

Supplemental EIR

Concar Passage Mixed-Use Project

PA18-052



Prepared by the



In Consultation with



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SUMMARY

PROJECT OVERVIEW

The project site is the approximately 14.5-acre (631,854 square feet) Concar Shopping Center and surface parking lot in the City of San Mateo, California. The project site is currently improved with 165,000 square feet of retail space occupied by a variety of users including several commercial buildings, a convenience store, a recycling center, a restaurant, and a dance studio. The site is surrounded by residential uses to the north along Concar Drive, San Mateo Marriott hotel to the northeast, commercial uses and the Peninsula Family YMCA to the east along S. Grant Street, State Route 92 and 19th Avenue to the south, more office uses to the west along Delaware Street, and a newly-constructed multifamily residential complex to the northwest. The site is surrounded by primarily residential and office land uses.

The site is designated as *Transit-Oriented Development* under the City's General Plan and is zoned *TOD-Transit Oriented Development*. The Project Site is located in *Area 2* of the Hayward Park Station TOD Overlay Zone of the San Mateo Rail Corridor Transit Oriented Development Plan (Corridor Plan) and is designated as Neighborhood/Commercial Retail/Residential with a band of Ground Floor Retail along Concar Drive and High-Density Residential/Office along Delaware Street.

The project proposes to demolish the existing 165,000 square foot retail strip center and adjoining surface parking lot and redevelop the site with residential mixed-use transportation-oriented development walkable to the Hayward Park CalTrain Station, with one level of below-grade parking. The center for the proposed community is a public/private mobility hub called The Depot that will facilitate a non-auto dependent style of living for the occupants of 961 residential units and for the surrounding neighborhoods. The project would 31,080 square foot of residential amenities, including lounge areas, fitness and yoga centers, and bike depots. The project includes approximately 40,000 square foot of retail uses, including a 4,500 square feet commercial space on Concar Drive for daily administrative operations, a 3,100 square foot performance space on S. Delaware Street, and a day care center located in a separate building along Grant Street, adjacent to the YMCA. The day care center would include a 5,060 square feet day care facility for approximately 70 children and 4,830 square feet of protected play area dedicated to the day care.

SUMMARY OF SIGNIFICANT IMPACTS

Significant Impact	Mitigation Measures
<i>Biological Resources</i>	
Impact BIO-4: Construction activities associated with development in the Corridor Plan Area could result in the removal of large trees or human disturbances within the Corridor Plan Area that could adversely affect non-listed special-status nesting raptors.	MM BIO-4.1: Construction activities (or at least the commencement of such activities) should be scheduled to avoid the nesting season. If construction activities are scheduled to take place outside of the nesting season, all impacts on nesting birds protected under the MBTA and CDFW will be avoided. The nesting season for most birds in San Mateo County extends from February 1st through August 30th.

MM BIO-4.2: If it is not possible to schedule construction activities between September 1 and January 31 then preconstruction surveys for nesting birds shall be conducted by a qualified ornithologist to ensure that no nests will be disturbed during project implementation. These surveys shall be conducted no more than 14 days prior to the initiation of construction. During this survey, the ornithologist shall inspect all trees and other potential nesting habitats (e.g., trees, shrubs, ruderal grasslands, buildings) in and immediately adjacent to the impact areas for nests.

MM BIO-4.3: If an active nest is found sufficiently close to work areas to be disturbed by these activities, the ornithologist shall determine the extent of a construction-free buffer zone to be established around the nest (typically 300 feet for raptors and 100 feet for other species), to ensure that nests of species protected by the MBTA and CDFW shall not be disturbed during project implementation.

MM BIO-4.4: If construction activities will not be initiated until after the start of the nesting season, all potential nesting substrates (e.g., bushes, trees, grasses, and other vegetation) that are scheduled to be removed by the project may be removed prior to the start of the nesting season (e.g., prior to February 1st).

Cultural Resources

Impact CUL-2: The project has potential to impact unknown subsurface archaeological resources, if they are present.

MM CUL-2.1: Archaeological monitoring of all earth moving activities that occur within two sensitive stratigraphic zones for the entire Concar Passage Project Area. At three feet below surface and lower, an archaeological monitor shall observe the interface between fill and Bay Mud for any shelly deposits within the top two feet of the mud. Furthermore, at one foot above the interface with the bottom of the Bay Mud layer and the underlying clay, an archaeological monitor shall examine the soils down to two feet or more into the underlying clay. A sufficient soil sample shall be screened throughout the property.

MM CUL-2.2: During monitoring, the archaeological monitor can stop or redirect work to other locations to temporarily and expediently explore for potential features. Archaeological monitoring will continue until a sufficient sample of soil has been examined to either identify any archaeological deposit(s) or to clear the project. In the event that buried, or previously unrecognized archaeological deposits or materials of any kind are inadvertently exposed during any construction activity, work within 50 feet of the find shall cease until a qualified archaeologist can assess the find and provide recommendations for further treatment, if warranted. Construction and potential impacts to the area(s) within a radius determined by the archaeologist shall not recommence until the assessment is complete.

MM CUL-2.3: If archaeological deposits or features that appear potentially eligible to the California Register of Historical Resources are identified during any stage of monitoring, an archaeological research design and work plan shall be prepared. This plan will require approval by the City before the archaeological deposits or features can be excavated.

MM CUL-2.4: If Native American resources are identified, consultation with local Native Americans shall be conducted. A Native American monitor shall assist with additional efforts.

MM CUL-2.5: If unearthed, all features, archaeological deposits, and cultural material will be excavated according to current archaeological standards detailed in the approved research design and treatment plan.

MM CUL-2.6: All features, archaeological deposits, and cultural material will be cleaned, analyzed and evaluated for their eligibility to the California Register of Historical Resources. An archaeological report will be prepared discussing methods and documenting all finds. The City will need to approve this report.

MM CUL-2.7: The parcel owner is fiscally responsible for the curation of all artifacts deemed archival by current archaeological standards, with the exception of any human remains and associated burial goods. The archaeologist will prepare the artifacts and dietary remains¹ in archival quality bags with artifact identification tags, provide two copies of a final artifact catalog for the items submitted, and two copies of the final archaeological report. Any additional requirements by the curation facility must be addressed.

Impact CUL-3: The project may encounter buried remains including those interred outside of formal cemeteries during site grading and proposed excavation for one level of below-grade parking.

MM CUL-3.1: *Human Remains.* Human graves are often associated with prehistoric occupation sites. If human remains are discovered at any project construction site during any phase of construction, all ground-disturbing activity in the vicinity shall be halted and the City Planning Manager and the San Mateo County coroner shall be notified immediately, according to Section 5097.98 of the State Public Resources Code and Section 7050.5 of California's Health and Safety Code. If the remains are determined by the County coroner to be Native American, the Native American Heritage Commission (NAHC) shall be notified within 24 hours, and the guidelines of the NAHC shall be adhered to in the treatment and disposition of the remains. The project sponsor shall also retain a professional archaeologist with Native American burial experience to conduct a field investigation of the specific site and consult with the Most Likely Descendant, if any, identified by the NAHC. As necessary, the archaeologist may provide professional assistance to the Most Likely Descendant, including the excavation and removal of the human remains. The City of San Mateo shall be responsible for approval of recommended mitigation as it deems appropriate, taking account of the provisions of State law, as set forth in CEQA Guidelines section 15064.5(e) and Public Resources Code section 5097.98.

¹ Dietary remains are the items left behind when an animal dies. It includes: bones, shells, hair, chitin, scales, hides, proteins and DNA.

The project sponsor shall implement approved mitigation, to be verified by the City of San Mateo, before the resumption of ground-disturbing activities within 100 feet of where the remains were discovered.

Hydrology and Water Quality

Impact HYD-2: Water quality impacts from shallow groundwater encountered during construction could occur under the proposed Project.

MM HYD-2.1: A detailed, design-level geotechnical investigation shall be completed and shall address the need for dewatering during construction. Project construction shall follow the recommendations of the investigation as stated below:

- To construct the basement of the buildings, groundwater would need to be temporarily lowered to a depth of at least three feet below the bottom of the planned excavation. The method of dewatering will depend to an extent on the method of shoring. The dewatered level shall be maintained at that depth until sufficient building weight is available to resist the hydrostatic uplift pressure of the groundwater at its design elevation.
 - If dewatering wells are installed within the excavation, the wells shall be properly sealed through the floor slabs upon abandonment to reduce the potential for water leakage.
 - Dewatering the site shall remain as localized as possible. Widespread dewatering could result in subsidence of the area around the site due to increases in effective stress in the soil. Nearby streets and other improvements shall be monitored for vertical movement and groundwater levels outside the excavation shall be monitored through wells while dewatering is in progress.
 - The geotechnical report recommends a recharge program to be submitted as part of the dewatering plan, so that the contractor is prepared to recharge the groundwater outside the excavation through recharge wells, should excessive settlement or groundwater drawdown be measured.
-

Noise and Vibration

Impact NOI-1: The noise generated by construction equipment could exceed the City's exterior noise level standards at adjacent property lines.

MM NOI-1.1: Modification, placement, and operation of construction equipment are possible means for minimizing the impact of construction activities for the proposed project shall include the following best management practices to reduce noise from construction activities near sensitive land uses:

- Construction activities, including truck traffic coming to and from the construction site for any purpose, shall be limited to the hours between 7:00 a.m. and 7:00 p.m., Monday through Friday, Saturdays between 9:00 a.m. and 5:00 p.m., and Sundays and Holidays between 12:00 p.m. and 4:00 p.m., in accordance with the City's Municipal Code, unless permission is granted with a development permit or other planning approval.
- Construction staging areas shall be established at locations that will create the greatest distance between the construction-related noise sources and noise-sensitive receptors nearest the project site during all project construction.
- Use of the concrete saw within 100 feet of shared property lines shall be limited, as feasible.
- Equip all internal combustion engine-driven equipment with intake and exhaust mufflers that are in good condition and appropriate for the equipment.
- Unnecessary idling of internal combustion engines shall be strictly prohibited.
- Locate stationary noise-generating equipment, such as air compressors or portable power generators, as far as possible from sensitive receptors. If they must be located near receptors, adequate muffling (with barriers or enclosures where feasible and appropriate) shall be used to

reduce noise levels at the adjacent sensitive receptors.

- Utilize “quiet” air compressors and other stationary noise sources where technology exists.
- Pile-driving activities shall be restricted to between 8:00 AM to 5:00 PM, Monday through Friday, to limit the intrusiveness of pile driving during the morning and evening hours. This measure is suggested only for construction sites that would use pile drivers within 2,000 feet of residential or sensitive land uses.
- During pile driving, temporary noise barriers, such as mass loaded construction blankets on temporary fencing or a solid plywood construction barrier, will be placed around the perimeter of construction areas where pile driving is taking place. The placement of these barriers will not allow clear, line of sight openings for site access between the pile driving activities and adjacent land uses. Noise control blanket barriers can be rented and quickly erected.
- Control noise from construction workers’ radios to a point where they are not audible at existing residences bordering the project site.
- The contractor shall prepare a detailed construction plan identifying the schedule for major noise-generating construction activities. The construction plan shall identify a procedure for coordination with adjacent residential land uses so that construction activities can be scheduled to minimize noise disturbance.
- Designate a “disturbance coordinator” who would be responsible for responding to any complaints about construction noise. The disturbance coordinator will determine the cause of the noise complaint (e.g. bad muffler, etc.) and will require that reasonable measures be implemented to correct the problem. Conspicuously post a

telephone number for the disturbance coordinator at the construction site and include it in the notice sent to neighbors regarding the construction schedule.

Public Services

Impact PS-3: The proposed project would have the potential to increase student generation in the project area beyond the capacity of existing middle and high schools.

MM PS-3.1: Under current policies, the SMFCSD would collect developer fees from individual development projects within the Corridor Plan Area to help finance expansion of existing schools, construction of new schools, and the rental of temporary classroom facilities in the Corridor Plan Area. The current rate of developer fees is \$3.79 per square foot for residential development, \$0.61 per square foot for office/retail development, and \$0.08 per square foot for commercial/industrial development.

MM PS-3.2: Under current policies, the SMUHSD would collect developer fees from individual development projects within the Corridor Plan Area to help finance expansion of existing schools, construction of new schools, and the rental of temporary classroom facilities in the Corridor Plan Area. The rate of developer fees would be \$0.856 per square foot for residential development and \$0.136 per square foot for commercial/industrial development.

SUMMARY OF ALTERNATIVES

CEQA requires that an EIR identify alternatives to the project as proposed. The CEQA Guidelines specify that an EIR identify alternatives which “would feasibly attain the most basic objectives of the project, but avoid or substantially lessen many of the significant environmental effects of the project,” or would further reduce impacts that are considered less than significant with the incorporation of intended mitigation. The CEQA Guidelines stipulate that an EIR specifically include a “No Project” alternative. The purpose in including a No Project Alternative is to allow decision-makers to compare the impacts of approving the project with the impacts of not approving the project. In addition, the CEQA Guidelines state that an EIR shall identify an environmentally superior alternative. If the environmentally superior alternative is the “No Project” alternative, the EIR shall also identify an environmentally superior alternative among the other alternatives (Section 15126.6(e)(2)).

No Project - No Development Alternative

The project site is currently built out with approximately 165,000 square feet of existing uses, developed with six existing commercial buildings (not fully occupied). The “No Project” alternative could include the continued use of these buildings or would likely involve the property owner re-investing in the appearance of the shopping center and attracting new tenants, which may generate more traffic than the shopping center currently does. The No Project Alternative would avoid most of the environmental impacts of the project, assuming the continued occupancy of the existing buildings. However, this alternative would not meet any of the project objectives. In addition, the existing development would not be consistent with the Rail Corridor Plan because it does not have a transit supportive multi-family housing or a major employment center component.

Adjusted Mixed-Use Alternative

The proposed project would result in conflicts with CMP guidelines for freeway congestion and the City’s LOS Policy, although such conflicts are no longer considered an impact on the environment following SB 743 amendments to the CEQA Guidelines. The purpose of the adjusted mixed-use alternative is to avoid the project’s conflict with adopted transportation policies. Under the adjusted mixed-use alternative, the project would be redesigned to reduce housing by 50 percent (total 480 units) and increase commercial square footage by 336,000 for a total of 376,000 square feet of commercial uses. Building stories and height would stay the same. The adjusted mixed-use alternative would result in no net new peak hour trips, and thereby eliminate the conflicts with City and CMP policies regarding congestion on local roadways and freeways, respectively. All other impacts during construction and operation would be similar to that of the proposed project. By substantially reducing the proposed housing, the Adjusted Mixed-use Alternative would not meet the project objectives and City’s objective to resolve the housing crisis in the City of San Mateo to the same extent as the project would.

Environmentally Superior Alternative(s)

The environmentally superior alternative would be the No Project - No Development Alternative, which would avoid all project impacts; however, this alternative would not meet any project objectives.

Apart from the No Project Alternative, the other alternatives considered would also reduce the project impacts resulting from net new vehicle trips such as air quality, roadway noise, energy consumption, and GHG emissions. The adjusted mixed-use alternative would result in no new peak hour trips generated from the project and lowest average daily trips and would partially fulfill the development objectives of the project. Since it allows new development on the site consistent with the General Plan while avoiding all impacts resulting from net new peak hour project trips, the Adjusted Mixed-use Alternative would be the environmentally superior alternative. It should be noted that all project impacts are capable of being reduced to acceptable levels with implementation of feasible mitigation measures.

SECTION 1.0 INTRODUCTION

1.1 PURPOSE OF THE ENVIRONMENTAL IMPACT REPORT

The City of San Mateo, as the Lead Agency, has prepared this Draft Supplemental Environmental Impact Report (SEIR) for the Concar Passage Mixed-Use Project in compliance with the California Environmental Quality Act (CEQA) and the CEQA Guidelines.

As described in CEQA Guidelines Section 15121(a), an EIR is an informational document that assesses potential environmental impacts of a proposed project, as well as identifies mitigation measures and alternatives to the proposed project that could reduce or avoid adverse environmental impacts (CEQA Guidelines 15121(a)). As the CEQA Lead Agency for this project, the City of San Mateo is required to consider the information in the EIR along with any other available information in deciding whether to approve the project. The basic requirements for an EIR include discussions of the environmental setting, significant environmental impacts including growth-inducing impacts, cumulative impacts, mitigation measures, and alternatives. It is not the intent of an EIR to recommend either approval or denial of a project. The environmental impacts associated with the proposed project are primarily related to Air Quality, Land Use and Planning, Energy, Greenhouse Gas Emissions, Noise, Transportation And Utilities and Service Systems. These issues are discussed in Section 3.0 of this EIR.

1.2 EIR PROCESS

1.2.1 Overview

On June 6, 2005, the City Council adopted the San Mateo Rail Corridor Transit-Oriented Development Plan (Corridor Plan). The Plan identifies goals and objectives intended to facilitate Transit-Oriented Development (TOD) in the Corridor Plan Area, creating an integrated pattern of land use, urban design, and circulation that is compact, pedestrian-friendly, and promotes reliance on forms of transportation other than the automobile. The Corridor Plan has resulted in the creation of two TOD zones, Hayward Park Station and Hillsdale Station.

The project site is located in the Corridor Plan and is identified as part of the Hayward Park Station Area in the Corridor Plan. The Hayward Park Station TOD area allows predominantly residential uses, with some office, retail and services. Civic uses including public open space areas, multi-modal transit facilities and access ways and commuter parking facilities are also permitted in this area. As part of the Rail Corridor Plan process, two land use alternatives were developed representing low-end (Scenario A) and high-end (Scenario Z) development scenarios that could occur under the proposed policies of the Corridor Plan, as shown in Table 1.2-1 below. These scenarios were developed by the Rail Corridor Citizens Advisory Committee. Located within the Corridor Plan Area is the Bay Meadows Racetrack facility. The Bay Meadows Land Company proposed a Specific Plan Amendment (also known as Bay Meadows Phase II) for the approximately 83-acre area consisting of the existing Bay Meadows Racetrack and associated facilities (the entirety of which is located within the Corridor Plan Area).

Corridor Subarea	Scenario A		Scenario Z		Built, Entitled or Pending Construction (as of September 2019)
Hayward Park Area					
New Housing <i>maximum density in subarea (units/acre):</i>	636 units (< 25 u/a)		1,725 units (< 74 u/a)		2,061 units (+336)
New offices	412,100	s.f.	762,100	s.f.	286,000 s.f.
New Retail	50,000	s.f.	150,000	s.f.	95,000 s.f.
Total new commercial (office & retail, independent of uses to be replaced)	462,100	s.f.	912,100	s.f.	381,000 s.f.
Bay Meadows Phase II Area					
New Housing <i>maximum density in subarea (units/acre):</i>	600 units (< 25 u/a)		1,900 units		1,145 units (-755)
New Offices	900,000	s.f.	2,777,000	s.f.	924,008 s.f.
New Retail	50,000	s.f.	200,000	s.f.	81,593 s.f.
Total new commercial (office & retail, independent of uses to be replaced) ¹	950,000	s.f.	2,977,000	s.f.	1,005,601 s.f.
El Camino Real Corridor					
New Housing <i>maximum density in subarea (units/acre):</i>	406 units (25-50 u/a)		406 units (25-50 u/a)		142 units (-264)
New Offices	254,848	s.f.	254,848	s.f.	0 s.f.
New Retail	355,831	s.f.	355,831	s.f.	129,264 s.f.
Total new commercial (office & retail, independent of uses to be replaced) ¹	610,679	s.f.	610,679	s.f.	129,264 s.f.
Corridor Total					
New Housing	1,642	units	4,031	units	3,348 units (-683)
New Offices	1,566,948	s.f.	3,793,948	s.f.	1,210,008 s.f.
New Retail	455,831	s.f.	705,831	s.f.	305,857 s.f.
Total new commercial (office & retail, independent of uses to be replaced) ¹	2,022,779	s.f.	4,499,779	s.f.	1,515,865 s.f.

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associated with the two separate, but related proposed actions: adoption of the Corridor Plan and adoption of the Bay Meadows Specific Plan Amendment. This document was both a Program EIR and a Project EIR, since the EIR studied both the Corridor Plan (a publicly-sponsored regulatory “program”) and the Bay Meadows project (a privately-sponsored development plan to be implemented through a regulatory program [Specific Plan] over multiple years that includes specific development components. The Corridor Plan FEIR evaluated all environmental impacts, including traffic, noise, air quality, biological resources, and land use for the year 2020, but did not evaluate GHG emissions generated, energy and tribal cultural resources impacts, as such analysis was not required at the time under CEQA, and they are now required due to later amendments to the statute and implementing Guidelines. The City Council certified the EIR in 2005 for the impacts associated with the Scenario “Z”.

Subsequently, additional analysis has been prepared as part of the City of San Mateo General Plan (2009) to evaluate projected growth across the City up to the year 2030. In 2010, the City of San Mateo approved the General Plan Update, which is a long-range program for the future growth of the City. The General Plan FEIR was a broad range analysis of the planned growth and did not analyze specific development projects. The intent was for the General Plan FEIR to be a program level document from which subsequent development consistent with the General Plan could tier. The General Plan FEIR also identified mitigation measures and adopted Statements of Overriding Consideration for all identified traffic and air quality impacts resulting from the maximum level of proposed development. Therefore, the proposed 961 residential units and approximately 40,000 square feet of ground floor retail have been evaluated in the 2010 General Plan FEIR at a program-level.

1.2.2 Purpose of the SEIR

In accordance with CEQA Guidelines Section 15163, the Lead or Responsible Agency may choose to prepare a supplement to an EIR rather than a subsequent EIR if:

- (1) Any of the conditions described in Section 15162 (Subsequent EIRs and Negative Declarations) would require the preparation of a subsequent EIR, and
- (2) Only minor additions or changes would be necessary to make the previous EIR adequately apply to the project in the changed situation.

As such, the City has prepared an SEIR for the proposed project to disclose any new or more severe impacts than were identified in the Corridor Plan FEIR and the San Mateo General Plan FEIR, as supplemented.

In accordance with CEQA, this SEIR provides objective information regarding the environmental consequences of the proposed project to the decisions makers who will be considering and reviewing the proposed project. The CEQA Guidelines contain the following general information of the role of an SEIR and its contents:

Section 15121(a) – Informational Document. An EIR is an informational document, which will inform public agency decision makers, and the public of the significant environmental effects of a project, identify possible ways to minimize the significant effects, and describe

reasonable alternatives to the project. The public agency shall consider the information in the EIR, along with other information that may be presented to the agency.

Section 15145 – Speculation. If, after thorough investigation, a Lead Agency finds that a particular impact is too speculative for evaluation, the agency should note its conclusion and terminate discussion of the impact.

Section 15151 – Standards for Adequacy of an EIR. An EIR should be prepared with a sufficient degree of analysis to provide decision-makers with information that enables them to make a decision that intelligently considers environmental consequences. An evaluation of the environmental effects of the proposed project need not be exhaustive, but the sufficiency of an EIR is to be reviewed in light of what is reasonably feasible. Disagreement among experts does not make an EIR inadequate, but the EIR should summarize the main points of disagreement among the experts. The courts have looked not for perfection, but for adequacy, completeness, and a good-faith effort at full disclosure.

1.2.3 Tiering From Previous EIRs

In accordance with CEQA, this SEIR will supplement the 2005 Corridor Plan and tier from both the *San Mateo 2030 General Plan FEIR* and the *Corridor Plan FEIR*. The CEQA Guidelines contain the following information on tiering an environmental document:

Section 15152 – Tiering. (a) “Tiering” refers to using the analysis of general matters contained in a broader EIR (such as one prepared for a general plan or policy statement) with later EIRs and negative declarations on narrower projects; incorporating by reference the general discussions from the broader EIR; and concentrating the EIR or negative declaration solely on the issues specific to the later project.

(b) Agencies are encouraged to tier the environmental analyses which they prepare for separate but related projects including general plans, zoning changes, and development projects. This approach can eliminate repetitive discussions of the same issues and focus the later EIR or negative declaration on the actual issues ripe for decision at each level of environmental review. Tiering is appropriate when the sequences of analysis is from an EIR prepared for a general plan, policy or program to an EIR or negative declaration for another plan, policy or program of lesser scope, or to a site-specific EIR or negative declaration. Tiering does not excuse the lead agency from adequately analyzing reasonably foreseeable significant effects of the project and does not justify deferring such analysis to a later tier EIR or negative declaration. However, the level of detail contained in a first tier EIR need not be greater than that of the program, plan, policy, or ordinance being analyzed.

1.2.4 Focusing the SEIR

The City of San Mateo prepared an Initial Study (see Appendix A of this SEIR) that determined that preparation of an SEIR was needed for the proposed Concar Passage Mixed-Use project. The Initial Study concluded that the SEIR should focus on Air Quality, Land Use and Planning, Energy, Greenhouse Gas Emissions, Noise, Transportation and Utilities and Service Systems. The issues of Aesthetics, Agricultural/Forestry Resources, Biological Resources, Cultural Resources, Geology and Soils, Hazards and Hazardous Materials, Hydrology and Water Quality, Mineral Resources,

Population and Housing, Public Services, Recreation, Tribal Cultural Resources, and Wildfire were analyzed in the Initial Study (IS). The project's impacts in these study areas were determined to be less than significant or less than significant with mitigation included. In addition, the project's impacts would conform to General Plan policies that will be made conditions of project approval and/or it was determined that the project would not result in any new or more significant impacts in these resource areas than those addressed in the *Corridor Plan FEIR* and *General Plan FEIR*.

1.2.5 Notice of Preparation and Scoping

In accordance with Section 15082 of the CEQA Guidelines, City of San Mateo prepared a Notice of Preparation (NOP) for this EIR. The NOP was circulated to local, state, and federal agencies on March 13, 2019. The standard 30-day comment period concluded on April 12, 2019. The NOP provided a general description of the proposed project and identified possible environmental impacts that could result from implementation of the project. City of San Mateo also held a public scoping meeting on Tuesday, March 26, 2019 to discuss the project and solicit public input as to the scope and contents of this EIR. The meeting was held at City Council Chambers, located at 330 West 20th Avenue, San Mateo CA 94403. Appendix K of this EIR includes the NOP and comments received on the NOP.

1.2.6 Draft EIR Public Review and Comment Period

Publication of this Draft EIR will mark the beginning of a 45-day public review period. During this period, the Draft EIR will be available to the public and local, state, and federal agencies for review and comment. Notice of the availability and completion of this Draft EIR will be sent directly to every agency, person, and organization that commented on the NOP, as well as the Office of Planning and Research. Written comments concerning the environmental review contained in this Draft EIR during the 45-day public review period should be sent to:

City of San Mateo Planning Division
330 W. 20th Avenue
San Mateo, CA 94403
Attn: Rendell Bustos and Lisa-Costa Sanders
Phone: (650) 522-7211 and (650) 333-0248
passage@cityofsanmateo.org

1.3 FINAL EIR/RESPONSES TO COMMENTS

Following the conclusion of the 45-day public review period, City of San Mateo will prepare a Final EIR in conformance with CEQA Guidelines Section 15132. The Final EIR will consist of:

- Revisions to the Draft SEIR text, as necessary;
- List of individuals and agencies commenting on the Draft SEIR;
- Responses to comments received on the Draft EIR, in accordance with CEQA Guidelines (Section 15088);
- Copies of letters received on the Draft SEIR.

Section 15091(a) of the CEQA Guidelines stipulates that no public agency shall approve or carry out a project for which an EIR has been certified which identifies one or more significant environmental effects of the project unless the public agency makes one or more written findings. If the lead agency approves a project despite it resulting in significant adverse environmental impacts that cannot be mitigated to a less than significant level, the agency must state the reasons for its action in writing. This Statement of Overriding Considerations must be included in the record of project approval.

1.3.1 Notice of Determination

If the project is approved, City of San Mateo will file a Notice of Determination (NOD), which will be available for public inspection and posted within 24 hours of receipt at the County Clerk's Office and available for public inspection for 30 days. The filing of the NOD starts a 30-day statute of limitations on court challenges to the approval under CEQA (CEQA Guidelines Section 15094(g)).

