



**NOTICE OF AND AGENDA FOR
SPECIAL MEETING OF THE CITY COUNCIL
TOWN OF COLMA**

**Colma Community Center
1520 Hillside Boulevard
Colma, CA 94014**

**Monday, August 18, 2014
5:30 p.m.**

**NOTICE IS HEREBY GIVEN THAT THE CITY COUNCIL OF THE TOWN OF COLMA
WILL HOLD A SPECIAL MEETING AT THE ABOVE TIME AND PLACE FOR
TRANSACTIONING THE FOLLOWING BUSINESS:**

CONSENT CALENDAR

1. Motion to Adopt a Resolution Accepting Work, Authorizing Notice and Certificate Of Completion, and Directing Payment of Retention Funds for the ADA Work Along Mission Road and Colma Blvd.
2. Motion to Adopt a Resolution Supporting the Submittal of an Application to the Metropolitan Transportation Commission for Regional Competitive Active Transportation Program (ATP) Grant for Construction of Hillside Boulevard Improvements Project, Phases II and III.

OLD BUSINESS

3. Town Hall Renovation Project

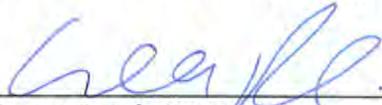
Consider: Motion to Direct the City Manager to Enter into Contract Negotiations with the Architect (Ratcliff) for Phase II Design Development of the Project.

STUDY SESSION

4. Urban Design Study Session

This item is for discussion only; no action will be taken at this meeting.

Posted: August 14, 2014


Sean Rabé, City Clerk

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STAFF REPORT

TO: Mayor and Members of the City Council

FROM: Brian Dossey, Director of Recreation Services

VIA: Sean Rabé, City Manager

MEETING DATE: August 18, 2014

SUBJECT: ADA Improvement Notice of Completion

RECOMMENDATION

Staff recommends that the City Council adopt:

A RESOLUTION ACCEPTING WORK, AUTHORIZING NOTICE AND CERTIFICATE OF COMPLETION, AND DIRECTING PAYMENT OF RETENTION FUNDS FOR THE ADA WORK ALONG MISSION ROAD AND COLMA BLVD.

EXECUTIVE SUMMARY

The construction contract for the various ADA improvements along Mission Road and Colma Boulevard was awarded to Golden Bay Construction, Inc. at the April 2014 Council Meeting. Construction was completed in June 2014 in accordance with the approved plans and specifications. Staff recommends that the City Council adopt a Resolution authorizing the Public Works Director to file a Notice of Completion (NOC) with the County Recorder's Office.

FISCAL IMPACT

The construction contract with Golden Bay Construction, Inc. was in the amount of \$85,346.00. Construction of this project was through the Capital Improvement Program and FY2013-14 operating budget. The various ADA improvements along Colma Boulevard and Mission Road were completed for the contract amount of \$85,346.00.

BACKGROUND

The construction contract for the ADA improvements along Mission Road and Colma Boulevard was awarded to Golden Bay Construction, Inc. in April 2014. The scope of work includes updating non-compliant curb ramps and sidewalk bulb outs around light poles, fire hydrants and other barriers along Colma Boulevard and Mission Road. In all, 29 physical barriers were removed making Colma Boulevard and Mission Road more accessible for those with disabilities.

ANALYSIS

Construction started in May 2014 and was completed by June 2014 in accordance with the approved plans and specifications. The project was completed within the allocated budget and the allowed time frame.

Staff requests that Town Council adopt a Resolution authorizing the Public Works Director to file a Notice of Completion with the County Recorder's Office.

The filing of the Notice of Completion means:

- The Town is satisfied that Golden Bay Construction, Inc has completed the project in accordance with the plans and specifications.
- At the time of the filing of the NOC, there has not been a claim filed against the Town
- The Town accepts Golden Bay Construction's, Inc.'s work.
- The time frame for the Stop Notice Claims starts once the Notice of Completion has been filed with the County Recorder's Office.

Thirty days after the Notice of Completion has been recorded, if no claims from subcontractors and suppliers have been filed against the Town, the Town can release the remaining 5% retention back to the contractor. There are no stop notices or claims filed that have been filed against the Town as of the date of preparation of this Staff Report.

Council Adopted Values

Responsibility is one of the values that the City Council adopted within their Strategic Plan. By approving this request and approving filing of the Notice of Completion, the Town would be finalizing the project, releasing the retention payment to the contractor and closing out the construction contract thereby eliminating claims against the Town.

Alternatives

The City Council can deny filing the notice of completion for this project if they deem the project to be substantially incomplete. At that time, the Town will not file the notice of completion with the County Recorder's Office nor release the retention to the Contractor and close out the construction contract. Such action would potentially keep the opportunity open for the contractor and their sub-contractors to file claims against the Town.

CONCLUSION

Staff has review the completed work and recommends that the City Council adopt a Resolution accepting work, authorizing the Public Works Director to file a Notice of Completion with the County Recorder's Office.

ATTACHMENTS

A: Resolution

B: Notice of Completion

**RESOLUTION NO. 2014-##
OF THE CITY COUNCIL OF THE TOWN OF COLMA**

**RESOLUTION ACCEPTING WORK, AUTHORIZING NOTICE AND
CERTIFICATE OF COMPLETION, AND DIRECTING PAYMENT
OF RETENTION FUNDS FOR MISSION ROAD
AND COLMA BOULEVARD PROJECT**

The City Council of the Town of Colma does hereby resolve as follows:

1. Proceedings.

- (a) Golden Bay Construction, Inc. (Contractor) undertook, pursuant to contract with the Town of Colma, a public work, to wit: the ADA Work along Mission Road and Colma Boulevard, including installing curb ramps and sidewalk bulb outs around light poles, fire hydrants and other barriers;
- (b) Contractor has reported that it has completed said Work; and
- (c) The City Engineer is satisfied that the Work may be accepted.

2. Acceptance and Authorization.

It is hereby ordered that:

- (a) The Work described above is accepted;
- (b) The City Engineer shall file a Certificate of Completion with the City Clerk and record a Notice of Completion with the San Mateo County Recorder;
- (c) The City Clerk is authorized and directed to release all retention funds to the Contractor.

Certification of Adoption

I certify that the foregoing Resolution No. 2014-__ was duly adopted at a special meeting of the City Council of the Town of Colma held on August 18, 2014, by the following vote:

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Name	Counted toward Quorum			Not Counted toward Quorum	
	Aye	No	Abstain	Present, Recused	Absent
Helen Fiscaro, Mayor					
Raquel Gonzalez					
Joanne del Rosario					
Joseph Silva					
Diana Colvin					
<i>Voting Tally</i>					

Dated _____

Helen Fiscaro, Mayor

Attest: _____
Sean Rabé, City Clerk

<p>RECORDING REQUESTED BY AND WHEN RECORDED MAIL TO:</p> <p>Town of Colma 1198 El Camino Real Colma, CA 94014-3212 Attn: Brad Donohue, PW Director</p>	<p>THE AREA ABOVE IS RESERVED FOR RECORDER'S USE</p>
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TOWN OF COLMA

NOTICE OF COMPLETION

PURSUANT TO CALIFORNIA CIVIL CODE 3093

(This Document is exempt from Recording Fee (Govt. Code § 27383))

NOTICE IS HEREBY GIVEN THAT:

1. The TOWN OF COLMA is the owner of a work of improvement consisting of the construction of improvements along Mission Road and Colma Boulevard, as described in the Project Bid, Project Specifications, and Contract between the Town of Colma and Golden Bay Construction, Inc. dated May 5, 2014 (hereafter, the "Work");
2. **Golden Bay Construction, Inc.**, the Contractor, was awarded construction contract by the Owner/Agent, the TOWN OF COLMA, for the Work; and
3. Said Work was accepted as completed on the August 18, 2014 and that acceptance for completion was ordered by Resolution No. 2014-__ of the City Council of the Town of Colma adopted on August 18, 2014; and
4. I, Brad Donohue, Public Works Director of the Town of Colma, am authorized by said Resolution to execute and file this Notice with the County Recorder of the County of San Mateo.

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

(Date and Place)

Brad Donohue

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STAFF REPORT

TO: Mayor and Members of the City Council

FROM: Brad Donohue, Director of Public Works

VIA: Sean Rabé, City Manager

MEETING DATE: August 18, 2014

SUBJECT: Regional Competitive Active Transportation Program (ATP) Grant Application for the Hillside Boulevard Improvements Project

RECOMMENDATION

Staff recommends that City Council adopt the following:

RESOLUTION SUPPORTING THE SUBMITTAL OF AN APPLICATION TO THE METROPOLITAN TRANSPORTATION COMMISSION FOR REGIONAL COMPETITIVE ACTIVE TRANSPORTATION PROGRAM (ATP) GRANT FOR CONSTRUCTION OF HILLSIDE BOULEVARD IMPROVEMENTS PROJECT, PHASES II AND III

EXECUTIVE SUMMARY

Hillside Boulevard Improvements Project Phases II and III (between Serramonte Boulevard and Lawndale Boulevard) include construction of significant pedestrian and bicycle improvements. This project promotes a safe multi-modal pedestrian and bicycle travel thereby qualifying for MTC's Regional Competitive Active Transportation Program (ATP) Grant. Staff prepared and submitted the grant application to MTC requesting \$1,007,000 for construction of the proposed improvements. A copy of the grant application packet is available for review at Town Hall.

Due to the short timeline for submittal of the application and the July 24, 2014 deadline, staff was unable to submit this resolution of support with the funding application. Staff worked with the City Manager to prepare an endorsement letter from him for inclusion in the application package which will suffice until the resolution can be passed.

As part of the grant application, the City Council must adopt a resolution stating that the Town is committed to constructing the proposed bicycle and pedestrian improvements, to funding the balance needed to complete the project, and to meet all MTC requirements for funded highway projects.

FISCAL IMPACT

In the ATP Grant application, MTC was presented a funding plan for the project as follows, assuming approval of the grant:

• Town's Portion	\$1,212,000
• <u>ATP Grant</u>	<u>\$1,007,000</u>
Total Project Estimate	\$2,219,000

BACKGROUND

The 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 is funded from various federal and state funds appropriated in the annual Budget Act. The funding distribution is segregated into multiple overlapping components, including statewide, Metropolitan Planning Organizations (MPO), Safe Routes to Schools and Recreational Trails. The ATP includes a total of \$360 million, of which \$30 million is dedicated to the regional component, which is the subject of the current call for projects.

On April 23, 2014, the Metropolitan Transportation Commission (MTC) approved the regional competitive ATP Guidelines. The adopted regional ATP Guidelines will substantially use the California Transportation Commission's (CTC) recently adopted statewide ATP Guidelines.

MTC issued a call for projects on May 21, 2014 for the regional ATP. Applications were due on July 24, 2014 with MTC approval set for September 24, 2014 and CTC approval set for November 12, 2014.

ANALYSIS

Based on the grant eligibility guidelines, Staff identified Hillside Boulevard Improvements Project Phases II and III as a candidate for this ATP Grant. Phases II and III of the Hillside Boulevard Improvements CIP Project (between Serramonte Blvd. and Lawndale Blvd.) is approximately 65% complete in the design of the project. The grant application submitted to MTC identified only the costs that could be justified in the 65% plans. The proposed for construction starting in FY 15-16 include construction of significant pedestrian and bicycle improvements promoting a safe multi-modal travel.

A Resolution of Local Support is a requirement for the regional grant application. The MTC requires the Town to commit to the completion of the proposed bicycle and pedestrian improvements and commitment of the needed matching funds.

The subject grant application, if successful will result in a award of \$1,007,000 in ATP funds to the adopted Capital Improvement Program Budget to fund construction of bicycle and pedestrian safety improvements on Hillside Boulevard.

The engineer's preliminary estimate for asphalt reconstruction, minor storm drain improvements, new sidewalk and streetlights on the west side of the roadway, and

striping between Serramonte Boulevard and Lawndale Boulevard is \$2,219,000, which is less than the amount posted in the 2014/14-2018/19 Capital Improvement Plan (CIP). The design for Hillside Renovation Project Phase II and III to date is approximately 65% complete. Further refinements to the design to include high visibility cross-walks and rain gardens similar to Phase I of the project may increase the construction estimate and the Town's cost share may increase from the proposed \$1.212 million. Project soft costs (e.g.: construction management, inspections, etc.) are not included in this preliminary estimate.

COUNCIL VALUES

With the inclusion of pedestrian, bicycle, and ADA improvements in the Hillside Boulevard Improvements Project, the City Council Value-Based Code of Conduct is being followed as it relates to fairness, responsibility and vision.

SUSTAINABILITY

This resolution in support for funding application to the MTC's Regional Active Transportation Program Grant for construction of pedestrian and bicycle safety improvements on Hillside Boulevard is consistent with the Town's sustainability goals and Complete Streets Program goals.

CONCLUSION

Staff recommends that the City Council adopt the attached resolution of support for the Town's application to MTC for the Regional Competitive Active Transportation Program (ATP) Grant.

ATTACHMENTS

A. Resolution

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**RESOLUTION NO 2014-##
OF THE CITY COUNCIL OF THE TOWN OF COLMA**

**RESOLUTION AUTHORIZING THE FILING OF AN APPLICATION FOR FUNDING
ASSIGNED TO MTC AND COMMITTING ANY NECESSARY MATCHING FUNDS AND
STATING THE ASSURANCE TO COMPLETE THE PROJECT**

The City Council of the Town of Colma does hereby resolve:

WHEREAS, the Town of Colma (herein referred to as APPLICANT) is submitting an application to the Metropolitan Transportation Commission (MTC) for \$1,007,000 in funding assigned to MTC for programming discretion, which includes federal funding administered by the Federal Highway Administration (FHWA) and federal or state funding administered by the California Transportation Commission (CTC) such as Surface Transportation Program (STP) funding, Congestion Mitigation and Air Quality Improvement (CMAQ) funding, Transportation Alternatives (TA)/Active Transportation Program (ATP) funding, and Regional Transportation Improvement Program (RTIP) funding (herein collectively referred to as REGIONAL DISCRETIONARY FUNDING) for the Hillside Boulevard Improvements Project, Phase II and III (herein referred to as PROJECT) for the Regional Competitive Active Transportation Program (ATP) (herein referred to as PROGRAM); and

WHEREAS, the Moving Ahead for Progress in the 21st Century Act (Public Law 112-141, July 6, 2012) and any extensions or successor legislation for continued funding (collectively, MAP 21) authorize various federal funding programs including, but not limited to the Surface Transportation Program (STP) (23 U.S.C. § 133), the Congestion Mitigation and Air Quality Improvement Program (CMAQ) (23 U.S.C. § 149) and the Transportation Alternatives Program (TA) (23 U.S.C. § 213); and

WHEREAS, state statutes, including California Streets and Highways Code §182.6, §182.7, and §2381(a)(1), and California Government Code §14527, provide various funding programs for the programming discretion of the Metropolitan Planning Organization (MPO) and the Regional Transportation Planning Agency (RTPA); and

WHEREAS, pursuant to MAP-21, and any regulations promulgated thereunder, eligible project sponsors wishing to receive federal or state funds for a regionally-significant project shall submit an application first with the appropriate MPO, or RTPA, as applicable, for review and inclusion in the federal Transportation Improvement Program (TIP); and

WHEREAS, MTC is the MPO and RTPA for the nine counties of the San Francisco Bay region; and

WHEREAS, MTC has adopted a Regional Project Funding Delivery Policy (MTC Resolution No. 3606, revised) that sets out procedures governing the application and use of REGIONAL DISCRETIONARY FUNDING; and

WHEREAS, APPLICANT is an eligible sponsor for REGIONAL DISCRETIONARY FUNDING; and

WHEREAS, as part of the application for REGIONAL DISCRETIONARY FUNDING, MTC requires a resolution adopted by the responsible implementing agency stating the following:

- the commitment of any required matching funds; and
- that the sponsor understands that the REGIONAL DISCRETIONARY FUNDING is fixed at the programmed amount, and therefore any cost increase cannot be expected to be funded with additional REGIONAL DISCRETIONARY FUNDING; and
- that the PROJECT will comply with the procedures, delivery milestones and funding deadlines specified in the Regional Project Funding Delivery Policy (MTC Resolution No. 3606, revised); and
- the assurance of the sponsor to complete the PROJECT as described in the application, subject to environmental clearance, and if approved, as included in MTC's federal Transportation Improvement Program (TIP); and
- that the PROJECT will have adequate staffing resources to deliver and complete the PROJECT within the schedule submitted with the project application; and
- that the PROJECT will comply with all project-specific requirements as set forth in the PROGRAM; and
- that APPLICANT has assigned, and will maintain a single point of contact for all FHWA- and CTC-funded transportation projects to coordinate within the agency and with the respective Congestion Management Agency (CMA), MTC, Caltrans, FHWA, and CTC on all communications, inquires or issues that may arise during the federal programming and delivery process for all FHWA- and CTC-funded transportation and transit projects implemented by APPLICANT; and
- in the case of a transit project, the PROJECT will comply with MTC Resolution No. 3866, revised, which sets forth the requirements of MTC's Transit Coordination Implementation Plan to more efficiently deliver transit projects in the region; and
- in the case of a highway project, the PROJECT will comply with MTC Resolution No. 4104, which sets forth MTC's Traffic Operations System (TOS) Policy to install and activate TOS elements on new major freeway projects; and
- in the case of an RTIP project, state law requires PROJECT be included in a local congestion management plan, or be consistent with the capital improvement program adopted pursuant to MTC's funding agreement with the countywide transportation agency; and

WHEREAS, that APPLICANT is authorized to submit an application for REGIONAL DISCRETIONARY FUNDING for the PROJECT; and

WHEREAS, there is no legal impediment to APPLICANT making applications for the funds; and

WHEREAS, there is no pending or threatened litigation that might in any way adversely affect the proposed PROJECT, or the ability of APPLICANT to deliver such PROJECT; and

WHEREAS, APPLICANT authorizes its Executive Director, General Manager, or designee to execute and file an application with MTC for REGIONAL DISCRETIONARY FUNDING for the PROJECT as referenced in this resolution; and

WHEREAS, MTC requires that a copy of this resolution be transmitted to the MTC in

conjunction with the filing of the application.

