI-6 Require inclusion of water-conserving fixtures, irrigation and other measures in new construction; require utilization of low water use, native, or other appropriate plantings.

Currently, the plan area is not in an area supplied with recycled water. Although the UWMP discusses the benefits of recycled water use, the South San Francisco District does not have a system for distribution in place. Wastewater treated at the SSFWQCP receives primary and secondary treatment, and chlorination and de-chlorination before discharge to the San Francisco Bay. Most recent studies by Cal Water indicate that there is currently only demand for approximately 0.61 MGD of recycled water, which is not currently enough demand to warrant their development of this system for non-potable use. However, a combined effort is being made to build a new tertiary treatment facility at the SSFWQCP which would serve an estimated demand of 2 MGD for the first phase and a total of 3 MGD following a second phase. The Cities of South San Francisco and San Bruno, the SFPUC and Cal Water are all involved in this effort which is estimated to be completed in 2015. None of the service mains are anticipated to be placed in the plan area at this time.

Although a specific recycled water plan and system is not currently in place for the plan area, new development may require installation of recycled water infrastructure in anticipation of bringing recycled water to the area. Implementation of recycled water programs and installation of higher efficiency design practices will also assist in lowering ultimate water demands for the region.

UI-7 Explore the feasibility of introducing a recycled water system in areas of new development, particularly in the Eastern Neighborhood.

Desalination is not currently used for water supply in the District. Plans for a study are prepared and, upon approval of funding, a feasibility study could begin in the future. No supply is anticipated to be available from this source until 2025 at the soonest.

Cal Water does not guarantee any particular level of service to customers, past or future. Water supply, production, and distribution activities are planned based upon the forecast demands. Demand forecasts consider both existing and known future customers within Cal Water's service area and include information from the General Plans of the Cities they serve.

PUBLIC SERVICES

A variety of public services are provided to residents, tenants and property owners within the City; these services require monitoring ensure that there is capacity for any anticipated growth in service needs.

Guiding Principle 51 Ensure adequate public services are available in a timely fashion as new development occurs in the Specific Plan area.

Schools

The Specific Plan area is served by the South San Francisco Unified School District (SSFUSD). The SSFUSD administers all public schools in South San Francisco. The district also has an adult education program, and works on everything from curriculum to facilities management. The SSFUSD operates nine elementary schools (serving grades kindergarten through five); three middle schools (serving grades six through eight); and three high schools (serving grades nine to twelve).

The plan area is served by the following SSFUSD schools: Los Cerritos Elementary, Martin Elementary, Spruce Elementary, Parkway Heights Middle, South San Francisco High.

The SSFUSD has a district-wide enrollment of approximately 10,701 students. According to the City's General Plan and the California Department of Education, the current level of enrollment within the school district has been declining in recent years. SSFUSD regulates school capacity based on class size rather than school size, and there is no upper limit on enrollment in each elementary, middle or high school. The current class size standard is 29 students per classroom for grades K–5, and 28 students per class for grades 6–12. None of the schools that serve the Station Area Plan location are over the capacity by the standards set by the School District.

No new school facilities are anticipated; however, development impact fees are an essential source of revenue in the provision of additional school resources needed for development. Fee proceeds may be used for construction or reconstruction of schools. Although it is not likely that any new schools

will be built, existing facilities will need to be renovated. According to the District's 2013 Annual Report the current fees are \$2.24 per residential square foot and \$0.185 per commercial square foot, neither of which are at the maximum levels permitted by state law.

Population growth resulting from implementation of the Specific Plan would increase the number of students within the SSFUSD. However, the majority of schools serving the plan area are currently operating below maximum capacity and enrollment has been declining. New students generated as a result of future development would not result in overcrowding, but would likely help offset the current decline.

- PS-1** Continue to work with local school districts to ensure the capacity and quality of schools serving the Specific Plan area.

Police Services

The Specific Plan area is patrolled multiple times on a daily basis by the South San Francisco Police Department (SSFPD). Police related incidents occurring on the Caltrain Station property are handled by the San Mateo County Sheriff's (SMCS) Office, Transit Bureau. However, the SSFPD would act as the first responder to emergency situations on the property and liaison with the SMCS Transit Bureau once the incident is secured.

The SSFPD has one main station located at 33 Arroyo Drive. The police department also has a sub-station located at 329 Miller Avenue, within the plan area; however, this facility is not always occupied. In 2013, the SSFPD response times to Priority 1 (emergency) calls averaged 3.21 minutes and non-emergency calls averaged 5.76 minutes. These response times are considered acceptable.

Based on the City's 2010 population of 63,632 residents (US Census 2010), the officer-to-population ratio for SSFPD is 1.24 officers per 1,000 residents. The Health and Safety Element of the General Plan suggests a target ratio of 1.5 officers per 1,000 residents to ensure rapid and timely response to all emergencies. As such, the City is relatively consistent with respect to recommended staffing levels.

Implementation of the plan would result in land use changes and increases in development which would result in direct population growth. Over the life of the plan the anticipated growth could result in a need for additional police officers in the City.

- PS-2** Monitor population and employment growth in the Specific Plan area to ensure adequate police services.

Fire Protection

The South San Francisco Fire Department (SSFFD) is responsible for providing fire protection and emergency services in the City. The SSFFD provides the following services: fire prevention, municipal code enforcement, fire suppression, emergency medical services (advanced life support and non-emergency basic life support ambulance transportation), urban search and rescue, hazardous materials, public education, disaster preparedness, and marine search and rescue services.

The General Plan has identified areas within the City that are susceptible to fire hazards, which includes public and privately owned areas of land that are poorly maintained and overgrown or that consist of nonnative vegetation in and near open spaces, which may pose a threat of wildfire. The Downtown Station Area is not located within and does not include identified fire hazard areas. Agencies other than local fire services can be called for support, including local law enforcement, and state and federal agencies involved in fire hazard mitigation, response, and recovery.

The SSFFD has five fire stations with firefighters and paramedics strategically located throughout the City to provide prompt assistance to area residents. Three of these are within less than 1 mile of the Specific Plan area.