SECTION 2.0 PROJECT INFORMATION

2.1 PROJECT TITLE

Concar Passage Mixed-Use Project

2.2 LEAD AGENCY CONTACT

Rendell Bustos, Associate Planner
City of San Mateo – Planning Division
330 W. 20th Avenue
San Mateo, CA 94403
650.522.7211
passage@cityofsanmateo.org

Lisa-Costa Sanders, Principal Planner
City of San Mateo – Planning Division
330 W. 20th Avenue
San Mateo, CA 94403
650.333.0248
passage@cityofsanmateo.org

2.3 PROJECT APPLICANT

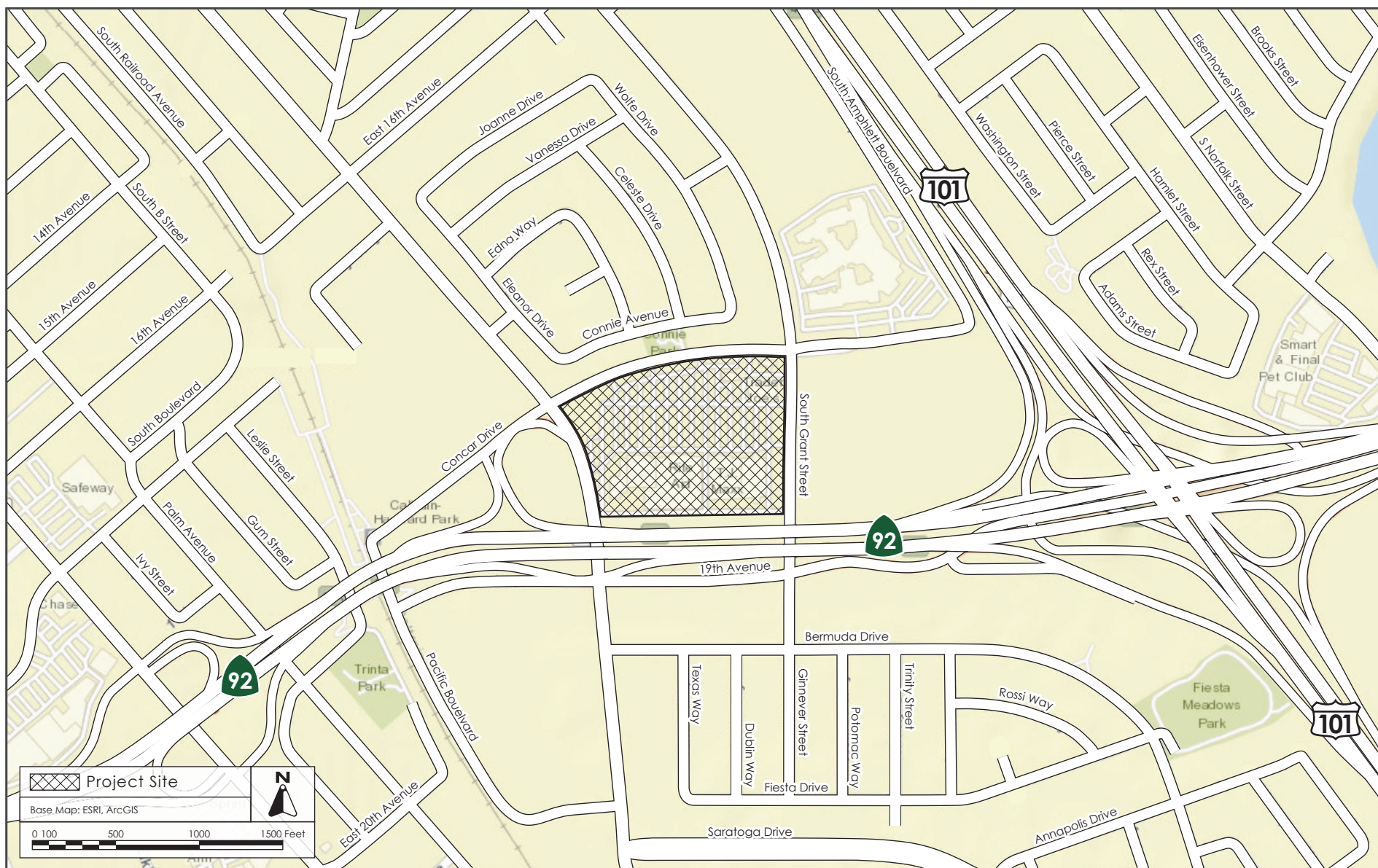
Brian Myers
California Coastal Properties
4 Embarcadero, Suite 1400
San Francisco, CA 941114

2.4 PROJECT LOCATION

The 14.5 acre project site is located at the existing Concar Shopping Center and surface parking lot in the City and County of San Mateo, California. The site is bounded by Concar Drive to the north, S. Grant Street to the east, State Route 92 to the south, and S. Delaware Street to the west. The location of the project site is shown on the following figures:

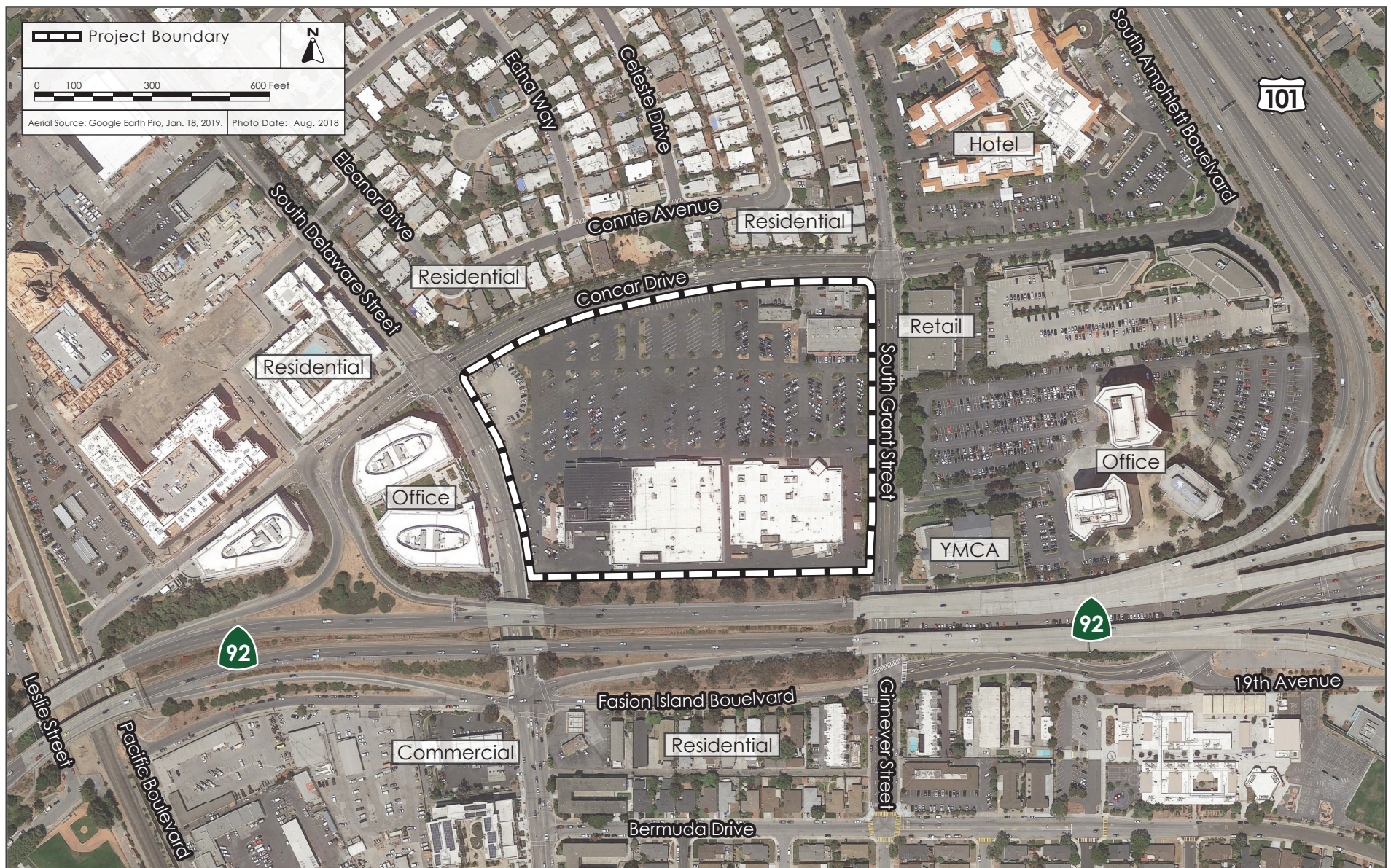
- Figure 2.4-1 Regional Map
- Figure 2.4-2 Vicinity Map
- Figure 2.4-3 Aerial Photograph and Surrounding Land Uses





VICINITY MAP

FIGURE 2.4-2



AERIAL PHOTOGRAPH AND SURROUNDING LAND USES

FIGURE 2.4-3

2.5 ASSESSOR'S PARCEL NUMBER

035-242-090, 035-242-140, 035-242-160, 035-242-170, 035-242-200, 035-242-210, 035-242-190, 035-242-220

2.6 GENERAL PLAN DESIGNATION AND ZONING DISTRICT

General Plan Land Use Designation: *Transit-Oriented Development*

Zoning: *TOD-Transit Oriented Development*

2.7 HABITAT PLAN DESIGNATION

There is no applicable habitat conservation plan (HCP) or natural community conservation plan (NCCP), or other approved local, regional, or state habitat conservation plan for the City of San Mateo.

2.8 PROJECT-RELATED APPROVALS, AGREEMENTS, AND PERMITS

- Site Plan and Architectural Review
- Site Development Permit
- Vesting Tentative Map
- Public Works Permits (e.g., grading, building, encroachment, discharge)
- Development Agreement

SECTION 3.0 PROJECT DESCRIPTION

3.1 PROJECT OVERVIEW

The project site is the approximately 14.5-acre (631,854 square feet) Concar Shopping Center and surface parking lot in the City of San Mateo, California. The project site is currently improved with 165,000 square feet of retail space occupied by a variety of users including several commercial buildings, a convenience store, a recycling center, a restaurant, and a dance studio. The existing shopping center consists of six buildings with perimeter parking, as shown on Figure 2.4-3. The site is surrounded by residential uses to the north along Concar Drive, San Mateo Marriott hotel to the northeast, commercial uses and the Peninsula Family YMCA to the east along S. Grant Street, State Route 92 and 19th Avenue to the south, more office uses to the west along Delaware Street, and a newly-constructed multifamily residential complex to the northwest. The site is surrounded by primarily residential and office land uses. Figures 2.4-1 and 2.4-2 contain regional and vicinity maps of the project site, respectively, and Figure 2.4-3 shows an aerial photograph with surrounding land uses.

The site is designated as *Transit-Oriented Development* under the City's General Plan and is zoned *TOD-Transit Oriented Development*. The Project Site is located in *Area 2* of the Hayward Park Station TOD Overlay Zone of the San Mateo Rail Corridor Transit Oriented Development Plan (Corridor Plan) and is designated as Neighborhood/Commercial Retail/Residential with a band of Ground Floor Retail along Concar Drive and High-Density Residential/Office along Delaware Street.

3.2 PROPOSED DEVELOPMENT

3.2.1 Site design

The project proposes to demolish the existing 165,000 square foot retail strip center and adjoining surface parking lot and redevelop the site with residential mixed-use transportation-oriented development walkable to the Hayward Park CalTrain Station, with one level of below-grade parking. Figure 3.2-1 through Figure 3.2-7 show the site plan, building elevations and site sections.

3.2.1.1 *Residential*

The proposed project includes 961-units (including 954 apartments and seven live-work units). Consistent with affordable housing requirements in the City of San Mateo, the project would provide ten percent (73 apartments) affordable units onsite to very low-income families. As an additional community benefit, the applicant proposes to make an additional 36 units, or five percent of the base density units, at Moderate Income levels throughout the project site. Under State Density Bonus Law, the affordable units would qualify the project for a 32.5 percent density bonus and one incentive/concession. This bonus allows an additional 236 units above the 725 units allowed under the General Plan and Corridor Plan, for a total of 961 units. In addition, State Density Bonus Law provides parking standards for density bonus projects. The maximum height of the buildings would be approximately 55 feet, with massing along Concar Drive reduced to 35 feet (See Figure 3.2-8).

The Project would also provide 31,080 square foot of residential amenities, including lounge areas, fitness and yoga centers, and bike depots.

3.2.1.2 *Commercial*

The project includes approximately 40,000 square foot of retail uses, including the “SEED” food hall, Peninsula Ballet Theater administrative space, performance space, restaurant, retail space, and a day care center. The Trader Joe’s, 7-Eleven, and the Ballet Theatre will remain as tenants within reconstructed spaces. The project proposes a 4,500 square feet commercial space on Concar Drive for daily administrative operations and an additional 3,100 square feet performance space on S. Delaware that would be available to the Ballet. The day care center would be located in a separate building along Grant Street, adjacent to the YMCA. It would include a 5,060 square feet day care facility for approximately 70 children (beyond the project’s projected demand) and 4,830 square feet of protected play area dedicated to the day care.

In total, the Project would result a net increase of 961 units (including 31,080 square feet in interior amenities) and a net decrease of 125,600 square feet commercial uses.

3.2.1.3 *Transit-Oriented Development*

The project Site is located within ½ mile of the Hayward Park Station TOD Overlay Zone of the Rail Corridor Plan. The center for the proposed community is a public/private mobility hub called The Depot that will facilitate a non-auto dependent style of living for the residents of the project and for all the surrounding neighborhoods. The Depot will combine with the public passages intersecting the site from all directions to frame the Hub that will total over four acres of publicly accessible parks and paseos.

3.2.2 Tree Removal and Landscaping

Construction of the proposed project would remove all existing 64 trees (eight “Heritage Trees” and 56 others) and would replace them with landscaping including 319 trees, shrubs, turf, and bioretention areas around and throughout the project site (refer to Figure 3.2-9). None of the species present were native to the San Mateo area. The project provides 6.83 acres of open space area (4.67 accessible to the public and 2.16 acres available to residents). The project also includes a pedestrian connection to the 19th Avenue neighborhood to the north, the Medallia office to the west and the YMCA/Office buildings to the east.



Source: MVE Partners, June 14, 2019.

CONCEPTUAL SITE PLAN

FIGURE 3.2-1



North Elevation



South Elevation



West Elevation

Source: MVE Partners. June 14, 2019.

BUILDING B1 ELEVATIONS

FIGURE 3.2-2



BUILDING B2 ELEVATIONS

FIGURE 3.2-3



Source: MVE Partners, June 14, 2019.

BUILDING B3 ELEVATIONS

FIGURE 3.2-4



Source: MVE Partners, June 14, 2019.

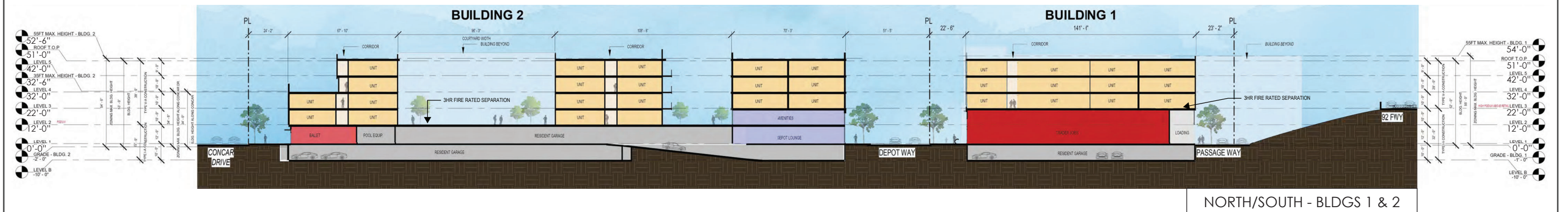
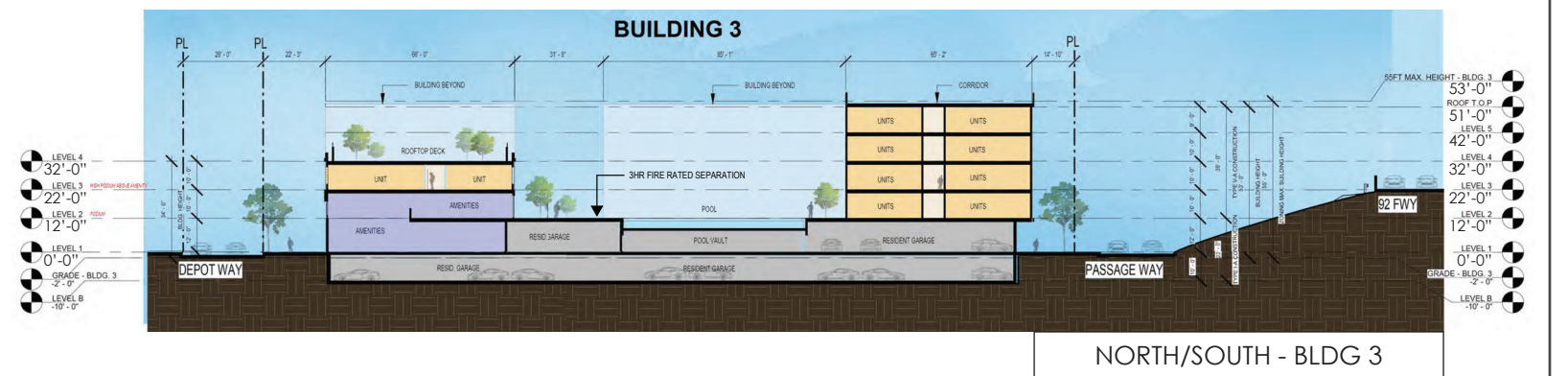
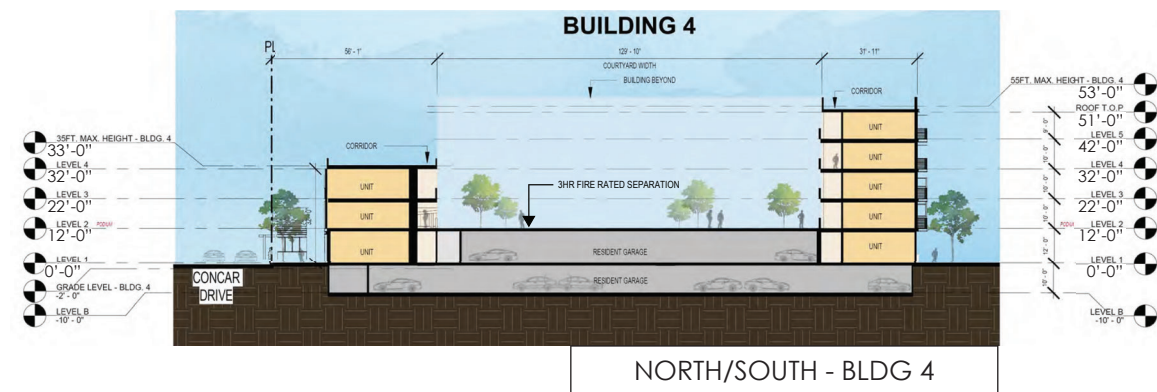
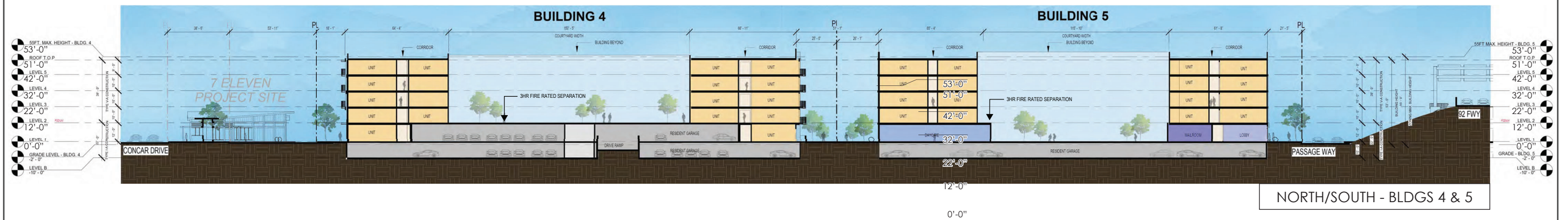
BUILDING B4 ELEVATIONS

FIGURE 3.2-5



BUILDING B5 ELEVATIONS

FIGURE 3.2-6



- AMENITIES
- RETAIL
- CORRIDOR
- UNITS
- GARAGE

Source: MVE Partners. June 14, 2019.



Source: MVE Partners. June 14, 2019.

HEIGHT DIAGRAM

FIGURE 3.2-8

PLANTING GROUPS

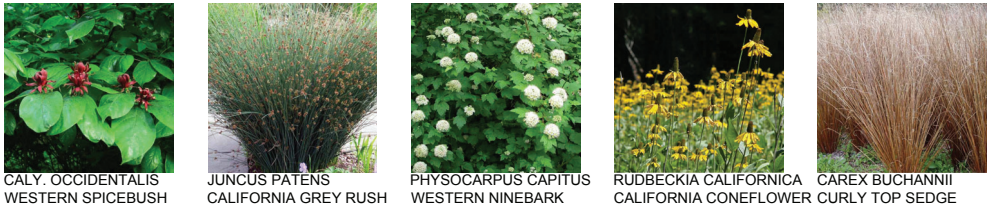
GROUP A



GROUP B



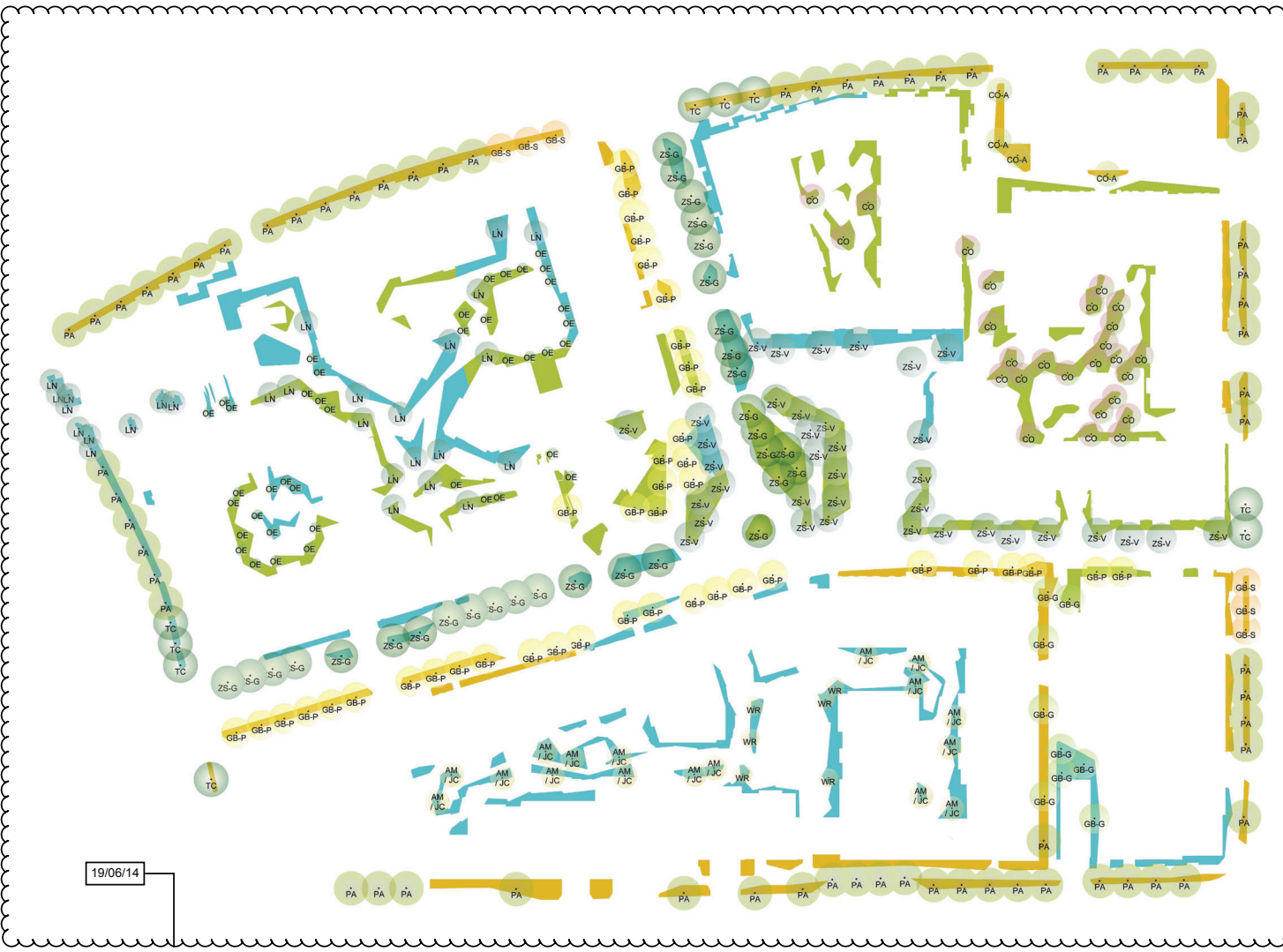
GROUP C



PROPOSED TREES

- ZS-V ZELKOVA SERRATA 'VILLAGE GREEN' VILLAGE GREEN ZELKOVA
- ZS-G ZELKOVA SERRATA 'GREEN VASE' GREEN VASE ZELKOVA
- TC TRISTANIA CONFERTA BRISBANE BOX
- GB-P GINKGO BILOBA 'PRINCETON SENTRY' PRINCETON SENTRY GINKGO
- GB-G GINKGO BILOBA 'GOLDEN COLONNADE' GOLDEN COLONNADE GINKGO
- GB-S GINKGO BILOBA 'SARATOGA' SARATOGA GINKGO
- PA PLATANUS ACERIFOLIA 'COLUMBIA' COLUMBIA SYCAMORE
- AM / JC ARCTOSTAPHYLOS MANZANITA COMMON MANZANITA
- AM / JC JUNIPERUS CALIFORNICA CALIFORNIA JUNIPER
- OE OLEA EUROPA 'SWAN HILL' SWAN HILL OLIVE
- LN LAURIS NOBILIS 'SARATOGA' SARATOGA BAY LAUREL
- CO CERIC OCCIDENTALIS WESTERN REDBUD
- CO-A CERCIS OCCIDENTALIS 'ALBA' WHITE WESTERN REDBUD
- WR WASHINGTONIA ROBUSTA MEXICAN FAN PALM

PLANTING LEGEND					
GROUP	BOTANICAL NAME / COMMON NAME	PLANTED SIZE	MATURE SIZE	WUCOLS	
A	ARCTOSTAPHYLOS SP. MANZANITA	1-5 G	VARIABLES	LOW	
A	ROSMARINUS OFFICINALIS ROSEMARY	3-5 G	4' X 4'	LOW	
A	LAVANDULA OFFICINALIS LAVENDER	1 G	3' X 3'	LOW	
A	PITTOSPORUM SP.	5 G - 10 G	VARIABLES	LOW	
A	PHORMIUM TENAX NEW ZEALAND FLAX	5 G	5' X 5'	LOW	
B	CAREX NUDATA DUDLEY'S SEDGE	1 G	2'-6" X 2'-6"	LOW	
B	MYRICA CALIFORNICA CALIFORNIA WAX MYRTLE	5 GAL.	3' W X 6' T	MODERATE	
B	VACCINIUM OVATUM CALIFORNIA HUCKLEBERRY	1 G - 5 G	3' X 3'	MODERATE	
B	CHONDROPETALUM TECTORUM CAPE RUSH	1 G	1' X 3'	LOW	
B	POLYSTICHUM MUNIUM WESTERN SWORD FERN	1 G - 5 G	3' X 3'	MODERATE	
C	CALCYANTHUS OCCIDENTALIS WESTERN SPICE BUSH	5 G - 10 G	4' X 6'	MODERATE	
C	JUNCUS PATENS SPREADING RUSH	1 G	1' X 3"	LOW	
C	PHYSOCARPUS CAPITUM WESTERN NINEBARK	5 G	3' X 6'	LOW	
C	RUDBECKIA CALIFORNICA CALIFORNIA CONEFLOWER	1 G	1' X 2'	MODERATE	
C	CAREX BUCHANANII CURLY TOP SEDGE	1 G	1' X 2'	MODERATE	



PLANTING PRECEDENTS



ORNAMENTAL PLANTING

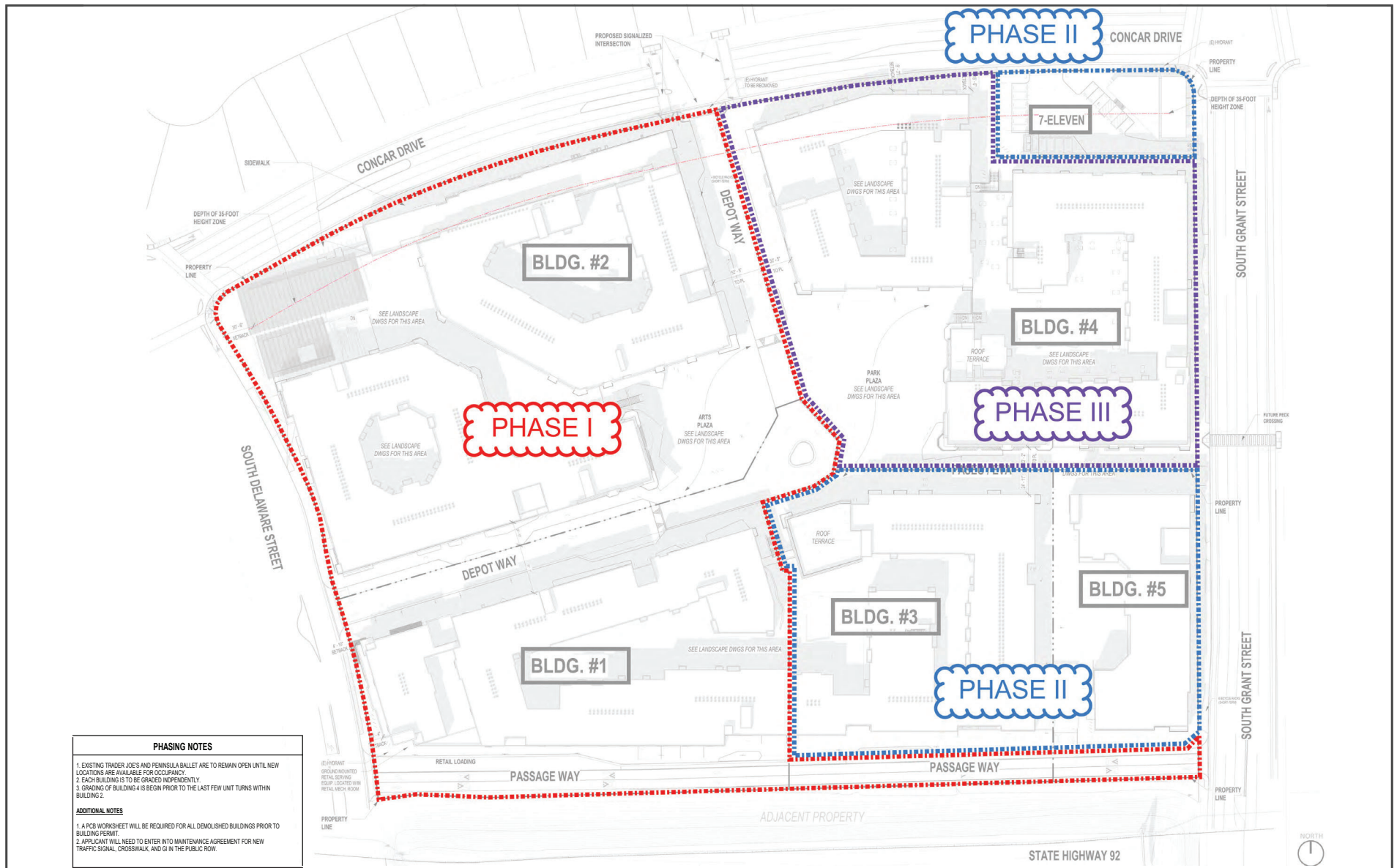


STREETSCAPE PLANTING



STORMWATER PLANTING

Source: FLETCHER STUDIO LANDSCAPE ARCHITECTURE.



PHASING PLAN

FIGURE 3.2-10

3.2.3 Site Access and Parking

The project would provide a total of 1,343 on-site spaces for the residential uses, including visitor parking, and 255 parking spaces for the retail uses. In total, the project would provide 1,598 parking spaces. The project would also provide 1,032 secured long-term bicycle spaces and 78 short-term spaces.