NOW, THEREFORE, BE IT RESOLVED that the APPLICANT is authorized to execute and file an application for funding for the PROJECT for REGIONAL DISCRETIONARY FUNDING under MAP-21 or continued funding; and be it further

RESOLVED that APPLICANT will provide any required matching funds; and be it further

RESOLVED that APPLICANT understands that the REGIONAL DISCRETIONARY FUNDING for the project is fixed at the MTC approved programmed amount, and that any cost increases must be funded by the APPLICANT from other funds, and that APPLICANT does not expect any cost increases to be funded with additional REGIONAL DISCRETIONARY FUNDING; and be it further

RESOLVED that APPLICANT understands the funding deadlines associated with these funds and will comply with the provisions and requirements of the Regional Project Funding Delivery Policy (MTC Resolution No. 3606, revised) and APPLICANT has, and will retain the expertise, knowledge and resources necessary to deliver federally-funded transportation and transit projects, and has assigned, and will maintain a single point of contact for all FHWA- and CTC-funded transportation projects to coordinate within the agency and with the respective Congestion Management Agency (CMA), MTC, Caltrans. FHWA, and CTC on all communications, inquires or issues that may arise during the federal programming and delivery process for all FHWA- and CTC-funded transportation and transit projects implemented by APPLICANT; and be it further

RESOLVED that PROJECT will be implemented as described in the complete application and in this resolution, subject to environmental clearance, and, if approved, for the amount approved by MTC and programmed in the federal TIP; and be it further

RESOLVED that APPLICANT has reviewed the PROJECT and has adequate staffing resources to deliver and complete the PROJECT within the schedule submitted with the project application; and be it further

RESOLVED that PROJECT will comply with the requirements as set forth in MTC programming guidelines and project selection procedures for the PROGRAM; and be it further

RESOLVED that, in the case of a transit project, APPLICANT agrees to comply with the requirements of MTC's Transit Coordination Implementation Plan as set forth in MTC Resolution No. 3866, revised; and be it further

RESOLVED that, in the case of a highway project, APPLICANT agrees to comply with the requirements of MTC's Traffic Operations System (TOS) Policy as set forth in MTC Resolution No. 4104; and be it further

RESOLVED that, in the case of an RTIP project, PROJECT is included in a local congestion management plan, or is consistent with the capital improvement program adopted pursuant to MTC's funding agreement with the countywide transportation agency; and be it further

RESOLVED that APPLICANT is an eligible sponsor of REGIONAL DISCRETIONARY FUNDING funded projects; and be it further

RESOLVED that APPLICANT is authorized to submit an application for REGIONAL DISCRETIONARY FUNDING for the PROJECT; and be it further

RESOLVED that there is no legal impediment to APPLICANT making applications for the funds; and be it further

RESOLVED that there is no pending or threatened litigation that might in any way adversely affect the proposed PROJECT, or the ability of APPLICANT to deliver such PROJECT; and be it further

RESOLVED that APPLICANT authorizes its Executive Director, General Manager, or designee to execute and file an application with MTC for REGIONAL DISCRETIONARY FUNDING for the PROJECT as referenced in this resolution; and be it further

RESOLVED that a copy of this resolution will be transmitted to the MTC in conjunction with the filing of the application; and be it further

RESOLVED that the MTC is requested to support the application for the PROJECT described in the resolution, and if approved, to include the PROJECT in MTC's federal TIP upon submittal by the project sponsor for TIP programming.

Certification of Adoption

I certify that the foregoing Resolution No. 2014-## was duly adopted at a special meeting of the City Council of the Town of Colma held on August 18, 2014, by the following vote:

Name	Counted toward Quorum			Not Counted toward Quorum	
	Aye	No	Abstain	Present, Recused	Absent
Helen Fisicaro, Mayor					
Raquel Gonzalez					
Joanne del Rosario					
Joseph Silva					
Diana Colvin					
<i>Voting Tally</i>					

Dated _____

Helen Fisicaro, Mayor

Attest: _____
Sean Rabé, City Clerk



STAFF REPORT

TO: Mayor and Members of the City Council

FROM: Brad Donohue, Public Works Director

VIA: Sean Rabé, City Manager

MEETING DATE: August 18, 2014

SUBJECT: Town Hall Renovation Project Phase I

RECOMMENDATION

Staff recommends that the City Council:

REVIEW AND PROVIDE FINAL COMMENTS ON THE CONCEPTUAL BUILDING AND SITE LAYOUT DESIGNS FOR THE TOWN HALL RENOVATION PROJECT AND, BY MOTION, DIRECT THE CITY MANAGER TO ENTER INTO CONTRACT NEGOTIATIONS WITH THE ARCHITECT (RATCLIFF) FOR PHASE II DESIGN DEVELOPMENT OF THE PROJECT.

EXECUTIVE SUMMARY

At the July 9th, 2014 City Council meeting, City Council, Staff and members of the public were presented with revised building schematics (location of the proposed Town Hall Addition), site layouts and building preferences. These revised schematics were the result of the first City Council Study Session that took place on June 26, 2014. At the July 9, 2014 meeting, City Council gave direction to the Architect (Ratcliff) and Staff to return on August 18 to present a conceptual plan that incorporates the various comments and concerns from the previous two study sessions. The intent of this third review is for the Council to provide final comments on the Phase I conceptual plan and for the Council to direct the City Manager to negotiate the terms of a Phase II (Design development and construction documents) contract with Ratcliff. The terms of that contract will be presented to the Council once the conceptual drawings are presented to, and approved by, the Council at a Special Meeting to be scheduled sometime during the second half of September.

FISCAL IMPACT

Rough estimates for the Phase I and II portions of the project along with construction costs exceed the original costs estimates. Ratcliff will prepare a construction budget for City Council as part of the final Phase I approval at the Special Meeting in September.

BACKGROUND

A summary of the past two Town Hall Phase I Study Session on June 26th & July 9th, 2014 is as follows (please see the attached meeting notes for more information):

- Defining the square footage needs for City Council, public common areas and Staff.
- Creating a Town Hall facility that would house all departments and public areas on one floor, (one roof concept).
- Strongly emphasizing that the existing front entrance to Town Hall be kept intact and used as the primary entrance for all day to day public services as well as the main entrance for all public events such as City Council meetings and that a public front counter have a strong presence once you enter the facility.
- Accessibility requirements for entering the facility would be through gentle sloping ramps (less than 5%) from the proposed parking lot (Approximately located where the current Annex facility is located) to the front entrance doors.
- The historic portion of Town Hall (1941 portion of the building) be kept intact and not altered in a way that would diminish or take away from its original design and functions. New public bathrooms would be constructed in the new portion of the facility.
- The orientation of the Council Chamber will be kept as is. Accessibility to the existing raised Dias would be made by way of a lift through adjacent room off the Council Chamber. Other accessibility requirements will be employed after the approved conceptual designs for both facility and site are approved.
- Exterior site improvements, pedestrian, walkways, parking lots (s), garden/park areas are to be constructed to promote public and staff use.
- The essential facility requirement or analysis will be studied and if cost allowable will be implemented into the proposed addition, it was determined that it would become cost prohibited in the older portion (1941 structure).
- Very rough cost estimates for the Facility and site improvements have potentially exceeded original estimates.

At the conclusion of the July 9, 2014 City Council Special Meeting, City Council requested that the Architect come back to the Special Council Meeting August 18, 2014 with:

- A refined site plan to accommodate parking, accessibility to and around the site for pedestrians and vehicles, parking and park areas.
- A refined Council Suite (ingress/egress form Chamber to office), accessibility to dias, public counter area, public bathrooms and final building layout of the proposed Town Hall addition.

- A refined cost estimate.

Council Adopted Values

The City Council is exhibiting *RESPONSIBILITY* to the community and staff by creating a facility that ensures that the historical aspects of Town Hall will remain intact while also creating a state of the art facility where public, staff and the environment will benefit.

CONCLUSION

Staff is recommending the City Council provide final comments on the Phase I conceptual plan and for the Council to direct the City Manager to negotiate the terms of a Phase II (Design development and construction documents) contract with Ratcliff. The terms of that contract will be presented to the Council once the conceptual drawings are presented to, and approved by, the Council at a Special Meeting to be scheduled sometime during the second half of September.

ATTACHMENTS

- A. Discussion agenda
- B. Ratcliff Meeting Notes from July 9th Special Meeting

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RATCLIFF

5856 Doyle Street
 Emeryville CA 94608
 Tel 510 899 6400
 www.ratcliffarch.com

AGENDA

Meeting Date: 08/18/2014

Meeting No.: CCS-03

Project: Colma Town Hall Renovation
 Colma, CA
 Ratcliff Project No: 34003

Place: Colma Town Hall

Purpose: City Council Study Session #3

AGENDA FOR CITY COUNCIL STUDY SESSION 08/18/14

- 1) Project Update/ schedule & goal for this meeting :
 To select an option to refine for conclusion of Phase 1
- 2) Present developed site plan options 3B & 3C
 - Landscape & open space
 - Vehicular access & parking
 - Pedestrian circulation
- 3) Accessible entry: sloped walk [updated with hand rail]
- 4) Floor plan diagrams for each option
 - Layout in historic 1941 Bldg.
 [show access to dais, council conference room, gallery/ flex space, counter]
 - Transition from historic building to New Addition
 [counter?, restrooms, lobby/flex space]
 - New Addition
 [show layout for City Administration & DPW and Planning departments]
- 5) Cost model updates for each option
 - Work within historic structure
 - New Addition
 - Site work
 - Construction budget vs. total project budget
- 6) Discussion, recommendations & selection of preferred option
- 7) Next Steps
 - Design team will refine preferred option and bring to council for approval at special session in September [TBD].
 - CM will have Phase II proposal for council to review/ approve at same special meeting in September

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RATCLIFF

5856 Doyle Street
Emeryville CA 94608
Tel 510 899 6400
www.ratcliffarch.com

Meeting Memorandum

Meeting Date: 07/09/2014

Meeting No.: MP-03

Project: Colma Town Hall Renovation
Ratcliff Project No: 34003

Place: Colma Town Hall

Attendees:	Helen Fislaro Raquel Gonzalez Joanne del Rosario Joseph Silva Diana Colvin	Mayor Vice Mayor Council Member Council Member Council Member	
	Sean Rabé Michael Laughlin Brad Donohue Bill Blessing Patricia Alarcón	City Manager City Planner Public Works Director Ratcliff Ratcliff	sean.rabe@colma.ca.gov michael.laughlin@colma.ca.gov brad.donohue@colma.ca.gov bblessing@ratcliffarch.com palarcon@ratcliffarch.com

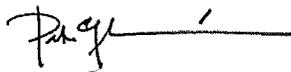
Purpose: City Council Study Session #2

Item	Agenda topic
1	Introductions: Brad Donohue introduced representatives from each town department and Ratcliff team.
2	<p>Entry Options: Ratcliff presented sloped walk vs. lift</p> <ul style="list-style-type: none"> ▪ Council preferred the sloping walk (slide 5) instead of wheel chair lift. Ratcliff will develop this option. ▪ Question came up regarding trees and whether they could be saved and transplanted. We will need an arborist to inspect the trees and provide recommendation. ▪ Council requested to see this option with a handrail, even if not code required. Council also requested to study expanded walk width (currently shown at 3'.) Ratcliff will develop. ▪ Council advised to propose landscape that will be compatible with Colma climate. Ratcliff will work with Landscape architect to develop appropriate plant palette. ▪ Somewhat related, Mayor would like Ratcliff to explore alternate options for the yellow truncated domes (for ADA tactile assistance.)
3	<p>Council Chamber & Suite: Ratcliff presented 2 options to either keep dais in existing location or to flip use of Council chamber.</p> <ul style="list-style-type: none"> ▪ Council was not in favor of flipped chamber with Council members with their backs towards El Camino. They also favored maintaining raised dais, but were open to <i>lowering</i> it, if it helped with access. They were not opposed to adding a new lift for access to the dais. Ratcliff will maintain dais in current location (per slide 10) and study options to provide accessibility. ▪ Council was open to the conference room not being immediately adjacent to the chamber. The area currently used by administration on Serramonte Avenue would be an acceptable location. Ratcliff will propose best location given other parameters such as counter and restroom location.

3	<p>Public Counter & Restrooms: Ratcliff presented (5) options with various locations for public restrooms and public counter (slides 12-17). All options assume demolishing the 1986 addition.</p> <ul style="list-style-type: none">▪ Council preferred restrooms be located in new construction, per options 2 & 3▪ With dais location to remain, counter cannot be as shown in option 3, unless accessibility to dais is not via lift. <p>Ratcliff will develop layout based on Council feedback</p>
4	<p>Site Master Planning options: Ratcliff presented various options for site master planning (slides 19-23)</p> <ul style="list-style-type: none">▪ Option 2 (slide 22), 2-story addition along Serramonte, is problematic because of low ceiling height of lower level and provides no new public open space▪ Option 5 (slide 23) was rejected because it doesn't meet project goal (one-roof concept) and the public would not experience the historic building on a regular basis.▪ In option 3A (slide 19) the parking is too removed from entry▪ Council asked that we look more closely at options 3B & 3C (slides 20 & 21), both one story options with different approaches to parking.▪ New driveway from El Camino per option 3B is not acceptable <p>Ratcliff will develop options 3B & 3C, based on Council feedback.</p>
5	<p>Budget: Ratcliff discussed preliminary construction cost estimate. Preliminarily, <i>construction costs</i> (including design contingency and escalation, but excluding soft costs) are coming in \$9.0- \$9.5 million. This is well over the stated <i>total project budget</i> of \$6.0M.</p>
6	<p>Schedule:</p> <ul style="list-style-type: none">▪ Ratcliff will return to the Council on August 18th at 5:30pm for another 90-minute study session. This meeting will mark the end of Phase I and set direction for start of next phase of design and construction.
7	<p>Next Steps:</p> <ul style="list-style-type: none">▪ Ratcliff will develop site plan options and Council Suite layout based on Council input▪ Ratcliff will work with cost estimator to refine construction cost estimate▪ Ratcliff will return to City Council on August 18th to present findings.

Attachments:
PDF copy of 07/09/14 City Council Study Session presentation

These minutes summarize the conclusions of the subject meeting. If there are substantial errors or omissions, please contact Ratcliff within three working days of receipt of this memorandum.



Patricia G. Alarcón
Architect

RATCLIFF



STAFF REPORT

TO: Mayor and Members of the City Council

FROM: Michael P. Laughlin, City Planner
Turhan Sonmez, Associate Planner

VIA: Sean Rabé, City Manager

MEETING DATE: August 18, 2014

SUBJECT: Urban Design Study Session

RECOMMENDATION

None. This is a study session to update the Council and receive feedback on design concepts that Dyett and Bhatia have completed for the Town's urban design visioning process. No Council action will take place; however, Staff seeks comments, questions, impressions and opinions from each individual Council member regarding concepts presented at the study session. Council's feedback regarding concepts presented at the study session will be incorporated into a final urban design visioning presentation, which will be presented at a community meeting this fall.

EXECUTIVE SUMMARY

Under staff's direction, Dyett and Bhatia prepared an Existing Conditions Report and a Draft Concepts Report.

The Existing Conditions report describes the Town's existing land use and development patterns, streetscapes, and urban design conditions, and summarizes the existing development regulations with particular attention to how issues may be relevant to a urban design vision for Colma. It also identifies "opportunity sites" which are either vacant sites or sites that are considered underutilized.

The Draft Concepts Report recommends Draft Principles for establishing the overall priorities which should guide future development within the Town, and was developed through field observations, discussions and presentations to Town staff and a review of the Town's Economic Development Strategy. The Draft Concepts Report presents two Town-wide urban design strategies for Colma. Land Use Strategy A would create a "linear Town Center" with commercial

uses stretched along El Camino Real, while Strategy B would create a compact Town Center located at the intersection of El Camino Real and Serramonte Boulevard. The consultants prepared photosimulations, which will be shown at the meeting to visualize these concepts.

It should be emphasized that the photosimulations are conceptual representations of what a development *could* look like, not representations of what development will look like. Any actual development will be driven by market forces, and implementation of any particular urban design vision may not occur for many years, if at all.

Specific areas where staff seeks Council input include:

- A reaction to the “look and feel” of the strategies for the sites presented;
- A reaction to the potential land uses at each site, especially the two options that will be presented for the Town Center site; and
- Whether the requirement for a Spanish Mediterranean design theme be limited to new developments along the El Camino Real corridor.

FISCAL IMPACT

If incorporated in the updated General Plan, and eventually the Municipal Code, Staff believes the policy outcomes of the urban design visioning process will have a positive long-term fiscal impact on the Town. However, it's too early in the process to estimate the impact.

BACKGROUND

The decision to prepare an urban design vision was borne out of the need to implement policies of the Economic Development Strategy and a need to update the Town's 1999 General Plan. The urban design visioning process began in September 2013 and is being carried out as a prelude to the Town's General Plan update. As part of the coming General Plan update, the Land Use Element must be revised to respond to land use and urban design issues that the Town will likely encounter over the next 20 years. The urban design visioning process is being prepared in an effort to assist the Town in establishing an innovative and informed direction for the land use and urban design components of the updated General Plan.

Due to the success of the policies included in the 1999 General Plan, the Town has established a historic museum, expanded Sterling Park, built a new police station and community center, and constructed Lawndale Boulevard. Many General Plan policies have been fulfilled, and there are few policy directives left which articulate the community's sentiment about new development or new community facilities. This lack of policy directive makes it difficult for Staff to advise developers and citizens about the Town's vision for the future. Also, the update of the General Plan is vital to stay ahead of developers wishing to build, so that their plans don't direct the appearance of the Town without advance community consensus.

The updated General Plan needs to clearly articulate Colma's community vision concerning potential land uses and development form for the next 20 years. To do this, input from all levels of the community will be required through multiple formats, including community meetings and

a survey. While consultants are being utilized to provide information, the document must be community driven and express a shared vision for the future. After the City Council provides input at the study session, the urban design visioning documents will be made publically available for review and comment prior to the community meeting this fall. Additionally, an General Plan survey will be administered to all residents, businesses, and property owners prior to the meeting, and meetings with specific affected property owners will be held.

Based on their strong international and California experience in urban design, Dyett and Bhatia were hired to assist the Town in providing a form-based vision for future development and growth in Colma. Building upon land use goals, a “form-based” planning approach examines the relationship between building facades and public streets, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks, in providing recommendations for building forms, land uses, and general development standards. Dyett and Bhatia were also tasked with looking at the existing General Plan land uses and land use parameters (such as height, floor area, lot coverage etc.) and vacant or underutilized properties, and asked to consider aspects of the Town’s Economic Development Plan in their recommendations.

The Town’s Economic Development Plan includes policies which reflect an intensification of existing land uses and new land uses that the Town should consider, including a hotel, a retail and dining district, the allowance for the expansion of the cardroom, and the creation of a Town center. The current General Plan does not include any policy directives for these specific projects, and does not allow for a hotel. If the Town is approached with a proposal for development, General Plan and Zoning amendments would be required, which would delay or prevent potentially desirable development from occurring. One goal of reviewing and updating the General Plan could be to facilitate the policies set forth in the Town’s Economic Development Plan.

WORK PRODUCTS

Existing Conditions Report

In December 2013, the Existing Conditions Report was prepared as the first product in the urban design visioning process. It describes the Town’s existing land use and development patterns, streetscapes, and urban design conditions, and summarizes the existing development regulations with particular attention to how issues could be relevant to the subsequent planning process. The report identifies factors that could act as constraints to development as well as opportunities for shaping both near-term and longer-term uses of the area, and includes a series of maps and diagrams that graphically illustrated the opportunities and constraints.