While the development allowed by this plan would increase the population and density of development, this level of growth is less than that planned for the City overall in the General Plan.

PS-3 Implement and fund additional fire protection services to be consistent with and adequate for the growth envisioned in this plan.

Parks and Recreation

The City of South San Francisco Parks and Recreation Department manages 21 parks and playgrounds (comprising 70 acres); 2 linear parks (17.5 acres); 27 acres of open space at Sign Hill Park with trails, a section of the Bay Trail, and a community park. In addition, they operate several facilities, including two recreation centers, one gymnasium, one indoor swimming pool, two pre-school buildings, one senior center, and operate before and after school daycare programs on five elementary school campuses.

The City is currently developing a new Park and Recreation Master Plan which will provide more detailed guidance for the location and nature of future facilities and will prioritize improvements to existing facilities. The City's General Plan offers guidance, encouraging collection of in-lieu fees and suggesting that consideration be given to 1) a downtown park of 2.0 acres, and 2) a linear park which could be associated with this plan's Railroad Avenue extension along the minimally used railroad spur extending from near Airport Boulevard on the west to Gateway Boulevard (and potentially beyond) in the east.

PS-4: Plan for and encourage additional parks, open space and recreation facilities throughout the Specific Plan area, as identified throughout this document and consistent with the South San Francisco Parks, Recreation and Open Space Plan.

The City remains committed to providing additional open space in the Downtown and will work with property owners to identify opportunities for small public parks, plazas, and similar spaces with new development. The Specific Plan's recommendations regarding improvements to streets, sidewalks and streetscapes throughout the Downtown will also add usable open space for residents and employees. In addition, the public open spaces associated with City Hall, the Linden Neighborhood Center, and the Caltrain Plaza will add important unique open space.

- At City Hall, the existing tot lot on the northeast of the site, and southwest park open space, combined with opportunities for a block closure to accommodate special community events, will create a special community-wide amenity.

- At the Linden Neighborhood Center, opportunities for similar block closure-related events and the possibility a neighborhood pocket park associated with new development will be important additions.
- The Caltrain Plaza, while as much a connection between the Downtown and East of 101 as a public plaza, will nonetheless provide a visual gateway and gathering space for commuters and residents alike.

PS-5 Implement proposed public open spaces at City Hall, at the Linden Neighborhood Center, and in conjunction with the Caltrain pedestrian and bicycle undercrossing to provide special community amenities in the Downtown that will complement traditional parks and recreation facilities.

In the Eastern Neighborhood, several important open space opportunities exist as new development transforms this low scale industrial area into a robust employment center.

As noted in the Urban Design Guidelines chapter of this document, guidelines for the development of Grand Avenue in the Eastern Neighborhood encourage provision of generous sidewalks and plazas, which are important components of public open space, along this street.

As properties in the Eastern Neighborhood redevelop, there will be opportunities to use development incentives or other means to provide public park space. In addition, the Site Open Space and Landscape section of the Design Standards chapter encourages making the landscaped open space typical of these types of corporate development, such as entry plazas, reasonably accessible to the general public.

The Railroad Avenue extension would provide an important linear open space for the City, connecting the Downtown with the East of 101 and bay-front. With active and passive uses possible, this public improvement will be dependent on availability of funding.

PS-6 In the Eastern Neighborhood work with property owners to provide usable public open spaces along Grand Avenue, in dedicated parks, or in publicly-accessible portions of development sites.

PS-7 Pursue implementation of the Railroad Avenue connection and associated linear park and multi-use trail amenities.

OVERVIEW

Implementation of the Specific Plan will require the coordinated efforts of both the public and private sector working cooperatively to achieve the goals outlined in this document.

This chapter outlines implementing actions for the recommendations of the plan. Included are discussions of:

- Regulatory Steps
 - General Plan Amendments
 - Zoning Amendments
- City Program Priorities
 - Early Projects
 - Ongoing City Economic Development Efforts
 - Affordable Housing and Anti-displacement Strategy
- Public Infrastructure Improvements
- Implementation Action Plan
- Potential Funding Sources

REGULATORY STEPS

General Plan Amendments

General Plan amendments have been prepared and adopted concurrent with the preparation of this Specific Plan. The amendments are noted below.

Modify the General Plan Land Use Diagram to reflect the land uses shown on Figure 3.01 of the Specific Plan.

- Modify Tables 2.2-1 and 2.2-2 Standards for Density and Development Intensity and Land Use classification text to reflect changes in intensity and density.
- Modify Figure 2-3 Special Area Height Limitations to reflect heights shown on Figure 5.02 of the Specific Plan.
- Modify Table 2.4-1 to reflect additional development under the General Plan.
- Modify Table 2.4-2 to reflect additional build-out population.
- Modify Table 2.4-3 to reflect additional build-out employment.
- Modify Table 2.4-4 to reflect updated projected Jobs/Employed Residents ratio.
- Modify Figure 2-7, Specific Area Plans and Redevelopment Areas to show the Downtown Station Area Specific Plan boundaries.
- Modify text in Section 2.5, Area and Specific Plans to include the Downtown Station Area Specific Plan.
- Modify text within Section 3.1 Downtown Planning Subarea to Specific Plan policies by reference. Also modify Table 3.1-1 Downtown Development, Population and Employment under the General Plan.
- Modify Chapter 4: Transportation to include recommended street and bikeway improvements in the plan.

Zoning Amendments

To ensure consistency among the Specific Plan, General Plan and zoning, amendments will be made to city zoning to accomplish the following:

Zoning District. Add the Downtown Station Area Specific Plan District into Division III – Specific and Area Plan Districts.

District Purpose. Add a reference to the Specific Plan in District Purpose to identify the intention regarding the future of the Downtown Station Area.

Map. Include a map of the Specific Plan area that illustrates the land uses within the area.

Land Use Regulations. Show permitted and conditionally permitted uses and development standards within the land use districts.

Development and Design Regulations and Standards. Include standards for building scale, height, setbacks and other considerations, including some or all of the standards identified in this document.

CITY WORK PROGRAM PRIORITIES

Early Projects

Certain high priority tasks will be undertaken by city staff in order to initiate certain projects or to coordinate with other agencies in advancing improvements in the area.