The project will provide two new private streets: Depot Way (900 feet in length and 28 feet wide) and Passage Way (850 feet in length and 26 feet wide). Vehicle access would be provided to the project site from Delaware Street, Concar Drive and Grant Street with a private road connecting Delaware and Concar through the site called Depot Way. Bicycle and pedestrian access would be provided to the project site by protected bike intersections at Concar/Delaware and Concar/Grant, Class IV separated bike lanes on Concar Drive, Delaware Street and Grant Street, as well as a mid-block pedestrian crossing on Grant Street. Protected and/or separated bike facilities would allow residents to travel from the site to key destinations without interference with motor vehicle traffic. Delivery vehicle access would be provided to the project site from Delaware Street and Grant Street with a private road connecting both streets through the site called Passage Way as shown in Figure 3.2-1.

3.2.4 General Plan and Zoning

The Land Use Designation for the site in the City's General Plan is *Transit Oriented Development*. Land uses within this area should be transit supportive, including multi-family housing and major employment centers. Retail uses are intended to be convenience oriented, such as, but not limited to shops which carry smaller goods, cafes, newsstands, dry cleaners, neighborhood grocery stores, specialized services and shops such as daycare, bicycle shops, art stores, or similar uses. These uses should be developed within larger mixed-use buildings, combined with residential or offices uses. Childcare facilities and daycare centers should be incorporated within employment centers and multi-family projects. The current zoning of the site is *TOD (Transit Oriented Development)*. The purpose of the *TOD* District is to implement the TOD policies of the Rail Corridor Plan and encourage more intensive development within walking distance of transit stations. TOD is intended to provide for an integrated mix of land uses that support transit use through site design that enhances accessibility to stations and is supportive of pedestrian and bicycle use. The proposed project is consistent with the existing General Plan and Zoning designation of the site.

3.2.5 Utility Improvements

There are two existing 12-inch Reinforced Concrete Pipe (RCP) storm drain lateral connections to the site along Concar Drive and two, 12-inch RCP and 18-inch RCP storm drain lateral connections to the site along Grant Street. The project currently doesn't have any storm treatment and management features, and so urban runoff flows off the site without treatment or detention. The project proposes to incorporate bio-retentions and podium planters to treat the site's impervious area (see Figure 4.10-1). Storm drainage from the bio-retention basins and podium planters, would be connected to the existing catch basins on Grant Street, Delaware Street, and Concar Drive.

Wastewater from the project site would be directed to two six-inch Vitrified Clay Pipe (VCP) lateral connections to the site along Delaware Street, three six-inch VCP lateral connections to the site along Concar Drive, and three six-inch VCP lateral connections to the site along Grant Street. The project

Concar Drive, and three six-inch VCP lateral connections to the site along Grant Street. The project site is served by an eight-inch and four-inch fire service lateral from the 10-inch Asbestos Concrete (AC) main along Grant Street and a 10-inch fire service lateral from the 10-inch AC main along Delaware Street. The project site would be served by separate lateral connections to the water main for both fire sprinkler and fire hydrant services along Concar Drive, Delaware Street, and Grant Street.

3.2.6 Demolition and Construction

Construction activities are expected to commence in 2020 and be completed by 2025. Construction will occur in three phases, maintaining occupancy in the buildings during the construction period (see Figure 3.2-10). Construction activities associated with the proposed project include site clearing and demolition (e.g., removing existing vegetation and trees and the existing structures on the project site), utility connections (e.g., new lateral connections to the existing water, sewer, and storm drain mains), building construction, frontage improvements (e.g., new street trees, new curb, gutter, sidewalk and driveway construction and placing existing overhead utility lines underground), and landscaping on the site. The project area would be graded, with a cut of 117,820 cubic yards (c.y.) of soil and fill of 970 c.y. of soil. Therefore, no more than ten feet of cut and 3.5 feet of fill is planned for site development. The project construction is assumed to use all Tier 4 off-road equipment. During construction, all staging activities (e.g., equipment and material storage) would occur on the project site. The construction workers would park on the project site and in the project area.

3.3 PROJECT OBJECTIVES

Pursuant to CEQA Guidelines Section 15124, the EIR must identify the objectives sought by the proposed project. The stated objectives of the project proponent are:

- To provide a high density, transit-oriented, mixed-use development composed of housing and neighborhood retail consistent with the General Plan, Rail Corridor Transit Oriented Development Plan, Zoning Code, Climate Action Plan and the height limits imposed by Measures H&P and associated planning and environmental review efforts.
- To provide a project that is transformational in terms of non-auto dependent mobility by providing walkable access to the Hayward Park CalTrain Station and several major local employers; an on-site mobility hub to coordinate multiple modes of transportation; and transportation demand measures and services to reduce daily car trips.
- To provide a mix of affordable housing units at varying affordability levels to help address the Bay Area housing crisis.
- To incorporate several sustainable design measures such as use of 100 percent Renewable Energy Sources through Peninsula Clean Energy, Electric Vehicle (EV) charging spaces and high efficiency fixtures.
- To provide ample opportunities for publicly accessible parks and paseos for future residents and City residents alike.
- To provide contemporary design, compatible with the newer developments along South Delaware while incorporating design elements compatible with the 19th Avenue Park neighborhood.
- To provide a mix of commercial and residential uses that allow the residents and surrounding neighborhood the convenience and opportunity to shop, dine and recreate on-site.

- To provide community recreation, entertainment and gathering spaces for future project residents and City residents alike.
- To provide public art throughout the project and the open space areas.
- To provide day care to support families living on-site and additional capacity for off-site families as well.

3.4 USES OF THE EIR

This SEIR is intended to provide the City of San Mateo, other public agencies, and the general public with the relevant environmental information needed in considering the proposed project.

The City of San Mateo anticipates that discretionary approvals by the City, including but not limited to the following, will be required to implement the project addressed in this SEIR:

1. Site Development Planning Application
2. Site Plan and Architectural Review
3. Vesting Tentative Map
4. Public Works Permits (e.g., grading, building, encroachment, discharge)
5. Development Agreement

SECTION 4.0 ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION

An Initial Study was prepared for the proposed project by the City of San Mateo. The Initial Study determined that the project could have potentially significant impacts in the resource areas of air quality, energy, greenhouse gas emissions, noise, transportation, and utilities and service systems. This EIR is a Focused EIR which concentrates on the potentially significant impacts of the project on the environmental resource areas shown below. This Focused EIR references the Initial Study prepared for the project for all other areas of impact analysis not provided in this Focused EIR (see Appendix A). This section presents the discussion of impacts related to the following environmental subjects in their respective subsections:

3.1	Air Quality	3.5	Noise
3.2	Energy	3.6	Transportation
3.3	Greenhouse Gas Emissions	3.7	Utilities and Service Systems
3.4	Land Use and Planning		

The discussion for each environmental subject includes the following subsections:

Environmental Setting – This subsection 1) provides a brief overview of relevant plans, policies, and regulations that compose the regulatory framework for the project and 2) describes the existing, physical environmental conditions at the project site and in the surrounding area, as relevant.

Impact Discussion – This subsection includes the recommended checklist questions from Appendix G of the CEQA Guidelines to assess impacts.

- **Project Impacts** – This subsection discusses the project’s impact on the environmental subject as related to the checklist questions. For significant impacts, feasible mitigation measures are identified. “Mitigation measures” are measures that will minimize, avoid, or eliminate a significant impact (CEQA Guidelines Section 15370). Each impact is numbered to correspond to the checklist question being answered. For example, Impact BIO-1 answers the first checklist question in the Biological Resources section. Mitigation measures are also numbered to correspond to the impact they address. For example, MM BIO-1.3 refers to the third mitigation measure for the first impact in the Biological Resources section.
- **Cumulative Impacts** – This subsection discusses the project’s cumulative impact on the environmental subject. Cumulative impacts, as defined by CEQA, refer to two or more individual effects, which when combined, compound or increase other environmental impacts. Cumulative impacts may result from individually minor, but collectively significant effects taking place over a period of time. CEQA Guideline Section 15130 states that an EIR should discuss cumulative impacts “when the project’s incremental effect is cumulatively considerable.” The discussion does not need to be in as great detail as is necessary for project impacts, but is to be “guided by the standards of practicality and reasonableness.” The purpose of the cumulative analysis is to allow decision makers to better understand the impacts that might result from approval of past, present, and reasonably foreseeable future projects, in conjunction with the proposed project addressed in this EIR.

The CEQA Guidelines advise that a discussion of cumulative impacts should reflect both their severity and the likelihood of their occurrence. CEQA Guidelines Section 15130(b). To accomplish these two objectives, the analysis should include either a list of past, present, and probable future projects or a summary of projections from an adopted general plan or similar document. CEQA Guidelines Section 15130(b)(1). This EIR uses the list of projects approach.

The analysis must determine whether the project's contribution to any cumulatively significant impact is cumulatively considerable, as defined by CEQA Guideline Section 15065(a)(3). The cumulative impacts discussion for each environmental issue accordingly addresses the following issues: 1) would the effects of all of past, present, and probable future (pending) development result in a significant cumulative impact on the resource in question; and, if that cumulative impact is likely to be significant, 2) would the contribution from the proposed project to that significant cumulative impact be cumulatively considerable?

Table 4.0-1 identifies the approved (but not yet constructed or occupied) and pending projects in the project vicinity that are evaluated in the cumulative analysis.

Table 4.0-1: Cumulative Projects List		
Project Name	Location	Description
Approved But Not Yet Constructed/Occupied		
Waters Office Park Residential Project	1,2 and 3 Waters Park Drive	Waters Technology Office Park is an 11.1-acre property off Norfolk St. currently occupied by an approximately 100,000-square-foot office business park. The proposed redevelopment would demolish all existing offices and replace with 190 for-sale residences, including a mix of two-story detached single-family residences, as well as three (3) and four (4) story attached townhomes and flats. The project also proposes a new publicly accessible, privately-owned trail along Borel Creek and private open space
Hillsdale Shopping Center Redevelopment	60 31st Ave	Demolish a portion of the current shopping center and construct new retail plus a 10-screen movie theater. Total size increase will be 20,157 s.f.
Hillsdale Terraces	2700, 2728, 2790 South El Camino Real	13,978 s.f. commercial space and 74 condominiums
Hampton Inn and Suites	2940 S. Norfolk St.	Demolition of existing Best Western Hotel and construction of new 182 room/suite Hampton Inn & Suites Hotel
AAA	1650 S. Delaware	The project is to demolish the existing office building, remove the existing 26 trees on the site, and construct an approximately 123,241 square foot five-story structure for 73 residential

		apartment units including an at-grade parking garage containing 98 vehicular parking spaces and 96 long-term bicycle spaces.
21 Lodato Avenue	21 Lodato Avenue	The project would demolish an existing single-family home to accommodate three (3) multi-family dwellings and associated common space.
Station Park Green Development	1750 South Delaware Street	The Station Park Green Development consists of four individual buildings on an approximately 11.97-acre (approximately 521,396 square-foot) Site. It combines 599 multi-family residential units along with approximately 11,000 square feet of Office space, and 26,000 square feet of Retail / Services / Restaurant space. Each building contains a concealed parking garage, fully enclosed by occupiable space.
Bay Meadows II Spar Modifications	3150 S. Delaware Street	The project proposes to modify the previously approved Bay Meadows Phase II SPAR #1 for two office buildings. The approved Station 1 block office building would be modified to increase the office space from 92,267 sq. ft. to approximately 184,205 sq. ft., remove 5,794 sq. ft. of ground floor commercial space, and eliminate a freestanding parking garage. The approved Station 5 office building would be modified to increase the office space from 98,338 sq. ft. to approximately 183,283 sq. ft., and reduce the ground floor commercial space from 4,098 sq. ft. to 2,378 sq. ft.
Franklin Templeton Campus Expansion	One Franklin Parkway	Construct 245,260 s.f. of office space, expanding the existing campus to a total of 813,683 s.f. of office space
Pending		
Hayward Park Train Station Parking Lot	Hayward Park Caltrain Station	The project would develop a 138,520 square foot (or 3.18 acre) parcel currently serving as a 225 space surface parking lot for CalTrain. The project proposes a 189 apartment units to be located in two five-story residential buildings and includes 268 parking spaces on two levels of podium garage parking.
1600-1620 South El Camino Real & 1541-1543 Jasmine Street	1600-1620 South El Camino Real & 1541-1543 Jasmine Street	The project would demolish the existing on-site structures to construct a 61,356 square-foot mixed-use building. The project site consists of six (6) parcels totaling 32,500 square feet. The mixed-use building would consist of office use on the ground floor and 44 residential units through four (4) stories above. The project also proposes

		81 parking spaces through surface level parking and one (1) level of below-grade parking.
1495 South El Camino Real	1495 South El Camino Real	1495 S. El Camino Real is a 0.68-acre site currently occupied by an approximately 5,188-square-foot single-story office building with surface parking. The proposed redevelopment would demolish the existing office and replace it with a 27,025-square-foot office and retail building with one level of below grade parking.
940 South Claremont Street	940 South Claremont Street	The project would demolish one of the existing historic buildings and construct a 17,002 square-foot three-story office-use building. The two remaining historic buildings are proposed to be remodeled and rehabilitated. The proposed uses include 45,049 square feet of office for the new three-story office building, and 13,760 square feet and 4,791 square feet of office for the existing buildings. The applicant is proposing to provide surface level parking and one level of basement parking.
Underground Flow Equalization System	2495 S Delaware Street	<p>The Underground Flow Equalization System (UFES) project, consistent with the Council's selected program alternative, will provide the wastewater system capacity to comply with regulations requiring prevention of sanitary system overflows.</p> <p>This project consists of a concrete holding structure, pump station, diversion sewers and force main, and on odor control equipment room. These facilities would be located underground. Access hatches, an emergency backup generator, and an electrical building and vents for treated air would be located at ground level.</p>

For each environmental issue, cumulative impacts may occur within different geographic areas. For example, the project effects on air quality would combine with the effects of projects in the entire air basin, whereas noise impacts would primarily be localized to the surrounding area. The geographic area that could be affected by the proposed project varies depending upon the type of environmental issue being considered. Section 15130(b)(3) of the CEQA Guidelines states that lead agencies should define the geographic scope of the area affected by the cumulative effect. Table 4.0-2 provides a summary of the different geographic areas used to evaluate cumulative impacts in this SEIR.

Table 4.0-2: Geographic Considerations in Cumulative Analysis	
Resource Area	Geographic Area
Air Quality	San Francisco Bay Area Air Basin
Energy	Energy provider's territory
GHGs	Planet-wide
Land Use and Planning/Population and Housing	Citywide
Noise and Vibration	Project site and adjacent parcels
Transportation/Traffic	Citywide
Utilities and Service Systems	Citywide

4.1 AIR QUALITY

The following discussion is based in part on an Air Quality Assessment prepared for the proposed project by *Ramboll US Corporation*. The report, dated September 6, 2019, is attached to this EIR as Appendix B.

4.1.1 Environmental Setting

4.1.1.1 *Background Information*

Criteria Pollutants

Air quality in the Bay Area is assessed related to six common air pollutants (referred to as criteria pollutants), including ground-level ozone (O₃), nitrogen oxides (NO_x), particulate matter (PM), carbon monoxide (CO), sulfur oxides (SO_x), and lead.² Criteria pollutants are regulated because they result in health effects. An overview of the sources of criteria pollutants and their associated health are summarized in Table 4.1-1. The most commonly regulated criteria pollutants in the Bay Area are discussed further below.

Table 4.1-1: Health Effects of Air Pollutants		
Pollutants	Sources	Primary Effects
O ₃	Atmospheric reaction of organic gases with nitrogen oxides in sunlight	<ul style="list-style-type: none">• Aggravation of respiratory and cardiovascular diseases• Irritation of eyes• Cardiopulmonary function impairment
Nitrogen Dioxide (NO ₂)	Motor vehicle exhaust, high temperature stationary combustion, atmospheric reactions	<ul style="list-style-type: none">• Aggravation of respiratory illness• Reduced visibility
Fine Particulate Matter (PM _{2.5}) and Coarse Particulate Matter (PM ₁₀)	Stationary combustion of solid fuels, construction activities, industrial processes, atmospheric chemical reactions	<ul style="list-style-type: none">• Reduced lung function, especially in children• Aggravation of respiratory and cardiorespiratory diseases• Increased cough and chest discomfort• Reduced visibility
Toxic Air Contaminants (TACs)	Cars and trucks, especially diesel-fueled; industrial sources, such as chrome platers; dry cleaners and service stations; building materials and products	<ul style="list-style-type: none">• Cancer• Chronic eye, lung, or skin irritation• Neurological and reproductive disorders

High O₃ levels are caused by the cumulative emissions of reactive organic gases (ROG) and NO_x. These precursor pollutants react under certain meteorological conditions to form high O₃ levels. Controlling the emissions of these precursor pollutants is the focus of the Bay Area's attempts to

² The area has attained both state and federal ambient air quality standards for CO. The project does not include substantial new emissions of sulfur dioxide or lead. These criteria pollutants are not discussed further.

reduce O₃ levels. The highest O₃ levels in the Bay Area occur in the eastern and southern inland valleys that are downwind of air pollutant sources.

PM is a problematic air pollutant of the Bay Area. PM is assessed and measured in terms of respirable particulate matter or particles that have a diameter of 10 micrometers or less (PM₁₀) and fine particulate matter where particles have a diameter of 2.5 micrometers or less (PM_{2.5}). Elevated concentrations of PM₁₀ and PM_{2.5} are the result of both region-wide emissions and localized emissions.

Toxic Air Contaminants

TACs are a broad class of compounds known to have health effects. They include but are not limited to criteria pollutants. TACs are found in ambient air, especially in urban areas, and are caused by industry, agriculture, diesel fuel combustion, and commercial operations (e.g., dry cleaners). TACs are typically found in low concentrations, even near their source (e.g., diesel particulate matter [DPM] near a freeway).

Diesel exhaust is the predominant TAC in urban air and is estimated to represent about three-quarters of the cancer risk from TACs. Diesel exhaust is a complex mixture of gases, vapors, and fine particles. Medium- and heavy-duty diesel trucks represent the bulk of DPM emissions from California highways. The majority of DPM is small enough to be inhaled into the lungs. Most inhaled particles are subsequently exhaled, but some deposit on the lung surface or are deposited in the deepest regions of the lungs (most susceptible to injury).³ Chemicals in diesel exhaust, such as benzene and formaldehyde, have been previously identified as TACs by the California Air Resources Board (CARB).

Sensitive Receptors

Some groups of people are more affected by air pollution than others. CARB has identified the following persons who are most likely to be affected by air pollution: children under 16, the elderly over 65, athletes, and people with cardiovascular and chronic respiratory diseases. These groups are classified as sensitive receptors. Locations that may contain a high concentration of these sensitive population groups include residential areas, hospitals, daycare facilities, elder care facilities, and elementary schools.

4.1.1.2 *Regulatory Framework*

Federal and State

Clean Air Act

At the federal level, the United States Environmental Protection Agency (EPA) is responsible for overseeing implementation of the Clean Air Act and its subsequent amendments. The federal Clean Air Act requires the EPA to set national ambient air quality standards for the six common criteria pollutants (discussed previously), including PM, O₃, CO, SO_x, NO_x, and lead.

³ California Air Resources Board. "Overview: Diesel Exhaust and Health." Accessed September 19, 2019. <https://www.arb.ca.gov/research/diesel/diesel-health.htm>.

CARB is the state agency that regulates mobile sources throughout the state and oversees implementation of the state air quality laws and regulations, including the California Clean Air Act. The EPA and the CARB have adopted ambient air quality standards establishing permissible levels of these pollutants to protect public health and the climate. Violations of ambient air quality standards are based on air pollutant monitoring data and are determined for each air pollutant. Attainment status for a pollutant means that a given air district meets the standard set by the EPA and/or CARB.

Risk Reduction Plan

To address the issue of diesel emissions in the state, CARB developed the Risk Reduction Plan to Reduce Particulate Matter Emissions from Diesel-Fueled Engines and Vehicles. In addition to requiring more stringent emission standards for new on-road and off-road mobile sources and stationary diesel-fueled engines to reduce particulate matter emissions by 90 percent, the plan involves application of emission control strategies to existing diesel vehicles and equipment to reduce DPM (in addition to other pollutants). Implementation of this plan, in conjunction with stringent federal and CARB-adopted emission limits for diesel fueled vehicles and equipment (including off-road equipment), will significantly reduce emissions of DPM and NO_x.

Regional

2017 Clean Air Plan

The Bay Area Air Quality Management District (BAAQMD) is the agency primarily responsible for assuring that the federal and state ambient air quality standards are maintained in the San Francisco Bay Area. Regional air quality management districts, such as BAAQMD, must prepare air quality plans specifying how state and federal air quality standards will be met. BAAQMD's most recently adopted plan is the Bay Area 2017 Clean Air Plan (2017 CAP). The 2017 CAP focuses on two related BAAQMD goals: protecting public health and protecting the climate. To protect public health, the 2017 CAP describes how BAAQMD will continue its progress toward attaining state and federal air quality standards and eliminating health risk disparities from exposure to air pollution among Bay Area communities. To protect the climate, the 2017 CAP includes control measures designed to reduce emissions of methane and other super-greenhouse gases (GHGs) that are potent climate pollutants in the near-term, and to decrease emissions of carbon dioxide by reducing fossil fuel combustion.⁴

CEQA Air Quality Guidelines

The BAAQMD CEQA Air Quality Guidelines are intended to serve as a guide for those who prepare or evaluate air quality impact analyses for projects and plans in the San Francisco Bay Area. Jurisdictions in the San Francisco Bay Area Air Basin utilize the thresholds and methodology for assessing air quality impacts developed by BAAQMD within their CEQA Air Quality Guidelines. The guidelines include information on legal requirements, BAAQMD rules, methods of analyzing impacts, and recommended mitigation measures.

⁴ BAAQMD. *Final 2017 Clean Air Plan*. April 19, 2017. <http://www.baaqmd.gov/plans-and-climate/air-quality-plans/current-plans>.

Local

City of San Mateo General Plan

Various policies and actions of the City of San Mateo General Plan have been adopted for the purpose of avoiding or mitigating air quality impacts resulting from planned development within the City, including the following, which are applicable to the subject project:

Policies	Description
LU 8.9	<p>The City shall mitigate air quality impacts generated during construction activities by the following measures:</p> <ul style="list-style-type: none">• Use of appropriate dust control measures, based on project size and latest BAAQMD guidance, shall be applied to all construction activities within San Mateo.• Applicants seeking demolition permits shall demonstrate compliance with applicable BAAQMD requirements involving lead paint and asbestos containing materials (ACM's) designed to mitigate exposure to lead paint and asbestos.• Utilization of construction emission control measures recommended by BAAQMD as appropriate for the specifics of the project (e.g., length of time construction and distance from sensitive receptors). This may include the utilization of low emission construction equipment, restrictions on the length of time of use of certain heavy-duty construction equipment, and utilization of methods to reduce emissions from construction equipment (alternative fuels, particulate matter traps and diesel particulate filters).
LU 8.11	<p>The City shall require that when new development that would be a source of TAC's is proposed near residences or sensitive receptors, either adequate buffer distances shall be provided (based on recommendations and requirements of CARB and BAAQMD), or filters or other equipment/solutions shall be provided to reduce the potential exposure to acceptable levels.</p> <p>When new residential or other sensitive receptors are proposed near existing sources of TAC's, either adequate buffer distances shall be provided (based on recommendations and requirements of the California Air Resources Control Board and BAAQMD), or filters or other equipment/solutions shall be provided to the source to reduce the potential exposure to acceptable levels.</p>

4.1.1.3 *Existing Conditions*

The Bay Area is considered a non-attainment area for ground-level O₃ and PM_{2.5} under both the federal Clean Air Act and state Clean Air Act. The area is also considered nonattainment for PM₁₀ under the state act, but not the federal act. The area has attained both state and federal ambient air quality standards for CO. As part of an effort to attain and maintain ambient air quality standards for O₃ and PM₁₀, BAAQMD has established thresholds of significance for these air pollutants and their precursors. These thresholds are for O₃ precursor pollutants (ROG and NO_x), PM₁₀, and PM_{2.5}, and apply to both construction period and operational period impacts.

Sensitive Receptors

BAAQMD defines sensitive receptors as facilities where sensitive receptor population groups (children, the elderly, the acutely ill and the chronically ill) are likely to be located. These land uses include residences, school playgrounds, childcare centers, retirement homes, convalescent homes, hospitals and medical clinics. The nearest sensitive receptors are the single-family homes and public park to the north across Concar Drive. Future project residents will also be sensitive receptors.

Existing Site

The proposed project is located approximately 1,100 feet west of Highway 101, bounded by Concar Drive to the north, South Grant Street to the east, State Route 92 to the south, and South Delaware Street to the west. The Project site is currently occupied with 165,000 square feet of retail space. The existing shopping center consists of six buildings with perimeter parking and landscaping.

4.1.2 Impact Discussion

Would the project:

- 1) Conflict with or obstruct implementation of the applicable air quality plan?
- 2) Violate any air quality standard or result in a cumulatively considerable net increase in an existing or projected air quality violation?
- 3) Expose sensitive receptors to substantial pollutant concentrations?
- 4) Result in substantial emissions (such as odors or dust) adversely affecting a substantial number of people?

4.1.2.1 *Thresholds of Significance*

Impacts from the Project

As discussed in CEQA Guidelines Section 15064(b), the determination of whether a project may have a significant effect on the environment calls for judgment on the part of the lead agency and must be based to the extent possible on scientific and factual data. The City of San Mateo has considered the air quality thresholds updated by BAAQMD in May 2017 and regards these thresholds to be based on the best information available for the San Francisco Bay Area Air Basin and conservative in terms of the assessment of health effects associated with TACs and PM_{2.5}. The BAAQMD CEQA Air Quality thresholds used in this analysis are identified in Table 4.1-2 below.

Table 4.1-2: BAAQMD Air Quality Significance Thresholds			
Pollutant	Construction Thresholds	Operation Thresholds	
	Average Daily Emissions (pounds/day)	Annual Daily Emissions (pounds/year)	Annual Average Emissions (tons/year)
Criteria Air Pollutants			
ROG, NO _x	54	54	10
PM ₁₀	82 (exhaust)	82	15
PM _{2.5}	54 (exhaust)	54	10
CO	Not Applicable	9.0 ppm (eight-hour) or 20.0 ppm (one-hour)	
Fugitive Dust	Dust Control Measures/Best Management Practices	Not Applicable	
Health Risks and Hazards for New Sources (within a 1,000-foot Zone of Influence)			
Health Hazard	Single Source	Combined Cumulative Sources	
Excess Cancer Risk	10 per one million	100 per one million	
Hazard Index	1.0	10.0	
Incremental Annual PM _{2.5}	0.3 µg/m ³	0.8 µg/m ³ (average)	

4.1.2.2 Project Impacts

Impact AIR-1: The project would not conflict with or obstruct implementation of the applicable air quality plan. (Less than Significant Impact)

Determining consistency with the 2017 CAP involves assessing whether applicable control measures contained in the 2017 CAP are implemented. Implementation of control measures improve air quality and protect public health. The control measures describe specific actions to reduce emissions of air and climate pollutants from the full range of emission sources and is based on the following four key priorities:

- Reduce emissions of criteria air pollutants and TACs from all key sources.
- Reduce emissions of “super-GHGs” such as methane, black carbon, and fluorinated gases.
- Decrease demand for fossil fuels (gasoline, diesel, and natural gas).
- Decarbonize our energy system.

The summary table below details the features of the proposed project that ensure its consistency with the 2017 Clean Air Plan. As indicated in Table 4.1-3 below, the proposed project is a high-density, infill development in close proximity to the Hayward Park Caltrain Station. The project will meet California Green Building Standards Code (CALGreen) requirements and incorporate energy efficient fixtures into the project design.

Table 4.1-3: Applicable Control Measures	
Control Measure	Project Consistency with Measure Intent
<i>Transportation Measures</i>	
TR2 - Trip Reduction Programs: Implement the regional Commuter Benefits Program (Rule 14-1) that requires employers with 50 or more Bay Area employees to provide commuter benefits. Encourage trip reduction policies and programs in local plans, e.g., general and specific plans while providing grants to support trip reduction efforts. Encourage local governments to require mitigation of vehicle travel as part of new development approval, to adopt transit benefits ordinances in order to reduce transit costs to employees, and to develop innovative ways to encourage rideshare, transit, cycling, and walking for work trips. Fund various employer-based trip reduction programs.	The project proposes a residential mixed-use project in an infill, urban location in proximity to bus routes and approximately 0.2 miles from the Hayward Park Caltrain Station (see Section 3.6 Transportation for detailed transit routes). The project includes bicycle parking spaces to promote automobile-alternative modes of transportation. A Transportation Demand Management (TDM) Plan is prepared for the project to achieve a 25 percent reduction in vehicular trips to the site (See Appendix I). The project, therefore, is consistent with this measure.
TR8 - Ridesharing, Last-Mile Connection: Promote carpooling and vanpooling by providing funding to continue regional and local ridesharing programs, and support the expansion of carsharing programs. Provide incentive funding for pilot projects to evaluate the feasibility and cost-effectiveness of innovative ridesharing and other last-mile solution trip reduction strategies. Encourage employers to promote ridesharing and carsharing to their employees.	The project's TDM Plan includes ride-hailing credits/discounts as a measure. Residents who forgo a parking space are offered credits for using ride-hailing vendors (e.g. Uber, Lyft, etc.). Rides would begin/end at the project's central transportation area. The project, therefore, is consistent with this measure.