The Existing Conditions Report found that, while there are a total of 62 acres of opportunity site area, the scattered nature of the opportunity sites and the fact that there are not more than a few contiguous opportunity parcels in any given location present numerous challenges. Therefore, the report determined the urban design scheme would likely need to focus on place-making and on establishing a recognizable identity for the Town’s commercial hubs and corridors. Additionally, the Existing Conditions Report found it would be essential for any resulting urban design scheme be cognizant of context-specific aesthetics and respect the rural nature of the cemeteries, which abut most of the opportunity sites.

Draft Concepts Report

The Draft Concepts Report recommends the following Draft Principles for establishing the overall priorities which should guide future development within the Town:

- Retail, Dining and Entertainment District. The updated General Plan should identify a location and accommodate development scaled to suit a retail, dining, and entertainment district. A central location that is accessible by local residents, workers, visitors, and travelers is preferred. The district should include pedestrian-oriented streets and/or paths; incorporate a density that sustains pedestrian traffic; and project a recognizable style or identity that is consistent with the Town's existing Design Review Overlay Requirements.
- Community facilities and a cohesive open space scheme. Future development should provide services for local residents near the center of town. These should include recreational open space, a public plaza, and small-scale retail, office, and dining uses. Intensification of development along and near corridors as well as a unified aesthetic will facilitate creating a clear focal point for the community.
- Improved accessibility. The updated General Plan should establish measures consistent with the San Mateo County Comprehensive Bicycle and Pedestrian Plan as well as the Town's own priorities for bicycle and pedestrian accessibility. A cohesive bike network, localized streetscape improvements that prioritize pedestrian movement, and building to-street relationships that enhance the pedestrian realm will all help create an inviting urban environment.
- Strong commercial base. The General Plan should facilitate the expansion of Colma's existing businesses. Auto Row along Serramonte Boulevard; the Lucky Chances cardroom; and dining options for cemetery visitors, the local workforce and travelers are examples of uses that the General Plan should seek to accommodate. A new hotel will also serve to complement and strengthen Colma's commercial base. However, a hotel would generate far less Transient Occupancy Tax than any one of Colma's auto dealers (typically half as much in a given year), so a hotel should only be considered in a location that supports auto row or the cardroom – not a location that would remove or limit the establishment of either of these uses.

Under the direction of these principles, the Draft Concept Report presents two possible urban design strategies for the Town of Colma. Each strategy lays out an overall structure for future development utilizing three-dimensional massing models imposed on various opportunity sites throughout the Town. The opportunity sites were selected as vacant or underutilized parcels having the greatest potential for development or redevelopment, and the site plans and massing models for each of the urban design strategies illustrate proposed development, land use, and conceptual urban form.

One proposed land use change in both strategies is to introduce a mixed-use land use category, not currently in the General Plan or Zoning Code. The mixed-use designation would accommodate any combination of uses, including residential, commercial, executive/administrative, and public. Both the proposed strategies feature sites with active

commercial on the ground floor and with office and or residential uses above. A form-related outcome of this land use change, illustrated by the massing models for the proposed mixed-use sites, is building heights greater than what would currently be allowed in Colma. The massing models for mixed-use sites also illustrate greater lot coverage and FAR (floor-area-ratio) than would currently be allowed in Colma. This is due to the need for maximum site build-out to make development financially feasible and the inclusion of parking structures to support high intensity commercial and mixed-use development. The incorporation of a Mixed-Use land use category in both strategies is a realistic approach to attracting future commercial development in Colma, since any viable commercial projects would need to include at least some residential in order to offset a potential developer's costs for creating retail and dining (from a developer's standpoint, residential is much more profitable than commercial, and is the only way to off-set lower market rents for retail or restaurant uses).

Another proposed land use change in both strategies is a revised Design Review (DR) overlay district, which would maintain a general design review requirement throughout the Town but limit the areas requiring a Spanish/Mediterranean style. Currently, the DR overlay district applies to the whole Town, with the exception of the Sterling Park neighborhood, but both of the urban design strategies propose revising the district to only include the El Camino Real corridor.

Not all key opportunity sites could be fully developed for study. The following sites were chosen to be more fully developed with one massing model created for each of the two urban design strategies. The key opportunity sites include:

- Bocci site near Colma BART Station;
- Kohl's site across from Town Hall;
- Sites at the southeast corner of El Camino Real and Serramonte;
- Sites contained within the "Y" intersection of El Camino Real and Mission Road;
- Triangular-shaped property on Mission Road owned by SF Archdiocese; and
- The 280 Metro Center.

Outcomes of the Economic Development Plan illustrated by the massing models for the above listed sites include new mixed-use residential development, new commercial development, a hotel, space for the Lucky Chances cardroom expansion (with potential for combined hotel), expanded retail and restaurants, and a Town center. In addition to the massing models, Dyett and Bhatia created two conceptual photosimulations to illustrate what the proposed Town center at the Kohl's site could possibly look like and a conceptual photosimulation to illustrate what the development proposed for the sites contained within the "Y" intersection of El Camino Real and Mission Road could possibly look like. All three photosimulations are conceptual representations of what development could look like at these sites, not representations of what development is required to look like or what it will look like. It should be noted that the visions are long-term, and do not seek to eliminate or cause the relocation of any existing businesses.

An additional area of focus contained in the Draft Concepts Report is a representation of two overall streetscape schemes. Successful commercial and mixed-use centers require sensitive design of the central roadways and building-to-street relationships. The report recommends Colma's General Plan establish a palette of streetscapes that are independent of roadway

capacity and that can be applied to areas or corridors based on land use, intensity of development, and abutting building character and scale.

IMPLEMENTATION

Staff's next steps will be to incorporate Council's comments into a final urban design visioning presentation, which will be presented at a community meeting this fall. Also, leading up to the community meeting, a survey will be administered to elicit community input on what citizens and businesses would like to see in the next 20 years. Staff will then incorporate the Council's and the community's feedback from the community meeting and survey into writing the updated General Plan. Finally, as Staff completes portions of the updated General Plan, the completed elements will need to be reviewed by Council before the entire General Plan document is compiled for adoption.

The General Plan update presents a tremendous opportunity for the Town to create a 20 year vision for Colma's growth and address the question, "What should Colma look like and be in 2035?" With this being said, there are no guarantees that any of the urban design and land use policies that are generated by the urban design visioning process, and ultimately adopted with the General Plan, will be implemented. Ultimately, implementation of the General Plan policies relating to Colma's vision for growth will be dependent on Colma's attractiveness to developers. The Town does not have redevelopment authority, and if no interested developers come forward Colma's existing uses and urban form could remain the same as they are now.

COUNCIL ADOPTED VALUES

In approaching these design concepts, the Council has an opportunity to practice its commitments:

- To make responsible decisions by taking the long-range consequences into consideration, and
- To be innovative in improving the quality of life in the community.

CLIMATE ACTION PLAN CONSISTENCY

Changes to policies and restrictions could be included in the General Plan and Zoning Code to encourage compact and mixed-use development in Colma, which would be consistent with the Climate Action Plan. Compact development, especially in the vicinity of transit stations, minimizes traffic, improves air quality, preserves open space, and helps create walkable and bikeable communities.

CONCLUSION

Staff seeks comments from the City Council on the Urban Design Study. Council's feedback regarding concepts presented at the study session will be incorporated into a final urban design visioning presentation, which will be presented at a community meeting this fall.

ATTACHMENTS

Exhibit A: Existing Conditions Atlas

Exhibit B: Draft Urban Design Plan

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Town of Colma Urban Design Strategy



Existing Conditions Report

December 2013

Prepared by

DYETT & BHATIA
Urban and Regional Planners

1

INTRODUCTION AND PURPOSE

The Town of Colma is initiating an update of its General Plan. Last updated in 1999, the General Plan is a comprehensive document that lays out broad goals and specific policies and includes a full range of topics/elements integral to the town's growth. Elements in the current General Plan are Land Use, Circulation, Open Space/Conservation, Housing, Noise, Safety, and Historical Resources. Over the next two years, the new Plan will be drafted to comply with changes in state law, and to reflect the community's shared vision and priorities for the future. As part of the update, the Land Use Element will be revised to respond to specific land use and urban design issues and opportunities that the Town will likely encounter over the next 20 years.

As a prelude to the General Plan Update, the Town has initiated preparation of an Urban Design Strategy. To be completed in early 2014, the Strategy will assist the Town in establishing an innovative and informed direction for the land use and urban design components of the updated Plan. Preparation of this Strategy

involves documenting the Town's current land use and urban design conditions; identifying and exploring urban design opportunities, including physical viability of proposals in the Economic Development Strategy and Action Plan prepared in December 2012; and preparing potential concepts and visualizations. Ultimately, the efforts will culminate in material that would be incorporated into the updated General Plan.

This document—the Existing Conditions Report—is the first interim product in the development of the Urban Design Strategy. It describes the town's existing land use patterns, streetscapes, and urban design conditions. At the same time, it seeks to identify planning variables so that the community may better envision potential directions for future development, and may gain an understanding of how development regulations affect the town and its principal corridors.

Report Organization

- Chapter 2 provides a summary of existing conditions in the community.
- Chapter 3 explores opportunities and possibilities for sites that may likely to develop in the next 20 years.
- Chapter 4 outlines next steps.

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2 EXISTING CONDITIONS

This chapter provides an overview of the existing land use and urban design conditions in the Town of Colma. It describes the town in its regional context; illustrates and summarizes the existing land uses, key aspects of the existing General Plan and zoning that affect land use and urban design, accessibility and streetscape character; and identifies physical and environmental constraints to development.

2.1 REGIONAL CONTEXT

Located between the cities of Daly City and South San Francisco in northern San Mateo County, the Town of Colma is 1.9 square miles, or 1,222 acres, in size. To the town's east lies the San Bruno Mountain State Park, and along the western border of the town lies the junction of Highway 1 and Interstate 280. As shown on Figure 1: Regional Context, El Camino Real, or State Route 82, runs north-south through the middle of town, and BART runs underground and roughly parallel to the El Camino Real corridor, with a BART station just to the north of

the town (Colma station; located in unincorporated San Mateo County) and to the south (South San Francisco station). The San Francisco International Airport is seven miles to the southeast, and downtown San Francisco is 12 miles to the northeast.

Colma's General Plan was last updated almost 15 years ago. Since that time, Colma and the north San Mateo County area have changed considerably. BART has now been extended past Colma, and South San Francisco has developed a new transit village just south of Colma. Just south of this, and close to Colma's southeastern border, South San Francisco has approved a new El Camino Real/Chestnut Area Plan, that envisions buildings rising to perhaps 150 feet in height. Just to the north, around the Colma BART Station, new high-density housing has been developed around the transit station.

Figure 1: Regional Context





High-density housing next to the Colma BART station just outside of the town limits (top). Potential buildout of the El Camino Real/Chestnut Avenue area in South San Francisco, about 3/4-mile south of the Colma town limits (bottom).

2.2 TOWN STRUCTURE AND CONNECTIONS

Figure 2 diagrams the town’s overall existing structure based on land use. It shows that almost all the residential uses lie in the Sterling Park neighborhood; that regional shopping centers are generally clustered near the highway along Junipero Serra and Colma boulevards; and that auto-oriented commercial uses line the Serramonte Boulevard corridor. Along Mission Road and the south side of Collins Avenue are primarily light industrial uses, and the node at the intersection of El Camino Real and Serramonte Boulevard contains the Town’s anchor of public uses as well as a single large commercial site. East of Hillside Boulevard is exclusively cemetery, golf course, and vacant land.

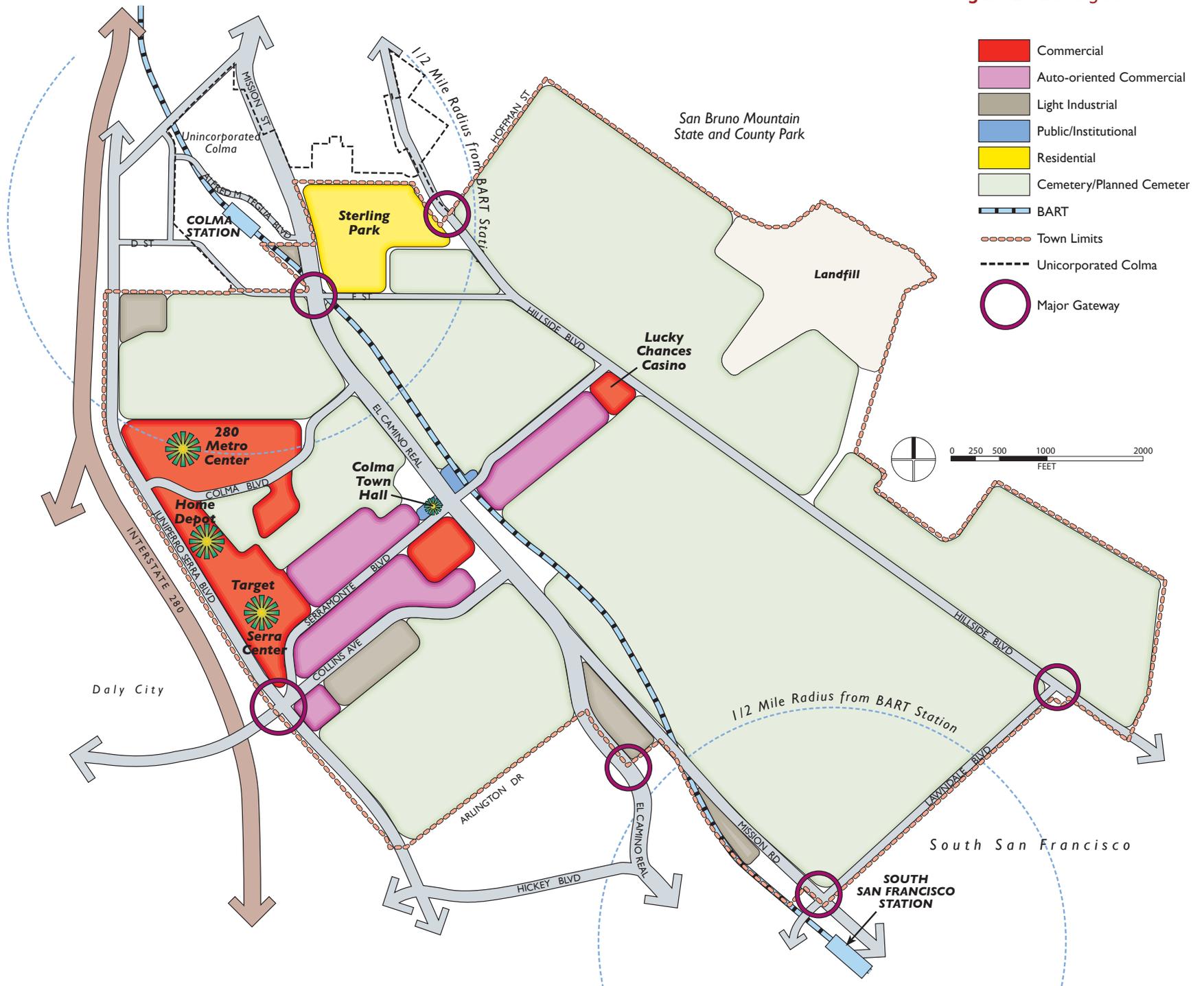
The major connections within the Town’s existing structure are vehicular. The Town is accessed primarily through six major gateways: the Interstate 280 Serramonte Boulevard exit; El Camino Real at F Street; El Camino Real at Arlington Drive; Hillside Boulevard at Hoffman Street; Hillside Boulevard at Lawndale Boulevard; and Mission Road at Lawndale Boulevard. Additional gateways include Junipero Serra Boulevard, south of D Street; Junipero Serra Boulevard north of Hickey Boulevard; and Junipero Serra Boulevard at Southgate Avenue.

While two BART stations lie just outside of the Town limits, Figure 2 shows that the majority of commercial activity is not within a half-mile, or a ten-minute walk from a BART station.



Regional commercial shopping centers just off Highway 1 and Interstate 280 (top). Residential uses in the Sterling Park neighborhood (middle). Auto dealership on Serramonte Boulevard (bottom).

Figure 2: Existing Structure





Lucky Chances Casino at Serramonte and Hillside boulevards attracts customers from throughout the region (top). Cemetery-related light industrial uses, such as Christy Vault Company, characterize the south side of Collins Avenue (bottom).

2.3 EXISTING LAND USES

Figure 3: Existing Land Use shows the current uses for all parcels within the Town of Colma. Land use categories shown on Figure 3 are derived from the PUC (Property Use Code) within the County Assessors' file.

Colma developed as a town of cemeteries. Open space/cemeteries dominate the town's land use, with 72 percent of the total land area used or dedicated for future use as cemetery or mortuary.

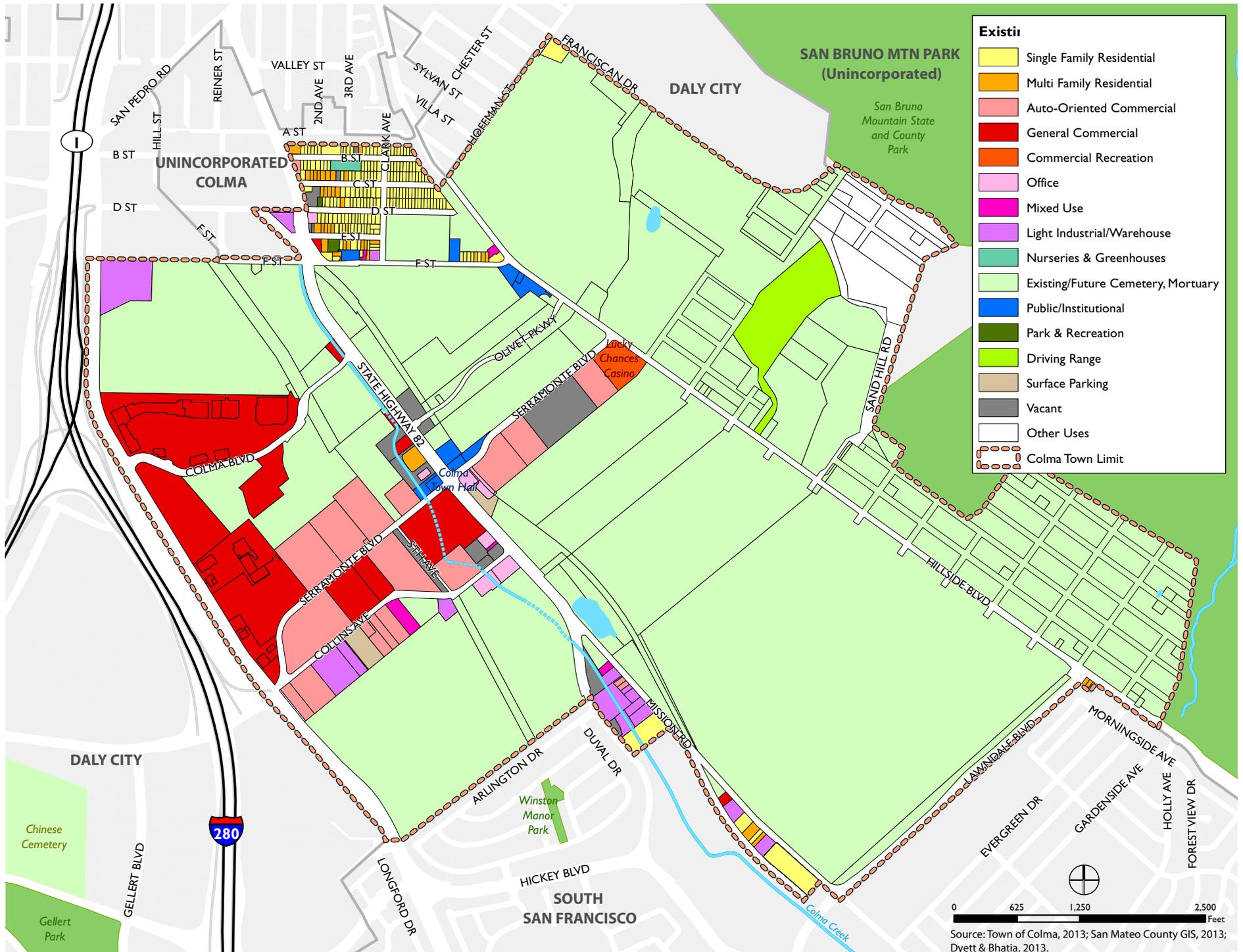
Within the remaining developable area, about 132 acres currently house commercial and light industrial uses. Commercial uses are dominated by two development types: automobile dealers along Serramonte Boulevard, which has grown into one of the most significant cluster of automobile dealers in the county; and highly successful regionally-oriented retail centers—with establishments including Target and Home Depot—clustered around Junipero Serra and Colma boulevards. The Collins Avenue corridor—much of it much higher in elevation than Serramonte Boulevard—is lined with Auto-Oriented Commercial and Light Industrial/Warehouse uses. The only Commercial Recreation use, and the only significant commercial use along Hillside Boulevard outside of the Sterling Park neighborhood, is the Lucky Chances Casino.