Coordination with Caltrain JPB on Caltrain Platform Extension and Undercrossing

The City will continue to coordinate with the JPB to push for the implementation of the extension of the Caltrain Station platforms and construction of the associated pedestrian and bicycle undercrossing. This project is crucial to the long-term economic health and vitality of the area and to implementation of this Specific Plan.

Grand Avenue Streetscape Improvements

The City's Public Works and Economic and Community Development Departments will initiate and oversee a key infrastructure project: improvements to Grand Avenue, which will include reconfiguration of the roadway, sidewalks and parking and implementation of a new streetscape from Airport Boulevard to Spruce Avenue.

Infrastructure Engineering Analyses

The City's Public Works Department will be responsible to prioritizing and implementing detailed engineering and construction of all other public infrastructure projects noted in this plan. Confirmation of probable construction costs and identification of feasible phasing will allow these projects to be included in the Capital Budget at the appropriate times.

Ongoing City Economic Development Efforts

Concurrent with the Downtown Station Area planning effort, the City of South San Francisco is undertaking a number of separate economic development efforts, many of which will assist in the implementation of the Specific Plan. In addition to the Downtown Station Area planning effort, planned and ongoing economic development efforts in South San Francisco include:

- South San Francisco Business Cooperation Program (BCP). The BCP consists of 1) business outreach and visitations; 2) promoting the City's Commercial Private Assessment Clean Energy (PACE) program; and 3) sales and use tax recovery.
- Augmenting business attraction and retention programs and marketing. This includes 1) augmenting the City's marketing program for the annual conference of the Biotechnology Industry Organization; 2) expanding the City's economic development webpage to provide additional information on development projects, real estate opportunities, and city incentives; 3) development of a Downtown marketing and business outreach strategy, beginning with a market assessment to evaluate the competitive position of Downtown relative to other areas in the City and County; and 4) investigating the feasibility of implementing a free shuttle service between the businesses and hotels East of 101 and Downtown.
- Developing and enhancing partnerships with other organizations. The City of South San Francisco currently has partnerships with the Bay Area Center for International Trade Development Incubator, ChinaSF, China Silicon Valley, Team California, BayBio, SAMCEDA, Joint Venture Silicon Valley, and Skyline College, which can be enhanced to further support local economic development efforts.
- Downtown Improvement Program Guidelines. South San Francisco is considering amendments to the Downtown Improvement Program to increase facade grants, loans for tenant improvements, architectural assistance, and program promotion.

- Review of the feasibility of a Downtown Business Improvement District (BID). Revenues generated by a BID can be used for a variety of services in the Downtown, including enhanced security, events and marketing.
- Efforts to decrease homelessness. South San Francisco implements ongoing homeless outreach programs in the Downtown to help place and serve the chronically homeless, and San Mateo County is funding a two-year Homeless Outreach Team
- Efforts to decrease crime Downtown. South San Francisco has a Police Substation located in the Miller Avenue parking structure to increase Police presence. In addition, the Police Department has bicycle patrols Downtown along with their regular patrols.
- Economic Development Strategy. In fall of 2013, South San Francisco City Council considered a comprehensive list of economic development activities, many of which have elements that overlap with the economic development efforts outlined above. These activities include actions in the following program areas:
 - Jobs and workforce development
 - Support of existing local businesses/business attraction
 - Capital improvements, traffic and access to businesses and shopping centers
 - Neighborhood business needs development
 - Public participation, land use policies, and other public policy

In addition to the policies and capital improvements specified in this Specific Plan, citywide economic development activities that pertain to the plan area in particular include the proposed Downtown marketing and business outreach strategy, the potential downtown shuttle service, the existing downtown improvement program guidelines and proposed amendments, the possible Downtown BID, and ongoing efforts to decrease crime and homelessness Downtown. These policies are included in the Implementation Action Plan section of this chapter with estimated costs and anticipated funding sources.

Affordable Housing and Anti-displacement Strategy

Potential unintended consequences of station area planning include the displacement of existing residents and a lack of workforce housing affordable to lower-income households, which is currently an existing condition. Station area planning efforts are often associated with an increase in demand for housing in the station area as a result of enhanced transit accessibility and public and private investment in the station area, which creates the potential for both direct and indirect displacement of existing residents. Direct displacement can occur as rents and sale prices in the area increase, potentially allowing property owners to gain more value from their properties through redevelopment, which may cause owners to demolish existing residential buildings to rebuild larger and newer projects. However, it should be noted that the Specific Plan focuses intensification in proximity to the Caltrain Station and in the areas immediately surrounding Grand Avenue. These areas include a significant number of underutilized or vacant parcels where the highest intensities of new development would be suitable. The Specific Plan will not significantly change the current zoning or allowed land uses in the residential neighborhoods that surround the Downtown to the north west and south. But indirect displacement can occur as housing price increases in the area cause rents for existing units to increase, which can make existing rental units unaffordable for existing households.

Moreover, the considerable cost of land acquisition in areas with high property values often presents a barrier to the construction of new affordable units by increasing the costs of new affordable housing production. This can result in an overall lack of housing opportunities in station areas for new or existing households with low or moderate incomes, despite the benefit of reduced transportation costs that many lower-income households can reap from transit accessibility.

South San Francisco has a number of housing policies and programs to support the development and preservation of affordable housing and mitigate the risk of displacement in the City. South San Francisco is currently also updating the City's Housing Element for the 2014-2022 cycle, and is exploring additional programs. In addition, the updated Housing Element is expected to identify a number of housing opportunity sites Downtown.

Although each of these policies and programs apply Citywide, many are likely to also have an impact in the plan area.