Table 4.1-3: Applicable Control Measures	
Control Measure	Project Consistency with Measure Intent
TR9 - Bicycle and Pedestrian Access and Facilities: Encourage planning for bicycle and pedestrian facilities in local plans, e.g., general and specific plans, fund bike lanes, routes, paths and bicycle parking facilities.	<p>The project would include 1,032 secured long-term bicycle parking spaces and 78 short-term spaces in accordance with City of San Mateo policy. The project area is well equipped with pedestrian facilities including sidewalks and crosswalks. Existing sidewalks proposed for removal will be replaced under the project. The project, therefore, is consistent with this measure.</p>
<i>Energy Measures</i>	
EN2 - Decrease Electricity Demand: Work with local governments to adopt additional energy-efficiency policies and programs. Support local government energy efficiency program via best practices, model ordinances, and technical support. Work with partners to develop messaging to decrease electricity demand during peak times.	<p>The project proposes the installation of at least a three-kilowatt solar energy generation system in compliance with the San Mateo Municipal Code. Furthermore, the proposed buildings would be built to 2016 Title 24 Building Energy Efficiency Standards. Energy-efficient buildings require less electricity, and increased energy efficiency reduces fossil fuel consumption and decreases GHG emissions. The project, therefore, is consistent with this measure.</p>
<i>Building Measures</i>	
BL1 - Green Buildings: Collaborate with partners such as KyotoUSA to identify energy-related improvements and opportunities for onsite renewable energy systems in school districts; investigate funding strategies to implement upgrades. Identify barriers to effective local implementation of the California Green Building Standards Code (CALGreen; Title 24) statewide building energy code; develop solutions to improve implementation/enforcement. Work with ABAG's BayREN program to make additional funding available for energy-related projects in the buildings sector. Engage with additional partners to target reducing emissions from specific types of buildings.	<p>The proposed buildings would be built to 2016 Title 24 Building Energy Efficiency Standards. Energy-efficient buildings require less electricity, and increased energy efficiency reduces fossil fuel consumption and decreases GHG emissions. The project, therefore, is consistent with this measure.</p>

Table 4.1-3: Applicable Control Measures	
Control Measure	Project Consistency with Measure Intent
BL2 - Decarbonize Buildings: Explore potential Air District rulemaking options regarding the sale of fossil fuel-based space and water heating systems for both residential and commercial use. Explore incentives for property owners to replace their furnace, water heater or natural-gas powered appliances with zero-carbon alternatives. Update Air District guidance documents to recommend that commercial and multi-family developments install ground source heat pumps and solar hot water heaters.	The project proposes the installation of at least a three-kilowatt solar energy generation system in compliance with the San Mateo Municipal Code. The project is, therefore, consistent with this measure.
BL4 - Urban Heat Island Mitigation: Develop and urge adoption of a model ordinance for “cool parking” that promotes the use of cool surface treatments for new parking facilities, as well existing surface lots undergoing resurfacing. Develop and promote adoption of model building code requirements for new construction or reroofing/roofing upgrades for commercial and residential multifamily housing.	The project would locate vehicle parking for the residents in parking garages below-grade of the proposed building. In addition, the project would plant new landscaping and street trees. These features would reduce the project’s heat island effect. The project, therefore, is consistent with this measure.
Water Measures	
WR2 - Support Water Conservation: Develop a list of best practices that reduce water consumption and increase on-site water recycling in new and existing buildings; incorporate into local planning guidance.	The project would comply with CalGreen and reduce potable indoor water consumption and outdoor water use by including water efficient fixtures and planting drought tolerant non-invasive landscaping. The project, therefore, would be consistent with this measure.

As shown in Table 4.1-3 above, the proposed project would not conflict with implementation of the 2017 CAP. The nature of the project as a mixed-use development close to transit determines consistency with transportation control measures of the 2017 CAP. Furthermore, the design and operation of the proposed development would satisfy building, waste management, and water control measures. Therefore, the project would result in a less than significant impact related to CAP consistency. **(Less than Significant Impact)**

Impact AIR-2: The project would not violate any air quality standard or result in a cumulatively considerable net increase in an existing or projected air quality violation. (Less than Significant Impact)

As stated in the BAAQMD CEQA Air Quality Guidelines, air pollution by its nature is largely a cumulative impact. No single project is sufficient in size to result in nonattainment of ambient air quality standards. Instead, a project’s individual emissions contribute to existing cumulatively significant adverse air quality impacts. In developing thresholds of significance for air pollutants,

BAAQMD considered the emission levels for which a project's individual emissions would be cumulatively considerable. If a project has a less than significant impact for criteria pollutants, it is assumed not to have an adverse health effect.

Operational Impacts

Criteria Air Pollutants

According to the BAAQMD thresholds, a project that generates more than 54 pounds per day of ROG (reactive organic gases), NO_x, or PM_{2.5}; or 82 pounds per day of PM₁₀ would be considered to have a significant impact on regional air quality. The BAAQMD developed screening criteria to provide lead agencies with an indication of whether a project could result in significant operational air quality impacts (e.g., daily or annual emissions above stated thresholds). Screening criteria are used to determine the extent of additional analysis required for a specific project. The proposed project would exceed BAAQMD's screening size of 510 dwelling units for high-rise apartment buildings; therefore, the project's operational emissions were calculated.

As shown in Table 4.1-4 below, the project's operational emissions (including net operational emissions) are below the BAAQMD thresholds for ROG, NO_x, PM_{2.5}, and PM₁₀. Thus, the project would result in a less than significant air quality impact due to operational air pollutants. **(Less than Significant Impact)**

Table 4.1-4: Operational Criteria Air Pollutant Emissions				
Scenario	Pollutant (pounds per day)			
	ROG	NO_x	PM₁₀	PM_{2.5}
Project Operational Emissions	51	33	3.1	3.1
Baseline Operational Emissions	16	32	0.38	0.36
Net Operational Emissions	35	1.3	2.8	2.8
<i>BAAQMD Significance Threshold</i>	<i>54 pounds/day</i>	<i>54 pounds/day</i>	<i>82 pounds/day</i>	<i>54 pounds/day</i>
Exceed BAAQMD threshold?	No	No	No	No
Source: Ramboll US Corporation. <i>CEQA Air Quality and Greenhouse Gas Assessment for The Passage at San Mateo Project, San Mateo, California</i> . September 6, 2019.				

Carbon Monoxide

According to the BAAQMD's screening criteria for localized CO, impacts are considered less than significant if:

1. The project is consistent with an applicable congestion management program established by the county's congestion management agency for designated roads or highways, regional transportation plan, and local congestion management agency plans.
2. The project would not increase traffic volumes at affected intersections to more than 44,000 vehicles per hour.

3. The project would not increase traffic volumes at affected intersections to more than 24,000 vehicles per hour where vertical and/or horizontal mixing is substantially limited (e.g., tunnel, parking garage, bridge underpass, natural or urban street canyon, below-grade roadway).

A traffic impact analysis was prepared for the project that analyzed 27 different intersections in the project area that would be affected by the proposed project (see Section 3.6 Transportation). The results of the analysis show that the highest peak-hour traffic volumes resulting from the project would be 166 trips. The net increase in vehicle trips resulting from the proposed project, which reflects credit for the existing uses on the site when distributed between the 27 affected intersections, would not exceed 44,000 vehicles per hour at any intersection or 24,000 vehicles per hour where vertical and/or horizontal mixing of pollutants and atmosphere is substantially limited. For these reasons, the proposed project would result in a less than significant CO impact. **(Less than Significant Impact)**

Construction Impacts

Criteria Air Pollutants

Construction-generated emissions are short term and of temporary duration, lasting only as long as construction activities occur, but would be considered a significant air quality impact if the volume of pollutants generated exceeds the BAAQMD's thresholds of significance. Table 4.1-5 below shows the calculated construction-related criteria air pollutant emissions

Table 4.1-5: Construction Criteria Air Pollutant Emissions				
Scenario	Pollutant (pounds per day)			
	ROG	NO_x	PM₁₀	PM_{2.5}
Project Construction ¹	40	41	0.27	0.26
<i>BAAQMD Significance Threshold</i>	<i>54 pounds/day</i>	<i>54 pounds/day</i>	<i>82 pounds/day</i>	<i>54 pounds/day</i>
Exceed BAAQMD threshold?	No	No	No	No
¹ Emissions assume the use of all Tier 4 off-road equipment. Source: Ramboll US Corporation. <i>CEQA Air Quality and Greenhouse Gas Assessment for The Passage at San Mateo Project, San Mateo, California</i> . September 6, 2019.				

As shown in the above table, criteria air pollutants generated during construction activities would fall below BAAQMD thresholds. Therefore, the project would result in a less than significant air quality impact due to construction air pollutants. **(Less than Significant Impact)**

Fugitive Dust

The project involves the demolition of existing buildings, grading, and excavation. Construction activities, particularly during site preparation and grading, would temporarily generate fugitive dust in the form of PM₁₀ and PM_{2.5}. The amount of dust generated would be highly variable, depending on the activity occurring, the duration of the activity, and meteorological conditions. Adjacent land uses could be adversely affected by dust generated during project construction activities. The BAAQMD CEQA Air Quality Guidelines consider these impacts to be less than significant if best management

practices are employed to reduce these emissions. The standard dust control measures listed below would be implemented by the proposed project, resulting in a less than significant impact related to construction dust.

Conditions of Approval

Applicable BAAQMD Basic and Enhanced Control Measures shall be implemented at all construction sites for projects within the Corridor Plan Area. Specific controls to be implemented shall include the following:

- All exposed surfaces (e.g., parking areas, staging areas, soil piles, graded areas, and unpaved access roads) shall be watered two times per day.
- All haul trucks transporting soil, sand, or other loose material off-site shall be covered.
- All visible mud or dirt track-out onto adjacent public roads shall be removed using wet power vacuum street sweepers at least once per day. The use of dry power sweeping is prohibited.
- All vehicle speeds on unpaved roads shall be limited to 15 mph.
- All roadways, driveways, and sidewalks to be paved shall be completed as soon as possible and feasible. Building pads shall be laid as soon as possible and feasible, as well, after grading unless seeding or soil binders are used.
- Idling times shall be minimized either by shutting equipment off when not in use or reducing the maximum idling time to 5 minutes (as required by the California airborne toxics control measure Title 13, Section 2485 of California Code of Regulations [CCR]). Clear signage shall be provided for construction workers at all access points.
- All construction equipment shall be maintained and properly tuned in accordance with manufacturer's specifications. All equipment shall be checked by a certified mechanic and determined to be running in proper condition prior to operation.
- Post a publicly visible sign with the telephone number and person to contact at the Lead Agency regarding dust complaints. This person shall respond and take corrective action within 48 hours. The Air District's phone number shall also be visible to ensure compliance with applicable regulations.

With implementation of the above listed measures, impacts from construction dust would be reduced to a less than significant level. **(Less than Significant Impact)**

Impact AIR-3:	The project would not expose sensitive receptors to substantial pollutant concentrations. (Less than Significant Impact)
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Construction Toxic Air Contaminants

Construction equipment and associated heavy-duty truck traffic generates diesel exhaust, which is a known TAC. Construction exhaust emissions pose health risks for sensitive receptors such as the neighboring residents located north of the project site across Concar Drive. The primary community risk impact issues associated with construction emissions are cancer risk and exposure to PM_{2.5}. The health risk assessment of project construction activities (refer to Appendix B) evaluated potential health effects of sensitive receptors at nearby residences and identified a maximally exposed individual resident (MEIR) for construction emissions of DPM and PM_{2.5}. The MEIR is shown in Figure 4.1-1.

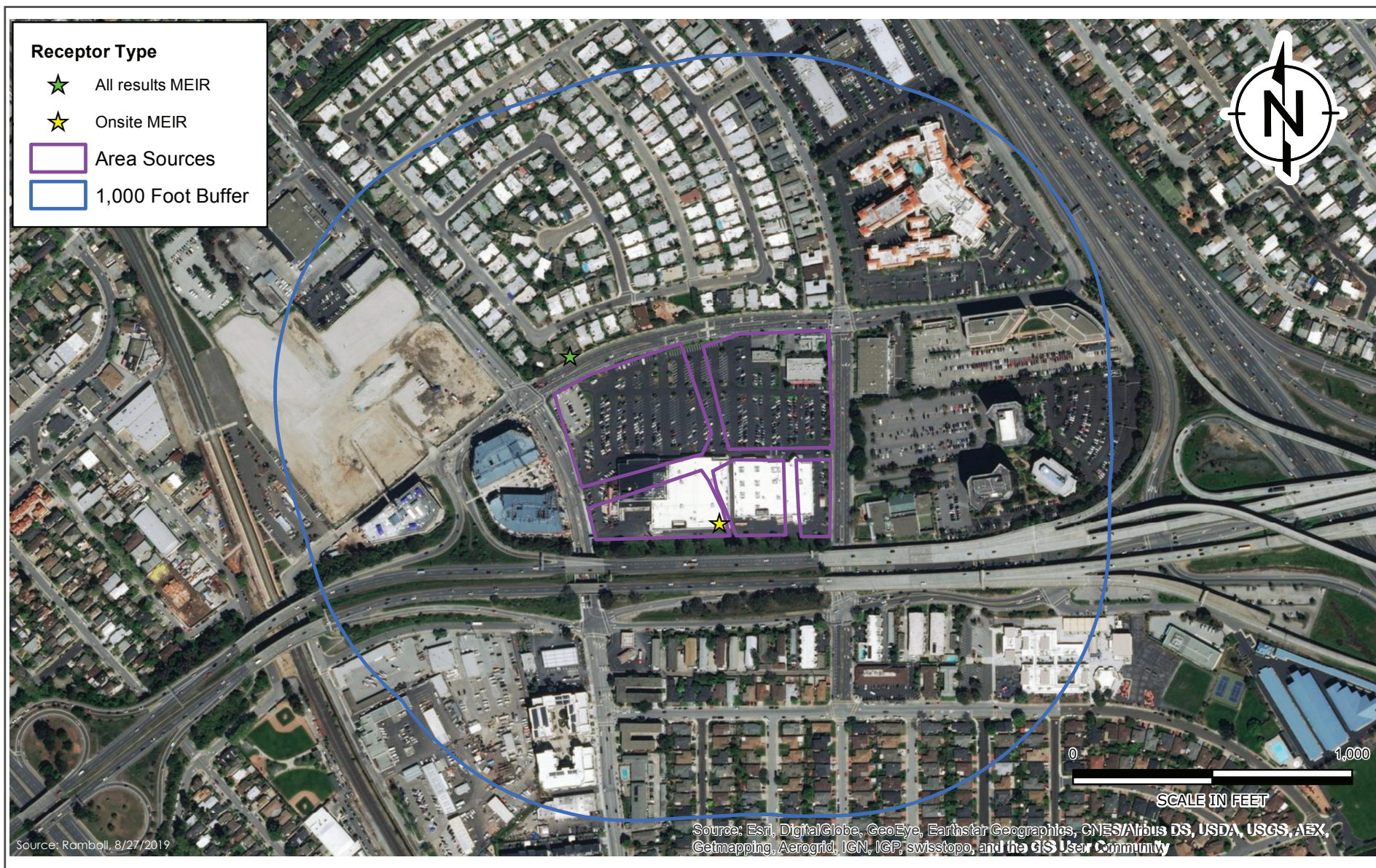
Results of the assessment for project construction, assuming the use of Tier 4 equipment, indicate the maximum cancer risk at the MEIR receptor is calculated to be 5.4 in one million, which is below the significance threshold of 10 in one million. The maximum-modeled annual PM_{2.5} concentration of 0.02 micrograms per cubic meter (µg/m³) would not exceed the BAAQMD significance threshold of 0.3 µg/m³. The maximum modeled annual residential DPM concentration of 0.005 µg/m³ is also lower than the BAAQMD significance criterion of a hazard index greater than 1.0. Because cancer risk, annual PM_{2.5} concentrations, and non-cancer hazards from construction activities would be below the significance thresholds, the health risk impacts from construction of the project would be less than significant. **(Less than Significant Impact)**

Operational Toxic Air Contaminants

The project's primary operational TAC would be vehicle exhaust from project generated trips. BAAQMD has determined that projects that add fewer than 10,000 additional vehicle trips to local roadways would have a less than significant air quality impact related to TACs. The project is anticipated to generate 2,471 net new vehicle trips (see Section 3.6 Transportation); therefore, the project would not result in a significant operational TAC impact. The project would not involve a substantial amount or percentage of truck trips, as the use is primarily residential in nature, and fewer truck trips than the current commercial uses of the site. **(Less than Significant Impact)**

Impact AIR-4:	The project would not result in substantial emissions (such as odors or dust) adversely affecting a substantial number of people. (Less than Significant Impact)
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The proposed project would not generate a substantial odor that would cause complaints from surrounding uses. The site is not exposed to any substantial odor sources. Localized odors, mainly resulting from diesel exhaust and construction equipment on-site, would be created during the construction phase of the project. These odors would be temporary and not likely to be noticed beyond the project site's boundaries. The project site is already developed with a restaurant which generates food odors; however, these odors would also be contained indoors and would not adversely affect a substantial number of people. Once operational, the proposed residential and commercial development will not generate substantive odors. The proposed project would, therefore, result in less than significant odor impacts. **(Less than Significant Impact)**



LOCATION OF ON-SITE AND OFF-SITE MEIR

FIGURE 4.1-1

4.1.2.3 Cumulative Impacts

Impact AIR-C: The project would not result in a cumulatively considerable contribution to a significant air quality impact. (Less than Significant Cumulative Impact)

By its very nature, air pollution is largely a cumulative impact. The geographic area for cumulative criteria air pollutant impacts is the San Francisco Bay Area Air Basin. Past, present, and future development projects in the Bay Area contribute to the adverse cumulative criteria air pollutant air impacts. No single land use project is sufficient in size to, by itself, result in nonattainment of ambient air quality standards. Instead, a project's individual emissions contribute to existing cumulatively significant adverse air quality impacts.

Operational Air Pollutant Emissions

As discussed under Impact AIR-2, operation of the project would not result in significant emissions of criteria air pollutants. **(Less than Significant Cumulative Impact)**

Construction Air Pollutant Emissions

As discussed under Impact AIR-2, with implementation of the identified conditions of approval, the project would not result in significant construction period criteria air pollutants and dust emissions. **(Less than Significant Cumulative Impact)**

Cumulative Toxic Air Contaminant Emissions

The geographic area for cumulative impacts to sensitive receptors is within 1,000 feet of the project site as recommended by BAAQMD because adverse effects are the greatest within this distance. At further distances, health risk diminishes. Potential sources evaluated include any BAAQMD permitted stationary source, roadways with over 10,000 vehicles per day, and any other major source of emissions within the zone of influence such as railways. Based on these criteria, results of the assessment for cumulative TAC emissions indicate the maximum cancer risk at the MEIR receptor would be 62 in one million, below the cumulative significance threshold of 100 in one million. The maximum-modeled annual PM_{2.5} concentration, 0.74 µg/m³, would not exceed the cumulative significance threshold of 0.8 µg/m³. The maximum modeled hazard index was 0.006 µg/m³, also lower than the cumulative significance criterion of a hazard index greater than 10. Because the cumulative cancer risk, annual PM_{2.5} concentrations, and non-cancer hazards at the MEIR are all below the significance thresholds, the cumulative health risk impacts would be less than significant. **(Less than Significant Cumulative Impact)**

4.1.3 Non-CEQA Effects

Per *California Building Industry Association v. Bay Area Air Quality Management District*, 62 Cal. 4th 369 (*BIA v. BAAQMD*), effects of the environment on a project are not considered CEQA impacts. The following discussion is included for informational purposes only because the City of San Mateo has policies that address existing air quality conditions affecting a proposed project. The City of San Mateo's General Plan Policy LU 8.11 requires such additional analysis to determine if a project will expose future residents to harmful levels of TACs. The City of San Mateo relies on the

BAAQMD threshold established for cumulative sources when determining a site's acceptable exposure to TACs. The residential component of the project itself would be considered a sensitive receptor. There is a potential that future residents could be exposed to TAC emissions.

As discussed in Impact AIR-C, all TAC sources within 1,000 feet of a proposed sensitive receptor need to be identified and analyzed. If emissions of TAC concentrations at a new sensitive receptor generated from all TAC sources in a 1,000-foot radius result in the exceedance of an excess cancer risk level of more than 100 in one million, a non-cancer hazard index greater than 1.0, or PM_{2.5} concentrations that exceed 0.8 µg/m³ the project would result in a significant impact. Based on these criteria, results of the assessment for cumulative TAC emissions indicate the maximum cancer risk at on-site receptors would be 70 in one million, below the cumulative significance threshold of 100 in one million. The maximum-modeled annual PM_{2.5} concentration, was 0.75 µg/m³, which would not exceed the cumulative significance threshold of 0.8 µg/m³. The maximum modeled hazard index was 0.015 µg/m³, also lower than the cumulative significance criterion of a hazard index greater than 10. Therefore, the proposed project would be in compliance with General Plan Policy LU 8.11 by not exposing future receptors at the project site to harmful levels of TACs.

4.2 ENERGY

4.2.1 Environmental Setting

4.2.1.1 *Regulatory Framework*

Federal

At the federal level, energy standards set by the U.S. Environmental Protection Agency (EPA) apply to numerous consumer products and appliances (e.g., the EnergyStar™ program). The EPA also sets fuel efficiency standards for automobiles and other modes of transportation.

State

Renewables Portfolio Standard Program

In 2002, California established its Renewables Portfolio Standard (RPS) Program, with the goal of increasing the percentage of renewable energy in the state's electricity mix to 20 percent of retail sales by 2010. In 2008, Executive Order S-14-08 was signed into law requiring retail sellers of electricity serve 33 percent of their load with renewable energy by 2020. In October 2015, Governor Brown signed SB 350 to codify California's climate and clean energy goals. A key provision of SB 350 requires retail sellers and publicly owned utilities to procure 50 percent of their electricity from renewable sources by 2030. SB 100, passed in 2018, requires 100 percent of electricity in California to be provided by 100 percent renewable and carbon-free sources by 2045.

Building Codes

The Energy Efficiency Standards for Residential and Nonresidential Buildings, as specified in Title 24, Part 6, of the California Code of Regulations (Title 24), was established in 1978 in response to a legislative mandate to reduce California's energy consumption. Title 24 is updated approximately every three years, and the 2016 Title 24 updates went into effect on January 1, 2017.⁵ Compliance with Title 24 is mandatory at the time new building permits are issued by city and county governments.⁶

The California Green Building Standards Code (CALGreen) establishes mandatory green building standards for buildings in California. CALGreen was developed to reduce GHG emissions from buildings, promote environmentally responsible and healthier places to live and work, reduce energy and water consumption, and respond to state environmental directives. The most recent update to CALGreen went into effect on January 1, 2017, and covers five categories: planning and design, energy efficiency, water efficiency and conservation, material and resource efficiency, and indoor environmental quality.

⁵ California Building Standards Commission. *Welcome to the California Building Standards Commission*. Accessed April 19, 2019. <http://www.bsc.ca.gov/>.

⁶ California Energy Commission (CEC). *2016 Building Energy Efficiency Standards*. Accessed April 19, 2019. <http://www.energy.ca.gov/title24/2016standards/>.

Local

City of San Mateo General Plan

Applicable General Plan policies related to energy include, but are not limited to, the following listed below.

Policies	Description
C/OS 13.6	Sustainable Practices. Establish management and operating practices that are environmentally, socially and economically sustainable.
UD 2.14	Sustainable Design and Building Construction. Require new development and building alterations to conform with the City's Sustainable Initiatives Plan and subsequent City Council adopted goals, policies, and standards pertaining to sustainable building construction.

City of San Mateo Sustainable Initiatives Plan

The Sustainable Initiatives Plan addresses several areas of environmental responsibility for the City, including citywide sources of GHG emissions, impacts from new developments and construction, city planning, waste and resource management, and all modes of transportation. The plan also addresses ways to engage the public and businesses in creating solutions to the environmental challenges. The Sustainable Initiatives Plan contains two sets of actions in regard to climate change: a proactive approach, which reduces GHG emissions and therefore lessens the impacts on global warming, and the adaptive approach, which serves to ensure that the City is prepared for the inevitable change.

City of San Mateo Green Building Condition of Approval

The following condition of approval applies to all new development in the City of San Mateo, with the exception of single family residences:

- CalGreen – The building shall be designed to include the green building measures specified as mandatory in the application checklists contained in the California Green Building Standards Code. The applicant shall incorporate the checklist along with a notation on the checklist to specify where the information can be located on the plans, details, or specifications, etc.

In addition, the City Council has adopted local amendments to the California Green Building Code (CalGreen) regarding EV charging space requirements for new multi-family dwellings (San Mateo Municipal Code Section 23.70.030). This Municipal Code section states that for new multi-family dwellings containing 17 or more units constructed on a building site, 10 percent of the total number of parking spaces provided for all types of parking facilities shall be EV charging spaces capable of supporting future electric vehicle supply equipment. The project is proposing 161 EV charging spaces, which is more than 10 percent of the 1,343 parking spaces proposed by the project. City Council has also adopted amendments to the Building Energy Efficiency Standards for Residential and Non-Residential Buildings, 2016 Edition, Title 24, Part 6 of the California Code of Regulations regarding cool roofs and solar installations (Municipal Code Section 23.24).

4.2.1.2 *Existing Conditions*

Total energy usage in California was approximately 7,881 trillion Btu in the year 2017, the most recent year for which this data was available. Out of the 50 states, California is ranked 2nd in total energy consumption and 48th in energy consumption per capita. The breakdown by sector was approximately 18 percent (1,415 trillion Btu) for residential uses, 19 percent (1,473 trillion Btu) for commercial uses, 23 percent (1,818 trillion Btu) for industrial uses, and 40 percent (3,175 trillion Btu) for transportation.⁷ This energy is primarily supplied in the form of natural gas, petroleum, nuclear electric power, and hydroelectric power.

The project site currently developed with six commercial buildings, all of which consume electricity, natural gas, and gasoline (vehicle trips to and from the site). Given the nature of the proposed land uses on the site, the remainder of this discussion will focus on the three most relevant sources of energy: electricity, natural gas, and gasoline for vehicles.

Electricity

Electricity in San Mateo County in 2018 was consumed primarily by the commercial sector (64 percent), with the residential sector consuming 36 percent. In 2018, a total of approximately 4,225 GWh of electricity was consumed in San Mateo County.⁸

Peninsula Clean Energy (PCE) is a public and locally controlled electricity provider for the County of San Mateo. Electricity provided by PCE is delivered through PG&E transmission lines. Commercial and residential customers in San Mateo County are included in the PCE service area and can choose to have 50 to 100 percent of their electricity supplied from carbon free and renewable sources. Customers are automatically enrolled in the ECOplus plan, which generates its electricity from 90 percent carbon free sources, with at least 50 percent from renewable sources. Customers have the option to enroll in the ECO100 plan, which generates its electricity from 100 percent carbon free, renewable sources.^{9,10}

Natural Gas

PG&E provides natural gas services within the City of San Mateo. In 2017, approximately 1.4 percent of California's natural gas supply came from in-state production, while the remaining supply was imported from other western states and Canada.¹¹ In 2016, residential and commercial customers in California used 29 percent, power plants used 32 percent, and the industrial sector used 37 percent. Transportation accounted for one percent of natural gas use in California. In 2018, San Mateo County used approximately 1.7 percent of the state's total consumption of natural gas.¹²

⁷ United States Energy Information Administration. *State Profile and Energy Estimates, 2017*. Accessed September 19, 2019. <https://www.eia.gov/state/?sid=CA#tabs-2>.

⁸ CEC. Energy Consumption Data Management System. *Electricity Consumption by County*. Accessed September 19, 2019. <http://ecdms.energy.ca.gov/elecbycounty.aspx>.

⁹ Peninsula Clean Energy. *FAQ Page*. Accessed April 19, 2019. <https://www.peninsulacleanenergy.com/faq/>

¹⁰ Peninsula Clean Energy. *Energy Choices*. Accessed April 19, 2019. <https://www.peninsulacleanenergy.com/our-power/energy-choices/>.

¹¹ California Gas and Electric Utilities. *2018 California Gas Report*. Accessed March 15, 2019. https://www.socalgas.com/regulatory/documents/cgr/2018_California_Gas_Report.pdf

¹² CEC. *Natural Gas Consumption by County*. Accessed September 19, 2019. <http://ecdms.energy.ca.gov/gasbycounty.aspx>.

Fuel for Motor Vehicles

In 2018, 15.5 billion gallons of gasoline were sold in California.¹³ The average fuel economy for light-duty vehicles (autos, pickups, vans, and SUVs) in the United States has steadily increased from about 13.1 miles-per-gallon (mpg) in the mid-1970's to 24.9 mpg in 2018.¹⁴ Federal fuel economy standards have changed substantially since the Energy Independence and Security Act was passed in 2007. That standard, which originally mandated a national fuel economy standard of 35 miles per gallon by the year 2020, was subsequently revised to apply to cars and light trucks Model Years 2011 through 2020.^{15,16}

4.2.2 Impact Discussion

Would the project:

- 1) Result in a potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy, or wasteful use of energy resources, during project construction or operation?
- 2) Conflict with or obstruct a state or local plan for renewable energy or energy efficiency?

4.2.2.1 *Project Impacts*

Impact EN-1:	The project would not result in a potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy, or wasteful use of energy resources, during project construction or operation. (Less than Significant Impact)
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Construction

Construction activities associated with the proposed project are estimated to occur at the site over a five-year period and would consist of demolition of the existing buildings and landscaping, site preparation, excavation, grading, construction of the proposed mixed-use development, paving, and installation of landscaping. The overall construction schedule and process is designed to be efficient in order to avoid excess monetary costs. That is, equipment and fuel are not typically used wastefully on the site because of the added expense associated with renting the equipment, as well as maintaining and fueling it; therefore, the opportunities for efficiency gains during construction are limited.

The project includes several measures that will improve the efficiency of the construction process. Implementation of the BAAQMD BMPs identified in *Section 4.1, Air Quality*, would restrict excessive equipment use by reducing idling times to five minutes or less and would require the

¹³ California Department of Tax and Fee Administration. *Net Taxable Gasoline Gallons*. Accessed September 19, 2019. <https://www.cdtfa.ca.gov/taxes-and-fees/MVF-10-Year-Report.pdf>

¹⁴ United States Environmental Protection Agency. "The 2018 EPA Automotive Trends Report: Greenhouse Gas Emissions, Fuel Economy, and Technology since 1975." March 2019.

¹⁵ U.S. Department of Energy. *Energy Independence & Security Act of 2007*. Accessed April 19, 2019. <http://www.afdc.energy.gov/laws/eisa>.

¹⁶ Public Law 110-140—December 19, 2007. *Energy Independence & Security Act of 2007*. Accessed April 19, 2019. <http://www.gpo.gov/fdsys/pkg/PLAW-110publ140/pdf/PLAW-110publ140.pdf>.