Almost all the Town's residential uses are clustered in the Sterling Park neighborhood, and outside of the Sterling Park neighborhood, public uses are concentrated at the intersection of Serramonte Boulevard and El Camino Real. A small number of additional residential uses occur at the end of Hoffman Avenue and along Mission Road.

El Camino Real is one of the most significant travel corridors in the county. However, development along this corridor is limited in Colma as it is largely fronted by cemeteries or land dedicated for cemetery uses. Smaller neighborhood-serving commercial uses occur on the east side of El Camino Real between A Street in Daly City and F Street. Minor commercial uses and public uses including flower and monument shops occur between Colma Boulevard and Serramonte Boulevard.

The most significant commercial development is between Serramonte Boulevard and Collins Avenue; at the latter intersection is a cluster of offices and banks, but also several vacant sites or buildings. Mission Road, which begins in the southern portion of the town from El Camino Real, has a wide range of uses. New housing units anchor the south end adjacent to the South San Francisco BART station, and a mix of auto service centers, industrial uses, office uses, residential uses, and vacant parcels extend up to the Y intersection with El Camino Real.

Figure 3: Existing Land Uses





Future development must acknowledge and respect the bucolic nature of the cemeteries (top). The Colma police station is part of the Town's public core (bottom).

2.4 EXISTING ZONING AND GENERAL PLAN

Figure 4 shows the Town's General Plan Land Use and Zoning designations. The two maps are identical, with the exception of the PD (Planned Development) zones. For these areas, a specific land use is assigned upon project approval. Where the underlying zone is PD, the parcels in Figure 4 are outlined in dark red and the planned land use is shown on the map. Two PD-zoned parcels on Collins Avenue do not have a corresponding land use designation and are shown on the map in gray.

Zoning

Tables 1 and 2 summarize some of the existing zoning regulations which affect the overall scale and placement of new development. Table 1 lists the height, lot coverage, and setback standards for all non-residential and non-cemetery zones

within the Town, and Table 2 summarizes the parking requirements for the few zones which regulate parking.

In addition to the base zones regulations summarized in Table 1, three overlay zones regulate development:

- The DR (Design Review) Overlay applies to the entire town, with the exception of the Sterling Park neighborhood, and is intended to achieve a consistent site, landscape, and building design theme in the areas where it is applied. Specifically, it requires the incorporation of building, site, and landscape design elements that represent the Spanish/Mediterranean style, as defined in the zoning code.
- The F (Flood Hazard Area) Overlay applies to properties within 50 feet of either edge of the Colma Creek, and requires that the first-floor elevation of any structure be above the 100-year flood elevation (see Figure 7).

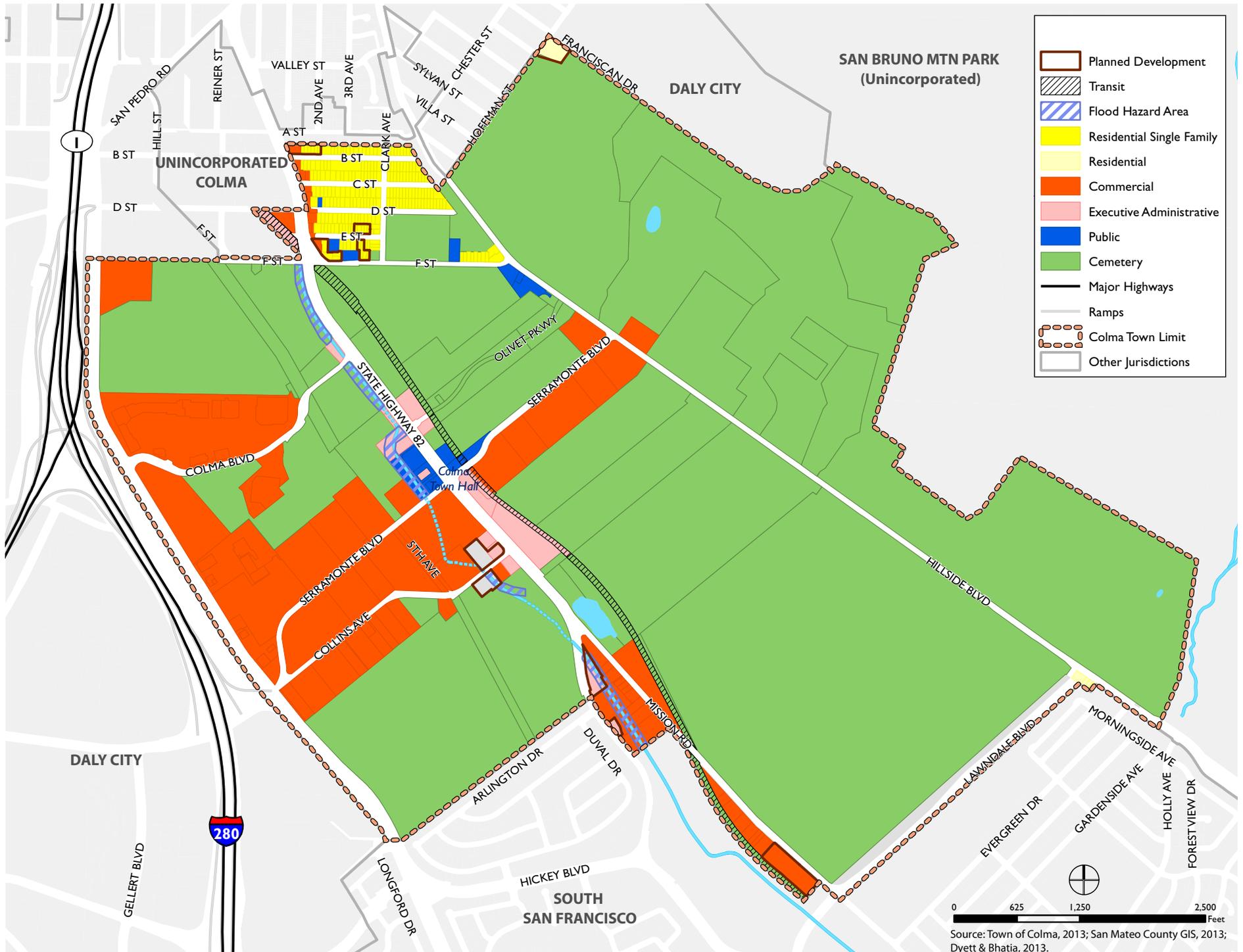
TABLE 1: EXISTING BASE ZONE REGULATIONS

Standard	Zone C (Commercial)	Zone C, Commercial Centers ¹	Zone P (Public)	Zone E (Executive/Administrative)
Max. Height	40 ft	40 ft	None	36 ft
Max. Lot Coverage	50%	See GP	None	50%
Min. Setback along El Camino Real ²	30 ft	30 ft	30 ft	30 ft
Min. Setback, all other roadways	5 ft	20 ft	None	5 ft

1. Per Town of Colma Municipal Code, Sec. 5.01.080 Definitions, Commercial Center shall mean and refer to a group of commercial establishments and light industrial establishments (provided that the majority of the establishments are principally engaged in the retail sale of personal property) planned, designed and developed in a unit, and related in its location, size, and type of shops.
 2. Per Town of Colma Municipal Code Section 5.03.360(c), a 30-foot setback is not required for the portion of El Camino Real south of its intersection with Mission Road.

Source: Colma Municipal Code.

Figure 4: Existing Zoning and General Plan



Source: Town of Colma, 2013; San Mateo County GIS, 2013; Dyett & Bhatia, 2013.

TABLE 2: EXISTING PARKING REGULATIONS			
Standard	Zone C (Commercial)	Zone C, Commercial Centers ¹	Zone E (Executive/Administrative)
Retail	1 per 100 SF sales floor areas; no less than 1 per 200 SF gross floor area	5 per 1,000 SF	1 per 100 SF sales floor areas and Min. 1 per 200 SF gross floor area
Office	1 per 300 SF	5 per 1,000 SF	1 per 300 SF
Restaurants/Bars	1 per 4 seats	5 per 1,000 SF	1 per 4 seats
Theaters	1 per 5 seats	5 per 1,000 SF	n/a
Cardroom	1 per employee; 8 per gaming table; 1 per 4 restaurant/bar seats	n/a	n/a
1. Per Town of Colma Municipal Code, Sec. 5.01.080 Definitions, Commercial Center shall mean and refer to a group of commercial establishments and light industrial establishments (provided that the majority of the establishments are principally engaged in the retail sale of personal property) planned, designed and developed in a unit, and related in its location, size, and type of shops.			

Source: Colma Municipal Code.

- The T (Transit) Overlay applies to all property within the 60-foot BART right-of-way, and limits all development to that which does not prevent the development of covered, underground public or private transit facilities. Landscaping, fences, roads, surface parking, and similar improvements, however, are not limited.

General Plan

The General Plan offers further guidance relating to lot coverage and Floor Area Ratio (FAR) and density for the zones listed in Table 1. These consist of lot coverage and FAR/density standards for four separate areas within the C (Commercial) zone, as well as for the P (Public) and E (Executive/Administrative) zones:

- Commercial Areas
 - Commercial Core Area (includes regional shopping centers): Coverage 50%, FAR 1.5
 - Service Commercial Areas (includes all auto servicing, light manufacturing and warehousing uses): Coverage 50%, FAR 1.0
 - Mixed Commercial/Residential Areas (includes southerly portion of Mission Road district and El Camino Real in the Sterling Park neighborhood): Coverage 75%, FAR 3.0, 30 du/ac
 - Outlying Commercial Areas: Coverage 50%, FAR 1.0
- Public Areas: Coverage 50%, FAR 1.0
- Executive/Administrative Areas: FAR 1.0

2.5 ACCESSIBILITY AND STREETSCAPE

Transit and Bicycle Access

Figure 5: Bicycle and Transit Facilities diagrams the existing and proposed bus routes and bicycle facilities within the Town of Colma. Sam-Trans bus lines are limited to Junipero Serra Boulevard, El Camino Real/Mission Road, and a short segment of F Street near the BART station. Existing bicycle facilities are also currently limited to a Class II lane along part of Hillside Boulevard; however, the San Mateo County Comprehensive Bicycle and Pedestrian Plan calls for a continuous Class I path along El Camino Real as well as a continuous Class II lanes along all of Hillside Boulevard.

Vehicular and Pedestrian Access

The proximity of the town to Highway 1 and Interstate 280 is beneficial in providing both easy access and visibility to much of the town's development. Likewise, the major thoroughfares El Camino Real, Serramonte Boulevard and Junipero Serra Boulevard provide direct vehicular access to virtually all of the non-cemetery development within the town.

While vehicular accessibility is essential to the town's regional shopping centers and its many auto dealerships and service centers, the existing roadways are not generally accommodating to pedestrian traffic. Figure 5 shows that no por-

tion of Serramonte Boulevard or Collins Avenue, and only part of the Mission Road district, is within a half-mile, or a ten minute walk from BART.

Figure 6 illustrates the existing rights-of-way for several of the town's key roadways: Serramonte Boulevard, both east and west of El Camino Real; El Camino Real, both near Serramonte Boulevard and south of the Y intersection; Collins Avenue; and Mission Road. These sections show that where sidewalks exist, they are uniformly six feet in width, and where street lighting is installed, it is uniformly a cobra-head style. A consistent street tree scheme exists only for a short distance along the west side of Mission Road south of the Y, and street parking is provided only along portions of Collins Avenue and Mission Road. With the exception of a short distance along Serramonte Boulevard just west of El Camino Real, there are no buffers between the sidewalk and roadway.

Lastly, Figures 6 demonstrate a wide range of building setbacks along these key corridors. While the zoning code requires a minimum of 30 feet along El Camino Real from its intersection with Mission Road north, existing setbacks vary from 20 to over 300 feet. Along Serramonte Boulevard, setbacks vary from 20 to 200 feet. The west side of the Mission Road corridor, however, maintains a narrower range, with setbacks consistently between 15 and 40 feet.

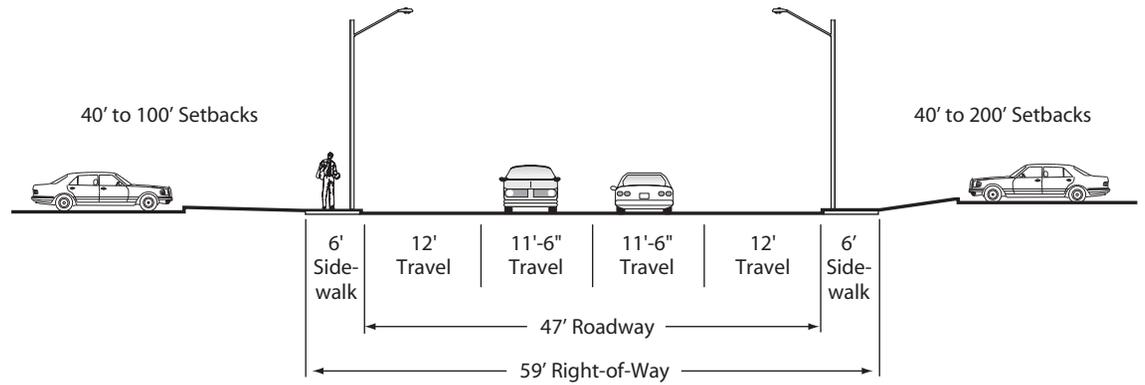


Serramonte Boulevard at Junipero Serra Boulevard, with a view of San Bruno Mountain to the east (top). Pedestrian circulation is not currently prioritized along Serramonte Boulevard (middle and bottom).

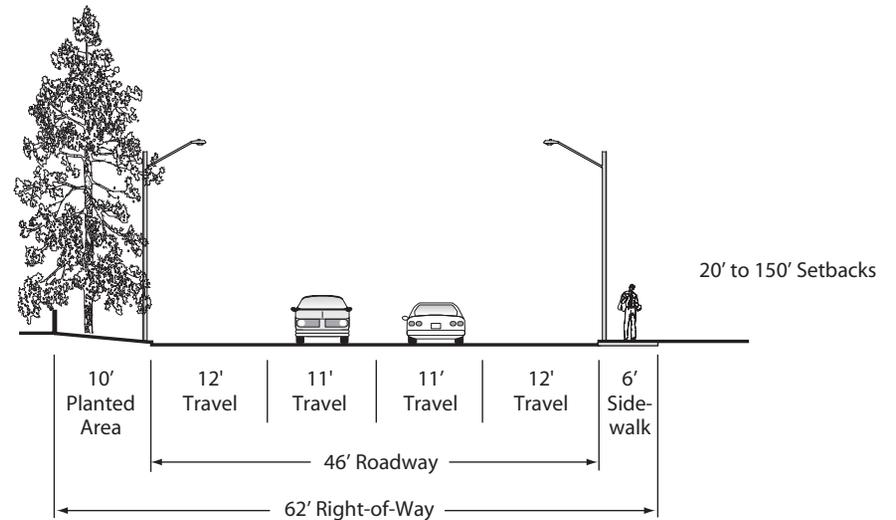
Figure 6: Existing Sections of Key Roadways



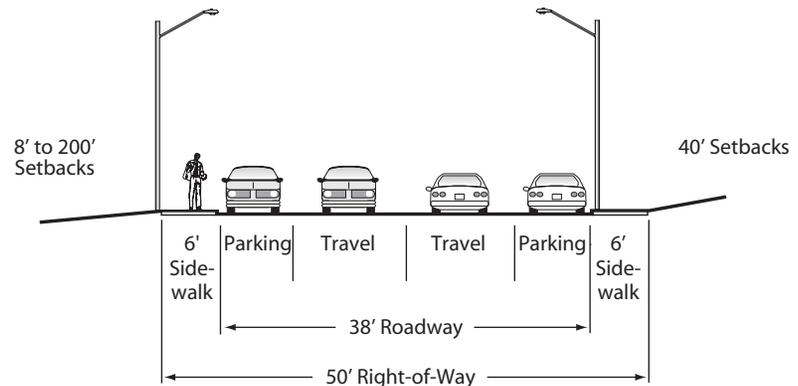
Serramonte Boulevard, west of El Camino Real
Typical, Looking East



Serramonte Boulevard, east of El Camino Real
Typical, Looking East



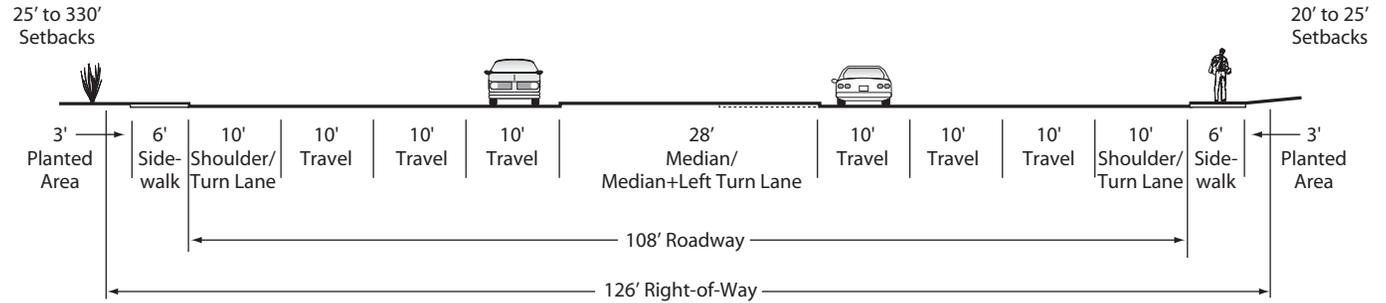
Collins Avenue near El Camino Real
Typical, Looking East