Programs to mitigate the risk of displacement or preserve existing affordable units include:

- Condominium conversion requirements
- City funding provided for Project Sentinel, a housing counseling agency
- Programs to assist in the preservation of existing affordable housing, including:
 - South San Francisco Housing Rehab Program
 - Center for Independence (CID)
 - El Concilio of San Mateo
 - City-owned units are monitored for compliance with affordability restrictions
 - City-maintained database of deed-restricted units to monitor compliance with affordability restrictions
 - Relocation benefits and first right of return for publicly-funded projects

Programs to support the production of new affordable housing include:

- Density Bonus Ordinance
- Inclusionary Housing Ordinance
- Identification of housing opportunity sites throughout the City through the Housing Element Update currently in progress
- Policy to work with developers to assist in consolidating infill parcels to facilitate development
- Programs to support and facilitate the development of second units on single-family parcels
- Zoning Ordinance provisions to allow for flexibility in meeting parking requirements
- Zoning Ordinance provisions to allow for emergency shelters and transitional housing
- Collaboration with developers to include affordable housing (BMR units) where none are required

Programs to generate funding for affordable housing include:

- Participation in a pending multi-jurisdictional nexus and feasibility study to explore options to adopt a commercial linkage fee and housing impact fee for affordable housing funds (underway, led by 21 Elements). 21 Elements is a multi-jurisdictional group of San Mateo County municipalities and non-profit organizations that share resources, successful strategies and best practices to work together to develop high quality certified Housing Elements.

Other housing programs include:

- Policies to provide reasonable accommodation for individuals with disabilities to ensure equal access to housing
- Promotion of the HIP Housing Home Share program
- Consider a new policy to give displaced people priority in new affordable units developed under the plan

PUBLIC INFRASTRUCTURE IMPROVEMENTS

The physical improvements identified for the Specific Plan are spread among three phases based on whether the improvements are short-term (zero to eight years), medium-term (eight to 15 years), or long-term (over 15 years) projects. Table 7.01 provides physical improvements phasing details. These improvements consist of three primary types:

1. Local streetscape improvements, which span all three phases of the implementation of the Specific Plan. Construction costs for local streetscape improvements are estimated to total \$15.4 million. In Phase I, these costs include \$5.9 million for improvements along Grand Avenue and Airport Boulevard, as well as improvements to public plazas. In Phase II, these costs include \$4.9 million for improvements for downtown neighborhood streets (Maple Avenue, Linden Avenue, Cypress Avenue, Miller Avenue, and Baden Avenue) and additional public plaza improvements. In Phase III, these costs include \$4.4 million for improvements along public alleys and improvements to Grand Avenue east of 101. Grants, a public benefits assessment district, and the City's capital improvements program (CIP), are possible funding sources for local streetscape improvements associated with the Specific Plan.

2. Roadway connection modifications, which occur during all three phases of implementation and are the most significant of the three types of expenditures outlined in the financing strategy (\$34.7 million total). Expenditures in Phase I are modest, totaling approximately \$731,000 for intersection improvements along Grand Avenue. In Phase II, roadway connection modification expenditures consist of \$8.8 million for improvements in several downtown intersections and an extension of Railroad Avenue. The bulk of roadway connection modification expenditures (\$25.2 million) occur in Phase III, for an additional extension of Railroad Avenue, a Railroad Avenue overcrossing, an extension of Sylvester Road, south to Gateway Boulevard, and a connection east from Sylvester Road to Gateway Boulevard. Smaller roadway connection modifications associated with the Specific Plan can be funded through the City's CIP, while larger items will need additional funding from grants and impact fees.
3. Bicycle, pedestrian, and parking improvements, which occur in the first two phases of implementation and total \$22.4 million. Most of these expenditures consist of \$20 million to create the Grand Avenue pedestrian undercrossing, which occurs in Phase I. Expenditures in Phase II total \$2.4 million. To finance the bicycle, pedestrian, and parking improvements associated with the Specific Plan, the City will require a combination of funding from the CIP, grants, impact fees, and the City Parking District.

IMPLEMENTATION ACTION PLAN

The following Implementation Action Plan lists the specific actions that need to be taken by the City of South San Francisco, in coordination with local businesses and partner agencies, to fully implement the vision outlined in the Specific Plan. The Implementation Action Plan summarizes each action by topical area and provides a priority timeframe, primary responsibilities and partners, approximate costs, and potential funding sources. It should be noted that phasing and cost estimates are based on current costs, funding sources and logistics. The Implementation Action Plan will be used by the City throughout the life of the South San Francisco Downtown Station Area Specific Plan. It will be periodically reviewed and a report made annually by city staff to the Planning Commission and City Council as to implementation status and any updates needed to reflect conditions as they change over time.