County's contractors to post signs on the project site reminding workers to shut off idle equipment. In addition, consistent with conditions of approval identified in Impact AIR-1, equipment would be carefully selected to ensure the emissions from each phase were not significant or would be reduced to a level of insignificance through mitigation, including the use of Tier 4 equipment.

Energy is consumed during construction because the use of fuels and building materials are fundamental to construction of new buildings; however, with implementation of the BAAQMD BMPs identified in Impact AIR-1, energy would not be wasted or used inefficiently. The project would also comply with the City's requirements to recycle and/or salvage for reuse a minimum of 50 percent of nonhazardous construction and demolition waste (consistent with CALGreen standards), minimizing energy impacts from the creation of excessive waste. For these reasons, the short-term energy impacts during construction would be less than significant. **(Less than Significant Impact)**

Operation

The operation of the proposed buildings would consume energy (in the form of electricity and natural gas) primarily for heating and cooling, lighting, and water heating. Table 4.2-1 compares the energy use that would result from the proposed project with the energy use of the existing, on-site development. The energy use increases shown in Table 4.2-1 is likely overstated, however, because the estimates for energy use do not take into account the efficiency measures and the required TDM program required as part of the project. The project would incorporate several sustainable design measures such as use of 100 percent renewable energy sources through PCE, EV charging spaces and high efficiency fixtures. In addition, the proposed project would be built in conformance with the CalGreen requirements and the City's Energy Code (Chapter 23.24), which include design and operational and efficiency provisions to minimize wasteful energy consumption. The project would also comply with Title 24 state energy standards and would build housing in close proximity to the Hayward Park Caltrain station, encouraging the use of public transportation and reducing vehicle trips and gasoline consumption. Under the proposed project, older, less energy efficient buildings would be demolished and replaced with buildings constructed to current energy and building code requirements.

Efficiency standards for water use in plumbing fixtures would limit energy consumption from the pumping and delivery of water to the site. In addition, the redevelopment of a site in an urban area takes advantage of existing infrastructure and reduces the energy required to provide utilities and services to the site.

Table 4.2-1: Annual Operational Energy Demand Summary (Existing and Proposed)			
Development Scenario	Electricity (kWh)	Natural Gas (kBtu)	Gasoline (gallons)
Proposed Development	4,610,716	9,390,325	402,584
Existing Development	2,139,943	2,325,176	244,965
Increase:	2,470,773	7,065,149	157,619
Source: ECORP Consulting Inc. <i>Concar Passage at San Mateo Greenhouse Gas Assessment</i> . September 2019.			

Electricity and Natural Gas

As shown in Table 4.2-1, electricity usage would more than double and natural gas usage would more than quadruple compared to existing conditions. This is mostly due to the replacement of parking lot space with residential and retail uses. These estimates, however, do not take into account energy efficient building standards. The project would be built to CalGreen, Title 24, and the City's Energy Code standards, and replace older, less energy efficient buildings with buildings constructed to current energy and building code requirements. The General Plan FEIR determined that buildout of the General Plan, including the Rail Corridor Plan, would not result in a significant energy impact. In addition, the General Plan FEIR was prepared before the City obtained power from PCE, which obtains power from at least 90 percent renewable sources. For these reasons, the project would not result in a potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy, or wasteful use of energy resources, during project operation. **(Less than Significant Impact)**

Gasoline

As shown in Table 4.2-1, the proposed project would result in an increase in gasoline usage compared to existing conditions. The increase is mostly due to the increased density of development on the project site and the inclusion of housing. The project site, however, is in close proximity to the Hayward Park Caltrain station and would develop a transit-oriented community consistent with the Rail Corridor Plan and within a priority development area.¹⁷ Since the project would develop an urban, in-fill site with transit-oriented development to help reduce gasoline usage, it would not result in a wasteful use of gasoline during operation. **(Less than Significant Impact)**

Impact EN-2:	The project would not conflict with or obstruct a state or local plan for renewable energy or energy efficiency. (Less than Significant Impact)
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As discussed in Impact EN-1, the project would comply with CALGreen standards, Title 24, and the City's Energy Code, which requires the inclusion of cool roofs and solar power generation in the project's design. The project would also obtain power from PCE, which provides 90 percent carbon-free power (at least 50 percent renewable sources) with its base plan.

Energy and Climate Control Measures

The Clean Air Plan includes Energy and Climate Control Measures, which are designed to reduce ambient concentrations of emissions of carbon dioxide. Implementation of these measures is intended to promote energy conservation and efficiency in buildings throughout the community, promote renewable forms of energy production, reduce the "urban heat island" effect by increasing reflectivity of roofs and parking lots, and promote the planting of (low-VOC-emitting) trees to reduce biogenic emissions, lower air temperatures, provide shade, and absorb air pollutants. The measures,

¹⁷ ABAG. "PDA - Priority Development Areas". Accessed September 25, 2019. <https://abag.ca.gov/our-work/land-use/pda-priority-development-areas>.

as stated below, include voluntary approaches to reduce the heat island effect by increasing shade in urban and suburban areas through the planting of trees.

- The proposed project would include approximately 319 trees, which would help reduce the heating effect.
- In addition, the proposed project proposes the installation of at least a three-kilowatt solar energy generation system in compliance with the San Mateo Municipal Code.
- Furthermore, the proposed building would be built to 2016 Title 24 Building Energy Efficiency Standards. Energy-efficient buildings require less electricity, and increased energy efficiency reduces fossil fuel consumption and decreases GHG emissions.

For these reasons, the proposed Project would not conflict with the Clean Air Plan Energy and Climate Control Measures. **(Less Than Significant Impact)**

San Mateo Climate Action Plan

The San Mateo Climate Action Plan (CAP) updates and consolidates the City's existing Sustainable Initiatives Plan, GHG Emissions Reduction Plan, and Climate Action Plan for Municipal Operations and Facilities, based on the vision of San Mateo residents, business, and local government. The CAP includes the following required GHG/energy reduction measures applicable to the proposed project:

- *Reduction Measure RE 3: Renewable energy systems for new residences.* The recently amended Section 23.24.030 of the San Mateo Municipal Code requires the addition of small-scale renewable energy systems to new single- and multi-single-family residences. The project proposes that 15 percent of the total rooftop area be dedicated to solar panels.
- *Reduction Measure RE 5: Renewable energy systems for new nonresidential buildings.* New nonresidential buildings with greater than or equal to 10,000 square feet of gross floor area are to provide a minimum of a 5-kilowatt photovoltaic system. The project is required to adhere to the San Mateo Municipal Code as a condition of project approval. As previously stated, the project proposes that 15 percent of the total project rooftop area be dedicated to solar panels. This proposed solar energy generation system will be required to be a 5-kilowatt system. **(Less than Significant Impact)**

San Mateo Rail Corridor TOD Plan

The Rail Corridor Plan identified the project site for high-density residential development in order to take advantage of the nearby Hayward Park Caltrain station and reduce vehicle trips and gasoline usage. The proposed project is consistent with the Rail Corridor Plan; therefore, the project would not conflict with the Rail Corridor's plan for renewable energy or energy efficiency. **(Less than Significant Impact)**

4.2.2.2 Cumulative Impacts

Impact EN-C:	The project would not result in a cumulatively considerable contribution to a significant energy impact. (Less than Significant Cumulative Impact)
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Cumulative energy impacts could occur as a result of the project in combination with buildout of the

City's General Plan. All projects would use energy during construction; however, the overall construction schedule and process is for all projects to be designed to be efficient in order to avoid excess monetary costs. Additionally, all projects would include air quality-related measures to lessen idling times of equipment and improve the efficiency during construction. As a result, any construction-related cumulative energy impact as a result of waste or use would be less than significant

The proposed project in conjunction with other larger cumulative developments could result in cumulative energy impacts during operation/occupation if energy were wasted. However, all projects in the City of San Mateo and surrounding jurisdictions would be required to be constructed consistent with each city's adopted Green Building Ordinance, which require energy efficient design and use of fixtures to ensure buildings do not waste energy. Operation/occupation of projects in the cumulative scenario would not result in a substantial increase in demand upon energy resources because their combined energy requirements would not exceed anticipated state, county, or local energy supplies; thus, the impact would be less than significant. **(Less than Significant Cumulative Impact)**

4.3 GREENHOUSE GAS EMISSIONS

The following discussion is based, in part, upon a Greenhouse Gas Emissions Assessment prepared by *ECORP Consulting, Inc.* in September 2019. The report is provided as Appendix F of this EIR.

4.3.1 Environmental Setting

Unlike emissions of criteria and toxic air pollutants, which have local or regional impacts, emissions of greenhouse gases (GHGs) have a broader, global impact. Global warming is a process whereby GHGs accumulating in the atmosphere contribute to an increase in the temperature of the earth's atmosphere. The principal GHGs contributing to global warming are carbon dioxide (CO₂), methane (CH₄), nitrous oxide (N₂O), and fluorinated compounds. Emissions of GHGs contributing to global climate change are attributable in large part to human activities associated with the transportation, industrial/manufacturing, utility, residential, commercial, and agricultural sectors.

4.3.1.1 *Regulatory Framework*

Federal

Clean Air Act

The USEPA is the federal agency responsible for implementing the Clean Air Act (CAA). The United States Supreme Court in its 2007 decision in *Massachusetts et al. v. Environmental Protection Agency et al.* ruled that carbon dioxide is an air pollutant as defined under the CAA, and that the USEPA has the authority to regulate emissions of GHGs. Following the court decision, the USEPA has taken actions to regulate, monitor, and potentially reduce GHG emissions (primarily mobile emissions).

State

California Global Warming Solutions Act (Assembly Bill 32)

Under the California Global Warming Solution Act, also known as Assembly Bill (AB) 32, the California Air Resources Board (CARB) established a statewide GHG emissions cap for 2020 of 427 MMTCO₂e, adopted mandatory reporting rules for significant sources of GHG, and adopted a comprehensive plan, known as the Climate Change Scoping Plan, identifying how emission reductions will be achieved from significant GHG sources.

In 2016, Senate Bill (SB) 32 was signed into law, amending the California Global Warming Solution Act. SB 32, and accompanying Executive Order B-30-15, require CARB to ensure that statewide GHG emissions are reduced to 40 percent below the 1990 level by 2030. CARB updated its Climate Change Scoping Plan in December of 2017 to express the 2030 statewide target in terms of million metric tons of carbon dioxide equivalent (MMTCO₂e). Based on the emissions reductions directed by SB 32, the annual 2030 statewide target emissions level for California is 260 MMTCO₂e.

Executive Order S-3-05

Executive Order (EO) S-3-05, signed by Governor Arnold Schwarzenegger in 2005, proclaims that

California is vulnerable to the impacts of climate change. It declares that increased temperatures could reduce the Sierra Nevada snowpack, further exacerbate California's air quality problems, and potentially cause a rise in sea levels. To combat those concerns, the executive order established total GHG emission targets for the state. Specifically, emissions are to be reduced to the 2000 level by 2010, the 1990 level by 2020, and to 80 percent below the 1990 level by 2050.

While dated, this executive order remains relevant because a more recent California Appellate Court decision, *Cleveland National Forest Foundation v. San Diego Association of Governments* (November 24, 2014) 231 Cal.App.4th 1056, examined whether it should be viewed as having the equivalent force of a legislative mandate for specific emissions reductions. While the California Supreme Court ruled that the San Diego Association of Governments did not abuse its discretion by declining "to adopt the 2050 goal as a measure of significance in light of the fact that the Executive Order does not specify any plan or implementation measures to achieve its goal, the decision also recognized that the goal of a 40 percent reduction in 1990 GHG levels by 2030 is "widely acknowledged" as a "necessary interim target to ensure that California meets its longer-range goal of reducing greenhouse gas emissions 80 percent below 1990 levels by the year 2050.

Senate Bill 375 – Redesigning Communities to Reduce Greenhouse Gases

SB 375, known as the Sustainable Communities Strategy and Climate Protection Act, was signed into law in September 2008. It builds on AB 32 by requiring CARB to develop regional GHG reduction targets to be achieved from the automobile and light truck sectors for 2020 and 2035 when compared to emissions in 2005. The per capita reduction targets for passenger vehicles in the San Francisco Bay Area include a seven percent reduction by 2020 and a 15 percent reduction by 2035.

Consistent with the requirements of SB 375, MTC partnered with the Association of Bay Area Governments (ABAG), BAAQMD, and the Bay Conservation and Development Commission (BCDC) to prepare the region's Sustainable Communities Strategy (SCS) as part of the Regional Transportation Plan (RTP) process. The SCS is referred to as *Plan Bay Area*. Plan Bay Area establishes a course for reducing per-capita GHG emissions through the promotion of compact, high-density, mixed-use neighborhoods near transit, particularly within identified Priority Development Areas (PDAs). The project site is located within a PDA.

Regional

Association of Bay Area Governments Final Plan Bay Area 2040

Originally adopted in 2013 *Plan Bay Area*, established a course for reducing per-capita GHG emissions through the promotion of compact, mixed-use residential and commercial neighborhoods near transit, particularly within identified Priority Development Areas (PDAs). Building upon the development strategies outlined in the original plan, *Plan Bay Area 2040* was adopted in July 2017 as a focused update with revised planning assumptions based on current demographic trends. Target areas in the *Plan Bay Area 2040* Action Plan area related to reducing GHG emissions, improving transportation access, maintaining the region's infrastructure, and enhancing resilience to climate change (including fostering open space as a means to reduce flood risk and enhance air quality). CARB has confirmed the project region will achieve its GHG reduction targets by implementing Plan Bay Area (CARB 2014).

Bay Area 2017 Clean Air Plan

Regional air quality management districts, such as BAAQMD, must prepare air quality plans specifying how state and federal air quality standards will be met. BAAQMD's most recently adopted plan is the Bay Area 2017 Clean Air Plan (2017 CAP). The 2017 CAP focuses on two related BAAQMD goals: protecting public health and protecting the climate. To protect the climate, the 2017 CAP includes control measures designed to reduce emissions of methane and other super-GHGs that are potent climate pollutants in the near-term, and to decrease emissions of carbon dioxide by reducing fossil fuel combustion.

Senate Bill X1-2 of 2011, Senate Bill 350 of 2015, and Senate Bill 100 of 2018

SB X1-2 of 2011 requires all California utilities to generate 33 percent of their electricity from renewables by 2020. SB X1-2 sets a three-stage compliance period requiring all California utilities, including independently-owned utilities, energy service providers, and community choice aggregators, to generate 20 percent of their electricity from renewables by December 31, 2013; 25 percent by December 31, 2016; and 33 percent by December 31, 2020. SB X1-2 also requires the renewable electricity standard to be met increasingly with renewable energy that is supplied to the California grid from sources within, or directly proximate to, California.

In October 2015, SB 350 was signed by Governor Brown, which requires retail sellers and publicly-owned utilities to procure 50 percent of their electricity from renewable resources by 2030. In 2018, SB 100 was signed by Governor Brown, codifying a goal of 60 percent renewable procurement by 2030 and 100 percent by 2045 RPS.

CEQA Air Quality Guidelines

The BAAQMD CEQA Air Quality Guidelines are intended to serve as a guide for those who prepare or evaluate air quality impact analyses for projects and plans in the San Francisco Bay Area. The City of San Mateo and other jurisdictions in the San Francisco Bay Area Air Basin utilize the thresholds and methodology for assessing GHG impacts developed by BAAQMD within the CEQA Air Quality Guidelines. The guidelines include information on legal requirements, BAAQMD rules, methods of analyzing impacts, and recommended mitigation measures.

Local

City of San Mateo Sustainable Initiatives Plan

The Sustainable Initiatives Plan (2007) addresses several areas of environmental responsibility for the City, including citywide sources of GHG emissions, impacts from new developments and construction, city planning, waste and resource management, and all modes of transportation. The plan also addresses ways to engage the public and businesses in creating solutions to the environmental challenges. The Sustainable Initiatives Plan contains two sets of actions in regard to climate change: a proactive approach, which reduces GHG emissions and therefore lessens the impacts on global warming, and the adaptive approach, which serves to ensure that the City is prepared for the inevitable change.

City of San Mateo Greenhouse Gas Emissions Reduction Program

The City prepared a Greenhouse Gas Emissions Reduction Program (2010) to summarize the City of San Mateo's GHG emissions and the actions being taken to mitigate those emissions. The emissions reduction program seeks to meet the requirements of the BAAQMD's Draft CEQA Guidelines and corresponding criteria for a Qualified GHG Emissions Reduction Strategy as defined by BAAQMD. The Greenhouse Gas Reduction Program calculates the GHG emissions reduction target and the impact of programs to achieve the target, consistent with state guidance.

The program demonstrates the City's ability to reduce its GHG emissions to 1990 levels by 2020 or approximately 28 percent below "business-as-usual" (BAU) forecasts in 2020. Based on a 2005 inventory prepared by the City, in order to achieve these emissions reduction targets, San Mateo would have to reduce its GHG emissions by 201,983 metric tons of CO₂e by 2020. To remain on track to reach its 2050 target, the City would have to reduce its emissions by 458,560 metric tons of CO₂e by 2030. This information was updated in the Climate Action Plan (CAP), as described below.

City of San Mateo Climate Action Plan

The City of San Mateo adopted a community-wide climate action plan (CAP) on April 2015, which updates and consolidates the City's existing Sustainable Initiatives Plan, GHG Emissions Reduction Plan, and Climate Action Plan for Municipal Operations and Facilities, based on the vision of San Mateo residents, business, and local government. The goal was to prepare a CAP that serves as an updated and Quantified GHG Reduction Strategy consistent with BAAQMD GHG Plan Level Guidance and CEQA Guidelines Section 15183.5. The CAP was developed through a robust public process that engaged the San Mateo Sustainability Commission, staff, and the community.

A climate action plan is a comprehensive strategy for a community to reduce emissions of GHGs, which, according to scientific consensus, are primarily responsible for causing climate change. The San Mateo CAP includes five key pieces:

1. An inventory of the annual GHG emissions attributable to San Mateo based on types of activities occurring within the community and guidance from various protocols and agencies. The City has inventories of emissions for 2005 and 2010.
2. A forecast of what GHG emissions are likely to look like in 2020 and 2030, based on expected population and economic growth adopted in the General Plan.
3. A reduction target, which identifies a goal for reducing GHG emissions by 2020 and 2030.
4. Reduction strategies, which describe the actions the community intends to take to achieve the reduction target. Each strategy identifies the amount of GHGs that will be reduced once the strategy is implemented. The CAP also estimates benefits of existing programs.
5. An implementation and monitoring program to track progress toward the reduction target and the status of the reduction strategies. A CAP consistency checklist for future development projects is included in the implementation program.

As part of the CAP, the City developed a CAP consistency checklist for land use projects. The checklist is a streamlined tool that identifies the CAP's mandatory requirements and provides an opportunity for project applicants to demonstrate project's consistency with GHG reduction measures and actions in the CAP. The checklist is also an opportunity to identify additional project characteristics that support the GHG reduction targets and programs in the CAP.

City of San Mateo General Plan

Applicable General Plan policies related to greenhouse gas include, but are not limited to, the following listed below.

Policies	Description
C.OS 3.2	Regulate the location, density, and design of development throughout the City in order to preserve topographic forms and to minimize adverse impacts on vegetation, water, and wildlife resources.
UD 2.14	Require new development and building alterations to conform with the City's Sustainable Initiative Plan and subsequent Council adopted goals, policies, and standards pertaining to sustainable building construction.
BE-3	Adopt a green building policy for the design and construction of new civic facilities to meet or exceed LEED Silver green building standards and for building removal projects to meet or exceed LEED Certified. For some civic buildings, the GreenPoint Rated program may be applicable; in that case, buildings may be designed and constructed to meet or exceed a GreenPoint Rating of 75 points for new construction and 50 points for remodels in place of a LEED rating.
LU 8.3	Evaluate the City's GHG Emissions Reduction target, quantify greenhouse gas emissions in accordance with industry protocol, re-evaluate emission reduction measures, monitor the Greenhouse Gas Emissions Reduction Program's progress toward achieving the target GHG emissions reductions on an annual basis and require necessary amendments no less than every five years to respond to the current environmental setting, regulatory structure, and progress towards implementation.
LU 8.5	Promote or join local partnerships and opportunities that offer renewable energy options to the residents and/or help inform them of rebates and options while ensuring that the permit process is quick and inexpensive.

4.3.1.2 *Existing Conditions*

The project site is currently developed with retail uses, and they generate GHG emissions as shown in Table 4.3-2 below. The Project site is located in "Area 2" of the Hayward Park Station TOD Overlay Zone of the Rail Corridor Plan. Greenhouse gases are currently generated from automobile transport to and from the project site, and from the operation of the existing commercial buildings on the project site.

4.3.2 Impact Discussion

For the purpose of determining the significance of the project's impact on greenhouse gas emissions, would the project:

- 1) Generate GHG emissions, either directly or indirectly, that may have a significant impact on the environment?
- 2) Conflict with an applicable plan, policy or regulation adopted for the purpose of reducing the emissions of GHGs?

Impact GHG-1:	The project would not generate GHG emissions, either directly or indirectly, that may have a significant impact on the environment. (Less than Significant Impact)
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Thresholds of Significance

The GHG analysis conducted for the proposed project utilizes 2017 BAAQMD Significance Thresholds for impacts related to GHG emissions, in accordance with the City policy. The BAAQMD does not have an adopted threshold of significance for construction-related GHG emissions; however, the air district recommends the disclosure of construction-generated GHG emissions nonetheless. For operational impacts, the BAAQMD project-level threshold of significance for the year 2020 is the generation of 1,100 metric tons of CO₂e per year during operations (bright-line threshold), or the generation of 4.6 metric tons of CO₂e per service population (employees + patrons + residents) per year during operations (efficiency-based threshold), or compliance with a qualified GHG Reduction Strategy. Given the project would be built and operational after 2020, a threshold based on the SB 32 2030 statewide target is appropriate, which is 40 percent below the 2020 target. The assessment on which this discussion is based evaluated the proposed project for compliance with the City of San Mateo CAP, in addition to the BAAQMD bright-line threshold of 660 metric tons of CO₂e (i.e. 40 percent below the 2020 target of 1,100) per year during operations.

Construction

Construction-related activities that would generate GHGs include worker commute trips, haul trucks carrying supplies and materials to and from the project site, and off-road construction equipment (e.g., dozers, loaders, excavators). GHG emissions would also be generated during demolition of the existing 165,000 shopping center and associated parking lot. Table 4.3-1 below illustrates the specific construction generated GHG emissions that would result from construction of the Project.

Table 4.3-1: Construction-Related Greenhouse Gas Emissions	
Source Category	CO₂e (Metric Tons/Year)
Project Construction Total	3,011
Notes: Emissions estimates account for the demolition of 165,000 square feet of structures and 7,174 tons of asphalt associated with the existing surface parking lot. Emissions also account for the export of 117,820 cubic yards and import of 970 cubic yards of soil. Building construction, paving, and architectural coating assumed to occur simultaneously.	
Source: CalEEMod version 2016.3.2. Refer to Attachment A of Appendix B for Model Data Outputs.	

As shown in Table 4.3-1 above, project construction (including demolition activities) would result in the generation of approximately 3,011 metric tons of CO₂e over the course of construction. Once construction is complete, the generation of these GHG emissions would cease. As previously stated, BAAQMD does not have an adopted threshold of significance for construction-related GHG emissions. GHG emissions generated by the construction sector have been declining in recent years. For instance, construction equipment engine efficiency has continued to improve year after year. On May 11, 2004, the EPA signed the final rule introducing Tier 4 emission standards, which are currently phased-in over the period of 2008-2015. The Tier 4 standards require that emissions of nitrogen oxide be further reduced by about 90 percent. All off-road, diesel-fueled construction equipment manufactured in 2015 or later will be manufactured to Tier 4 standards.

In addition, the California Energy Commission recently adopted changes to the 2016 Building Energy Efficiency Standards contained in the California Code of Regulations, Title 24, Part 6 (also known as the California Energy Code). For instance, effective January 1, 2017, owners/builder of construction projects have been required to divert (recycle) 65 percent of generated construction waste materials generated during the project. This requirement greatly reduces the generation of GHG emissions by reducing decomposition at landfills, which is a source of CH₄, and reducing demand for natural resources. **(Less than Significant Impact)**

Table 4.3-2: Operational Greenhouse Gas Emissions (in MT CO₂e)	
Source Category	CO₂e (Metric Tons/ Year)
Proposed Project	
Area Source (landscaping, hearth)	10
Energy Consumption	1,116
Mobile	5,656
Solid Waste Generation	324
Water Usage	145
Total	7,247
Existing Onsite Land Uses	
Area Source (landscaping, hearth)	0
Energy Consumption	409
Mobile	2,322
Solid Waste Generation	285
Water Usage	28
Total	3,044
Difference	
Area Source (landscaping, hearth)	+10
Energy Consumption	+1,525
Mobile	+3,334
Solid Waste Generation	+39
Water Usage	+117
Total	+4,203
<i>BAAQMD Bright-Line Significance Threshold</i>	660
Exceed BAAQMD Daily Threshold?	Yes
Notes: Emissions projections account for a trip generation rate identified by Fehr & Peers, 2018. Proposed Project CO ₂ e emissions does not account for the 15 percent of the total rooftop that will be dedicated to solar energy generation. Source: CalEEMod version 2016.3.2. Refer to Attachment A of Appendix B for Model Data Outputs.	

Operation

Operation of the project would result in GHG emissions predominantly associated with motor vehicle use. Projected GHG emissions associated with proposed operations are quantified and compared to the existing baseline, which as previously stated includes a Trader Joe's supermarket, 7-Eleven convenience store, Shane Company retail store, a ballet studio, TJ Max retail store, Rite Aid drug store, Ross clothing store, a small sit-down restaurant and existing onsite parking. Table 4.3-2 below summarizes all the direct and indirect annual GHG emissions level associated with the project.

As shown in Table 4.3-2, the project would result in an increase of operational emissions by 4,203 metric tons of CO₂e per year and exceed the BAAQMD bright-line threshold. This is largely due to the increase in mobile-source emissions that can be attributed to an increase in vehicle trips. The project, however, would have to also exceed BAAQMD's adjusted 2030 efficiency-based threshold of 2.8 metric tons of CO₂e per service population per year to result in a significant impact. The proposed project would have a service population of 2,586¹⁸. Based on the emissions shown in Table 4.3-3, the project would emit 2.8 metric tons of CO₂e per service population per year¹⁹. This would be below the BAAQMD efficiency-based threshold and, therefore, not result in a significant operational GHG impact. **(Less Than Significant Impact)**

Table 4.3-3: Greenhouse Gas Emissions per Service Population				
Project Buildout Emission	Service Population Increase	Metric Tons of CO ₂ e/SP/Year (Project Buildout)	BAAQMD Threshold	Exceed Threshold?
7,247	2,586*	2.8	2.8	No
Notes: * The project is estimated to house 2,518 residents based on demographic data provided by the Department of Finance ($961 \times 2.62 = 2,518$), employ 68 employees daily per generic employee generation rates identified by the U.S. Green Building Council ($40,000 \text{ s.f. of retail} / 588 = 68$). Therefore, the Project service population is 2,586. Source: CalEEMod version 2016.3.2. Refer to Attachment A for Model Data Outputs				

Impact GHG-2: The project would not conflict with an applicable plan, policy or regulation adopted for the purpose of reducing the emissions of GHGs. (Less than Significant Impact)

City of San Mateo Climate Action Plan

The San Mateo CAP is a strategic planning document that identifies sources of GHG emissions within the city's boundaries, presents current and future emissions estimates, identifies a GHG reduction target for future years, and presents strategic programs, policies, and projects to reduce emissions from the energy, transportation, land use, water use, and waste sectors. The GHG reduction programs, policies, projects, and strategies are referred to as "reduction measures" in the CAP.

¹⁸ 2,518 residents + 68 employees = 2,586 service population

¹⁹ $7,247 / 2,586 = 2.8$ metric tons of CO₂e

The City's CAP meets BAAQMD guidelines as follows:

- The CAP quantifies citywide GHG emissions, both existing and projected over the specified time period, resulting from activities in San Mateo as defined by the City's General Plan.
- The CAP establishes a level, based on substantial evidence, below which the contribution of emissions from activities covered by the plan would not be cumulatively considerable.
- CAP policy provisions reduce emissions to 15 percent below 2005 levels by 2020.
- CAP policy provisions reduce emissions to 35 percent below 2005 levels by 2030.
- CAP policy provisions provide a foundation for the City to reach the goal of reducing emissions to 80 percent below 1990 levels by 2050.
- The CAP identifies and analyzes the emissions resulting from specific actions or categories of actions anticipated within the city.
- The CAP specifies measures or a group of measures, including performance standards.
- The CAP establishes a mechanism to monitor its progress toward achieving the level and to require amendment if the plan is not achieving specific levels.

The reduction measures proposed in the CAP build on inventory results and key opportunities prioritized by City staff, members of the San Mateo Sustainability Commission, and members of the public. The CAP strategies consist of measures and actions that identify the steps the City will take to support reductions in GHG emissions. The City will achieve these reductions in GHG emissions through a mix of voluntary programs and new strategic standards. All standards presented in the CAP respond to the needs of development, avoiding unnecessary regulation, streamlining new development, and achieving more efficient use of resources.

Both the existing and the projected GHG inventories in the CAP were derived based on the land use designations and associated densities defined in the City's General Plan (2010). The City of San Mateo designates the project site as *Transportation Oriented Development*. The proposed project is consistent with this land use designation, and is thereby consistent with the GHG inventory and forecast in the CAP.