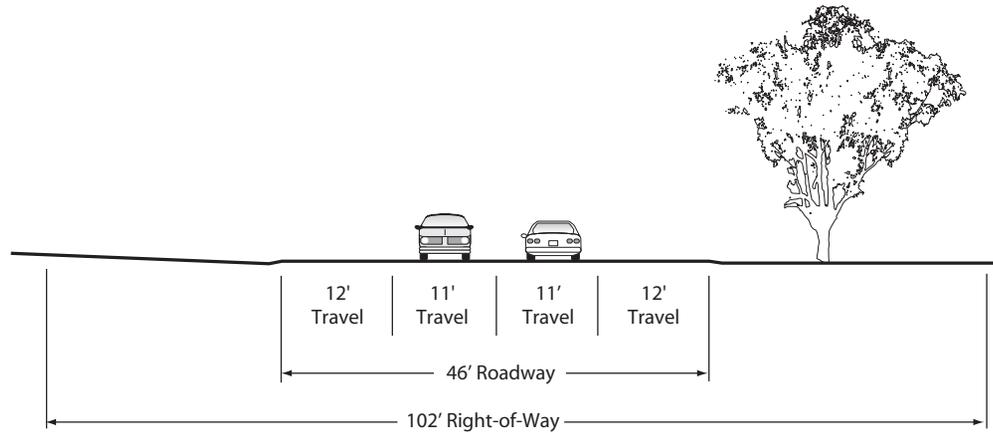
1" = 20'



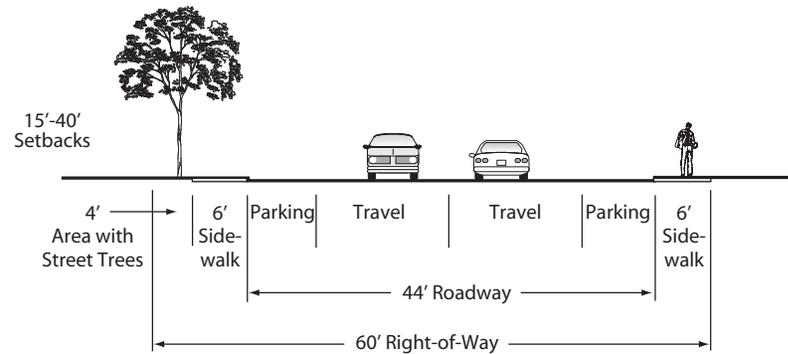
El Camino Real at Serramonte Boulevard
Typical, Looking North



El Camino Real, south of the Y intersection
Typical, Looking North



Mission Road
Typical, Looking North

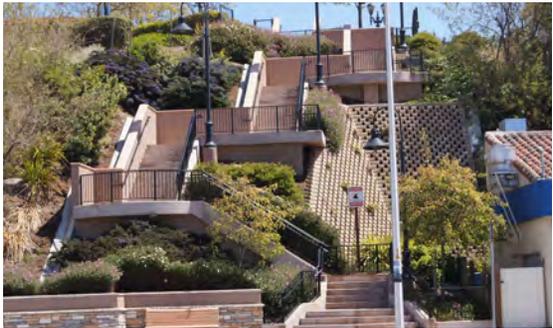


1" = 20'

2.6 PHYSICAL AND ENVIRONMENTAL CONSTRAINTS

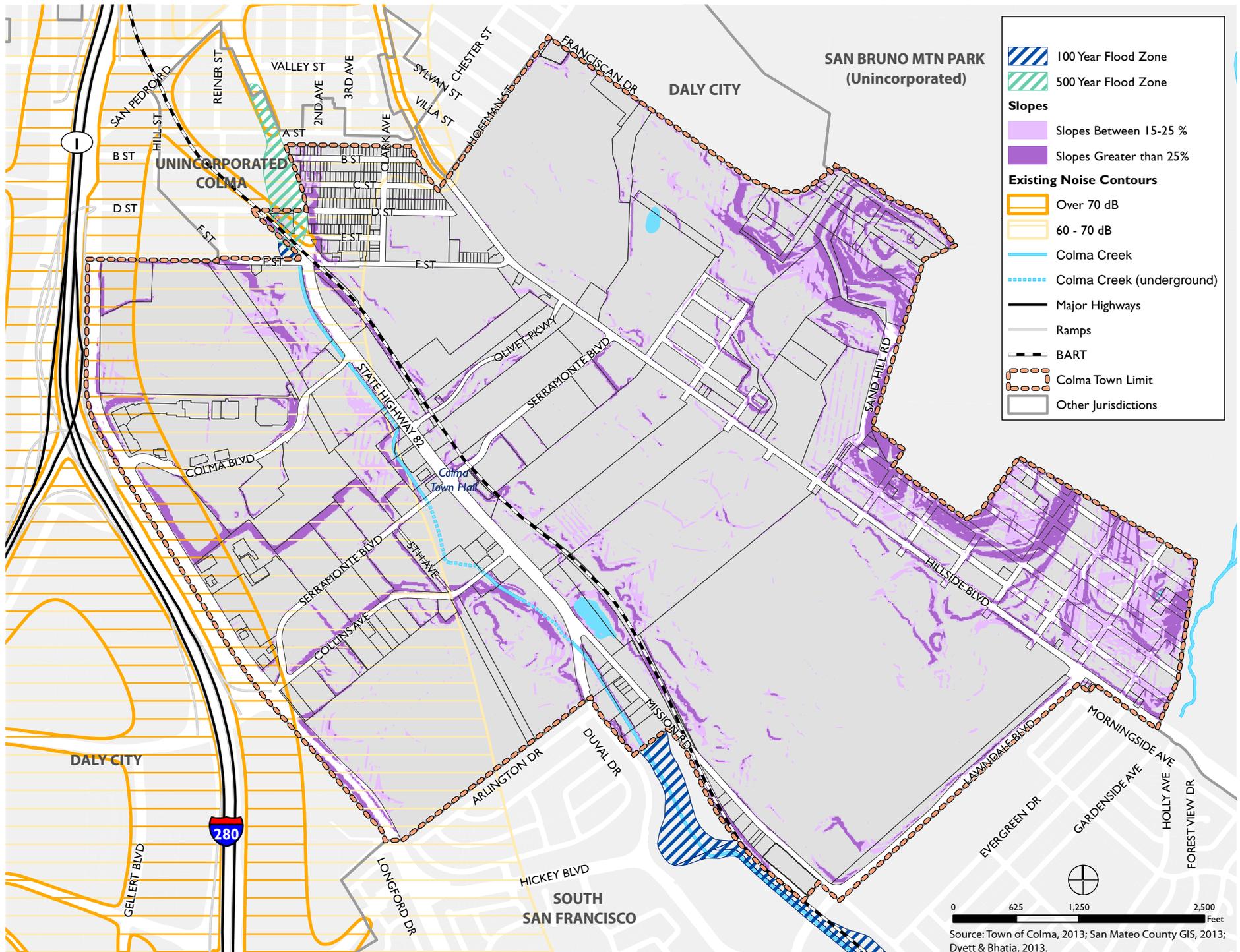
Figure 7 illustrates the major environmental constraints that may limit development or require specific mitigation measures: flood zones, slopes, and noise. No portion of the town is within an Alquist-Priolo Earthquake Fault Zone. There are no 100-year flood zones within the town limits, and only one parcel, the Bocci site, is affected by the 500-year flood zone. Slopes present the biggest constraint to development within the Town, with slopes greater than 25 percent occurring on every block. Lastly, only a few parcels zoned Cemetery or Commercial along the western border of the Town are affected by noise levels over 70 decibels.

Colma Creek, which runs through the Town generally parallel to El Camino Real, is largely exposed. It runs along the west side of El Camino Real between F Street and Greenlawn Memorial Park's Villa Avenue, and from 200 feet south of Villa Avenue to Serramonte Boulevard in a tree-lined channel. It is culverted between Serramonte Boulevard and Collins Avenue, but is exposed south of Collins Avenue. It is culverted under El Camino Real and resurfaces at the Y intersection of El Camino Real and Mission Road in a tree-lined channel.



A meandering footpath, shade trees and planted areas adjacent to Colma Creek behind the Town Hall (top). A staircase elegantly bridges the grade difference between the Sterling Park neighborhood and El Camino Real to the west (middle). The view north from Collins Avenue showing the grade separation just beyond the right-of-way (bottom).

Figure 7: Physical and Environmental Constraints



3 OPPORTUNITIES AND POSSIBILITIES

This chapter outlines the town's existing structure and identifies the areas considered to be opportunity sites. Informed by the 2012 Colma Economic Development Plan, this chapter also summarizes some ideas about potential land use and programming needs over the long-term, and then provides a brief overview of some key considerations and potential catalyst projects in developing a successful land use and urban design scheme.

2.7 OPPORTUNITY SITES

Figure 8 identifies opportunity sites with the town. Opportunity sites are defined as vacant or underutilized areas that have the greatest potential to undergo a land use or intensity change over the near- to long-term horizon. The set of opportunity sites, generated following field observations, data analysis and discussions with town Staff, comprise a total of 62 acres, or 5.4 percent of the town's developable area. About 31 acres, or half of that area, is currently being used for commercial or light industrial pur-

poses. Individual opportunity parcels have been grouped into opportunity site areas, which will be the focus of planning efforts moving forward. Following Figure 8, Table 3 describes and lists the total areas of each opportunity site area.

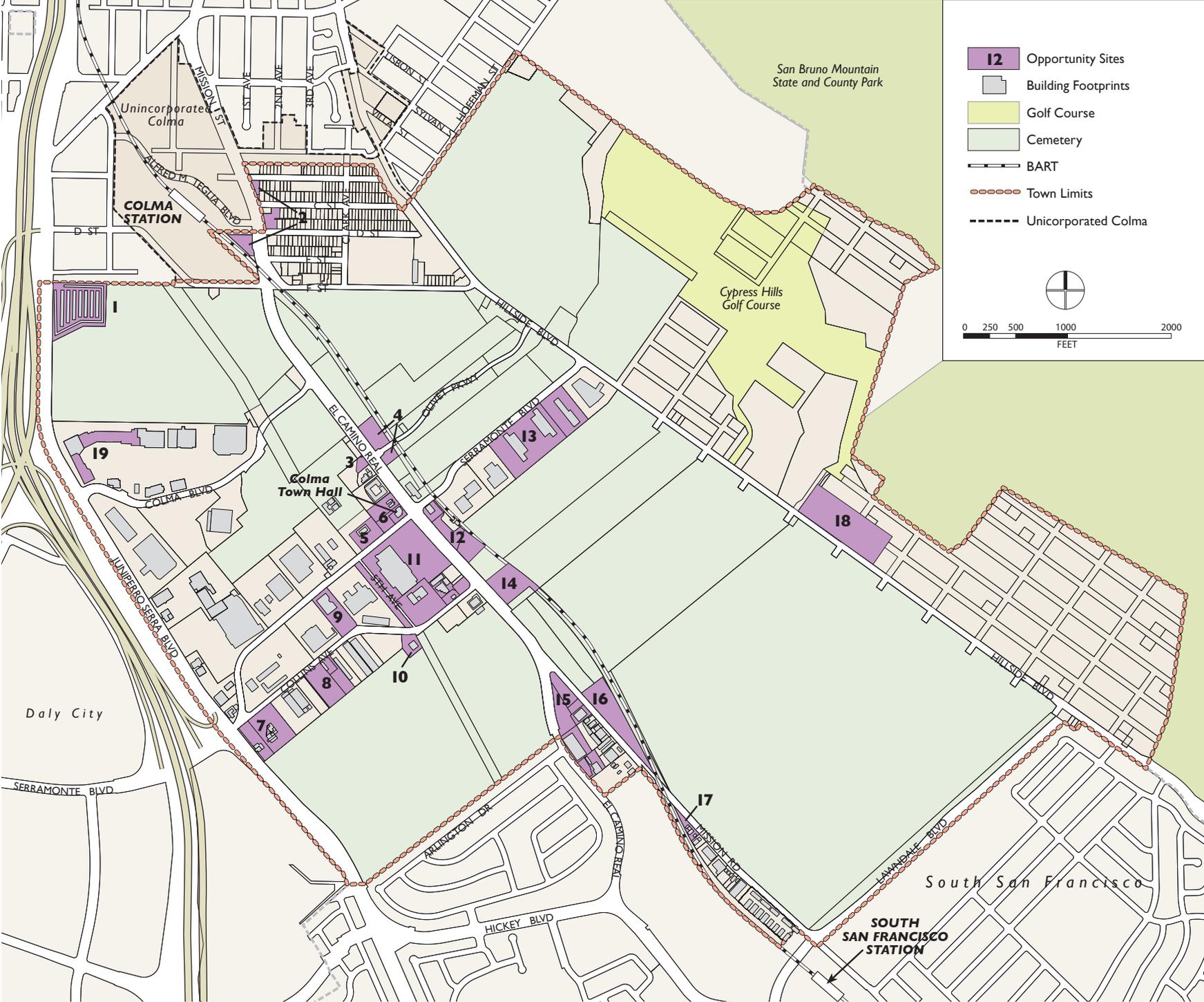


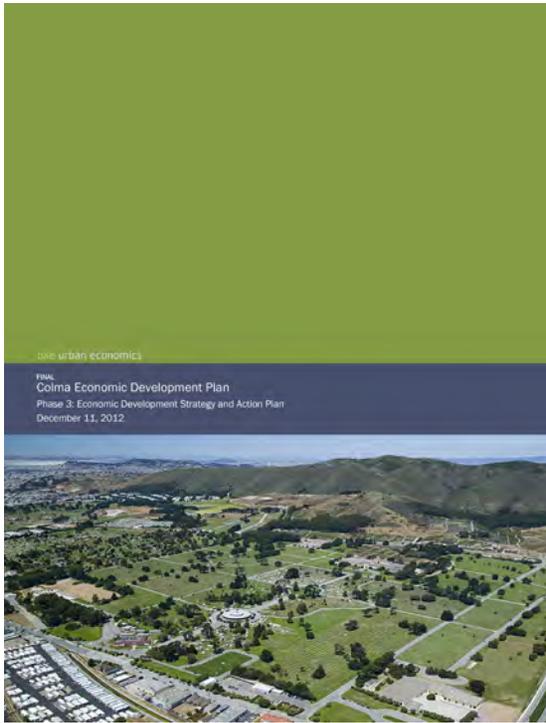
The coming renovation of the Colma Town Hall presents an opportunity to integrate civic uses within a larger destination (top). A vacant site at El Camino Real and D Street is located at the northern gateway to Colma (bottom).

TABLE 3: OPPORTUNITY SITES

Site Area	Location	Description/Tenant(s)	Size in Acres
1	3601 Junipero Serra	Extra Space Storage site	5.3
2	Colma BART station area	Bocci site, Sandblaster site, and former Prime Auto Detail site	1.3
3	1160 El Camino Real	Vacant site adjacent to Art in Stone Memorials, portion east of Colma Creek only	0.2
4	Corner of Olivet Parkway and Serramonte Blvd	Parcels on the north side and south side of Olivet Parkway	1.6
5	600 Serramonte, portion along Serramonte Blvd	Serramonte Certified Used car sales	1.6
6	Northwest corner of El Camino Real and Serramonte	Town Hall and Town Hall Annex site	1.8
7	1500 Collins Avenue at Junipero Serra	Hyundai Serramonte site	3.7
8	600, 650, and 900 Collins Ave	Parking lots and Uniake Construction	2.8
9	735 Serramonte Blvd	Dollar Tree site	2.0
10	248 Collins Ave	Standard Plumbing site	0.7
11	Southwest Corner of El Camino Real and Serramonte Blvd	Kohl's site and adjacent parcels	13.1
12	The southeast corner of El Camino Real and Serramonte	Vacant office building and surface parking	2.4
13	435, 445 and 455 Serramonte Blvd	Vacant former Serramonte Body Shop and existing Serramonte Auto Plaza Body Shop	8.8
14	1299 El Camino Real, southern portion	Vacant part of Hills of Eternity site along El Camino Real	2.3
15	Northern portion of Mission Road corridor	The Y intersection between Mission Road and El Camino Real	4.9
16	1670-1692 Mission Road	The triangle-shaped parcel across Mission Road from the Y intersection	3.2
17	1545/1595 Mission Road	Site with historic structure in southern portion of Mission Road corridor	0.4
18	Southeast corner of Sand Hill Road and Hillside Boulevard	Vacant	5.6
19	27 Colma Blvd	Western half of 280 Metro Center	Approx. 11

Figure 8: Opportunity Sites





BAE Urban Economic's 2012 Economic Development Plan identified several market opportunities for the Town of Colma over the near- and long-term horizon.

2.8 DEVELOPMENT STRATEGIES AND POSSIBILITIES

The Colma Economic Development Plan prepared by BAE Urban Economics in 2012 lays out potential strategies to address the town's overall land use and urban design needs. The associated actions, excerpted and summarized in Table 4, identify the market demand for a variety of uses and suggest options for meeting the demand. The strategies address how the town might best accommodate a variety of users, including local residents and workers, visitors to regional shopping centers, cemetery visitors, and travelers passing by.

Potential Catalyst Projects

While there are a total of 62 acres of opportunity site area, the scattered nature of the opportunity sites, and the fact that there are not more than a few contiguous opportunity parcels in any given location, presents challenges. The urban design scheme will likely need to focus on place-making and on establishing a recognizable identity for the Town's commercial hubs and corridors. At the same time, it is essential that the resulting scheme be cognizant of the context-specific aesthetic and remain respectful of the rural nature of the cemeteries, which abut most of the opportunity sites.

Building on Table 4's strategies and on the data presented in Chapter 2 of this report, a few potential catalyst projects may help to give shape to land use schemes going forward.

- As described in the Economic Development Plan, the Lucky Chances Casino cardroom could support 14 tables in addition to its current 60, but lacks the interior space and well as parking. Potential alternatives may include integration of the cardroom into a new Specialty Retail/Entertainment/Dining District and a move to a site with highway visibility. Either option would likely require a new structured parking facility.
- The Town recently released an RFP for the Colma Town Hall Renovation on opportunity site area #6. As noted in the RFP, a site plan that does not require the entire available area may use the surplus land area for a civic center park or plaza, a commercial building, or housing. This renovation presents a major opportunity to integrate the new development within a larger Town Center described in Strategy 8, as well as within an extended open space network. Additionally, an expanded Town Hall area might potentially incorporate the adjacent opportunity area #5, currently occupied by Serramonte Certified. With a strong streetscape scheme, such a center could also effectively include opportunity sites across Serramonte Boulevard.