Table 7.01: Implementation Action Plan

Infrastructure Cost Item	Cost (a)				Lead Agency	Potential Funding
	Phase I (0-8 years)	Phase II (8-15 years)	Phase III (15+ years)	Total Cost (All Phases)		
Local Streetscape Improvements						
Major Streets						
Grand Avenue, west of 101 - Main Street	\$3,250,000			\$3,250,000	Public Works Department	County Measure A, Grants, CIP
Airport Boulevard (south of Grand Avenue)	\$600,000			\$600,000	Public Works Department	County Measure A, Grants, CIP
Grand Avenue, east of 101			\$1,390,000	\$1,390,000	Public Works Department	East of 101 Traffic Impact Fee
Plazas						
City Hall	\$980,000			\$980,000	Public Works Department	Grants, CIP
Caltrain West	\$410,000			\$410,000	Caltrain	SB 142
Caltrain East	\$700,000			\$700,000	Caltrain	SB 142
Neighborhood Center North (Linden, Pine to Aspen)		\$250,000		\$250,000		
Downtown Neighborhood Streets						
Maple Avenue, Second Lane to Grand Avenue		\$260,000		\$260,000	Public Works Department	Grants, CIP
Maple Avenue, Grand Avenue to Tamarack Lane		\$260,000		\$260,000	Public Works Department	Grants, CIP
Linden Avenue, Railroad Avenue to Second Lane		\$260,000		\$260,000	Public Works Department	Grants, CIP
Linden Avenue, Grand Avenue to Tamarack Lane		\$450,000		\$450,000	Public Works Department	Grants, CIP
Linden Avenue, Aspen Avenue to Armour Avenue		\$310,000		\$310,000	Public Works Department	Grants, CIP
Cypress Avenue, Baden Avenue to Grand Avenue		\$180,000		\$180,000	Public Works Department	Grants, CIP
Cypress Avenue, Grand Avenue to Tamarack Lane		\$270,000		\$270,000	Public Works Department	Grants, CIP
Miller Avenue, Spruce Avenue to Cypress Avenue		\$1,140,000		\$1,140,000	Public Works Department	Grants, CIP
Baden Avenue, Spruce Avenue to Cypress Avenue		\$1,090,000		\$1,090,000	Public Works Department	Grants, CIP
Neighborhood Core						
Linden Avenue, Second Lane to Grand Avenue		\$260,000		\$260,000	Public Works Department	Grants, CIP
Linden Avenue, Grand Avenue to Tamarack Lane		\$260,000		\$260,000	Public Works Department	Grants, CIP
Public Alleys						
Tamarack Lane			\$860,000	\$860,000	Public Works (with BID)	Grants, CIP, Proposed BID
Fourth Lane			\$450,000	\$450,000	Public Works (with BID)	Grants, CIP, Proposed BID
Third Lane			\$840,000	\$840,000	Public Works (with BID)	Grants, CIP, Proposed BID
Second Lane			\$900,000	\$900,000	Public Works (with BID)	Grants, CIP, Proposed BID
Local Streetscape Improvements Subtotal	\$5,940,000	\$4,990,000	\$4,440,000	\$15,370,000		
Roadway Connection Modifications						
Intersections/Crosswalks						
Airport/Grand	\$239,000			\$239,000	Public Works Department	CIP
Grand/Linden	\$82,000			\$82,000	Public Works Department	CIP
Grand/Maple	\$82,000			\$82,000	Public Works Department	CIP
Grand/Spruce	\$82,000			\$82,000	Public Works Department	CIP
Grand/Industrial	\$82,000			\$82,000	Public Works Department	CIP
Grand/Cypress	\$82,000			\$82,000	Public Works Department	CIP
Grand/Walnut	\$82,000			\$82,000	Public Works Department	CIP
Baden/Airport		\$82,000		\$82,000	Public Works Department	CIP
Baden/Cypress		\$82,000		\$82,000	Public Works Department	CIP
Baden/Linden		\$82,000		\$82,000	Public Works Department	CIP
Baden/Maple		\$82,000		\$82,000	Public Works Department	CIP
Miller/Airport		\$82,000		\$82,000	Public Works Department	CIP
Miller/Cypress		\$82,000		\$82,000	Public Works Department	CIP
Miller/Linden		\$82,000		\$82,000	Public Works Department	CIP
Miller/Maple		\$82,000		\$82,000	Public Works Department	CIP
Lux/Linden		\$82,000		\$82,000	Public Works Department	CIP
California/Linden		\$82,000		\$82,000	Public Works Department	CIP
Pine/Linden		\$82,000		\$82,000	Public Works Department	CIP
Aspen/Linden		\$82,000		\$82,000	Public Works Department	CIP
Roadways						
Railroad Avenue Extension (East of RR to East Grand Avenue)		\$7,776,000		\$7,776,000	Public Works Department	County Measure A, Grants, CIP
Railroad Avenue Extension (Linden to West of RR)			\$900,000	\$900,000	Public Works Department	County Measure A, Grants, CIP
Sylvester Road Extension (Grand Avenue to Gateway Boulevard)			\$2,565,000	\$2,565,000	Public Works Department	County Measure A, Grants, CIP
New Road (Sylvester Rd to Gateway Boulevard)			\$1,387,000	\$1,387,000	Public Works Department	County Measure A, Grants, CIP
Railroad Avenue (overcrossing of Airport and RR)			\$20,000,000	\$20,000,000	Public Works Department	East of 101 Traffic Impact Fee, County Measure A, Grants, CIP
Roadway Connection Modifications Subtotal	\$731,000	\$8,760,000	\$24,852,000	\$34,343,000		

Table 7.01 (cont.): Implementation Action Plan

Infrastructure Cost Item (continued)	Cost (a)				Lead Agency	Potential Funding
	Phase I (0-8 years)	Phase II (8-15 years)	Phase III (15+ years)	Total Cost (All Phases)		
Bicycle, Pedestrian, and Parking Improvements						
Grand Avenue Pedestrian / Bicycle Undercrossing	\$20,000,000			\$20,000,000	Caltrain	County Measure A, Grants, CIP
Airport Boulevard Bike Lanes		\$226,000		\$226,000	Public Works Department	Grants, CIP
Bike Sharing Stations		\$1,440,000		\$1,440,000	Public Works Department	Grants, CIP
Parking Meter Tech Upgrades (new meters to replace old)		\$354,000		\$354,000	Public Works Department	Parking District
Parking District Expansion (new meters where none)		\$396,000		\$396,000	Public Works Department	Parking District
Bicycle, Pedestrian, Parking Improvements Subtotal	\$20,000,000	\$2,416,000	\$0	\$22,416,000		
Utility Infrastructure Improvements						
Storm Drain Master Plan	\$400,000		\$4,000,000	\$4,400,000	Public Works Department	Stormwater, CIP
Sewer Master Plan		\$700,000	\$10,000,000	\$10,700,000	Public Works Department	Sewer, CIP
Recycled Water System Feasibility Analysis		\$400,000	\$25,000,000	\$25,400,000	Public Works Department	Sewer, CIP
Utility Infrastructure Improvements Subtotal	\$400,000	\$1,100,000	\$39,000,000	\$40,500,000		
Parks and Recreation Improvements						
Parks, Recreation, Open Space Master Plan Update	\$160,000	TBD	TBD	\$160,000	Parks and Recreation Department	Master Plan underway and no additional financing yet identified
Parks and Recreation Improvements Subtotal	\$160,000	\$0	\$0	\$160,000		
Total Construction Costs	\$27,231,000	\$17,266,000	\$68,292,000	\$112,789,000		
Design, Soft Costs, Mapping (at 15%)	\$4,084,650	\$2,589,900	\$10,243,800	\$16,918,350	Public Works Department	Per project funding sources
Inspection, Staking, C/A (at 10%)	\$2,723,100	\$1,726,600	\$6,829,200	\$11,278,900	Public Works Department	Per project funding sources
Project Management (at 5%)	\$1,361,550	\$863,300	\$3,414,600	\$5,639,450	Public Works Department	Per project funding sources
TOTAL INFRASTRUCTURE COSTS	\$35,400,300	\$22,445,800	\$88,779,600	\$146,625,700		
Economic Development Cost Item (b)						
Downtown Marketing and Business Outreach Strategy (one-time)	\$40,000	NA		\$40,000	ECD Department	General Fund
Downtown Shuttle Service (ongoing)	\$1,200,000	\$1,200,000	Ongoing	\$2,400,000	BID/ECD Department	Major employers, BID (if formed)
Downtown Façade Improvement Program (ongoing)	\$200,000	\$200,000	Ongoing	\$400,000	ECD Department	General Fund
Feasibility Study for Downtown BID (one-time)	\$25,000	NA		\$25,000	ECD Department	General Fund
Homeless Outreach Programs (ongoing)	\$80,000	\$80,000	Ongoing	\$160,000	Successor Agency/ECD Dept.	Grants, City Housing Fund
Total Economic Development Costs	\$1,545,000	\$1,480,000		\$3,025,000		