In addition, a specific project proposal is considered consistent with the San Mateo CAP if it complies with the "required" GHG reduction measures in the adopted CAP. The required GHG reduction measures applicable to the proposed project include the following:

- *Reduction Measure RE 3: Renewable energy systems for new residences.* The recently amended Section 23.24.030 of the San Mateo Municipal Code requires the addition of small-scale renewable energy systems to new single- and multi-single-family residences. The project proposes that 15 percent of the total rooftop area be dedicated to solar panels.
- *Reduction Measure RE 5: Renewable energy systems for new nonresidential buildings.* New nonresidential buildings with greater than or equal to 10,000 square feet of gross floor area are to provide a minimum of a 5-kilowatt photovoltaic system. The project is required to adhere to the San Mateo Municipal Code as a condition of project approval. As previously stated, the project proposes that 15 percent of the total project rooftop area be dedicated to solar panels. This proposed solar energy generation system will be required to be a 5-kilowatt system.
- *Reduction Measure AT 2: Implement transportation demand management strategies to comply with the appropriate trip reduction target identified by the City of San Mateo.* Transportation Demand Management (TDM) is a combination of services, incentives,

facilities, and actions that reduce single-occupant vehicle (SOV) trips to help relieve traffic congestion, parking demand, and air pollutants, including GHG emissions. The purpose of the TDM plan is to promote more efficient utilization of existing transportation facilities, and to ensure that new developments are designed to maximize the potential for sustainable transportation usage. A TDM Plan has been prepared for the proposed project. The project TDM Plan includes trip reduction strategies with the goal of reducing overall vehicular trips by 25 percent. The project is located within walking distance to the Hayward Park Caltrain station and six bus transit stops. The project is also located near Downtown San Mateo, and thus within easy access to restaurants, retail stores, and other services in the vicinity of the project site. These services are conveniently located for future residents of the proposed project, which will further reduce the number of vehicle trips. Additionally, the project would include on-site jobs and residential land uses and would be located within an area surrounded by other off-site office/commercial and residential uses. The project is also proposing a bike share hub, secure bicycle storage, ride-hailing credits, a public/private shuttle program, and Transportation Information Center (For details refer to Section 4.6.2).

- *Reduction Measure AT4: Increase bicycle mode share by implementing the Bicycle Master Plan to reduce vehicle trips.* Efforts for this include dedicated bicycle parking, new bike lanes, and improvements to existing bicycle infrastructure. The project would implement strategies for this measure by including a bike depot that contains 2,340 square feet of bike storage for residence as well as improvements to bike lanes.
- *Reduction Measure SW 1: Provide an area of sufficient space to store and allow access to a compost bin and/or participate in a composting program.* The project is required, as a condition of project approval, to either implement composting facilities on-site, or participate in a composting program with the Recology integrated resource recovery company.

All development in San Mateo, including the project, is required to adhere to all City-adopted policy provisions, including those contained in the adopted CAP. The project applicant must complete a checklist to confirm consistency with the CAP to the satisfaction of City staff. For the reasons stated above, the proposed project would not conflict with the City's CAP for the purpose of reducing GHG emissions. **(Less Than Significant Impact)**

Bay Area Air Quality Management Plan 2017 Clean Air Plan

The 2017 Clean Air Plan provides a regional strategy to protect public health and protect the climate. The 2017 Clean Air Plan defines a vision for transitioning the region to a post-carbon economy needed to achieve ambitious GHG reduction targets for 2030 and 2050 and provides a regional climate protection strategy that will put the Bay Area on a pathway to achieve those GHG emissions reduction targets. The 2017 Clean Air Plan includes a wide range of control measures designed to reduce emissions of CH₄ and other "super-GHGs" that are potent climate pollutants in the near-term; and to decrease emissions of CO₂ by reducing fossil fuel combustion.

The 2017 Clean Air Plan includes a diverse range of control measures designed to decrease GHG emissions. Consistency of the proposed project with 2017 Clean Air Plan is demonstrated by assessing whether the project supports all of the project-applicable Clean Air Plan control measures for GHG emissions. The GHG-related control strategies of the Clean Air Plan include Mobile Source Measures, Transportation Control Measures and Energy and Climate Measures. (The Land Use and Local Impact Measures address the exposure of sensitive receptors to toxic air contaminants and is

thereby not applicable to this impact discussion of GHG emissions. Additionally, the Stationary Source Measures in the Clean Air Plan such as those implemented to control emissions from metal melting facilities, cement kilns, refineries, and glass furnaces are not applicable to the proposed project).

Transportation and Mobile Source Control Measures

The BAAQMD identifies transportation and mobile source control measures as part of the Clean Air Plan to reduce ozone precursor emissions from these sources. The transportation control measures are designed to reduce emissions from motor vehicles by reducing vehicle trips and vehicle miles traveled (VMT) in addition to vehicle idling and traffic congestion. The proposed project is consistent with the Clean Air Plan's transportation and mobile source control measures in that it is the redevelopment of an existing urban environment. The project is considered 'infill development' as it proposes to redevelop a built-out property and enhance the physical design of the urban environment.

The proposed project would provide a convenient proximity to transit options for its residents. For instance, the project is located approximately 1,140 feet from the Hayward Park Caltrans Station, which is approximately a ten to fifteen-minute walk. Sidewalks exist between the project site and the Caltrans station for easy accessibility. Additionally, there are six bus transit stops in close proximity (<800 feet). Access between these bus stops and the project site is provided via sidewalk located along both sides of S. Delaware Street and S. Grant Street. The project site is served by Bus Route 53 and 292 as well as access to Carpool 2.0 Rewards Program. These routes and programs run throughout the day and provide frequent and reliable transit service to and from the project area. The increased transit accessibility would result in fewer vehicle trips and VMT compared to statewide average and encourage walking and nonautomotive forms of transportation, thus resulting in reductions of transportation-related emissions.

The project would also provide a Bike Depot with 2,340 square feet of bike storage for the residents as well as additional nonresidential bike parking located through the project. Bicycle and pedestrian improvements in the surrounding neighborhoods are being proposed as well in order to not only reduce VMT but also greatly benefit the needs of the surrounding neighborhoods.

The proposed project would also provide convenient accessibility to work space and various retail shops to its residents. One could work, live and shop on the project site while never having to leave the project area. These services are conveniently located for the residents and surrounding neighborhoods of the proposed project to access via walking, which will further reduce the number of vehicle trips.

These aspects of the project would result in the generation of a reduced amount of GHG. According to the EPA, redevelopments produce 32 to 57 percent less air pollutant emissions per capita relative to conventional developments; this is because the number of daily vehicle trips and daily VMT associated with redevelopments tend to be lower compared with development on vacant land (EPA 2011). As a result, the proposed project would not conflict with the identified transportation and mobile source control measures of the Clean Air Plan.

Land Use and Local Impact Measures

The BAAQMD Clean Air Plan includes Land Use and Local Impact Measures to ensure that planned growth is focused in a way that protects the people and environment from exposure of emissions associated with stationary and mobile sources and to promote mixed-use, compact development to reduce motor vehicle travel. The Land Use and Local Impact Measures identified by the BAAQMD are not specifically applicable to the proposed project as they relate to actions the BAAQMD will take to reduce impacts from goods movement and health risks in affected communities at the plan level. The measures also detail new regulatory actions the BAAQMD will undertake related to land use, including updates to the CEQA Air Quality Guidelines, and indirect source review.

However, the proposed project would be a redevelopment infill development project in support of these measures. For instance, the project can be identified for its “location efficiency”. Location efficiency describes the location of the project relative to the type of urban landscape its proposed to fit within, such as an ‘urban area’, ‘compact infill’, or ‘suburban center’. The project site represents an urban/compact infill location within the central portion of San Mateo. The project site is served by existing public transportation as previously described, it is within an active urban center surrounded with many existing off-site office/commercial and residential buildings. The project would co-locate complementary office, retail and residential land uses in close proximity to existing off-site office/commercial and residential uses; therefore, in addition to providing future project residents with the potential work opportunities and commercial service options both in the project site and in close proximity to the site, the project would also provide job options to existing, nearby residents currently living near the site. The location efficiency of the project site would result in synergistic benefits that would reduce vehicle trips and VMT compared to state wide average and would result in corresponding reduction of transport-related GHG emissions.

The project would increase density in the vicinity over current conditions. Increased density, measured in terms of persons, jobs and dwelling units per area, reduce emissions associated with transportation as it reduces the distance people travel for work or services, and provides a foundation for the implementation of other strategies to reduce GHG emissions.

Energy and Climate Control Measures

The Clean Air Plan also includes Energy and Climate Control Measures, which are designed to reduce ambient concentrations of emissions of carbon dioxide. Implementation of these measures is intended to promote energy conservation and efficiency in buildings throughout the community, promote renewable forms of energy production, reduce the “urban heat island” effect by increasing reflectivity of roofs and parking lots, and promote the planting of (low-VOC-emitting) trees to reduce biogenic emissions, lower air temperatures, provide shade, and absorb air pollutants. The measures, as stated below, include voluntary approaches to reduce the heat island effect by increasing shade in urban and suburban areas through the planting of trees.

- The proposed project would include approximately 319 trees, which would help reduce the heating effect.
- In addition, the proposed project proposes the installation of at least a three-kilowatt solar energy generation system in compliance with the San Mateo Municipal Code.

- Furthermore, the proposed building would be built to 2016 Title 24 Building Energy Efficiency Standards. Energy-efficient buildings require less electricity, and increased energy efficiency reduces fossil fuel consumption and decreases GHG emissions.

Therefore, the proposed Project would not conflict with the BAAQMD Energy and Climate Control Measures.

For these reasons, the proposed Project would conform to the project-applicable control measures in the Clean Air Plan. **(Less Than Significant Impact)**

Association of Bay Area Governments Final Plan Bay Area 2040

ABAG's Plan Bay Area is the RTP/SCS for the San Francisco Bay Area. Plan Bay Area establishes GHG emissions goals for automobiles and light-duty trucks, a potent source of GHG emissions attributable to land use development. As previously described, ABAG was tasked by CARB to achieve a seven percent per capita reduction in mobile-source GHG emissions compared to 2005 vehicle emissions by 2020 and a 15 percent per capita reduction by 2035. Plan Bay Area 2013-2040 establishes an overall mechanism to achieve these GHG targets for the project region consistent with both the target date of AB 32 (2020) and the post-2020 GHG reduction goals of SB 32. CARB has confirmed the project region will achieve its GHG reduction targets by implementing Plan Bay Area (CARB 2018).

The RTP/SCS identifies 200 "Priority Development Areas" which are areas focused for growth and development. Priority Development Areas (PDAs) are defined by the RTP/SCS as existing neighborhoods that are served by public transit and have been identified as appropriate for additional, compact development. The project site is located in an area identified as a PDA in the RTP/SCS. Since the project site is a PDA in the RTP/SCS planning period as opposed to "Priority Conservation Area," it is included in an area where urban development is both predicted and encouraged by ABAG. Furthermore, the project is a modernization of land uses within a built environment (infill development), resulting in an increase of land use densification on the project site. The project would increase density and land use diversity in the vicinity over current conditions. Increased density, measured in terms of persons, jobs, or dwelling units per unit area, reduces emissions associated with transportation as it reduces the distance people travel for work or services and provides a foundation for the implementation of other strategies such as enhanced transit services. The project would increase the site density to 961 dwelling units on top of an additional 40,000 square feet of retail space.

For these reasons, the project is consistent with Plan Bay Area and it can be assumed that regional mobile emissions will decrease in line with the goals of Plan Bay Area with implementation of the proposed project. Implementing ABAG's RTP/SCS will greatly reduce the regional GHG emissions from transportation, and the proposed project will not obstruct the achievement of Plan Bay Area's emission reduction targets. **(Less Than Significant Impact)**

4.3.2.1 *Cumulative Impacts*

Impact GHG-C: The project would not result in a cumulatively considerable contribution to a GHG emissions impact. (Less than Significant Cumulative Impact)

Climate change is a global problem, and GHGs are global pollutants, unlike criteria air pollutants and toxic air contaminants, which are pollutants of regional and local concern. Whereas pollutants with localized air quality effects have relatively short atmospheric lifetimes (about 1 day), GHGs have much longer atmospheric lifetimes of one (1) year to several thousand years that allow them to be dispersed around the globe.

It is generally the case that an individual project of this size and nature is of insufficient magnitude by itself to influence climate change or result in a substantial contribution to the global GHG inventory. GHG impacts are recognized as exclusively cumulative impacts; there are no non-cumulative GHG emission impacts from a climate change perspective. The additive effect of project-related GHGs would not result in a reasonably foreseeable cumulatively considerable contribution to global climate change. In addition, the proposed project would generate less GHG emissions than what is currently occupying on the site. As previously discussed, the proposed project would not conflict with San Mateo Climate Action Plan, the BAAQMD 2017 Clean Air Plan, or Plan Bay Area, the RTP/SCS for the Bay Area. As a result, the project would not conflict with any GHG reduction plans. Therefore, the project's cumulative contribution of GHG emissions would be less than significant and the project's cumulative GHG impacts would also be less than cumulatively considerable. **(Less than Significant Cumulative Impact)**

4.4 LAND USE AND PLANNING

4.4.1 Environmental Setting

4.4.1.1 *Regulatory Framework*

Local

San Mateo General Plan

Applicable General Plan policies related to land use include, but are not limited to, the following listed below.

Policies	Description
LU 1.1	Plan for land uses, population density, and land use intensity as shown on the Land Use, Height and Building Intensity and City Image Plans for the entire planning area. Design the circulation system and infrastructure to provide capacity for the total development expected in 2030. Review projections annually and adjust infrastructure and circulation requirements as required if actual growth varies significantly from that projected.
LU 1.4	Adopt and maintain the development intensity/density limits as identified on the Land Use Map and Building Intensity Plan, and as specified in Policy LU 6A.2. Development intensity/density shall recognize natural environmental constraints, such as flood plains, earthquake faults, debris flow areas, hazards, traffic and access, necessary services, and general community and neighborhood design. Maintain a density and building intensity range, with densities/intensities at the higher end of the range to be considered based on provision of public benefits such as affordable housing, increased open space, public plazas or recreational facilities, or off-site infrastructure improvements.
LU 1.5	Maintain maximum building height limits contained in Appendix C, and as specified in Policy LU 6A.2, closely matched with the Land Use categories and Building Intensity standards.
LU 1.15	Encourage developments which mix commercial retail and office uses with residential uses at locations and intensities/densities as delineated on the Land Use Plan and Building Intensity Plan.
LU 1.20	As a high priority support code enforcement to ensure that all uses are in compliance with City codes and conditions of development approval.
LU 3.4	Implement the Corridor Plan to allow, encourage, and provide guidance for the creation of world class transit-oriented development (TOD) within a half-mile radius of the Hillsdale and Hayward Park Caltrain station areas, while maintaining and improving the quality of life for those who already live and work in the area. Development within the plan area shall comply with the policies of the Plan.
LU 3.5	Maintain TOD land use designations for areas in direct proximity to the Hillsdale and Hayward Park Caltrain stations.
LU 4.2	Require new development to pay on an equitable basis for new or expanded public improvements needed to support the new or changed land use or development.
LU 4.30	Require all developments including parks and public places to incorporate physical security, personal safety, and traffic measures to provide a safe environment through application of crime prevention through design principles consistent with the City's Security Ordinance.
LU 4.33	Manage toxic and hazardous wastes by following the goals and policies contained in the Safety Element

City of San Mateo Zoning Ordinance

The Zoning Ordinance is the primary tool for implementing the policies of the General Plan and address physical development standards and criteria for the City. Government Code Section 65860

requires municipalities to maintain consistency between their zoning ordinance and their adopted general plan. One of the purposes of zoning is to implement the land use designations set forth in the general plan. Existing zoning in the City includes 23 districts and provides development standards for land uses. Although the two are distinct documents, the San Mateo General Plan and Zoning Ordinance are closely related, and State law mandates that zoning regulations be consistent with the General Plan maps and policies.

San Mateo Rail Corridor Transit-Oriented Development Plan

Applicable Rail Corridor Plan policies related to land use include, but are not limited to, the following listed below.

Policies	Description
5.1	Establish a Transit Oriented Development (TOD) zone for parcels located within close proximity of the Hillsdale and Hayward Park Caltrain station areas.
5.9	Provide for multi-family uses to be developed at transit supportive densities within the Hayward Park Station TOD zone.
5.10	Provide for the creation of publicly accessible open space areas within the Hayward Park Station TOD zone.
5.11	Provide for the inclusion of neighborhood and commuter serving retail uses and services, including specialty uses that would enhance neighborhood services, within the Hayward Park Station TOD zone.
5.12	Provide for the inclusion of mixed-use community serving retail uses within the Hayward Park Station transit zone.
5.14	Provide height restrictions that allow multi-family residential and employment centers to be developed at appropriate transit supportive densities within TOD overlay zones.
5.15	Organize height zones to ensure the protection of established neighborhoods and to recognize areas of importance and public activity (taller buildings close to the station; shorter buildings near established single-family neighborhoods).

Measures H and P

In November 1991, the voters adopted an initiative (Measure H), which amended the General Plan. Measure H made several changes to the General Plan, primarily directed at reducing maximum heights and densities for residential and most non-residential uses, while increasing the City's commitment to providing affordable housing. Measure H generally provided maximum heights of 55 feet and densities of 50 units per acre.

In November 2004, the voters adopted Measure P, which was an extension of Measure H. This extension to 2020 included updates, clarifications, and some changes to Measure H. Significant provisions of Measure H were maintained. The City's Zoning Code was amended to reflect the land use policies and text contained in the General Plan to conform to the provisions of Measure H and Measure P.

4.4.1.2 *Existing Conditions*

The Land Use Designation for the site in the City's General Plan is *Transit Oriented Development*. Land uses within this area should be transit supportive, including multi-family housing and major employment centers. Retail uses are intended to be convenience oriented, such as, but not limited to

shops which carry smaller goods, cafes, newsstands, dry cleaners, neighborhood grocery stores, specialized services and shops such as daycare, bicycle shops, art stores, or similar uses. These uses should be developed within larger mixed-use buildings, combined with residential or offices uses. Childcare facilities and daycare centers should be incorporated within employment centers and multi-family projects. The current zoning of the site is *TOD (Transit Oriented Development)*. The purpose of the *TOD* District is to implement the TOD policies of the Rail Corridor Plan and encourage more intensive development within walking distance of transit stations. TOD is intended to provide for an integrated mix of land uses that support transit use through site design that enhances accessibility to stations and is supportive of pedestrian and bicycle use. The Project Site is located in Area 2 of the Hayward Park Station TOD Overlay Zone of the Rail Corridor Plan and is designated as Neighborhood/Commercial Retail/Residential with a band of Ground Floor Retail along Concar Drive and High-Density Residential/Office along Delaware Street. Development in this area allows for residential or office uses at a maximum Floor Area Ratio (FAR) of 3.0; a Residential density of 50 dwelling units per acre; retail uses with a maximum FAR of 0.3 and development of buildings at 35 to 55 feet in height.

The project site is currently improved with 165,000 square feet of retail space occupied by a variety of users including several commercial buildings, a convenience store, a recycling center, a restaurant, and a dance studio. The majority of the exterior areas surrounding the buildings are improved with associated asphalt driveways and parking areas on all sides. The project site is surrounded by residential uses to the north along Concar Drive, commercial uses/hotel to the northeast, retail and office uses and a YMCA to the east along S. Grant Street, State Route 92 and 19th Avenue to the south, more office uses to the west along Delaware Street, and a newly-constructed multifamily residential complex to the northwest.

4.4.2 Impact Discussion

For the purpose of determining the significance of the project's impact on land use and planning, would the project:

- 1) Physically divide an established community?
- 2) Cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect?

Impact LU-1:	The project would not physically divide an established community. (Less than Significant Impact)
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The Corridor Plan EIR concluded the Plan would increase the total buildout intensity for the City but would not physically divide an established community and would, in fact, strengthen the project area's connection with the surrounding community and between its own subdistricts. Therefore, the Corridor Plan EIR concluded this would have a beneficial impact on existing land uses within the Corridor Plan Area and in the areas surrounding the Corridor Plan Area.

The project proposes to demolish the existing buildings and redevelop the site with 961 housing units and approximately 40,000 square feet of retail space in five podium buildings. Podium buildings would be between three and five stories, with one level of below-grade parking. The proposed

mixed-use development is a compatible land use with the surrounding residential, office, and commercial uses, and would replace the existing commercial uses on the project site, which are also a developed urban use. Although the proposed project is larger in size and scale than the existing uses, there are no aspects of the proposed project that would interfere with access or accessibility in the project area. Instead the project would improve accessibility to the site by constructing a private road named Depot Way that would combine with the public passages intersecting the site from all directions and frame the Central “Hub” public park space, and provide an enhanced greenbelt connection to the 19th Avenue neighborhood to the north, the Medalia office to the west and the YMCA/Office buildings to the east. **(Less than Significant Impact)**

Impact LU-2: **The project would not cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect. (No Impact)**

The Corridor Plan EIR concluded the Corridor Plan to be compatible with adopted plans or policies that were created to mitigate environmental effects or to achieve other purposes. At the local level, various plans regulate land use and design standards at the project site including the General Plan, the City’s Zoning Ordinance, and the Rail Corridor Plan. As discussed in *Section 3.4.1.2 Existing Conditions*, the site has a General Plan designation and a Zoning of Transit Oriented Development (TOD). The project would not change the existing land use or zoning designation on the site and the proposed mixed-use project would be consistent with the Zoning District and General Plan land use designation.

The site is identified as part of the Hayward Park Station Area in the Corridor Plan and allows for residential or office uses at a maximum Floor Area Ratio (FAR) of 3.0; a Residential density of 50 dwelling units per acre; retail uses with a maximum FAR of 0.3 and development of buildings at 35 to 55 feet in height. The maximum height of the buildings would be approximately 55 feet, with massing along Concar Drive reduces to 35 feet. The project is proposed within the allowable height and FAR.

The project area is not in an area subject to a habitat conservation plan or natural community conservation plan, and therefore does not have the potential to conflict with such a plan. There are no other policies or plans that have been adopted for the purpose of mitigating an environmental impact. For these reasons, the proposed project would not conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect. **(No Impact)**

4.4.2.1 *Cumulative Impacts*

Impact LU-C: **The project would not result in a cumulatively considerable contribution to a significant land use and planning impact. (Less than Significant Cumulative Impact)**

The proposed project would not include any infrastructure that could potentially divide an established community, such as roadways, bridges, or open spaces. Development of the project would be confined to the site and would be consistent with the General Plan and Zoning Ordinance. The

project would not conflict with any other land use plans, policies, or regulations adopted to reduce or avoid environmental impacts.

Cumulative projects in the City, including the remaining development allowed under the Rail Corridor Plan, would be required to go through the City's development review process. Projects would be analyzed for conformance with applicable policies adopted for the purpose of avoiding or mitigating an environmental impact through the CEQA review process. The project, in combination with other cumulative development, would not result in a significant cumulative land use impact.
(Less than Significant Cumulative Impact)

4.5 NOISE

The following discussion is based in part on a Noise and Vibration Assessment prepared for the proposed project by *Illingworth & Rodkin, Inc.* The report, dated September 6, 2019, is attached to this EIR as Appendix H.

4.5.1 Environmental Setting

4.5.1.1 *Background Information*

Noise

Factors that influence sound as it is perceived by the human ear, include the actual level of sound, period of exposure, frequencies involved, and fluctuation in the noise level during exposure. Noise is measured on a decibel scale, which serves as an index of loudness. The zero on the decibel scale is based on the lowest sound level that the healthy, unimpaired human ear can detect. Each 10 decibel increase in sound level is perceived as approximately a doubling of loudness. Because the human ear cannot hear all pitches or frequencies, sound levels are frequently adjusted or weighted to correspond to human hearing. This adjusted unit is known as the A-weighted decibel, or dBA.

Since excessive noise levels can adversely affect human activities and human health, federal, state, and local governmental agencies have set forth criteria or planning goals to minimize or avoid these effects. Noise guidelines are generally expressed using one of several noise averaging methods, including L_{eq} , DNL, or CNEL.²⁰ These descriptors are used to measure a location's overall noise exposure, given that there are times when noise levels are higher (e.g., when a jet is taking off from an airport or when a leaf blower is operating) and times when noise levels are lower (e.g., during lulls in traffic flows on freeways or in the middle of the night). L_{max} is the maximum A-weighted noise level during a measurement period.

Vibration

Ground vibration consists of rapidly fluctuating motions or waves with an average motion of zero. Vibration amplitude can be quantified using Peak Particle Velocity (PPV), which is defined as the maximum instantaneous positive or negative peak of the vibration wave. PPV has been routinely used to measure and assess ground-borne construction vibration. Studies have shown that the threshold of perception for average persons is in the range of 0.008 to 0.012 inches/second (in/sec) PPV.

²⁰ L_{eq} is a measurement of average energy level intensity of noise over a given period of time. Day-Night Level (DNL) is a 24-hour average of noise levels, with a 10 dB penalty applied to noise occurring between 10:00 PM and 7:00 AM. Community Noise Equivalent Level (CNEL) includes an additional five dB applied to noise occurring between 7:00 PM and 10:00 PM. Where traffic noise predominates, the CNEL and DNL are typically within two dBA of the peak-hour L_{eq} .

4.5.1.2 Regulatory Framework

Federal

Federal Transit Administration Vibration Limits

The Federal Transit Administration (FTA) has developed vibration impact assessment criteria for evaluating vibration impacts associated with transit projects. The FTA has proposed vibration impact criteria based on maximum overall levels for a single event. The impact criteria for ground borne vibration are shown in Table 4.5-1 below. There are established criteria for frequent events (more than 70 events of the same source per day), occasional events (30 to 70 vibration events of the same source per day), and infrequent events (less than 30 vibration events of the same source per day). These criteria can be applied to development projects in jurisdictions that lack vibration impact standards.

Table 4.5-1: Ground borne Vibration Impact Criteria			
Land Use Category	Ground borne Vibration Impact Levels (VdB inch/sec)		
	Frequent Event	Occasional Events	Infrequent Events
Category 1: Buildings where vibration would interfere with interior operations	65	65	65
Category 2: Residences and buildings where people normally sleep	72	75	80
Category 3: Institutional land uses with primarily daytime use	75	78	83
Source: Federal Transit Administration. <i>Transit Noise and Vibration Assessment Manual</i> . September 2018.			

State and Local

California Building Standards Code

The California Building Code (CBC) establishes uniform minimum noise insulation performance standards to protect persons within new buildings housing people, including hotels, motels, dormitories, apartments, and dwellings other than single-family residences. Title 24 mandates that interior noise levels attributable to exterior sources not exceed 45 L_{dn} /CNEL in any habitable room. Exterior windows must have a minimum Sound Transmission Class (STC) of 40 or Outdoor-Indoor Transmission Class (OITC) of 30 when the property falls within the 65 dBA DNL noise contour for a freeway or expressway, railroad, or industrial source.

For commercial uses, CalGreen (Section 5.507.4.1 and 5.507.4.2) requires that wall and roof-ceiling assemblies exposed to the adjacent roadways have a composite STC rating of at least 50 or a composite OITC rating of no less than 40, with exterior windows of a minimum STC of 40 or OITC of 30 when the commercial property falls within the 65 dBA L_{dn} or greater noise contour for a freeway or expressway, railroad, or industrial or stationary noise source. The state requires interior

noise levels to be maintained at 50 dBA $L_{eq}(1-hr)$ or less during hours of operation at a proposed commercial use.

City of San Mateo General Plan

The City of San Mateo General Plan Noise Element contains policies that describe the process for evaluating development proposals with respect to noise levels, as well as the standards to be used in the evaluation process. The following guidelines and standards are applicable to the subject project:

Policies	Description
N 1.1	Require submittal of an acoustical analysis and interior noise insulation for all “noise sensitive” land uses listed in Table N-1 (Table 4.5-2) that have an exterior noise level of 60 dB (L_{dn}) or above. The maximum interior noise level shall not exceed 45 dB (L_{dn}) in any habitable rooms.
N 1.2	Require an acoustical analysis for new parks, play areas and multi-family common open space (intended for the use of the enjoyment of residents) that have an exterior noise level of 60 dB (L_{dn}) or above. Require an acoustical analysis that uses peak hour L_{eq} for new parks and play areas. Require a feasibility analysis of noise reduction measures for public parks and play areas. Incorporate necessary mitigation measures into residential project design to minimize common open space noise levels. Maximum exterior noise should not exceed 67 dB (L_{dn}) for residential uses and should not exceed 65 dB (L_{eq}) during the noisiest hour for public park uses.
N 2.1	Continue implementation and enforcement of City’s existing noise control ordinance: (a) which prohibits noise that is annoying or injurious to neighbors of normal sensitivity, making such activity a public nuisance, and (b) restricts the hours of construction to minimize noise impact.
N 2.2	Protect all “noise-sensitive” land uses listed in Table N-1 and N-2 (Table 4.5-2 and Table 4.5-3 below) of the General Plan from adverse impacts caused by noise generated onsite by new developments. Incorporate necessary mitigation measures into development design to minimize noise impacts. Prohibit long-term exposure increases of 3 dB (L_{dn}) or greater at the common property line, excluding existing ambient noise levels. “Noise-sensitive” land uses, such as residential neighborhoods, hotels, hospitals, schools, and outdoor recreation areas must be protected from new development that causes discernable increases in noise levels as a result of on-site activities. Noise generators such as machinery or parking lots must be mitigated through physical measures or operational limits.
N 2.3	Protect land uses other than those listed as “noise sensitive” in Table N-1 (Table 4.5-2) from adverse impacts caused by the on-site noise generated by new developments. Incorporate necessary mitigation measures into development design to minimize noise impacts. Prohibit new uses that generate noise levels of 65 dB (L_{dn}) or above at the property line, excluding existing ambient noise levels. Commercial and industrial areas typically tolerate higher noise levels than residential neighborhoods. However, some control is necessary for new development within non-residential areas so that exceptionally noisy uses are restricted.
N 2.4	Recognize projected increases in ambient noise levels resulting from traffic increases, as shown on Figure N-2. Promote the installation of noise barriers along highways where “noise-sensitive” land uses listed in Table N-1 (Table 4.5-2) are adversely impacted by unacceptable noise levels [60 dB (L_{dn}) or above]. Require adequate noise mitigation to be incorporated into the widening of SR 92 and US 101. Accept noise increases on El Camino Real at existing development, and require new multi-family development to provide common open space having a maximum exterior noise level of 67 dB (L_{dn}).