TABLE 4: LAND USE AND URBAN DESIGN STRATEGIES FROM THE COLMA ECONOMIC DEVELOPMENT PLAN

Strategy/Action	Summary
Strategy 2: Strengthen Auto Row	
2B: Enhanced Signage	Create signage, consistent street banners, and other public displays, including on Colma’s gateway signs, that communicate a unified brand.
2C: Streetscape Improvements and Signage	Feature a simple sign near the closest exit on both the northbound and southbound directions announcing the exit for Colma’s Auto Row. Explore the possibility of an electronic sign above I-280.
Strategy 3: Expand and Diversify Retail and Restaurant Sectors	
3D: New Full-Service Restaurants	Identify locations for quick-serve and mid-priced sit-down establishments. Consider a home furnishings store that complements existing stores.
3E: New Large-Format Retail Store	Establish a goal of attracting a sporting goods store such as REI, a high quality sporting goods cooperative
Strategy 4: Accommodate Cardroom Expansion	
4B: Expanded Cardroom and New Hotel	Consider pairing cardroom expansion and/or new hotel with other key strategies.
Strategy 6: Develop Specialty Retail/Entertainment/Dining District	
6A: Specialty Retail/ Entertainment/ Dining District	Identify location; a minimum 10-15 acres likely needed.
6B: Development and Parking Standards that Accommodate Specialty District	Revise existing standards to accommodate the Specialty District, and to facilitate development of pedestrian features and concentrated parking.
Strategy 7: Develop Hotel	
7A: Hotel	Identify a location for a 75-room hotel, ideally with highway visibility. Approx. 3.3 areas likely needed.
7C: Development Regulations that Encourage Hotel	Update Town regulations to allow for a hotel, and establish parking and other requirements for this use.
Strategy 8: Create Town Center	
8A: Town Center	Identify a location for a Town Center: a mixed-use project with retail and public gathering spaces at ground level, and housing and/or office uses above. Consider the intersection of El Camino Real and Serramonte Blvd. Approx. 5 to 10 acres needed.
8B: Parking Needs Analysis	Analyze parking ratios in light of the Grand Boulevard Initiative’s priorities.
8C: Development Regulations that Allow for Mixed Use	Analyze existing regulations such as setbacks, height, FAR, and design standards to accommodate mixed-use development.



The site at the corner of Serramonte Boulevard and El Camino Real is the single largest and the most centrally-located opportunity area in the town (top); and the adjacent PUC right-of-way and abandoned 5th Avenue alignment are an opportunity for a centrally-located open space destination (bottom).

- Area #11, the largest contiguous opportunity area, presents the greatest single opportunity for the Town. Over 13 acres in size, development on this site could potentially be configured with retail lining outdoor pedestrian pathways and plazas, with structured parking behind. West of the site, there is a 50-foot right-of-way owned by the San Francisco Public Utilities Commission (SFPUC), with a retaining wall that creates an approximately 15-foot grade difference along the west side of the site; however, this could potentially be masked by a parking structure or a higher building along the west side of the site. The south half of the SFPUC right-of-way (approximately 20,000 square feet) may be used as passive landscape space that could be incorporated into any potential site development.
- Options for a new hotel within the town are varied. A hotel may, like the cardroom, become integrated into a new Specialty or Town Center district, or may take advantage of highway visibility and accessibility by locating on site area #1 or 7. Either way, a hotel would benefit from a unified streetscape and signage scheme, which may become part of the scheme called for in Strategy #2.
- Area #15, the Mission Road corridor south of the Y, offers 8.7 contiguous opportunity site parcels. It is less accessible from the high-

way, and vehicular speeds along El Camino real south of the intersection, coupled with the curvature of the roadway, compromise visibility and accessibility. However, development on the site could be configured to house smaller-scale retail or community uses, and could capitalize on the creek in creating a pleasant outdoor destination or path.

Relatively isolated opportunity areas, or areas with incompatible adjacent uses, may be the least likely to become integrated within a new higher-intensity commercial destination. These include areas #9 (the current Dollar Tree site); area #13 (the former Serramonte Body Shop); and area #8 (600-900 Collins Avenue).

A closer look at the strategies listed in Table 4 and the opportunity sites on Figure 8 will be done as part of the next step, and will help determine the range of potential avenues for land use and urban design.

Open Space and the Public Realm

As the town looks ahead to forge a more cohesive urban design identity, amenities for the community, community gathering spaces, and potentially a “town center”, an integral component will be development of a public realm and an open-space network. Such a network should link local streets, major thoroughfares, and commercial areas, and provide publicly-accessible open spaces for all users.

Potential Open Space Network

The open space network could include a number of key elements.

- Colma Creek, which runs through or alongside areas #5, 6, 11 and 15, may become a key feature of development on these sites and a part of a town-wide open space network. In areas where the creek is currently above ground, there is the opportunity to improve upon its accessibility. In the Mission District, it may be possible to establish an open space refuge within a pedestrian-friendly hub of activity. In areas where the creek is currently culverted, there may be the possibility of daylighting it and integrating it into future development.
- The centrally-located SFPUC right-of-way and the adjacent abandoned 5th Avenue alignment present an opportunity. Due to development restrictions of the PUC right-of-way, and the approximately 18-foot difference in grade between the center of the site and its southern edge along Collins Avenue, the site may best serve as a central element of an extended network of open spaces, providing park space adjacent to a new commercial hub on the Kohl's site and a connection to bikeway improvements.
- While the area east of Hillside Boulevard is not suitable for commercial development, it could contribute to the town-wide open space

network, with opportunity area #18 designated a community open space. With an approximately 40 foot difference in grade across opportunity the area, the topography may help to create a protected athletic field for local residents away from the Town's heavily-traveled corridors.

Public Realm

This includes identifiable gateway features, a streetscape scheme, and building-to-street relationships that foster walkability and project an identity for the town's commercial corridors and hubs. A streetscape scheme will be built upon the Grand Boulevard Initiative's design prototypes and "street design toolbox"; the County's proposed bikeways; and the demand for a unified "Auto Row" identity along Serramonte Boulevard. Concepts will balance vehicular needs with pedestrian and bicycle amenities such as buffers between the roadway and sidewalk, consistent street trees, and bicycle lanes. In addition, revised development standards will relate the streetscape scheme to building facades and a desired building scale and mass. As options for a new Town Center are pursued, it will also be critical to foster walkable environments, with expanded sidewalks, trees, lighting, benches and other amenities. These concepts will be evaluated in the next phase of this project.



The Extra Space Storage site on Jupiero Serra Boulevard is less than 1/3 mile from the Colma BART station (top). A widened sidewalk in front of the Colma Police Station improves pedestrian comfort and accessibility (bottom).

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4

NEXT STEPS

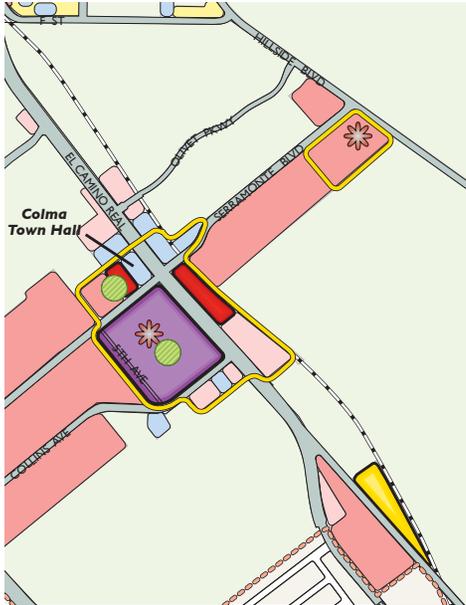
In the next step, land use and urban design concepts will be prepared and evaluated. These concepts will explore and sketch out a range of potential scenarios for land use, streetscape, and open space schemes, and explore the “fit” between economic development desires and land use and available opportunity sites. The concepts will be developed in collaboration between the consultants and Town planning staff, and will subsequently be presented at a City Council Study Session and community meeting. Feedback and comments from the community as well as from the City Council and department heads would be encouraged at this meeting, and will be essential in preparing the Final Land Use and Design Concepts document.

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Town of Colma Urban Design Strategy



Draft Concepts

May 2014

Prepared by

DYETT & BHATIA
Urban and Regional Planners

1

INTRODUCTION

This document presents an emerging guiding framework for land use and design concepts as part of the Town of Colma's Urban Design Strategy. Two working alternative concept plans for land use structure are introduced, as well as two schemes for an overall streetscape framework. In addition, different options for development at key opportunity sites are explored here. The alternatives and illustrations show various avenues for future development and intensification throughout the Town, with the objective of presenting a range of ideas for consideration and discussion by the Town decision-makers and the community.

Context

The Urban Design Strategy process began in September 2013 and is being carried out as a prelude to the Town's General Plan Update. As part of the coming General Plan Update, the Land Use Element must be revised to respond to land use and urban design issues that the Town will likely encounter over the next 20 years. The Urban Design Strategy is being prepared in an effort to assist the Town in establishing an inno-

vative and informed direction for the land use and urban design components of the updated Plan.

In December 2013, the Existing Conditions Report was prepared as the first interim product in the development of the Urban Design Strategy. That document describes the town's existing land use patterns, streetscapes, and urban design conditions, and summarizes the existing development regulations. This document, the Draft Concepts for Land Use and Design, follows the preparation of, and should be read in conjunction with, the Existing Conditions Report.

The work shown here has been developed based on the information provided in the Existing Conditions Report, as well as additional field observations, discussions with Town Staff, and further analysis of individual opportunity sites. In addition, the material presented here is largely informed by and consistent with the needs strategies outlined in the 2012 Economic Development Strategy and Action Plan prepared by BAE.

DRAFT PRINCIPLES

The following Draft Principles for the Urban Design Strategy have emerged from discussions and analysis conducted to date. Taken together, these ideas establish the overall priorities for future development within the Town.

- **A walkable Town Center destination.** There is demand for a retail, dining, and entertainment district within the Town of Colma, and the updated General Plan should identify a location and accommodate development scaled to suit this need. A central location that is accessible by local residents, workers, visitors, and travellers is preferred. The district should include pedestrian-oriented streets and/or paths; incorporate a density that sustains pedestrian traffic; and project a recognizable style or identity that is consistent with the Town's existing Design Review Overlay Requirements.
- **Community facilities and a cohesive open space scheme.** Future development should provide services for local residents near the center of town. These should include recreational open space, a public plaza, and small-scale retail, office, and dining uses. Intensification of development along and near corridors as well as a unified aesthetic will facilitate place-making for the community.
- **Improved accessibility.** The updated General Plan should establish measures consistent with the San Mateo County Comprehensive Bicycle and Pedestrian Plan as well as the Town's own priorities for bicycle and pedestrian accessibility. A cohesive bike network, localized streetscape improvements that prioritize pedestrian movements, and building-to-street relationships that enhance the pedestrian realm will all help create an inviting urban environment.
- **Strong commercial base.** The General Plan should facilitate the expansion of Colma's existing businesses. Auto Row along Serramonte Boulevard; the Lucky Chances cardroom; and dining options for cemetery visitors, the local workforce and travelers are examples of uses that the General Plan should seek to accommodate. A new hotel will also serve to complement and strengthen Colma's commercial base.

2 OVERALL STRUCTURE

This chapter presents two possible land use strategies for the Town of Colma. Each strategy lays out an overall structure for the Town, identifying the locations of proposed land use changes. While exact locations of specific uses are not explicitly identified on the diagrams, the accompanying discussion describes how the overall structure would best accommodate the Town's various needs. As such, the strategies are intended to stimulate ideas about the best locations for a variety of uses so that reactions and feedback from the Town can help the planning efforts arrive at a preferred strategy.

Both strategies introduce a land use category, Mixed Use, which is not currently in the General Plan. The Mixed Use designation would accommodate a mix of uses, including residential, commercial, executive/administrative, and public. Within this designation, active uses should be required at the ground floor in order to promote an active pedestrian environment. Active ground floor uses such as restaurants, retail, and entertainment are encouraged. Active uses may also include hotel lobbies, personal service uses, small office and professional services.

The strategies propose two ways in which future development can achieve the goals stated in Chapter 1, and they vary in terms of the distribution of and intensity of uses. As discussed in the following section, the proposed development regulations (height, FAR, density, and setbacks) for the land use categories may differ between the two strategies. The categories described here are simplified, and would be further elaborated upon or stratified as the Land Use element is drafted.

In addition to land uses, each strategy proposes a revised Design Review overlay district. The Design Review overlay district, which requires the incorporation of building, site, and landscape design elements that represent the Spanish/Mediterranean style, currently applies to the whole Town, with the exception of the Sterling Park neighborhood. The overlay districts shown here are determined based on the intensities suggested by the underlying land uses and the forms that the resulting development would likely take.



Two land use strategies address the future intensity and character of key areas within the Town of Colma. The El Camino Real corridor at the north end of Town (top) and near the center of Town (bottom).

LAND USE STRATEGY A

In Land Use Strategy A, the El Camino Real corridor becomes a focus of commercial activity. Commercial uses face El Camino Real and project a unified identity along the boulevard. Collectively, and with the Town Hall and Colma Police Department as a centerpiece, the commercial uses create a “linear Town Center”, —particularly between the intersections with Olivet Parkway and Collins Avenue. A new park located off El Camino Real, the consistent Design Review overlay along the length of the corridor, and reduced setbacks along El Camino Real help establish the Town Center identity for the central area of the town’s principal spine.

Residential uses are not permitted within this central corridor area; rather, residential units as part of mixed-use development are intended along the town’s northern and southern ends in areas within walking distance of BART stations—specifically, north of F Street and along Mission Road.

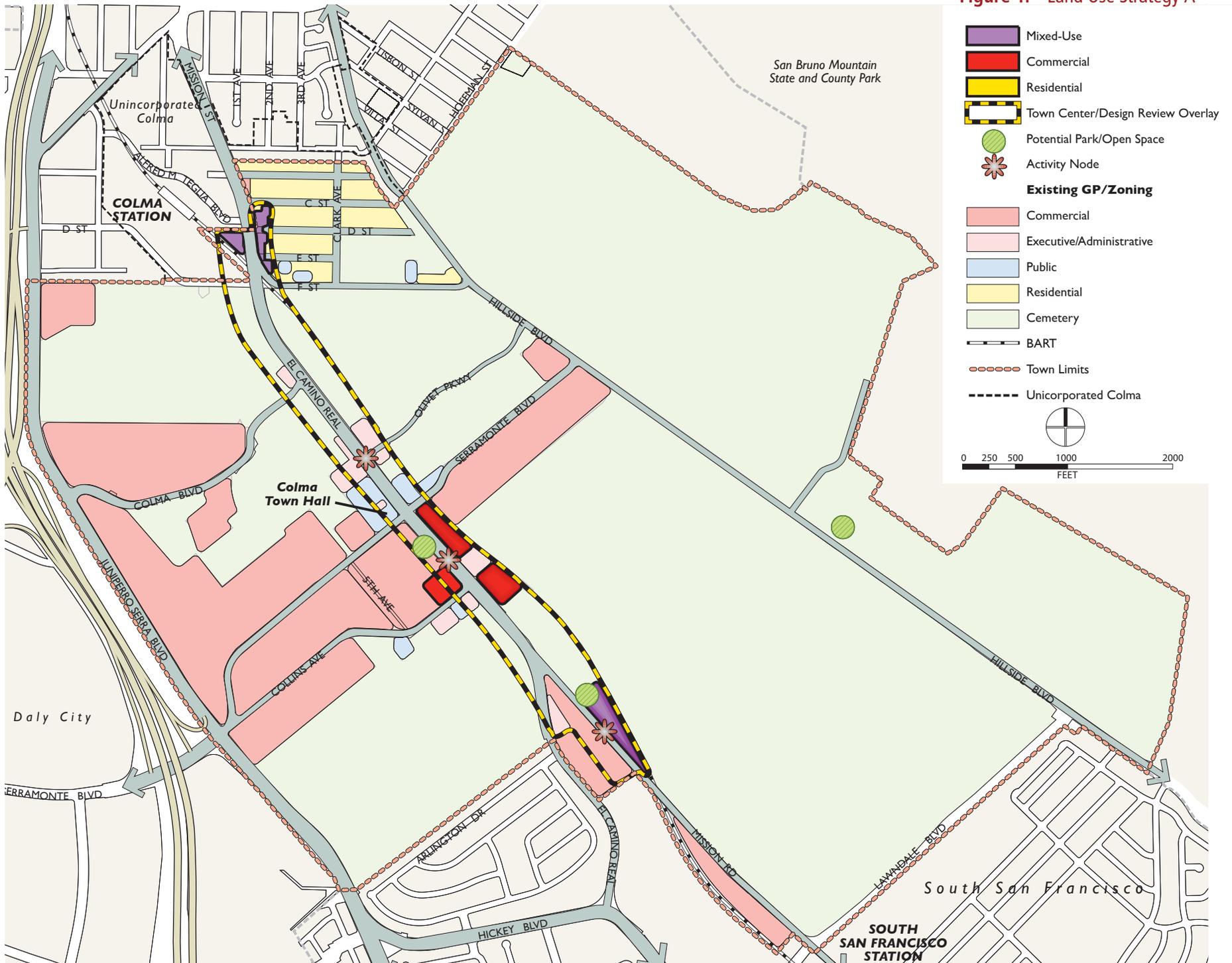
The existing Kohl’s block is used for commercial uses only. In addition to retail uses, the site may accommodate a hotel and/or a relocated Lucky Chances cardroom. In this scenario, both a hotel and a relocated cardroom would benefit from the central location and proximity to an expanded commercial sector, particularly retail and dining uses. Alternately, in this land use strategy, a hotel and/or a relocated cardroom could be accommodated farther west along Junipero Serra Boulevard.

Outside of the El Camino Real and Mission Road corridors, larger-scale commercial uses, auto uses, and light-industrial uses would be permitted to show a more modern or contemporary aesthetic. In particular, desired large-scale commercial uses on the west half of the Kohl’s block, such as a sporting goods or furniture retailer, may seek design flexibility that the overlay prohibits. Auto dealerships may choose an architectural style that reflects the company’s design philosophy.

TABLE 1: STRATEGY A LAND USE DESIGNATIONS

Land Use	Mixed Use	Commercial	Residential
Residential Density	20-60 du/ac	-	-
Max. FAR	3.0	2.0	-
Max. Height	72	100	-

Figure 1: Land Use Strategy A



LAND USE STRATEGY B

Land Use Strategy B establishes a more compact Town Center centered around the intersection of El Camino Real and Serramonte Boulevard. Shown in Figure 2, the entire Kohl's block is designated as Mixed Use, and the Town Hall site is designated as commercial to accommodate a renovation that includes commercial uses as well as public uses. This scenario creates a centralized commercial and mixed-use destination.