Note:

(a) Infrastructure cost estimates are from BKF.

(b) Costs shown for each multi-year period if annual/ongoing

Sources: BAE, 2014, BKF, 2013; City of South San Francisco, 2014.

The City's Capital Improvement Program (CIP) can be used to supply a portion of the funding needed for improvements. However, the spending required to carry out the specified improvements exceeds the amount that would typically be available through the CIP, considering that the City will need to undertake additional capital projects throughout the City concurrent with the improvements detailed in the Specific Plan. Additional funding can potentially be generated by establishing a special assessment district, such as a community benefits or infrastructure financing district, and through a number of federal, state, and regional grant programs. Special assessment districts, grant programs, and other potential funding sources are discussed in further detail in the final section of this chapter.

POTENTIAL FUNDING SOURCES

There are a number grant, loan, and value capture funding mechanisms that can be utilized to finance the infrastructure and policy development items listed in the Implementation Action Plan. These sources are detailed in the sections below.

Local Tax Increment and Assessment Districts

Infrastructure Financing District (IFD)

Infrastructure Financing Districts (IFDs) provide a viable mechanism for California communities to collect tax increment to fund necessary infrastructure and other improvements. Jurisdictions must specify the portion of tax increment to collect over the designated period, as well as the list of projects that the IFD would fund. Once approved, the local government can collect an increment of taxes arising typically from increased value due to the improvements, and dedicate these revenues to repay a bond used to create the improvements. The key positive aspect of IFDs is that they do not add to the property tax bill of the property owner. Instead, much like former redevelopment funding, IFDs are a diversion of property tax from other entities to this special fund for specific purposes.

There are two challenges to creating an IFD. First, the jurisdiction must get approval from all other taxing entities that would forfeit a portion of their tax revenues. Each entity must pass a resolution accepting the creation of the IFD and the portion of increment they would commit. Second, the creation of an IFD requires approval from a two-thirds majority of registered district voters. Thus, property owners in the district to be created generally need to be in favor of this concept, and understand how it will benefit their property.

Assessment Districts (Including Community Benefits Districts)

Assessment Districts provide a mechanism for property owners to choose to levy an additional tax upon themselves for identified purposes. California law allows the creation of assessment districts for a wide variety of purposes; these can either fund capital improvements, or be established for operating costs (such as lighting and landscaping districts).

There are two primary challenges in establishing Assessment Districts, particularly for already developed areas. The first challenge is that total property taxes can only rise a certain amount before new development is disadvantaged relative to properties not subject to an assessment. The second challenge is that assessment districts require a majority vote of property owners weighted by property value to pass. In an area with numerous small properties and extensive residential development the prospect of a tax increase may be difficult to pass.

Business Improvement District (BID)

A Business Improvement District (BID) is a type of assessment district that can assess either business owners or property owners (or both) to fund promotional, marketing, and other activities including additional maintenance or other public services or improvements. California law enables two types of BIDs: A P-BID which assesses property owners and a BID, which assesses commercial businesses (which are often tenants and not property owners).

Related to the traditional BID model, Community Benefits Districts have recently been established in various California cities to provide a steady stream of funding for services and programs in primarily infill areas.

These types of improvement districts often generate small amounts of funds, which can be used for local streetscape improvements, facade improvements, signage, landscaping, and program activities such as district guides, joint marketing, street banners, and special events.

A series of Economic Development strategy memos presented to South San Francisco City Council in late 2013 and early 2014 included a proposal to explore the feasibility of creating a Business Improvement District (BID) for Downtown South San Francisco.

Other Local Sources of Funds

Development Impact Fees

South San Francisco currently has several development impact fees: an East of 101 Traffic Impact Fee, an Oyster Point Impact Fee, a citywide Child Care Fee, and several sewer fees. These fees, paid by new development projects, must only be used to pay for improvements that can be demonstrated to serve new residents and businesses (from new development), but these fees can be combined with other funding sources to fund a project that serves both new and existing residents or businesses. A nexus study, which calculates the new increment of development, estimates the portion of an improvement project attributable to that increment of growth, and allocates the fee among the new development projects by land use, is required by state law for implementation. All of these fees have an existing nexus study; however, if new major improvement projects are added to the anticipated uses of the fee, the nexus studies should be updated to allocate costs among new and existing development.

Local Parking District

The Parking District Fund receives its revenue from the collection of parking fees from the city-owned parking meters, parking lots, and the selling of parking permits. Fees generated by the Parking District are used to maintain or expand parking facilities within the District.

City Affordable Housing Trust Fund

The Affordable Housing Trust Fund consists of funds generated by developer agreements and the City's Inclusionary Housing Ordinance, either via in-lieu payments for units that could not be incorporated in a development as required by the City's Inclusionary Housing Ordinance or housing fees charged in addition to inclusionary requirements. These funds can be used to support housing activities that create or preserve units affordable to low- or moderate-income households (up to 120% of average median income or AMI). The available balance of the Affordable Housing Trust Fund totaled approximately \$1.6 million as of September 2013.