Table 4.5-2: Noise Sensitive Land-Use Compatibility Guidelines For Community Noise Environments¹ Day-Night Average Sound Level (L_{dn}), Decibels			
Land-Use Category	Normally Acceptable²	Conditionally Acceptable³	Normally Unacceptable⁴
Single-Family Residential	50 to 59	60 to 70	Greater than 70
Multi-Family Residential	50 to 59	60 to 70	Greater than 70
Hotels, Motels, and Other Lodging Houses	50 to 59	60 to 70	Greater than 70
Long-Term Care Facilities	50 to 59	60 to 70	Greater than 70
Hospitals	50 to 59	60 to 70	Greater than 70
Schools	50 to 59	60 to 70	Greater than 70
Multi-Family Common Open Space Intended for the Use and Enjoyment of Residents	50 to 67	--	Greater than 67
Table 4.5-3: Noise Guidelines for Outdoor Activities Average Sound Level (L_{eq}) Decibels			
Land-Use Category	Normally Acceptable²	Conditionally Acceptable³	Normally Unacceptable⁴
Parks, Playgrounds	50 to 65*	--	Greater than 65*
¹ These guidelines are derived from the California Department of Health Services, Guidelines for the Preparation and Content of the Noise Element of the General Plan, 2003. The State Guidelines have been modified to reflect San Mateo's preference for distinct noise compatibility categories and to better reflect local land-use and noise conditions. It is intended that these guidelines be utilized to evaluate the suitability of land-use changes only and not to determine cumulative noise impacts. Land uses other than those classified as being "noise sensitive" are exempt from these compatibility guidelines. ² Normally Acceptable – Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements. ³ Conditionally Acceptable – New construction should be undertaken only after a detailed analysis of the noise reduction requirement is conducted and needed noise insulation features included in the design. ⁴ Normally Unacceptable – New construction should be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.			

City of San Mateo Municipal Code

San Mateo Municipal Code, Chapter 7.30 regulates noise generated by project construction activities. Section 7.30.060, subsection (e) states that construction, alteration, repair, or land development activities authorized by a valid city permit shall be allowed at the following times:

- Weekdays: between 7:00 AM and 7:00 PM
- Saturdays: between 9:00 AM and 5:00 PM
- Sundays and Holidays: between 12:00 PM and 4:00 PM or at other such hours as authorized or restricted by the permit, so long as they meet the following conditions:
 1. No individual piece of equipment shall produce a noise level exceeding 90 dBA at a distance of 25 feet. If the device is housed within a structure on the property, the measurement shall be made outside the structure at a distance as close to 25 feet as possible.
 2. The noise level outside of any point outside the property plane of the project shall not exceed 90 dBA.

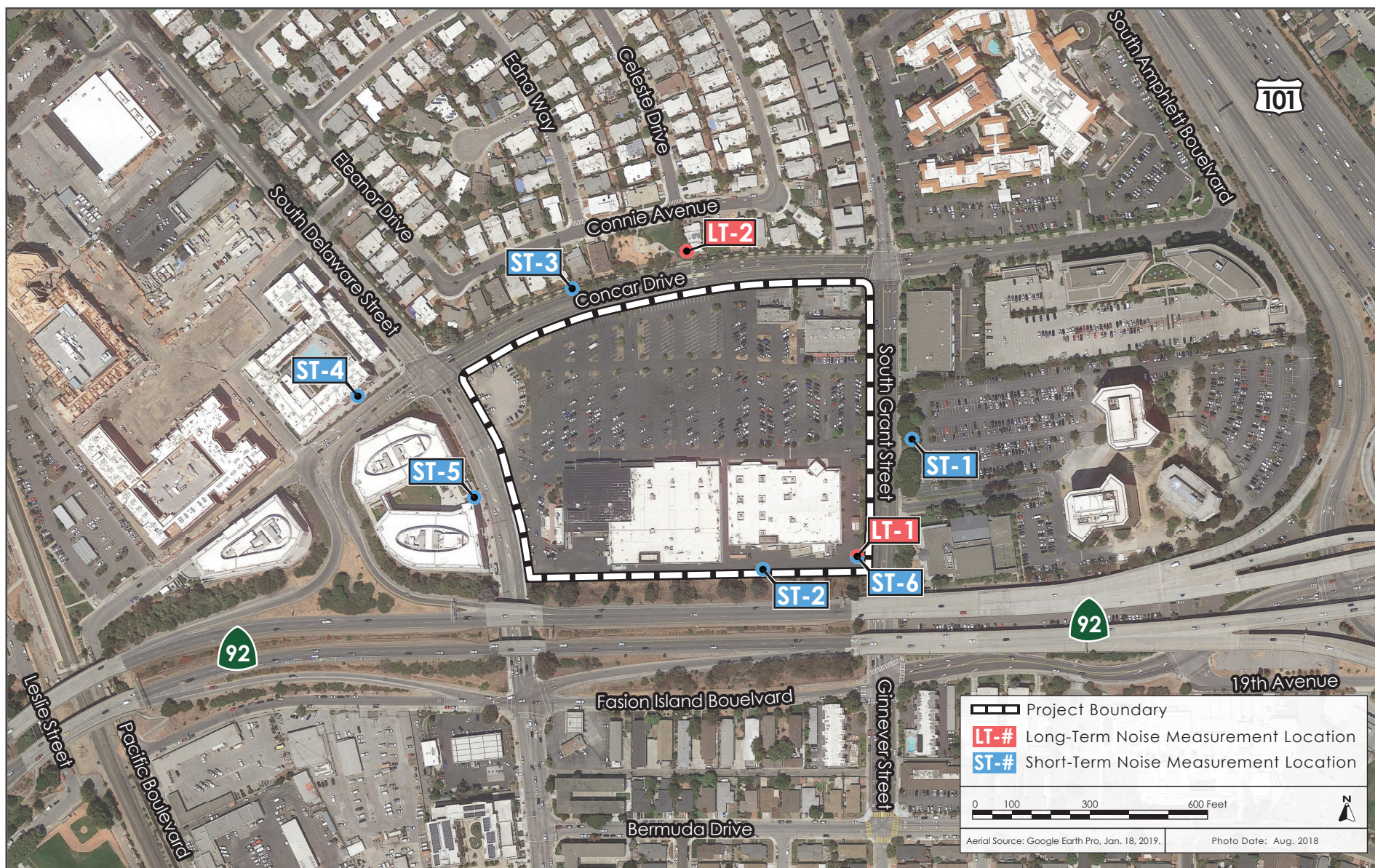
Section 7.30.040 states that it is unlawful for any person to operate or cause to be operated any source of sound at any location within the city or allow the creation of any noise on property owned, leased, occupied or otherwise controlled by such person, which causes the noise level when measured on any other property to exceed:

1. The noise level standard for that property as specified in Table 7.30.040 for a cumulative period of more than 30 minutes in any hour;
2. The noise level standard plus five dB for a cumulative period of more than 15 minutes in any hour;
3. The noise level standard plus 10 dB for a cumulative period of more than five minutes in any hour;
4. The noise level standard plus 15 dB for a cumulative period of more than one minute in any hour; or
5. The noise level standard or the maximum measured ambient level, plus 20 dB for any period of time.

4.5.1.3 *Existing Conditions*

The project site is located west of US 101, bounded by Concar Drive to the north, South Grant Street to the east, State Route (SR) 92 to the south, and South Delaware Street to the west. The primary source of noise at the site is traffic along the surrounding roads, with SR-92 being the most dominant. Existing uses in the vicinity of the project include residences to the north across Concar Drive, an office building to the west across South Delaware Street, and commercial use across South Grant Street to the east. A multifamily residential use is located approximately 230 feet northeast of the project boundary at the intersection of Concar Drive and South Delaware Street.

A noise monitoring survey was performed at the project site from Wednesday, May 1, 2019 to Friday, May 3, 2019. The survey included six short-term noise measurements (ST-1 through ST-6) and two long-term noise measurements (LT-1 and LT-2). The location of the noise monitoring locations is shown on Figure 4.5-1.



NOISE MEASUREMENT LOCATIONS

FIGURE 4.5-1

The day-night average noise level at the southeast corner of the project site (LT-1) was calculated to be 70 dBA L_{dn}. The primary contributors to environmental noise at this measurement location were traffic from South Grant Street and SR-92 and operations from the RePlanet USA recycling center, approximately 60 feet north of the measurement site. Long-term measurement LT-2 was made at the nearest residences, approximately 60 feet north of the center line of Concar Drive and adjacent to Concar Park. The primary noise source at this location was Concar Drive traffic. The day-night average noise level was 65 dBA L_{dn}.

Sensitive Receptors

The nearest sensitive receptors are the single-family homes and public park to the north across Concar Drive.

4.5.2 Impact Discussion

For the purpose of determining the significance of the project's impact on noise, would the project result in:

- 1) Generation of a substantial temporary or permanent increase in ambient noise levels in the vicinity of the project in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies?
- 2) Generation of excessive ground borne vibration or ground borne noise levels?
- 3) For a project located within the vicinity of a private airstrip or an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project expose people residing or working in the project area to excessive noise levels?

4.5.2.1 *Project Impacts*

Impact NOI-1:	The project would not result in generation of a substantial temporary or permanent increase in ambient noise levels in the vicinity of the project in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies. (Less than Significant Impact with Mitigation Incorporated)
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Operational Noise

According to the noise monitoring survey, ambient daytime noise levels at adjacent properties are in the range of 59 to 71 dBA Leq, with nighttime levels in the range of 47 to 69 dBA Leq.

Mechanical Equipment

Mixed-use buildings typically include various mechanical equipment such as air-conditioners, exhaust fans, chillers, pumps, and air handling systems. The most substantial noise-generating mechanical equipment proposed for the project is anticipated to be building heating, ventilation, and air conditioning (HVAC) equipment. HVAC equipment would be located on various rooftops throughout the project site. The nearest sensitive receptors potentially affected by mechanical equipment noise are the single-family homes and public park to the north across Concar Drive.

Mechanical equipment noise levels at these locations are anticipated to range from 47 to 48 dBA L_{eq} during loudest hours. This is below the maximum noise level for single-family residential set in the City's municipal code and General Plan. **(Less than Significant Impact)**

7-Eleven Operation

The proposed 7-Eleven convenience store would have 17 parking spaces located near the corner of Concar Drive and South Grant Street. The center of the parking lot would be located approximately 140 feet from the nearest neighboring residential use to the north. The closest individual parking space would be approximately 100 feet from the residence. All other parking proposed for the site would be either underground or covered by site structures. The hourly average noise level generated from activities in a small parking lot would reach 35 dBA L_{eq} at 100 feet. Noise from parking activity would not be anticipated to be discernable from ambient noise levels at adjacent land uses. **(Less than Significant Impact)**

Project Traffic

A significant noise impact would occur if traffic generated by the project would increase noise levels at sensitive receptors by three dBA L_{dn} or more. For reference, existing traffic volumes would have to double for noise levels to increase by three dBA L_{dn} . The project's trip generation analysis concluded the project would generate insignificant increases in AM and PM peak hour trips over existing conditions at all affected roadway segments, except at the entranceway to the site from South Delaware Street along the proposed Depot Way (see *Section 3.6 Transportation* for a detailed analysis). At this entranceway, a three dBA L_{dn} increase is anticipated; however, the increase would only affect the site itself, not any surrounding sensitive receptors. **(Less than Significant Impact)**

Construction Noise

The proposed project would be considered to generate a significant temporary construction noise impact if project construction activities generate noise in exceedance of 60 dBA L_{eq} at nearby residences or 70 dBA L_{eq} at nearby commercial land uses, or if the ambient noise environment is increased by five dBA L_{eq} or more for a period longer than one year. Noise impacts from construction depend upon the noise generated by different pieces of construction equipment, the timing and duration of noise-generating activities, and the distance between construction noise sources and noise-sensitive areas.

Project construction is anticipated to occur over a period of about five years and would include demolition of existing structures and pavement, site preparation, grading and excavation, trenching and foundations, building erection, and paving. The hauling of excavated materials and construction materials would generate truck trips on local roadways as well. Vibratory pile driving is anticipated along the perimeter of parking garages. Construction activities would be carried out in stages. During each stage of construction, there would be a different mix of equipment operating, and noise levels would vary by stage and vary within stages, based on the amount of equipment in operation and the location at which the equipment is operating.

Project construction would occur within 100 feet of residential land uses to the north and within 100 feet of commercial and office uses to the east and west. Construction noise levels would be anticipated to reach 89 dBA L_{max} at 100 feet during use of the vibratory pile driver along site

property lines. Noise levels may exceed 80 dBA L_{\max} at nearest land uses during other heavy phases of construction when equipment such as a concrete saw is operated within 50 feet of property lines to the north, east, and west.

It is assumed that construction activities would occur within the time periods allowed by the Municipal Code as described below. Noise levels, however, are anticipated to exceed 90 dBA at 50 feet during some periods of heavy construction. In addition, noise levels due to construction activities would exceed 60 dBA L_{eq} at nearby residential uses and 70 dBA L_{eq} at nearby commercial buildings, and ambient levels would increase by more than five dBA L_{eq} over a period exceeding one year. For these reasons, project construction could result in a significant construction noise impact.

Mitigation Measures:

MM NOI-1.1: Modification, placement, and operation of construction equipment are possible means for minimizing the impact of construction noise on existing sensitive receptors. Construction equipment shall be well-maintained and used judiciously to be as quiet as possible. Additionally, construction activities for the proposed project shall include the following best management practices to reduce noise from construction activities near sensitive land uses:

- Construction activities, including truck traffic coming to and from the construction site for any purpose, shall be limited to the hours between 7:00 a.m. and 7:00 p.m., Monday through Friday, Saturdays between 9:00 a.m. and 5:00 p.m., and Sundays and Holidays between 12:00 p.m. and 4:00 p.m., in accordance with the City's Municipal Code, unless permission is granted with a development permit or other planning approval.
- Construction staging areas shall be established at locations that will create the greatest distance between the construction-related noise sources and noise-sensitive receptors nearest the project site during all project construction.
- Use of the concrete saw within 100 feet of shared property lines shall be limited, as feasible.
- Equip all internal combustion engine-driven equipment with intake and exhaust mufflers that are in good condition and appropriate for the equipment.
- Unnecessary idling of internal combustion engines shall be strictly prohibited.
- Locate stationary noise-generating equipment, such as air compressors or portable power generators, as far as possible from sensitive receptors. If they must be located near receptors, adequate muffling (with barriers or enclosures where feasible and appropriate) shall be used to reduce noise levels at the adjacent sensitive receptors.
- Utilize "quiet" air compressors and other stationary noise sources where technology exists.
- Pile-driving activities shall be restricted to between 8:00 AM to 5:00 PM, Monday through Friday, to limit the intrusiveness of pile driving during the morning and evening hours. This measure is suggested only for construction

sites that would use pile drivers within 2,000 feet of residential or sensitive land uses.

- During pile driving, temporary noise barriers, such as mass loaded construction blankets on temporary fencing or a solid plywood construction barrier, will be placed around the perimeter of construction areas where pile driving is taking place. The placement of these barriers will not allow clear, line of sight openings for site access between the pile driving activities and adjacent land uses. Noise control blanket barriers can be rented and quickly erected.
- Control noise from construction workers' radios to a point where they are not audible at existing residences bordering the project site.
- The contractor shall prepare a detailed construction plan identifying the schedule for major noise-generating construction activities. The construction plan shall identify a procedure for coordination with adjacent residential land uses so that construction activities can be scheduled to minimize noise disturbance.
- Designate a "disturbance coordinator" who would be responsible for responding to any complaints about construction noise. The disturbance coordinator will determine the cause of the noise complaint (e.g. bad muffler, etc.) and will require that reasonable measures be implemented to correct the problem. Conspicuously post a telephone number for the disturbance coordinator at the construction site and include it in the notice sent to neighbors regarding the construction schedule.

Implementation of the above mitigation measures would reduce construction noise levels emanating from the site, limit construction hours, and minimize disruption and annoyance. With the implementation of these measures and the recognition that noise generated by construction activities would occur over a temporary period, the project would not result in a significant construction noise impact. **(Less than Significant with Mitigation Incorporated)**

Impact NOI-2: The project would not result in generation of, excessive ground borne vibration or ground borne noise levels. (Less than Significant Impact)

The City of San Mateo does not specify a construction vibration limit. For structural damage, the California Department of Transportation recommends a vibration limit of 0.5 in/sec PPV for buildings structurally sound and designed to modern engineering standards, 0.3 in/sec PPV for buildings that are found to be structurally sound but where structural damage is a major concern, and a conservative limit of 0.08 in/sec PPV for ancient buildings or buildings that are documented to be structurally weakened. The 0.3 in/sec PPV vibration limit would be applicable to properties in the vicinity of the project.

Table 4.5-4: Vibration Levels for Construction Equipment				
Equipment		PPV at 25 ft. (in/sec)	PPV at 100 ft. (in/sec)	PPV at 230 ft. (in/sec)
Pile Driver (Sonic)	upper range	0.734	0.160	0.064
	typical	0.17	0.037	0.015
Clam shovel drop		0.202	0.044	0.018
Hydromill (slurry wall)	in soil	0.008	0.002	0.001
	in rock	0.017	0.004	0.001
Vibratory Roller		0.21	0.046	0.018
Hoe Ram		0.089	0.019	0.008
Large bulldozer		0.089	0.019	0.008
Caisson drilling		0.089	0.019	0.008
Loaded trucks		0.076	0.017	0.007
Jackhammer		0.035	0.008	0.003
Small bulldozer		0.003	0.001	0.000
Source: Transit Noise and Vibration Impact Assessment, United States Department of Transportation, Office of Planning and Environment, Federal Transit Administration, October 2018 as modified by Illingworth & Rodkin, Inc., January 2019.				

Construction of the project may generate perceptible vibration when heavy equipment or impact tools (pile driving, jackhammers, hoe rams) are used. Construction activities would include demolition, site preparation, grading and excavation, trenching and foundation, building (exterior), interior/architectural coating, and paving. Vibratory driving of shoring piles would be used along perimeters of parking garages. Table 4.5-4 shows the calculated vibration levels for the various pieces of construction equipment.

The closest structures to the project site are located approximately 100 feet from the site boundaries, including residences to the north across Concar Drive, an office building to the west across South Delaware Street, and commercial use across South Grant Street to the east. As shown in Table 4.5-4, vibration levels at these locations are not expected to exceed the 0.3 in/sec PPV threshold; thus, the construction of the proposed project would have a less than significant vibration impact. **(Less than Significant Impact)**

Impact NOI-3: The project would not be located within the vicinity of a private airstrip or an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport. The project would not expose people residing or working in the project area to excessive noise levels. **(No Impact)**

As discussed in *Section 4.9 Hazards and Hazardous Materials* of the Initial Study (See Appendix A), the project site is not located within the Airport Influence Area (AIA) or noise contour area of any nearby airports and, therefore, would not be impacted by aircraft related noise. **(No Impact)**

4.5.2.2 Cumulative Impacts

Impact NOI-C: The project would not result in a cumulatively considerable contribution to a significant noise impact. **(Less than Significant Cumulative Impact)**

Construction of the proposed project and the projects listed in the cumulative project table (Table 4.0-1) may occur at the same time such that temporary construction-related noise impacts could occur. However, the majority of the surrounding projects are significant distances away from the proposed project, which would reduce any overlapping construction noises or vibration. In addition, all projects must incorporate construction noise reduction measures as identified in the City's Municipal Code and explained in MM NOI-1.1 above. Once operational, the noise impacts resulting from the proposed project would be below the City's thresholds of significance; thus, the project's contribution to cumulative noise and vibration impacts would be less than significant. Furthermore, it was determined that the full buildout of the Rail Corridor Plan under Scenario Z and additional vehicular traffic resulting from Bay Meadows project, would not result in a significant cumulative noise impact. **(Less than Significant Cumulative Impact)**

4.5.3 Non-CEQA Effects

Per *California Building Industry Association v. Bay Area Air Quality Management District*, 62 Cal. 4th 369 (*BIA v. BAAQMD*), effects of the environment on the project are not considered CEQA impacts. The following discussion is included for informational purposes only because the City of San Mateo has policies that address existing noise conditions affecting a proposed project.

The Noise Element of the City of San Mateo General Plan sets forth goals and policies to control environmental noise and protect citizens from excessive noise exposure. The applicable policies were presented in detail in the Regulatory Background section and are summarized below for the proposed project:

- The City of San Mateo's normally acceptable exterior noise level objective is 59 dBA Ldn or less for residential land uses. Maximum exterior noise in residential outdoor activity areas should not exceed 67 dBA Ldn.
- The City of San Mateo's normally acceptable exterior noise level objective is 65 dBA Leq or less at the loudest hour for parks and playgrounds accessible to the public.

- The City of San Mateo's interior noise level limit is 45 dBA L_{dn} or less for residential land uses consistent with the requirements of the California Building Code.

4.5.3.1 *Exterior Noise*

The future exterior noise environment at the project site would continue to be characterized by traffic on South Delaware Street, Concar Drive, South Grant Street, and SR-92. Existing noise levels at the site range from 65 to 71 dBA L_{dn}. Based on traffic volumes provided for the project, future traffic noise levels are anticipated to remain the same or increase by one to two dBA L_{dn} on all roads surrounding the site with the exception of the area of the intersection of South Delaware Street and the proposed Depot Way. However, the increased noise level at this intersection is only anticipated to affect traffic heading east, into the site, and would not affect surrounding noise-sensitive areas. Table 4.5-5 and Table 4.5-6 below detail the various levels of noise exposure at proposed exterior use areas throughout residential-use and public-use areas.

Table 4.5-5: Calculated Exterior Noise Levels at Proposed Resident-Use Open Space Areas		
Open Space Location	Calculated Noise Levels (dBA L_{dn})	Calculated Noise Levels at Loudest Hour (dBA L_{eq})
Building One North-facing Deck	65	63
Building One Courtyard	74	72
Building One Southwest	48	46
Building Two Northeast	44	42
Building Two Southwest	45	43
Building Three Central	50	48
Building Three Rooftop Deck	59	57
Building Four Northern	44	42
Building Four Rooftop Deck	57	55
Building Four Southern	49	47

Table 4.5-6: Calculated Exterior Noise Levels at Proposed Public-Use Open Space Areas		
Open Space Location	Calculated Noise Levels (dBA L_{dn})	Calculated Noise Levels at Loudest Hour (dBA L_{eq})
Building Two Northwest	64	62
Building Five Paseo and Play Area	69	67
Park Plaza	55	53
Arts Plaza	56	54

Noise levels at the courtyard space located in the Building One section above the Trader Joe's grocery store are anticipated to reach 74 dBA L_{dn}. This exceeds the City of San Mateo's criteria of 67

dBA L_{dn} for multi-family common open space intended for use by residents (see Table 4.5-2). Noise levels at the Paseo and Play Area public-use open space between Buildings Three and Five are anticipated to reach 67 dBA L_{eq} during the loudest hour which will exceed the City's criteria of 65 dBA L_{eq} (see Table 4.5-3).

It is not acoustically feasible to reduce exterior noise levels at the Building One Courtyard open space to meet the City's 67 dBA L_{dn} objective for multi-family residential uses. Alternate noise reduction strategies that would reduce average noise levels to meet these objectives include fully enclosing the Building One Courtyard or redesigning the site plan to locate the courtyard away from direct exposure to traffic noise from SR-92. It is also infeasible to reduce exterior noise levels at the Paseo and Play Area located between Buildings Three and Five to meet the City's 65 dBA L_{eq} objective for parks and playgrounds. Revising site plans to extend the southern façade of Building Five approximately 45 feet west, overlapping the parking ramp, would reduce average noise levels well enough to meet the objective. Despite these relatively small exceedances (the human ear cannot normally detect a less than three (3) dBA difference in sound levels), all residents and the public will have access to well-shielded common areas for outdoor enjoyment.

4.5.3.2 Interior Noise

Both the City of San Mateo and the California Building Code require that interior noise levels be maintained at 45 dBA L_{dn} or less for residences. The Cal Green Code limits noise levels inside occupied non-residential spaces to 50 dBA $L_{eq(1-hr)}$ during any hours of operation. Standard residential construction provides approximately 15 dBA of exterior-to-interior noise reduction, assuming the windows are partially open for ventilation. Standard construction with the windows closed provides approximately 20 to 25 dBA of noise reduction in interior spaces. Where exterior noise levels range from 60 to 65 dBA L_{dn} , the inclusion of adequate forced-air mechanical ventilation can reduce interior noise levels to acceptable levels by allowing occupants the option of closing the windows to control noise. Where noise levels exceed 65 dBA L_{dn} , forced-air mechanical ventilation systems and sound-rated construction methods are normally required.

The calculated exterior noise level exposures at the proposed building façades are summarized in Table 4.5-7. Considering average façade noise losses, to maintain a habitable interior environment the following general observations can be made:

1. In noise environments with exterior façade noise exposures of 60 to 70 dBA L_{dn} interior noise levels in residences would be considered acceptable with the incorporation of an adequate forced-air mechanical ventilation system to allow occupants the option of keeping windows closed for noise control. (Highlighted in Blue in Table 4.5-7)
2. In noise environments of 70 to 80 dBA L_{dn} or greater, a combination of forced-air mechanical ventilation and sound-rated construction methods (typically windows with STC 30 to 40) would be required to meet the interior residential noise level limit. To meet the Cal Green Code objective, mechanical ventilation and sound-rated construction methods (typically windows with STC 28 to 34) would be required for non-residential uses. (Highlighted in Red in Table 4.5-7)

Table 4.5-7: Calculated Noise Levels at Building Façades				
Building Cluster	Calculated Exterior Façade Exposure (dBA L_{dn})			
	North	East	South	West
One	64	50 - 55	75	73 - 75
Two	69 - 70	60 - 61	67 - 70	71
Three	53 - 55	67 - 68	75	47 - 55
Four	69 - 70	67	58 - 59	59 - 60
Five	61	70	75	65 - 66

As shown in Table 4.5-7, all residences except for those on the east side of Building One, the north and west sides of Building Three, and the south side of Building Four will need to be equipped with forced-air mechanical ventilation to meet City of San Mateo and Cal Green Code regulations of 45 dBA L_{dn} for interior noise levels in residences and 50 dBA L_{eq} or lower for non-residential occupied spaces. Additionally, the southern façades of Buildings One, Three, and Five, and the western façades of Buildings One and Two will require sound-rated construction materials such as stucco sided, staggered-stud exterior walls, stucco sided exterior walls with resilient channels, or cement board-sided exterior walls with resilient channels, and doors and windows with STC ratings of 30 to 32.

Noise from proposed HVAC equipment would be substantial along parts of the northern façade of the fourth and fifth levels of Building Four. The fifth units, located along the northernmost section of the building and directly above proposed HVAC equipment, are anticipated to be exposed to noise levels up to 72 dBA L_{eq}. Wall construction and windows specified above for façades exposed to traffic noise levels greater than 70 dBA L_{dn} will be required to meet City regulations. Plans indicate that fourth floor units immediately adjacent to the proposed HVAC equipment would not have north-facing windows, but as they are anticipated to be exposed to higher noise levels of up to 77 dBA L_{eq}, they will require the same wall construction as fifth floor units.

Conditions of Approval

For consistency with the General Plan, the following Conditions of Approval would be applied by the City:

- Project-specific acoustical analyses are required by the state building code to confirm interior noise levels in residences will be reduced to 45 dBA L_{dn} or lower and interior levels in office uses will be reduced to 50 dBA L_{eq} or lower. The specific determination of what treatments are necessary will be conducted on a unit-by-unit basis. Results of the analysis, including the description of the necessary noise control treatments, will be submitted to the City along with the building plans and approved prior to issuance of a building permit.
- Building sound insulation requirements would need to include the provision of forced-air mechanical ventilation for the units detailed above so that windows could be kept closed at the occupant's discretion to control noise.

- Special building techniques (e.g. sound-rated windows and building façade treatments) may be required to maintain interior noise levels at or below acceptable levels. These treatments would include, but are not limited to, sound-rated windows and doors, sound-rated wall constructions, acoustical caulking, protected ventilation openings, etc. Preliminary calculations indicate that residential units would require sound-rated windows and doors with ratings ranging from STC 30 to 32 to assure that the 45 dBA L_{dn} and 50 dBA L_{eq} standards are met.

Implementation of the above Conditions of Approval would sufficiently reduce noise levels at the project's proposed residential and non-residential land uses to acceptable levels, consistent with the City's General Plan and the CBC.

4.6 TRANSPORTATION

The discussion in this section is based on a CEQA Transportation Analysis Memo prepared by *Hexagon Transportation Consultants, Inc.* on March 24, 2020. This report is included in this Initial Study as Appendix I.

4.6.1 Environmental Setting

4.6.1.1 *Regulatory Framework*

Regional

Regional Transportation Planning

The Metropolitan Transportation Commission (MTC) is the transportation planning, coordinating, and financing agency for the nine-county San Francisco Bay Area, including San Mateo County. MTC is charged with regularly updating the Regional Transportation Plan, a comprehensive blueprint for the development of mass transit, highway, airport, seaport, railroad, bicycle, and pedestrian facilities in the region. MTC and ABAG adopted Plan Bay Area 2040 in July 2017, which includes the region's Sustainable Communities Strategy (integrating transportation, land use, and housing to meet GHG reduction targets set by CARB) and Regional Transportation Plan (including a regional transportation investment strategy for revenues from federal, state, regional and local sources over the next 24 years).

City/County Association of Governments

The City/County Association of Governments of San Mateo County (C/CAG) works on issues that affect the quality of life in general: transportation, air quality, stormwater runoff, airport/land use compatibility planning, hazardous waste, solid waste and recycling. C/CAG, as the Congestion Management Agency for San Mateo County, is required to prepare and adopt a Congestion Management Program (CMP) on a biennial basis. The purpose of the CMP is to identify strategies to respond to future transportation needs, develop procedures to alleviate and control congestion, and promote countywide solutions. The CMP is required to be consistent with the MTC planning process that includes regional goals, policies, and projects for the Regional Transportation Improvement Program.²¹

Since the project would generate more than 100 peak-hour vehicle trips onto roadways surrounding the project site, an analysis in accordance with C/CAG's CMP guidelines was prepared.

Senate Bill 743

Senate Bill 743 was passed in 2013 and mandated a shift in the metrics used for transportation analysis under CEQA from Level of Service (LOS) to Vehicle Miles Traveled (VMT). The Governor's Office of Planning and Research (OPR) incorporated this requirement into its *Updates to the CEQA Guidelines* in November 2017. The *Technical Advisory on Evaluating Transportation Impacts* in CEQA published by OPR in December 2018 provided recommendations regarding VMT evaluation methodology, significance thresholds and screening thresholds for land use projects. The

²¹ C/CAG of San Mateo County website. <http://ccag.ca.gov/programs/transportation-programs/congestion-mangement/>. Accessed September 21, 2018.

updated Guidelines involving Section 15064.3 took effect in December 2018. The following OPR recommendations are relevant to the Concar Passage project:

- OPR recommends that projects (including residential, retail and mixed-use developments) proposed within ½ mile of an existing major transit stop be presumed to have a less-than-significant impact on VMT
- OPR recommends that local-serving retail developments be presumed to have a less-than-significant impact on VMT because local-serving retail tends to shorten trips and reduce VMT.
- OPR recommends that residential projects exceeding a level of 15 percent below existing VMT per capita indicate a significant transportation impact.