In this strategy, mixed-use development on the Kohl's site would likely be located along new internally-focused pedestrian-oriented streets with commercial uses at the ground level and residential uses rising up to 5 or 6 stories. Assuming residential uses are included in the development, Kohl's would be incompatible and would likely not remain. Similarly, it is unlikely that the cardroom would relocate to the Town Center with residential uses nearby; rather, this block would be exclusively a retail and dining

destination with smaller-scale entertainment uses that are complementary to an urban neighborhood.

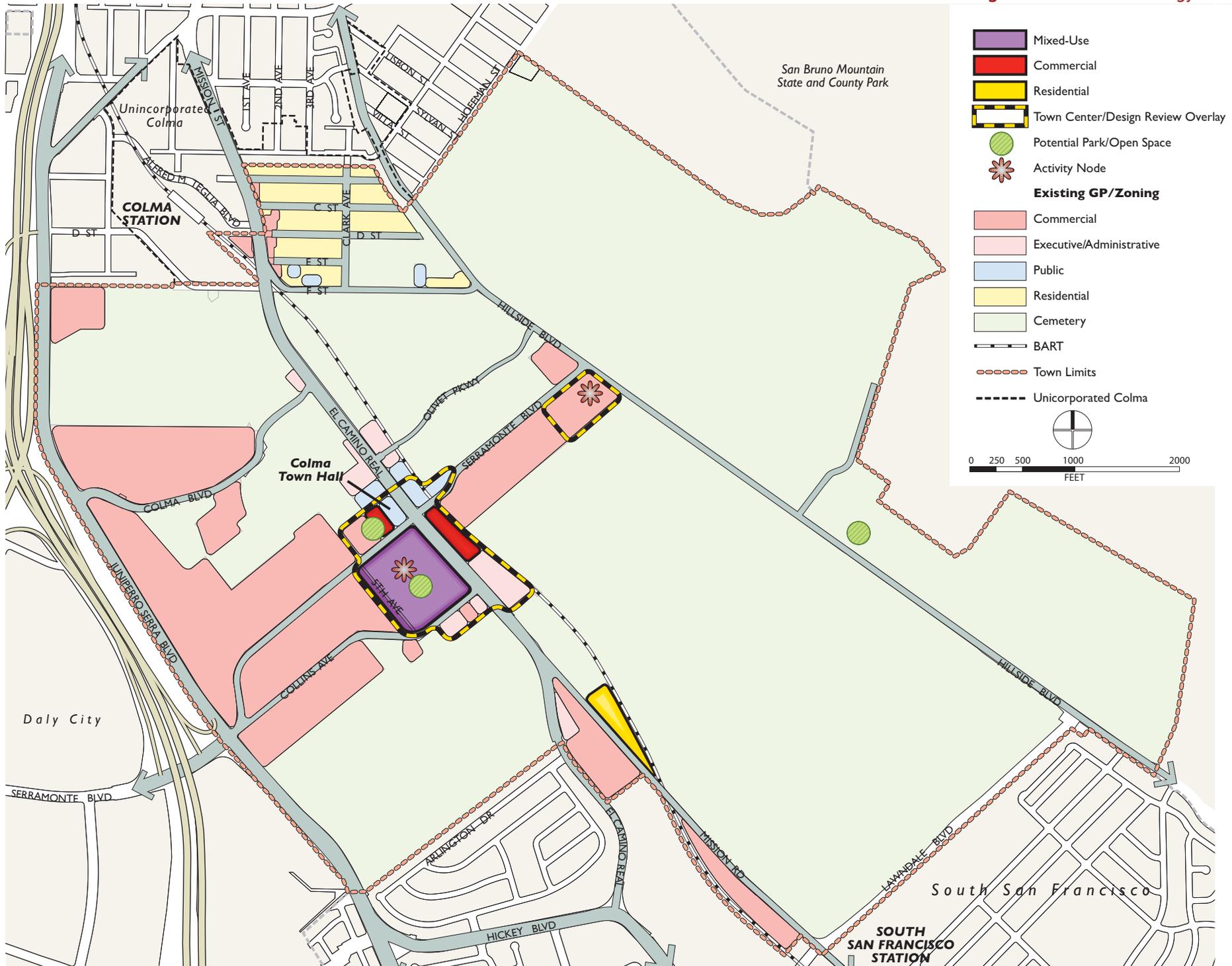
With residential uses located in the Town Center, the Mission Road corridor and El Camino Real corridor north of F Street remain primarily commercial. In this scenario, the likeliest locations for the cardroom's needed expansion would be the adjacent site along Serramonte Boulevard or along Junipero Serra Boulevard. A new hotel would best be accommodated near the Colma BART station or along Junipero Serra Boulevard.

With the design Review Overlay applying to the Town Center only, the area would become uniquely emblematic of the Colma aesthetic. Development facing El Camino Real would be lower in intensity while the more intense development and heights above two stories would be along the west side of the Kohl's block and set back from El Camino Real.

TABLE 2: STRATEGY B LAND USE DESIGNATIONS

Land Use	Mixed Use	Commercial	Residential
Residential Density	20-40 du/ac	-	10-20
Max. FAR	2.5	2.0	-
Max. Height	72	48	42

Figure 2: Land Use Strategy B



COMPARISON OF LAND USE STRATEGIES

TABLE 3: COMPARISON OF LAND USE STRATEGIES		
Element	Strategy A: Corridor Town Center	Strategy B: Centralized Town Center
Heights	Max. 8 stories	Max. 6 stories
Kohl's site	Commercial only	Mixed-use
Residential Units	Within walking distance of BART stations	Within mixed-use development in Town Center
Auto Row	Improvements and identity features occupy all of Serramonte Blvd	Improvements and identity features focused between Juniperio Serra Blvd and the PUC right-of-way
Open Space	Located along El Camino Real on Kohl's site and along Mission Road corridor	Located within central Town Center
Building Character	Spanish/Mediterranean style maintained along El Camino Real corridor; design flexibility permitted elsewhere	Entire Town Center on Kohl's site as well as any non-auto-oriented commercial development along Serramonte Blvd retains Spanish/Mediterranean style.
Pedestrian Orientation	Pedestrian activity focused along the El Camino Real corridor and along new rights-of-way with the Town Center	Pedestrian activity concentrated along new pedestrian-oriented retail streets within the Town Center

3

STREETSCAPE AND KEY CORRIDORS

This chapter identifies basic streetscape typologies and presents two overall streetscape schemes. Also included are visualizations for potential buildout along key corridors.

STREET TYPOLOGIES

Successful commercial and mixed-use centers require sensitive design of the central roadways and building-to-street relationships. Colma's General Plan should establish a palette of streetscapes that are independent of roadway capacity and that can be applied to areas or corridors based on land use, intensity, and abutting building character and scale. Figures 5 and 6 identify two overall streetscape structures and list basic streetscape typologies; generally, they correspond to the land use strategies presented in Chapter 2. Like the land uses, these typologies may be further stratified as the overall structure is determined and the Plan is refined.

Auto Row

This typology applies to the areas of Serramonte Boulevard that are adjacent to commercial uses

but outside of the Town Center. Improvements to these areas should be focused on elements that enhance the visibility and branding of the auto dealerships and accessory uses: signage, lighting, and low landscaping. The feasibility of a consistent planter strip between the sidewalk and roadway should be studied further.

Pedestrian Public Realm Focus

Roadways within and along the Town Center should be designed to encourage pedestrian activity and to enhance the public realm at the scale of the pedestrian. Any new roadways within Site #11 would fall into this category.

Pedestrian Public Realm Focus area streetscapes should include high-visibility crosswalks, median refuges, corner bulb-outs, and sidewalk widening. Widened sidewalks should incorporate street trees in tree grates, bus stop access, and pedestrian-scaled lighting. In addition, development adjacent to these roadways should require reduced setbacks and facade articulation at the ground-level.

Boulevard

In segments of El Camino Real not adjacent to commercial or mixed uses, a Boulevard streetscape is appropriate. Widened sidewalks would be unnecessary; rather, a consistent planter strip or vegetated areas between the sidewalk and the roadway would enhance pedestrian comfort and safety. On-street parking would be a low priority. Improvements in these areas in particular should strive to implement water efficient landscaping.

Figure 3: Streetscape Structure A

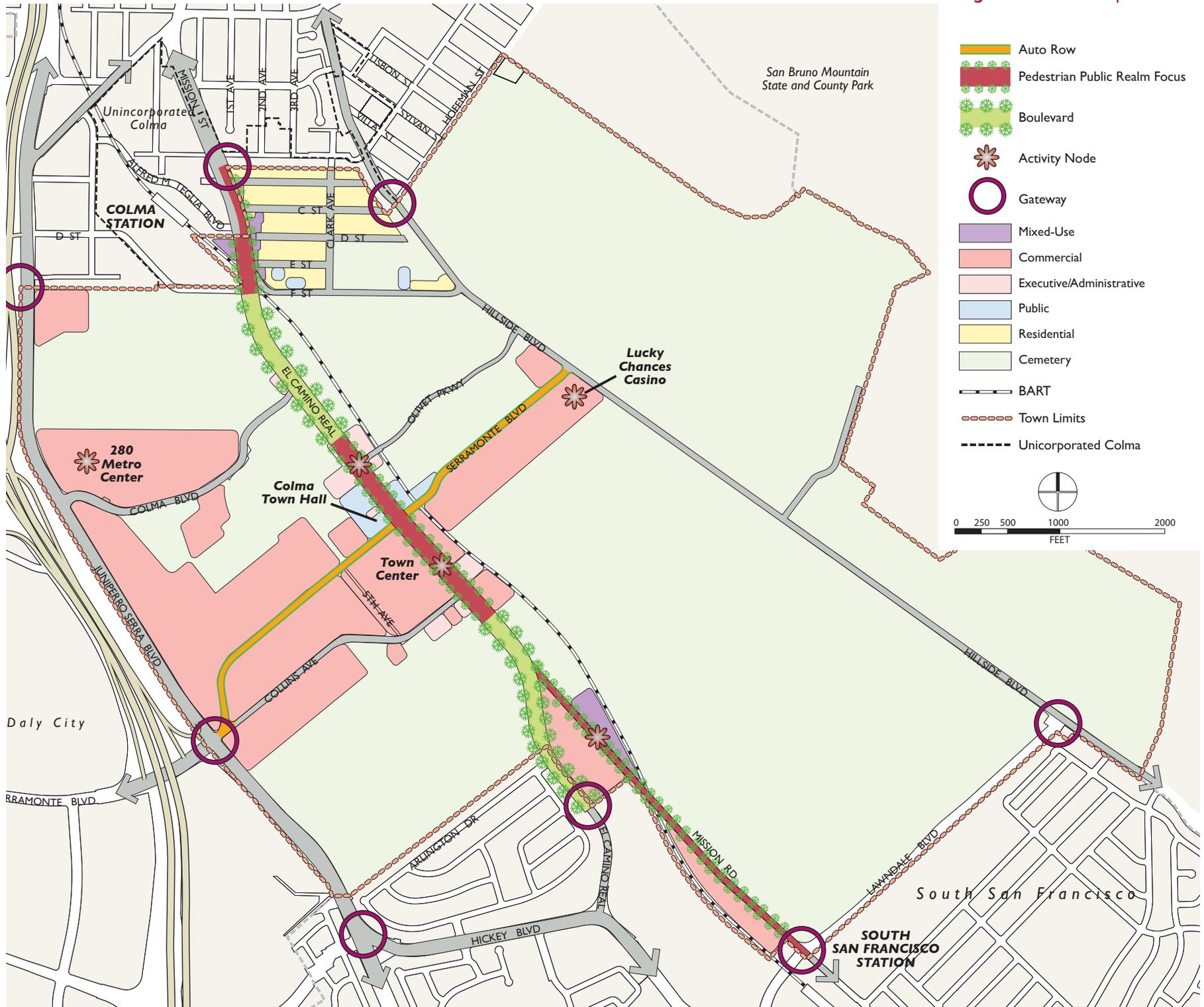
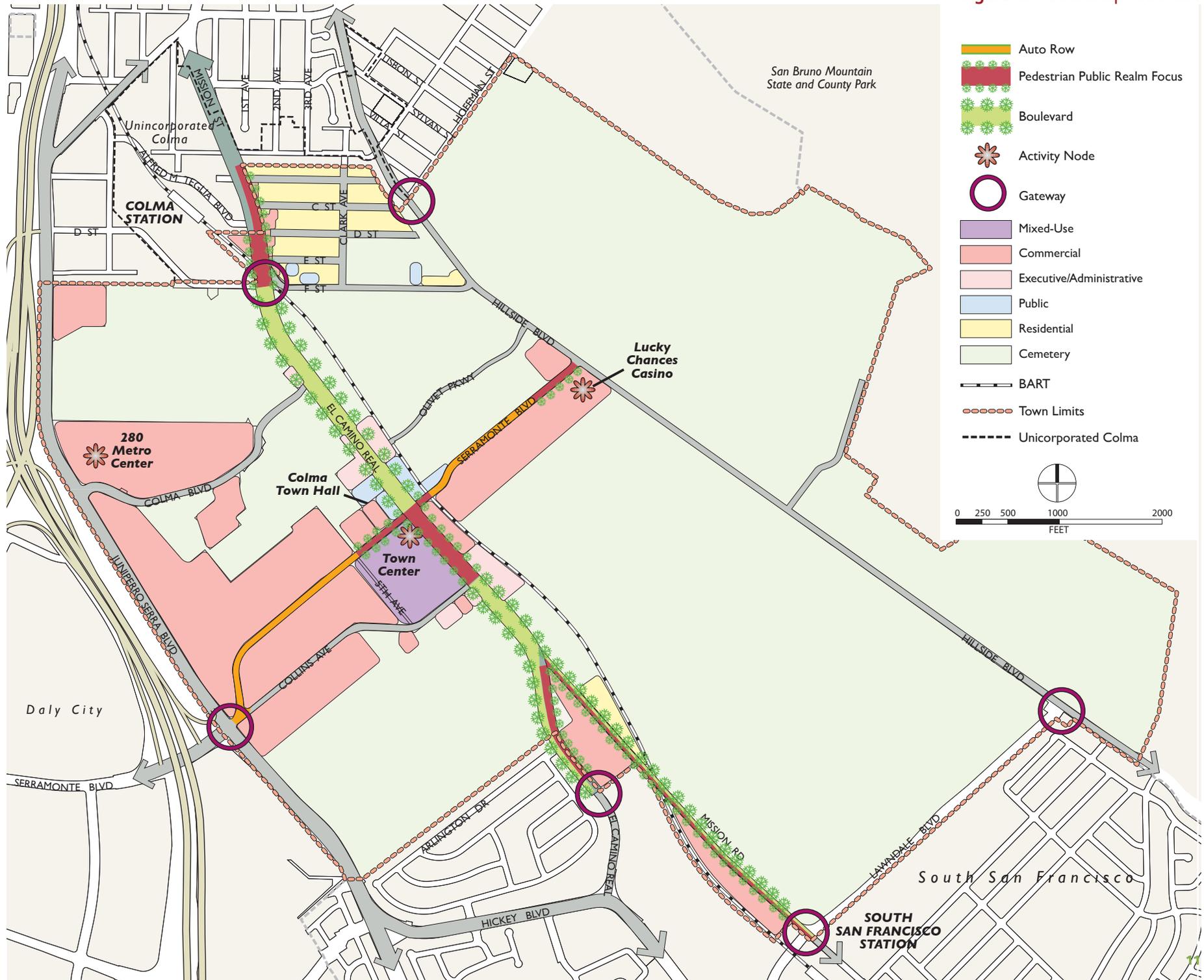


Figure 4: Streetscape Structure B



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4 KEY OPPORTUNITY SITES

This chapter identifies all of the town's opportunity sites and presents a series of conceptual site plans for several key sites. The opportunity sites, which are defined as vacant or underutilized areas which have the greatest potential to undergo a land use or intensity change, are shown on Figure 3 and described in Table 4.

The conceptual site plans and massing diagrams that follow—figures 4a through 4g—illustrate potential approaches to development on key opportunity sites. Different land uses, heights, densities and intensities are illustrated in order to show a range of potential build-out scenarios. Overall build-out data is provided, and, unless noted, parking ratios comply with the town's existing standards. Where relevant, potential circulation and open space connections are called out.

These diagrams are intended to help decision-makers visualize how certain scenarios may look, in an effort to determine the most suitable uses and development regulations for each area. In general, for each key opportunity site, the figures show one option with the type of development that would be allowed by each draft land use strategy. However, it should be noted that for each option, the overall massing shown may potentially be achieved under either land use scheme.

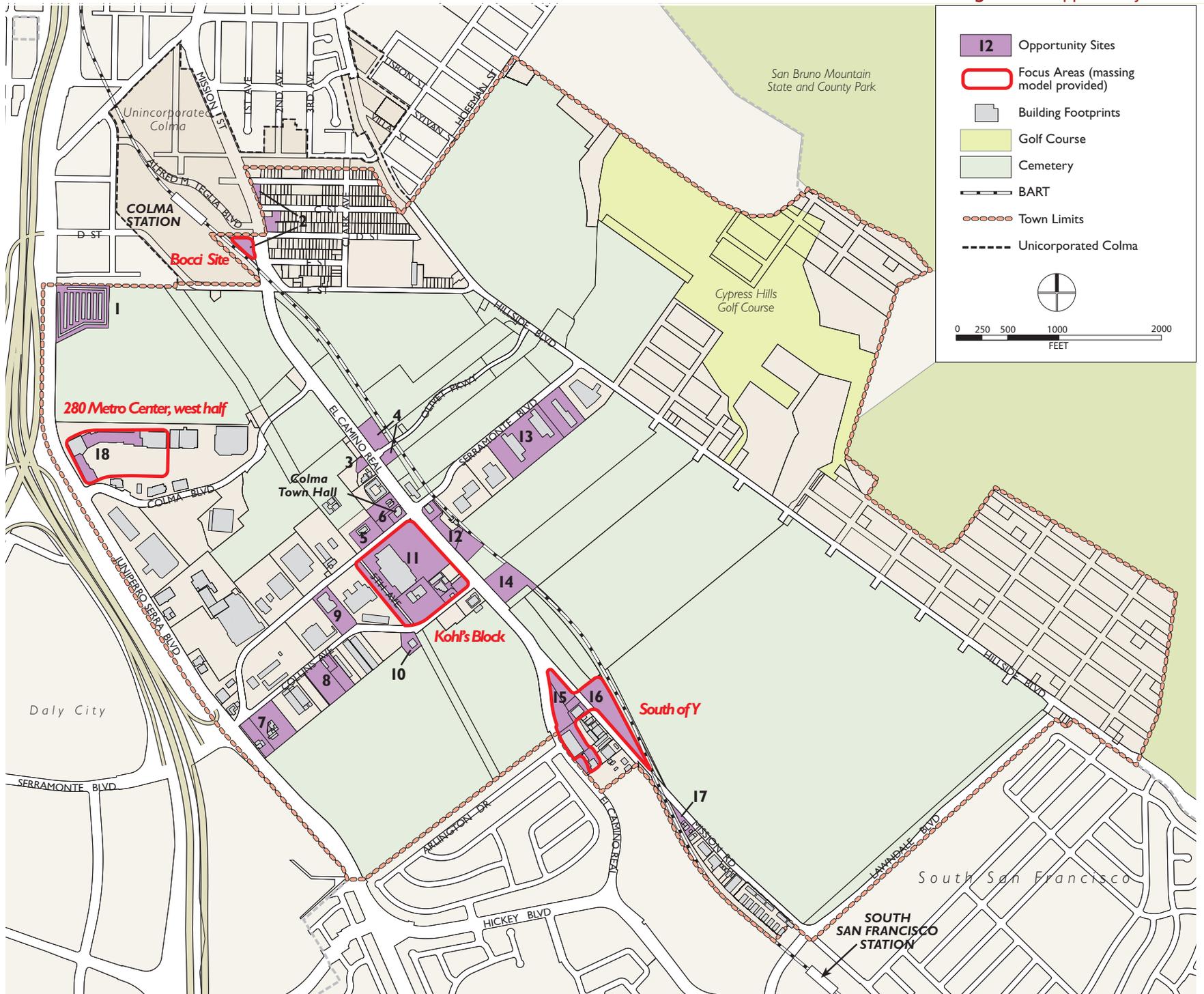


Site 6 (top) can accommodate a parking deck and, potentially, commercial uses. Site 16 (bottom) lies adjacent to a BART easement and across the street from existing light industrial and warehouse uses.