City Housing Fund

South San Francisco established the Housing Fund upon becoming the Successor Agency to the City's Redevelopment Agency (RDA). The fund consists of revenues from residential rental properties, RDA-funded loan repayments, and interest accrual. The fund can be used to support a range of housing activities to create or preserve units affordable to low- and moderate-income households (up to 120 percent of AMI), including new construction, first time homebuyer loans, rehabilitation, and staff expenses. The available funds in the City Housing Fund totaled approximately \$385,000 as of September 2013.

City Housing Bonds

In 1999, the South San Francisco RDA issued bonds for the purpose of creating affordable housing. As the RDA Successor Agency, the City now has the right to retain and expend the bond proceeds, provided the funds are used in a manner consistent with the bond covenants. The bond funds are made available to the City upon the Successor Agency receiving its Finding of Completion from the State, the Successor Agency including the obligation in an approved Recognized Obligation Payment Schedule, and the City committing the bond funds to a project. The City has received its Finding of Completion from the State and included the bond fund request in an approved Recognized Obligation Payment Schedule, but will be required to commit the funds to the project in order to draw the funds down. Funds can be used for the development of new housing affordable to low- or moderate-income households (up to 120% of AMI), and must be consistent with past RDA law. As of September 2013, the available funds totaled approximately \$2.4 million.

San Mateo County Measure A

Measure A is a voter-approved ½ cent sales tax in San Mateo County that has been authorized through 2033. The sales tax revenues generated are distributed by the County to fund road and traffic improvements. South San Francisco uses the majority of the City's share of Measure A funds for road resurfacing projects, but it is anticipated that a portion of these funds can be used to partially fund improvements associated with this plan.

Revenue Bonds

Public activities that are revenue generating, and create sufficient cash flow to cover operating costs and debt service can potentially issue tax-free municipal debt to cover the cost of capital improvements. A common example of this is revenue bonds for parking garage construction where there is pay parking.

General Obligation Bonds and Other Public Debt

New commercial and lodging projects could generate significant new sales tax and transit occupancy (lodging) tax revenues that will flow into the City's

General Fund. This new money could be used to finance debt service on tax-exempt debt obligations so that existing activities provided through the General Fund are not impacted. Such a General Obligation bond, however, requires a two-thirds vote of local residents (except for educational facilities) to approve. Alternatively, for facilities that can serve as collateral for debt, certificates of participation are a public finance technique that does not require voter approval.

Public Benefit Assessment District (SB 142)

This mechanism is applicable to Caltrain for its use to fund its station improvements. SB 142 (DeSaulnier) was signed into law in October 2013 and establishes new authority for transit operators to form Benefit Assessment Districts for public transit improvements. The new law authorizes the governing board of any transit operator, or any government entity contracting for transit operation services, to establish a Benefit Assessment District by a two-thirds vote of the governing board. However, the board is prohibited from establishing a district if a majority of property owners file a petition for exemption through the process set forth in the law.

The District may only levy an assessment on properties falling within a one-half mile radius of an existing or proposed transit station or rail facility, though multiple non-contiguous stations may be included under the same district. The assessment levied on each property must be directly proportional to the benefit to be received by that property from the proposed improvement and the governing board may issue public bonds backed by this assessment. Revenue from the assessment or bonds backed by the assessment may only be used for rail stations, ferry terminals, bus transfer stations and related investments. Funds may not be used for system development outside of the designated station areas, but may be used for transit service capital or operations costs. This new authority will expire on January 1, 2021 unless extended by the legislature.

Regional and State Sources of Funds

OneBayArea Grant (OBAG)

The OneBayArea Grant Program (OBAG) establishes program commitments and policies for investing roughly \$800 million over the four-year period fiscal years 2012-13 through 2015-16, funded by federal funds authorized by Congress in Moving Ahead for Progress in the 21st Century (MAP-21).

The OneBayArea Grant Program is a new funding approach that better integrates the region's federal transportation program with California's climate law (Senate Bill 375, Steinberg, 2008) and the Sustainable Communities Strategy. Funding distribution to the counties will consider progress toward achieving local land-use and housing policies by rewarding jurisdictions that accept housing allocations through the Regional Housing Need Allocation (RHNA) process and produce housing using transportation dollars as incentives. The program also supports the Sustainable Communities Strategy for the Bay Area by promoting transportation investments in Priority Development Areas (PDAs) and by initiating a pilot program that will support open space preservation in Priority Conservation Areas (PCA).

Bay Area Transit-Oriented Affordable Housing (TOAH) Fund

The Bay Area Transit-Oriented Affordable Housing (TOAH) Fund provides financing for development of affordable housing and community services such as child care centers, fresh food outlets, and health clinics in PDAs. The TOAH Fund is available for non-profit and for profit developers, municipal agencies, and joint ventures between these entities, provided that the entities have established track records of developing affordable housing. Eligibility for funding under this program requires PDA designation. The Station Area currently has a PDA designation and therefore the TOAH would be a potential funding source.

State Transportation Improvement Program (STIP)

The STIP is a multi-year capital improvement program of transportation projects on and off the State Highway System, funded with revenues from the State's Transportation Investment Fund and other funding sources, including the State Highway Account. A wide variety of transportation capital projects are eligible for funding, including improvements to State highways and local roads, public transit (including buses), intercity rail, pedestrian and bicycle facilities, and inter-modal facilities.

STIP programming generally occurs every two years, with the California Transportation Commission (CTC) adopting a fund estimate in August of odd years. Transportation improvement plans prepared by Caltrans and local agencies are then submitted to CTC for approval by December of odd years. Caltrans prepares the Interregional Transportation Improvement Plan (ITIP), which governs roughly 25 percent of allocated funds for intercity projects. Regional Transportation Improvement Plans (RTIPs) are prepared by regional agencies including Regional Transportation Planning Agencies (RTPAs), County Transportation Commissions, and Metropolitan Planning Organizations (MPOs). In the Bay Area, the Metropolitan Transportation Commission (MTC) prepares the RTIP.