TABLE 4: OPPORTUNITY SITES			
Site Area	Location	Description/Tenant(s)	Size in Acres
1	3601 Junipero Serra	Extra Space Storage site	5.3
2*	Colma BART station area	Bocci site, Sandblaster site, and former Prime Auto Detail site	1.3
3	1160 El Camino Real	Vacant site adjacent to Art in Stone Memorials, portion east of Colma Creek only	0.2
4	Corner of Olivet Parkway and Serramonte Blvd	Parcels on the north side and south side of Olivet Parkway	1.6
5*	600 Serramonte, portion along Serramonte Blvd	Serramonte Certified Used car sales	1.6
6*	Northwest corner of El Camino Real and Serramonte	Town Hall and Town Hall Annex site	1.8
7	1500 Collins Avenue at Junipero Serra	Hyundai Serramonte site	3.7
8	600, 650, and 900 Collins Ave	Parking lots and Uniake Construction	2.8
9	735 Serramonte Blvd	Dollar Tree site	2.0
10	248 Collins Ave	Standard Plumbing site	0.7
11*	Southwest Corner of El Camino Real and Serramonte Blvd	Kohl's site and adjacent parcels	13.1
12*	The southeast corner of El Camino Real and Serramonte	Vacant office building and surface parking	2.4
13	435, 445 and 455 Serramonte Blvd	Vacant former Serramonte Body Shop and existing Serramonte Auto Plaza Body Shop	8.8
14	1299 El Camino Real, southern portion	Vacant part of Hills of Eternity site along El Camino Real	2.3
15*	Northern portion of Mission Road corridor	The Y intersection between Mission Road and El Camino Real	4.9
16*	1670-1692 Mission Road	The triangle-shaped parcel across Mission Road from the Y intersection	3.2
17	1545/1595 Mission Road	Site with historic structure in southern portion of Mission Road corridor	0.4
18*	27 Colma Blvd	Western half of 280 Metro Center	Approx. 11

* Conceptual site plans and massing diagrams provided in Figures 4a through 4g.

Figure 5: Opportunity Sites



- Opportunity Sites
- Focus Areas (massing model provided)
- Building Footprints
- Golf Course
- Cemetery
- BART
- Town Limits
- Unincorporated Colma


 0 250 500 1000 2000
 FEET

Figure 6: Conceptual Site Plans for Bocci Site



Strategy A: MIXED USE

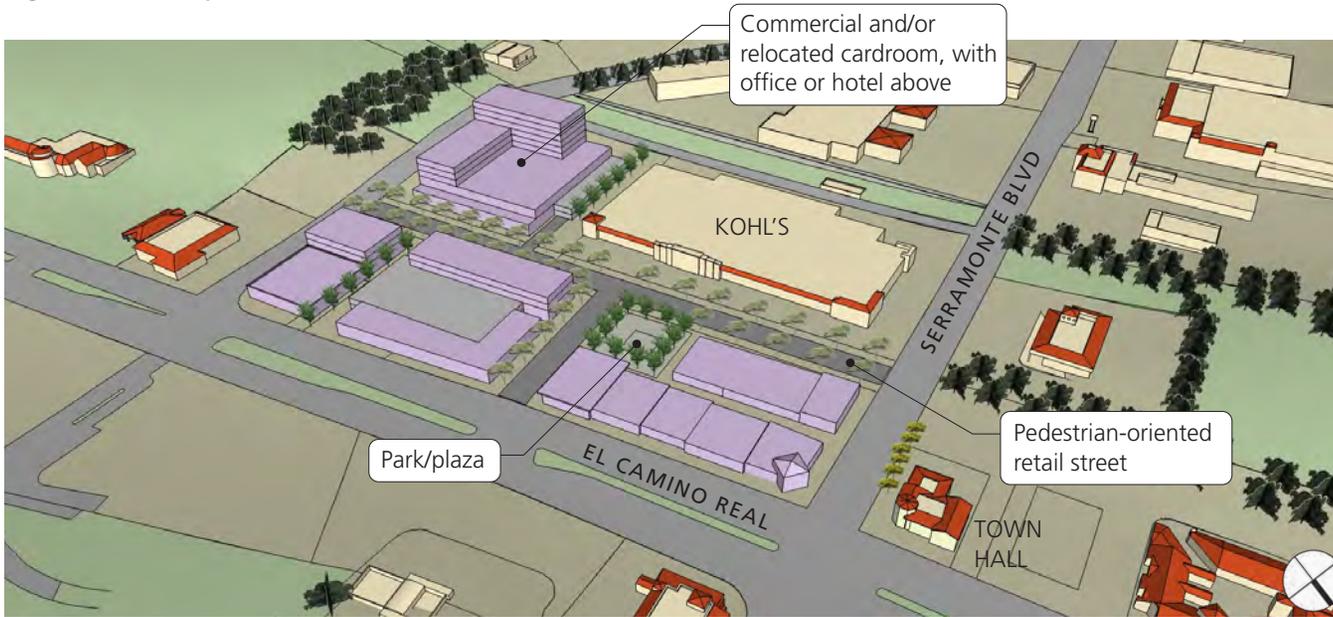
- 8,500 SF Commercial
- 42 Residential units; 52 du/ac
- 5 Stories; 68 feet
- Total FAR = 2.4
- No commercial parking provided



Strategy B: HOTEL

- 66 Rooms
- 4 Stories; 44 feet
- FAR = 1.1

Figure 7: Conceptual Site Plans for the Kohl's Block (Town Center)



Strategy A: COMMERCIAL ONLY; KOHL'S REMAINS

- 325,000 SF New commercial (retail, office, hotel/ cardroom)
- Max. 8 Stories; 100 feet
- Total FAR = 1.2
- Parking ratio reduced to 3 per 1,000 SF commercial



Strategy B: MIXED USE WITH RESIDENTIAL

- 160,000 SF Commercial (retail)
- 240 Residential units; 22 du/ac
- Max. 5 Stories; 72 feet
- Total FAR = 1.8
- Colma Creek restored aboveground

Figure 8: Town Center Photosimulation from Police Station Balcony



Figure 9: Town Center Photosimulation from Eye-level

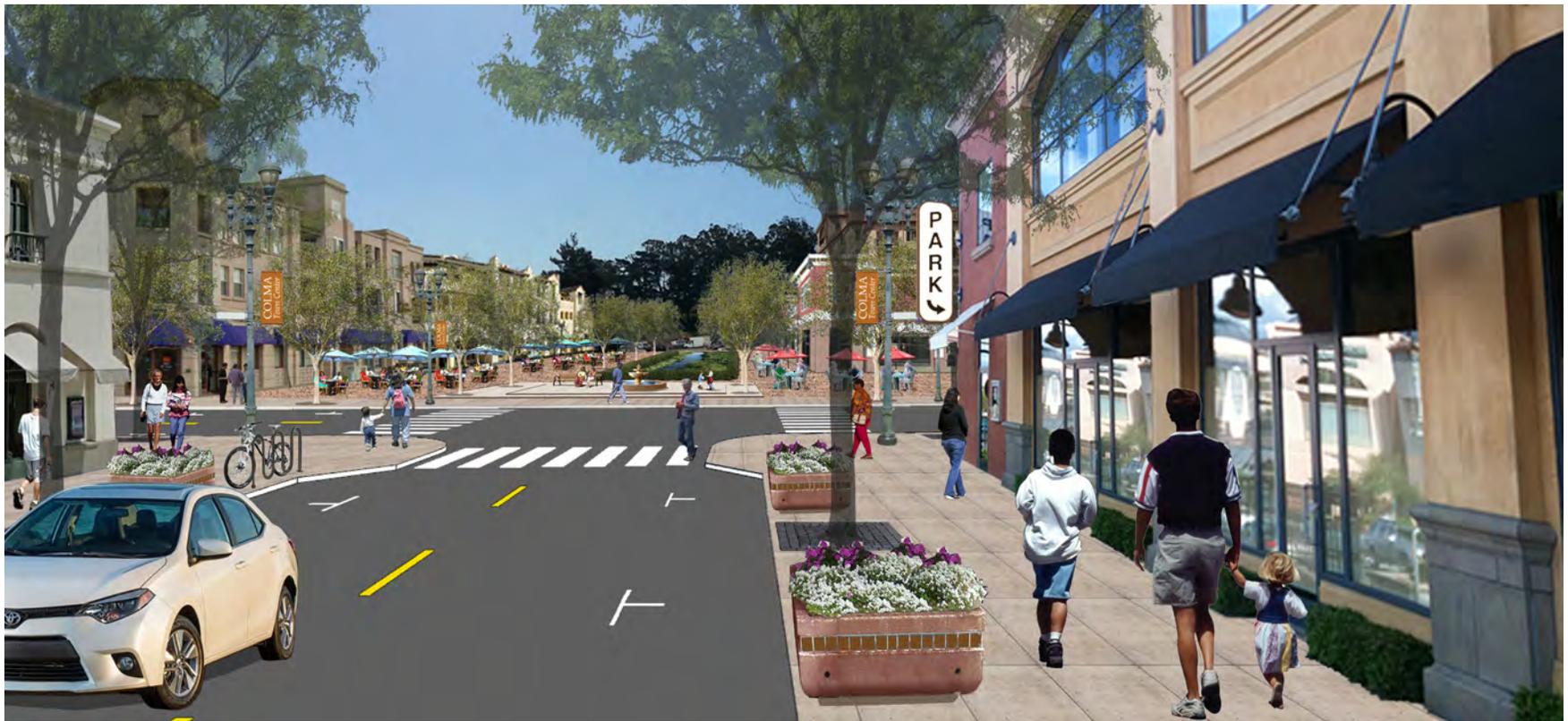
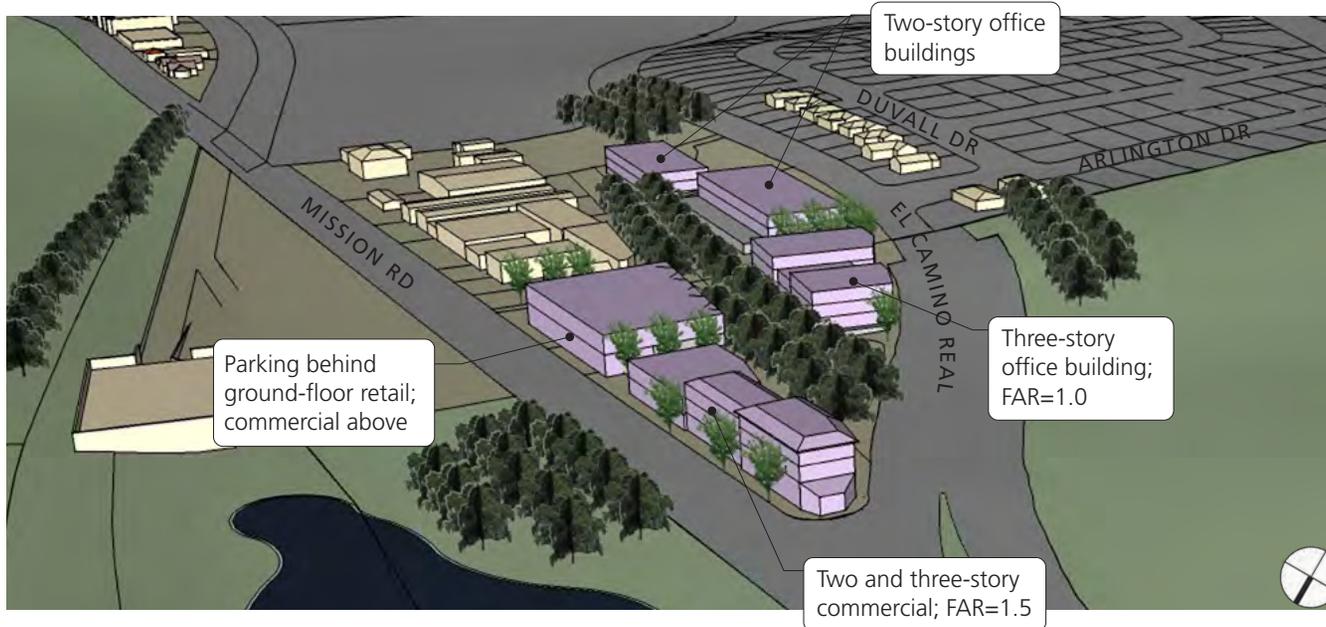


Figure 10: Conceptual Site Plans for Site 15



Strategy A: HIGH-INTENSITY COMMERCIAL

- High-intensity scenario
- Mix of commercial and office uses along Mission Road; office uses along El Camino Real
- 2 to 3 Stories; Max 42 feet
- Structured parking



Strategy B: LOW-INTENSITY COMMERCIAL

- Low-intensity scenario
- Commercial uses along Mission Road; mix of office and commercial uses along El Camino Real
- 1 to 2 Stories; Max 28 feet
- Mostly surface parking

Figure 11: Conceptual Site Plans for Site 16



Strategy A: MIXED USE

- 15,000 SF Commercial
- 64 Multi-family units; 22 du/acre
- 5 Stories, 56 feet
- Total FAR = 1.3



Strategy B: RESIDENTIAL

- 31 Townhouse units; 11 du/acre
- 2.5 Stories, 32 feet

Figure 12: Conceptual Site Plans for the Area South of the Y (sites 15 and 16)



Strategy A:
HIGH INTENSITY COMMERCIAL
WITH MIXED USE ON SITE 16



Strategy B:
LOW INTENSITY COMMERCIAL
WITH RESIDENTIAL ON SITE 16

Figure 13: South of the Y Photosimulation



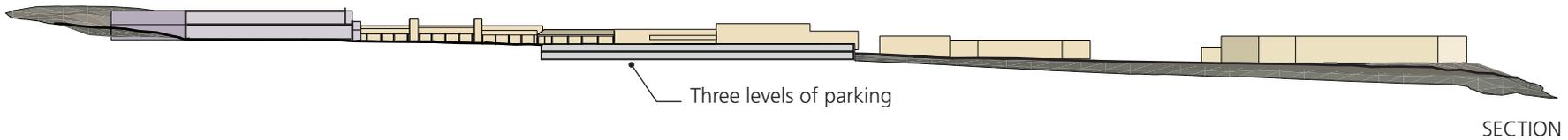
Figure 14: Conceptual Site Plan for West Half of 280 Metro Center



NEW PARKING GARAGE AND PLAZA

- 110,000 SF Net new commercial
- 46,000 SF Plaza
- 2 Story commercial; Max. 36 feet
- Three levels parking garage built into terrain
- East half of shopping center and buildings along Colma Blvd remain as is

 Vehicular connection



ADDITIONAL OPPORTUNITY SITES

In addition to the sites illustrated in Figure 4, there are a handful of key sites whose future development will likely have an impact of the future structure of the town, and that may lend themselves best to certain land uses. These include:

- Sites 1 and 7: With visibility and accessibility from Highway 1 and Interstate 280, these site would best be redeveloped as commercial or hospitality uses. On site 1, the sloping terrain—25 feet from the west side of the site to the east—could accommodate a four- to five-story hotel without appearing out-of-scale from Junipero Serra Boulevard. The proximity to the Colma BART station and nearby commercial development would be an additional benefit.
- Site 14: Land Use Strategy A sees this sites as part of the linear Town Center, centered around the Colma Town Hall and Police Station. Uses would be commercial and pedestrian-oriented, with facade articulation along El Camino Real that is consistent with sites 11 and 12.
- Site 13: The draft Land Use Strategy B, which would not accommodate the expanded Lucky Chances cardroom on the Town Center site, allows for an expanded cardroom on Site 13. In this scenario, it is unlikely that the expansion would require more than the easternmost parcel of Site 13 (the former Serramonte Auto Plaza). That parcel could accommodate an expanded parking deck with sufficient commercial area above; while the western parcel of Site 13 remains part of Auto Row.
- Site 9: Under both land use strategies, site 9 remains a central piece of Auto Row. The setback should be increased to be consistent with the adjacent parcels and the parcels across Serramonte Boulevard, and to relate to a future streetscape palette along Auto Row. Defining such development regulations would occur as the Commercial Land Use is further refined or stratfied. This would also apply to sites 5 and 13, should they remain as auto-oriented uses.



City Toyota - Scion on Junipero Serra Boulevard and San Pedro Road in Daly City shows a more intense auto dealership design. Its multi-story garage brings the total FAR to 1.0.

OVERALL DEVELOPMENT RANGES

Table 5 summarizes the overall development that could be expected at full buildout of Land Use Strategies A and B on the opportunity sites identified in Figure 5. These figures represent development that is feasible under the FAR and density ranges identified and illustrated in this document.

The ranges shown here were derived from the modelling shown on the Focus Areas, with the assumption that development of a similar density and intensity would be likely for the

remainder of the opportunity sites. Furthermore, these ranges represent net new development on the opportunity sites only, accounting for existing development that would stay as well as existing development that would be replaced.

While not all the sites identified in Figure 5 will see development over the planning horizon, and some additional sites may see changes, these figures provide an informed picture of the amount of permitted and feasible development. Similarly, future development patterns may not adhere entirely to one of the land use strategies outlined here; rather, future land uses and allowed densities and intensities may draw on both strategies.

TABLE 5: NET NEW DEVELOPMENT ON OPPORTUNITY SITES		
Use	Strategy A: Corridor Town Center	Strategy B: Centralized Town Center
Residential (units)	115 - 200	250 - 420
Commercial		
- Retail and Office (SF)	1,000,000 - 1,600,000	250,000 - 1,000,000
- Hotel (SF)	75,000 - 200,000	30,000 - 50,000
Total (SF)	1.1 million - 1.8 million	300,000 - 1 million
Executive/Administrative (SF)	50,000 - 120,000	70,000 - 150,000

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