Caltrans Planning Grants

Caltrans provides planning grants for studies for sustainable transportation and transit planning studies, which can include studies that lead to SB 375 SCS implementation, corridor studies, evaluations of transportation issues involving intermodal facilities, and complete streets studies, among other planning activities.

Caltrans also provides grants for infrastructure projects that benefit bicycle commuters through its Bicycle Transportation Account. The project must increase the safety and convenience of bicycle commuters. Cities and counties interested in this funding source must create a Bicycle Transportation Plan (BTP) and submit it to their Regional Transportation Planning Agencies for approval.

Greenhouse Gas Reduction Fund (AB 32)

The 2006 Global Warming Solutions Acts (AB 32) established a cap and trade system in California. The system establishes quarterly auctions of carbon allowances, the first of which was held in November 2012. The most recent auction was held in August 2013 and proceeds are on track to exceed \$500 million annually in state revenue. These proceeds are deposited into a Greenhouse Gas Reduction Fund for the purpose of allocating funds to local greenhouse gas reduction activities. The Final Cap and Trade Investment Plan issued by the California Air Resources Board (CARB) in May 2013 specifies that the majority of these funds should go to local projects in the Sustainable Communities and Clean Transportation category. While the policies and allocations are still being formulated, this funding category is envisioned to include planning and infrastructure development projects that further implementation of regional Sustainable Communities Strategies (SCS). Example eligible projects currently envisioned include:

- rail modernization and system integration
- public transit connectivity to rail
- expanded transit ridership programs
- transit infrastructure
- transit-oriented development support

The FY 2013-14 California budget permitted a one-time transfer of Greenhouse Gas Reduction Fund revenues to the State's General Fund. These funds, comprised of auction revenue from FY 2013-14 are intended to be replaced subsequently and the Fund is expected to begin issuing funding in FY 2014-15. Funds will be distributed to State agencies, such as CARB and the California Environmental Protection Agency (CalEPA), which will then award funds for eligible local activities.

Infrastructure State Revolving Loan Fund (ISRLF)

The California Infrastructure and Economic Development Bank (I-Bank) loans money for infrastructure projects around the state. The I-Bank is the state's general purpose financing authority that finances public infrastructure and private development projects that promote economic development and revitalize communities.

Affordable Housing Innovation Fund

The California Housing and Community Development Department (HCD) provides loans to developers for projects that create or preserve affordable housing. The Affordable Housing Innovation Program – Loan Fund (AHIP-L) provides site acquisition loans to developers through a nonprofit fund manager. The Affordable Housing Innovation Program – program Fund (AHIP-P) provides site acquisition financing to pre-qualified developers.

Active Transportation Program (ATP)

The Active Transportation Program (ATP) was created by Senate Bill 99 (Chapter 359, Statutes of 2013) and Assembly Bill 101 (Chapter 354, Statutes of 2013) to encourage increased use of active modes of transportation, such as biking and walking. The ATP consolidates various federal and state transportation programs, including the Transportation Alternatives Program, Bicycle Transportation Account, and State Safe Routes to School, into a single program with a focus to make California a national leader in active transportation. State and federal law segregate program funding into three components and is distributed as follows: 50% to the state for a statewide competitive program, 10% to small urban and rural regions with populations of 200,000 or less for the small urban and rural area competitive program, and 40% to Metropolitan Planning Organizations in urban areas with populations greater than 200,000 for the large urbanized area competitive program.

Federal Sources

Moving Ahead for Progress in the 21st Century (MAP-21)

Signed into law in 2012, the Moving Ahead for Progress in the 21st Century Act (MAP-21) is the nation's current long-term transportation authorization. Map 21 replaces SAFETEA-LU, the authorizing legislation in effect from 2005 to 2012, though it continues or restructures many of the funding programs under the former legislation. MAP-21 authorizes \$105 billion for fiscal years (FY) 2013-14 and 2014-15 to be distributed by the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) through a series of competitive grant and financial assistance programs for highway and road, transit, freight, bike, pedestrian, and multimodal projects. In the Bay Area, MTC is responsible for allocating MAP-21 funds to local jurisdictions through the OBAG process. Programs administered under MAP-21 include:

- National Highway Performance Program (NHPP). \$21.8 billion per year to enhance the National Highway System (NHS), including border crossings and major intermodal transportation facilities on those routes.
- Surface Transportation Program (STP). \$10 billion per year to preserve and improve highways and roads, transit capital projects, and public bus terminals and facilities.
- Highway Safety Improvement Program (HSIP). \$2.4 billion per year to improve safety on highways and public roads, including \$220 million per year for the Rail-Highway Crossings Program.
- Congestion Mitigation and Air Quality Improvement Program (CMAQ). \$2.2 billion per year for transportation projects that improve air quality in areas designated as nonattainment or maintenance areas under the Clean Air Act.
- Transportation Alternatives Program (TAP). \$809 million in FY 2013-14 and \$820 million in FY 2014-15 to provide for a variety of alternative transportation programs, including bike and pedestrian trails and infrastructure-related projects for non-drivers. TAP consolidates funding from the former Transportation Enhancements, Recreational Trails, and Safe Routes to Schools programs.
- Urban Area Formula Grants. \$4.9 billion in FY 2013-14 and \$5 billion in FY 2014-15 to support public transportation in urbanized areas.
- State of Good Repair Grants. \$2.1 billion per year to maintain public transportation systems for fixed-guideway systems, including rail systems, bus rapid transit systems, and passenger ferry service.
- Fixed Guideway Capital Investments Program ("New/Small Starts"). \$1.9 billion per year for major investments in new and expanded rail, bus rapid transit, and ferry systems.
- Bus and Bus Facilities Program (Section 5309). \$422 million in FY 2013-14 and \$428 million in FY 2014-15 to replace, rehabilitate, or purchase buses and related equipment, and to construct bus-related facilities.
- Construction of Ferry Boats and Ferry Terminal Facilities. \$67 million per year to construct ferry boats and ferry terminal facilities.
- Transportation Infrastructure Finance and Innovation Act (TIFIA). \$750 million in FY 2013-14 and \$1 billion in FY 2014-15 to provide credit assistance to surface transportation projects, including highway, transit, passenger and freight rail, and intermodal freight transfer facilities.