It should be noted that agencies are not required to adopt VMT analysis guidelines until July 1, 2020. The City of San Mateo, at the time of this report, is updating its significance thresholds to be consistent with SB 743.

Local

San Mateo County Comprehensive Bicycle Route Plan

The San Mateo County Comprehensive Bicycle Route Plan was written by the C/CAG, the Bicycle and Pedestrian Advisory Committee, and individual cities and agencies. The intent of the plan is to provide a comprehensive bicycle network for San Mateo County and adjacent communities, to improve inter-city and regional travel for bicycles. The plan includes existing roadways within San Mateo County, including roadways in the project area.

City of San Mateo General Plan

The City of San Mateo 2030 General Plan contains goals and policies related to traffic and circulation patterns that are relevant to the proposed project. The General Plan includes goals and policies relating to traffic fees for new developments, required consistency with alternative transportation plans, and parking standards, amongst others. General Plan policies and elements that are relevant to the proposed mixed-use project are listed below:

Policies	Description
C 2.1	Maintain a Level of Service no worse than mid LOS D, average delay of 45.0 seconds, as the acceptable Level of Service for all intersections within the City.
C 2.4	Require new developments to pay for on-site improvements to meet the needs of development and their proportionate share of the costs for mitigating cumulative traffic impacts within the City of San Mateo. Utilize a Transportation Fee Ordinance to finance necessary off-site improvements equitably. The off-site improvements will include intersection and street improvements to maintain intersection levels of service, traffic safety improvements and improvements to reduce single occupant vehicle trips such as bicycle system enhancements, pedestrian improvements, and trip reduction measures.
C 2.5	Require site-specific traffic studies for development project where there may be a substantial impact on the local street system. Traffic impacts caused by a development project are considered to be unacceptable and warrant mitigation if the addition of project traffic results in a cumulative intersection level of service exceeding the acceptable level established in Policy C-2.1; where there may be safety hazards created; or where there may be other substantial impacts on the circulation system.

Policies	Description
C 2.7	In addition to paying the transportation impact fee, a development project may be required to fund off-site circulation improvements which are needed as a result of project generated traffic if: <ul style="list-style-type: none"> a) The level of service at the intersection drops below mid-level LOS D (average delay of more than 45 seconds) when the project is added, and b) An intersection that operates below its level of service standard under the base year conditions experiences an increase in delay of four or more seconds, and c) The needed improvement of the intersection(s) is not funded in the applicable five-year City Capital Improvement Program from the date of application approval.
C 2.10	Participate in the TDM Program as outlined by the San Mateo City/County Association of Government (C/CAG). Encourage TDM measures as a condition of approval for development projects, which are anticipated to cause substantial traffic impacts. C/CAG requires the preparation of a TDM program for all new development that would add 100 peak hour trips or more to the regional road network.
C 2.11	Establish and implement a TDM program consistent with the Corridor Plan policy and program requirements for development within Transit-Oriented Development (TOD) areas.
C 4.1	Implement the Bicycle Master Plan's recommended programs and projects to create and maintain a fully-connected safe and logical bikeways system; support the City's Sustainable Transportation Actions; and coordinate with the countywide system.
C 4.4	Implement the Pedestrian Master Plan's recommended programs and projects to create and maintain a walkable environment in San Mateo and support the City's Sustainable Transportation Actions.
C 4.5	Continue to require as a condition of development project approval the provision of sidewalks and wheelchair ramps where lacking and the repair or replacement of damaged sidewalks. Require that utility poles, signs, street lights, and street landscaping on sidewalks be placed and maintained to permit wheelchair access and pedestrian use. Increase awareness of existing trails and routes by promoting these amenities to residents.
C 4.6	Continue to assess and improve wheelchair access throughout the City. Install wheelchair ramps or take other corrective measures where most needed in accordance with the established Citywide Wheelchair Program.
C 4.7	Pedestrian safety shall be made a priority in the design of intersection and other roadway improvements.
C 5.1	<ul style="list-style-type: none"> a) Adopt parking requirements to provide adequate parking supply as a condition of development approval. b) Adopt parking requirements to provide adequate parking supply for change and/or expansion of land use resulting in increased parking demand.
C 5.2	Seek new parking garage sites for public acquisition within the CPID adequate to accommodate the parking needs of new development. Allow in-lieu parking fees within the CPID as a substitute for providing required non-residential parking on-site.
C 6.6	Reduce fuel consumption and vehicle emissions for trips originating in or destined for the City of San Mateo by providing incentives for the purchase and use of fuel efficient vehicles such as recharging station for electric vehicles or preferential parking for carpools, hybrids, and alternative fuel vehicles and develop a way to make this action enforceable and by providing discounted parking rates for carpools, hybrids, and other vehicles that help reduce CO2 emissions.

City of San Mateo Bicycle Master Plan

The City of San Mateo Bicycle Master Plan was adopted in October 2011. It contains goals and objectives to provide a blueprint for a citywide system of bicycle facilities to allow for safe, efficient, and convenient bicycle travel within the City and to regional destinations in the Bay Area. The purpose of the plan is to build on the success of previous bicycle infrastructure improvements by

enhancing and expanding the existing bikeway network, connecting gaps, addressing constrained areas, and providing for greater local and regional connectivity.

At the time of this report, the City is updating its Bicycle Master Plan. The draft version of the updated Plan released in February 2020 and contained an updated list of proposed bicycle facilities. Along the project frontage, Delaware Street, Concar Drive and Grant Street are all proposed for Class IV separated bike lanes. The 2020 Bicycle Master Plan is expected to be adopted in April 2020.

City of San Mateo Pedestrian Master Plan

The City of San Mateo Pedestrian Master Plan was adopted in April 2012. It contains goals, objectives and policies to improve the pedestrian environment and increase the number of walking trips in San Mateo. The purpose of the Plan is to prioritize pedestrian improvements through a needs analysis of the City's network to identify gaps in the network and potential improvements. The Plan applies prioritization criteria to the output of the needs assessment to establish rankings for infrastructure improvements as well as programmatic recommendations.

4.6.1.2 *Existing Conditions*

Roadway Network

Regional Access

US 101 is an eight- to ten-lane north-south freeway in the vicinity of the site. US 101 extends northward through San Francisco and southward through San Jose. Access to and from the project study area is provided via its interchanges at SR 92 and Fashion Island Boulevard.

SR 92 is a four- to six- lane east-west freeway extending from Half Moon Bay in west San Mateo County to Hayward in Alameda County. SR 92 has a full interchange with US 101. Access to the project site is provided via its interchange at Concar Drive/19th Avenue.

Local Access

El Camino Real is a six-lane north-south major arterial within the project vicinity with a posted speed limit at 35 miles per hour (mph). El Camino Real extends from Santa Clara County through San Mateo County. On-street parking is permitted along northbound El Camino Real from 25th Avenue to the SR 92 eastbound ramp and from the SR 92 westbound ramp to 17th Avenue. On-street parking is permitted along southbound El Camino Real from Lodato Avenue to 24th Street. Sidewalks are present on both sides of the road within the project vicinity. All signalized intersections along El Camino Real within the project vicinity have crosswalks with actuated pedestrian push buttons and signal heads. Bike lanes are provided on El Camino Real between the SR 92 eastbound and westbound ramps. El Camino Real provides access to the project site via its interchange with SR 92 and the intersection at 25th Avenue.

Delaware Street is a two- to four-lane north-south arterial within the project vicinity spanning from Peninsula Avenue to Hillsdale Boulevard, at which point it transitions into Pacific Boulevard. Sidewalks are present on both sides of the street for its entirety. Within the project vicinity, on-street parking is allowed between the Hillsdale Boulevard westbound ramp and 28th Avenue and on the northbound side from Saratoga Drive to Bermuda Avenue. Bike lanes are provided on Delaware

Street between Sunnybrae Boulevard and Charles Lane and between Bermuda Drive and 28th Avenue. The road is designated as a bike route along northbound Delaware Street between Concar Drive and Bermuda Drive and on both sides between 28th Avenue and 31st Avenue. Delaware Street provides direct project access.

Grant Street is a two- to four-lane north-south collector street within the project vicinity spanning from 3rd Avenue to 19th Avenue. Sidewalks are present on both sides of the street for its entirety. On-street parking is permitted on both sides of the street for its entirety except from Concar Drive to 19th Avenue. Bike lanes are provided on Grant street between Bermuda Drive and Concar Drive. The road is a designated bike route north of Concar Drive. Grant Street provides direct project access.

Concar Drive is a two- to four- lane east-west arterial within the project vicinity spanning from Amphlett Boulevard to the SR 92 westbound ramps, at which point it transitions to a collector street until Pacific Boulevard. Sidewalks are present on both sides of the street except along eastbound Concar Drive between the SR 92 westbound ramps and Delaware Street. All signalized intersections along Concar Drive have crosswalks with actuated pedestrian push buttons and signal heads. On-street parking is prohibited on both sides of the street within the project vicinity. Bike lanes are provided on Concar Drive between Delaware Street and Grant Street. Concar Drive provides direct project access.

19th Avenue/Fashion Island Boulevard is a one/two-lane east-west arterial within the project vicinity spanning from Pacific Boulevard to Bridgepointe Parkway. 19th Avenue is a one-way street in the eastbound direction between Pacific Boulevard and Grant Street/Ginnever Street. Sidewalks are present along the southern half of 19th Avenue within the project vicinity and along both sides of Fashion Island Boulevard between 19th Avenue and the US 101 southbound ramps. On-street parking is permitted on both sides of the street from Pacific Boulevard to Delaware Street and only on the southern half of 19th Avenue from Delaware Street to Grant Street/Ginnever Street. On-street parking is prohibited along Fashion Island Boulevard within the project vicinity. Bike lanes are provided on 19th Avenue/Fashion Island Boulevard between Delaware Street and Mariners Island Boulevard. 19th Avenue/Fashion Island Boulevard provides project access via the intersections at Delaware Street and Grant Street.

Pedestrian and Bicycle Facilities

The existing City-designated bicycle facilities in the project vicinity include Class I bike paths, Class II bike lanes, and Class III bike routes.²² The City of San Mateo Bicycle Master Plan (2020) indicates there are Class I bike paths between the Hayward Park Caltrain Station and 16th Avenue and on the bridge crossing the train tracks at 19th Avenue. Additionally, the Foster City Levee Pedway exists along the east side of Seal Slough from Shoal Drive until it connects with the Bay Trail. According to the City of San Mateo Bicycle Master Plan (2020), Hillsdale Boulevard between Edison Street and Norfolk Street, as well as Delaware Street between Charles Lane and 19th Avenue, are classified as Class III bike routes, but these roadway segments lack proper bike route signage. Signage is only

²² *Bike paths* are shared between pedestrians and bicyclists and separated from motor vehicle traffic. *Bike lanes* are lanes on roadways designated for use by bicycles with special lane markings, pavement legends, and signage. *Bike routes* are existing streets that accommodate bicycles but are not separate from the existing travel lanes. Bike routes are typically designated only with signs or pavement markings.

visible along northbound Delaware Street between Bermuda Drive and Concar Drive. Hillsdale Boulevard and Delaware Street are major arterials with relatively high traffic volumes. Overall, the existing bicycle facilities lack adequate connectivity between the project site and surrounding land uses. Small segments in the bicycle network near the project site lack proper signage and lead to an unconnected network. As part of the Station Park Green project, the development project has constructed a Class I multi-use path on the north side of Concar Drive, connecting Concar Passage with the Hayward Park Caltrain Station.

Pedestrian facilities near the project site consist of sidewalks along both sides of most roadways, as well as crosswalks at all signalized intersections. Within the immediate vicinity of the project site, crosswalks are lacking across the north leg at the Delaware Street and 19th Avenue intersection. Continuous pedestrian facilities are present between the project site and the Hayward Park and Hillsdale Caltrain Stations.

Transit Service

Existing transit service to the study area is provided by the San Mateo County Transit District (SamTrans), Norfolk Caltrain Shuttle, and Caltrain (See Figure 4.6-1).

San Mateo County Transit District (SamTrans)

The 53 line operates between Peninsula/Humboldt and Borel Middle School. The line operates with approximately 10-minute headways during the AM (7 a.m. to 8 a.m.) and PM (1 p.m. to 3:30 p.m.) hours. The bus stop closest to the project site is at the intersection of Grant Street and Concar Drive (approximately 500 feet from the project site).

The 292 line operates between downtown San Francisco and Hillsdale Shopping Center. The line operates with approximately 30-minute headways from 4 a.m. to 2:30 a.m. The bus stop closest to the project site is at the intersection of Delaware Street & Charles Lane and Delaware Street and Bermuda Drive (approximately 1,400 feet from the project site).

Norfolk Shuttle

The Norfolk Shuttle operates between Hillsdale Caltrain Station and various area office buildings. The line operates with approximately 30-45-minute headways during the AM (7 a.m. to 9:30 a.m.) and PM (3 p.m. to 7 p.m.) peak periods. The bus stop closest to the project site is at the intersection of Concar Drive & Pacific Boulevard (approximately 1,700 feet from the project site) or Concar Drive & Amphlett Boulevard (approximately 1,600 feet from the project site).

Caltrain Service

Commuter rail service between San Francisco and Gilroy is provided by Caltrain. The project site center is located about 2,000 feet east of the Hayward Park Caltrain station, which is about an 8-minute walk or a 3-minute bike ride. Caltrain provides service at this station with approximately 60-minute headways during the weekday AM and PM commute hours, midday, and at nights. Service is provided with approximately 90-minute headways on weekends. Continuous pedestrian facilities exist between the project site and the Hayward Park Caltrain station.

The project site center is located about 1.3 miles north of the Hillsdale Caltrain station, which is about a 30-minute walk or a 7-minute bike ride. The Norfolk Caltrain Shuttle that stops near the project site travels to the Hillsdale Caltrain Station, which provides baby bullet train service. Caltrain provides service at this station with approximately 10- to 30-minute headways during the weekday AM and PM commute hours and 60-minute headways midday, at nights and on weekends. Continuous pedestrian facilities exist between the project site and the Hillsdale Caltrain station.



EXISTING TRANSIT FACILITIES

FIGURE 4.6-1

4.6.2 Impact Discussion

Would the project:

- 1) Conflict with a plan, ordinance or policy addressing the circulation system, including transit, roadways, bicycle lanes and pedestrian paths?
- 2) For a land use project, conflict or be inconsistent with CEQA Guidelines Section 15064.3, subdivision (b)?
- 3) Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible land uses (e.g., farm equipment)?
- 4) Result in inadequate emergency access?

4.6.2.1 *Project Impacts*

The City has traditionally used level of service or LOS (i.e. vehicle delay or congestion) as the basis for determining a project's traffic impacts. However, with the passage of SB 743 and the adoption of related Guidelines implementing SB 743, the City's approach to evaluating project traffic impacts under CEQA must change. SB 743, amending state law (CEQA), takes precedence over the City's General Plan, and requires that LOS no longer be used after July 1, 2020. Under the new legislation, this project's LOS traffic impacts (i.e. increased vehicle delay) are required to be considered insignificant under CEQA. The relevant question under CEQA, as amended by SB 743, is whether any physical roadway improvements required of a project to maintain or restore acceptable LOS conditions would have negative environmental consequences from construction or operation of the modified roadway.

Project Trip Generation

Vehicle trips generated by the proposed project were estimated using the trip rates published in the Institute of Transportation Engineers' (ITE) Trip Generation Manual, 10th Edition (2017). Using these rates, the proposed project would generate 592 trips (226 inbound and 366 outbound) during the AM peak hour and 1,092 trips (600 inbound and 492 outbound) during the PM peak hour.

Project Trip Reductions

Since this project is mixed-use in nature, provides safe pedestrian facilities, and is located near other developments, Hexagon used US EPA's MXD model to determine the applicable trip reduction for the project. Based on the MXD model, a 15 percent trip reduction during the AM peak hour, a 16.3 percent trip reduction during the PM peak hour, and a 17.8 percent daily trip reduction were applied. After crediting these reductions, the proposed project would generate 528 vehicle trips (206 inbound and 322 outbound trips) during the AM peak hour and 993 vehicle trips (543 inbound and 450 outbound trips) during the PM peak hour.

In addition, trip generation for retail uses is typically adjusted to account for pass-by-trips. Pass-by trip reductions are based on the average pass-by trip reduction rates published in the ITE Trip Generation Handbook, 3rd Edition. A pass-by trip reduction of 34 percent was applied to the retail component of the project, 43 percent was applied to the restaurant component, 36 percent was applied to Trader Joe's, and 51 percent was applied to 7-Eleven. Hexagon assumes no pass-by trip

reduction during the AM peak hour. After applying the appropriate pass-by trip reductions, it is estimated that the proposed project would generate 528 vehicle trips (206 inbound and 322 outbound trips) during the AM peak hour and 765 vehicle trips (425 inbound and 340 outbound trips) during the PM peak hour.

Existing Trip Credits

Because the project would replace the existing uses on the site, trips associated with the existing buildings were subtracted from the project-generated traffic to derive the net trips. The trips generated by the existing uses on the site were estimated based on driveway counts conducted on April 26th, 2018. Pass-by trip reductions were also applied to the existing retail trips. Using these rates and the applied trip reductions, the existing uses are estimated to generate 405 trips (216 inbound and 189 outbound) during the AM peak hour and 599 trips (270 inbound and 329 outbound) during the PM peak hour.

Net Trip Generation

After applying the appropriate trip generation rates, trip reductions, and the existing trip credits, Table 4.6-1 shows that the project would generate 2,471 net new daily trips, with 123 net new trips (-10 inbound and 133 outbound) occurring during the AM peak hour and 166 net new trips (155 inbound and 11 outbound) occurring during the PM peak hour.

Table 4.6-1: Project Trip Generation

				AM Peak Hour				PM Peak Hour			
Land Use	Size	Unit	Daily Trips	Peak Rate	In	Out	Total	Peak Rate	In	Out	Total
Proposed Project											
Residential ¹	961	d.u.	4,297	0.36	76	218	294	0.44	216	138	354
General Commercial ²	3.1	ksf	80	0.94	2	1	80	3.81	3	3	6
Restaurant ³	7.4	ksf	1,505	2.07	9	4	13	14.13	28	22	50
Ballet / Performance Space ⁴	7.65	ksf	181	1.76	8	3	11	2.31	7	8	15
Day Care ⁵	4.6	ksf	180	11.00	23	20	43	11.12	20	23	43
Trader Joe's ⁶	13.7	ksf	3,231	4.55	37	25	62	28.76	129	124	253
7-Eleven ⁷	3.1	ksf	663	32.87	51	51	102	28.67	22	22	44
Total Proposed			10,137		206	322	528		425	340	765
Existing Use											
Shopping Center ⁸			(4,357)		(138)	(121)	(259)		(141)	(206)	(347)
Trader Joe's ⁹			(2,698)		(31)	(21)	(52)		(108)	(103)	(211)
7-Eleven ¹⁰			(611)		(47)	(47)	(94)		(21)	(20)	(41)
Total Existing Trips			(7,666)		(216)	(189)	(405)		(270)	(329)	(599)
Net project Trips			2,471		-10	133	123		155	11	166

Notes:

All rates are from: Institute of Transportation Engineers, *Trip Generation, 10th Edition*

- Land Use Code 221: Multifamily Housing (Mid-Rise), General Urban/Suburban (average rates, expressed in trips per dwelling unit). Trip reduction of 15% in the AM and 16.3% in the PM, daily reduction calculated at 17.8%.
- Land Use Code 820: Shopping Center, General Urban/Suburban (average rates, expressed in trips per 1,000 s.f.). Trip reduction of 15% in the AM and 16.3% in the PM, daily reduction calculated at 17.8%. Pass-by trip reduction for Land Use Code 820: Shopping Center is based on the average pass-by trip reduction rate published in the ITE Trip Generation Handbook, 3rd Edition.
- Land Use Code 930: Fast Casual Restaurant, General Urban/Suburban (average rates, expressed in trips per 1,000 s.f.). Trip reduction of 15% in the AM and 16.3% in the PM, daily reduction calculated at 17.8%. Pass-by trip reduction for Fast Casual Restaurant is based on the average pass-by trip rate for High-Turnover Restaurant (ITE 932) as published in the ITE Trip Generation Handbook, 3rd Edition.
- Land Use Code 495: Recreational Community Center, General Urban/Suburban (average rates, expressed in trips per 1,000 s.f.). Trip reduction of 15% in the AM and 16.3% in the PM, daily reduction calculated at 17.8%.
- Land Use Code 565: Day Care Center, General Urban/Suburban (average rates, expressed in trips per 1,000 s.f.). Trip reduction of 15% in the AM and 16.3% in the PM, daily reduction calculated at 17.8%.
- Peak-hour trip rates based on counts conducted on Thursday, April 26th, 2018. Mixed-Use Reduction was not applied. Daily trips were estimated by assuming PM peak hour trips to be 10% of daily trips. Pass-by trip reduction for Land Use Code 850: Supermarket is based on the average pass-by trip reduction rate published in the ITE Trip Generation Handbook, 3rd Edition.
- Peak-hour trip rates based on counts conducted on Thursday, April 26th, 2018. Mixed-Use Reduction was not applied. Daily trips were estimated by assuming PM peak hour trips to be 10% of daily trips. Pass-by trip reduction for Land Use Code 851: Convenience Market (Open 24 Hours) is based on the average pass-by trip reduction rate published in the ITE Trip Generation Handbook, 3rd Edition.
- Peak-hour trips from driveway counts conducted on Thursday, April 26th, 2018. Daily trips were estimated by assuming PM peak hour trips to be 10% of daily trips. Pass-by trip reduction for Land Use Code 820: Shopping Center is based on the average pass-by trip reduction rate published in the ITE Trip Generation Handbook, 3rd Edition.
- Peak-hour inbound trips from trip generation counts conducted on Thursday, April 26th, 2018. Pass-by trip reduction for Land Use Code 850: Supermarket is based on the average pass-by trip reduction rate published in the ITE Trip Generation Handbook, 3rd Edition.
- Peak-hour inbound trips from trip generation counts conducted on Thursday, April 26th, 2018. Pass-by trip reduction for Land Use Code 851: Convenience Market (Open 24 Hours) is based on the average pass-by trip reduction rate published in the ITE Trip Generation Handbook, 3rd Edition.

Impact TRN-1: The project would not conflict with a plan, ordinance or policy addressing the circulation system, including transit, roadways, bicycle lanes and pedestrian paths. (Less than Significant Impact)

There are four regional/local plans addressing the multimodal circulation system that is relevant to this project:

- C/CAG Congestion Management Program (CMP)
- City of San Mateo General Plan
- City of San Mateo Bicycle Master Plan
- City of San Mateo Pedestrian Master Plan

Potential Conflict with the C/CAG CMP

The C/CAG CMP establishes level of service standards for freeway segments within the County. Per C/CAG's Traffic Impact Analysis (TIA) Policy, adopted in August 2006, a project is considered to have a freeway segment conflict if it causes one of the following:

- 1) Freeway segments currently in compliance with the adopted LOS standard:
 - a) A project is considered to have a CMP conflict if the project will cause the freeway segment to operate at a level of service that violates the standard adopted in the current CMP.
 - b) A project will be considered to have a CMP conflict if the cumulative analysis indicates that the combination of the proposed project and future cumulative traffic demand will result in the freeway segment to operate at a level of service that violates the standard adopted in the current CMP and the proposed project increases traffic demand on the freeway segment by an amount equal to one (1) percent or more of the segment capacity, or causes the freeway segment volume-to-capacity (v/c) ratio to increase by one (1) percent.
- 2) Freeway segments currently not in compliance with the adopted LOS standard:
 - a) A project is considered to have a CMP conflict if the project will add traffic demand equal to one (1) percent or more of the segment capacity or causes the freeway segment volume-to-capacity (v/c) ratio to increase by one (1) percent.

The project's effects on freeway levels of service were analyzed in accordance with C/CAG CMP methods and are discussed in a separate Traffic Operations Analysis report. The results of the freeway segment analysis show that the project would cause significant increases in traffic volumes (one percent or more of freeway capacity) on two study freeway segments, as listed below.

SR 92 Eastbound between I-280 and US 101 – AM Peak Hour
SR 92 Westbound between US 101 and I-280 – PM Peak Hour

Therefore, the project generated freeway segment delay would be in conflict with the CMP guidelines pertaining to LOS. However, with the SB 743 amendments to CEQA, a project's contribution to delay on freeways is no longer considered an impact on the environment, and the focus is on whether physical improvements (if any are available) to restore or maintain acceptable freeway LOS conditions would have negative environmental consequences from construction or operation of the modified freeway facility.

No physical improvements are being proposed to address the CMP LOS deficiency, therefore the inconsistency would not result in any physical impacts to the environment.

Potential Conflict with the General Plan

The City of San Mateo General Plan includes policies addressing potential project effects on intersection operations. The City maintains a level-of-service (LOS) standard of mid-level LOS D for all intersections. According to General Plan Policy C-2.7, a development project may be required to fund off-site circulation improvements which are needed as a result of project generated traffic if:

- a) The level of service at the intersection drops below mid-level LOS D (average delay of more than 45 seconds) when the project is added, and
- b) An intersection that operates below its level of service standard under the base year conditions experiences an increase in delay of four or more seconds, and
- c) The needed improvement of the intersection(s) is not funded in the applicable five-year City Capital Improvement Program from the date of application approval.

However, in accordance with CEQA Guidelines Section 15064.3(a) level of service can no longer be used as a metric to identify traffic impacts under CEQA. Therefore, the project traffic impacts related to the City's General Plan are considered less than significant.

The project's effects on intersection levels of service are discussed in a separate General Plan Conformance Transportation Analysis report.

Pedestrian Facilities

As mentioned previously, the existing network of sidewalks and crosswalks in the immediate vicinity of the project site has good connectivity and provides pedestrians with continuous facilities to various points of interest in the project area, including the Hayward Park Caltrain Station, Hillsdale Caltrain Station, and nearby bus stops on Concar Drive, Delaware Street, and Grant Street. Pedestrian access to the project's buildings would be provided via existing sidewalks on Concar Drive, Delaware Street, and Grant Street and new sidewalks on Depot Way and Passage Way.

Outside of trips to and from local transit stops, the project is expected to generate some pedestrian and bicycle traffic to nearby schools. Sunnysbrae Elementary School is located 0.8 miles (a 16-minute walk) away from the project site. Borel Middle School is located 1.6 miles (an 11-minute bike ride) away and has bus stops on Concar Drive for SamTrans Route 53, which travels directly to the school. Additionally, there are three private high schools within walking or biking distance: The Nueva School San Mateo Campus (0.9 miles), Compass High School (1.1 miles), and Junipero Serra High School (1.6 miles).

To increase accessibility to the site from the 19th Avenue Park neighborhood, the project will install a new signalized intersection at the intersection of Depot Way and Concar Drive replacing the existing uncontrolled mid-block crosswalk. The project proposes detached sidewalks along the streets fronting the project site. Detached sidewalks provide barriers between pedestrians and roadway traffic and would improve pedestrian safety and comfort levels. Therefore, the project would be in conformance with the Pedestrian Master Plan. **(Less Than Significant Impact)**

Bicycle Facilities

The adopted Bicycle Master Plan identifies a list of proposed bicycle network improvements. The identified improvements along the project frontage have been implemented since plan adoption. The project footprint would not intrude onto the public right-of-way and would not be in conflict with the adopted Bicycle Master Plan or the current plan update efforts. The project proposes to improve pedestrian and bicycle access by including protected bike intersections at Concar/Delaware and Concar/Grant, Class IV separated bike lanes on Concar Drive, Delaware Street and Grant Street, and a HAWK beacon (high-intensity activated crosswalk beacon) mid-block pedestrian on Grant Street.

On-Site Bicycle Facilities

Per City requirements, the project is required to provide 51 short-term and 883 long-term bicycle parking spaces for the proposed residential use and 19 short-term and three (3) long-term bicycle parking spaces for the proposed non-residential uses. In total, the project is required to provide 70 short-term and 886 long-term bicycle parking spaces on site. The project proposes 75 short-term bicycle parking spaces among 13 bicycle racks, ranging in size from two to eight bicycles per rack. The project proposes a total of 1,141 long-term bicycle parking spaces among 22 different storage rooms. Overall, the project bicycle parking provision meets City requirements. **(Less Than Significant Impact)**

Transit Facilities

As discussed above, the project site is served by three bus routes, and all buses stop within walking distance of the project site. In addition, the Hayward Park Caltrain station is located approximately 2,000 feet west of the center of the project site and is also within walking distance. The Hillsdale Caltrain station is located approximately 1.3 miles south of the center of the project site, which is a 30-minute walk or a 7-minute bike ride. There is also a free Caltrain shuttle that stops within walking distance of the project site and travels to the Hillsdale Caltrain Station. There are continuous pedestrian facilities connecting the project site to the various bus stops and the Hayward Park and Hillsdale Caltrain stations. The project is anticipated to generate additional transit ridership on the buses, the Caltrain shuttles, and Caltrain. It is expected that the Caltrain electrification project would accommodate the potential increase in transit ridership generated by the project. It is assumed that should the free shuttle service become full, additional shuttles would be provided to meet the demand. **(Less Than Significant Impact)**

Impact TRN-2: The project would not conflict or be inconsistent with CEQA Guidelines Section 15064.3, subdivision (b). (Less than Significant Impact)

As stated above, pursuant to SB 743, the Governor's Office of Planning and Research (OPR) published the finalized updates to the CEQA Guidelines in November 2017 which became effective in December 2018. The guidelines stated that LOS will no longer be considered to be an environmental impact under CEQA and considers VMT the most appropriate measure of transportation impact. The *Technical Advisory on Evaluating Transportation Impacts* in CEQA published by OPR in December 2018 provided recommendations regarding VMT evaluation methodology, significance thresholds and screening thresholds for land use projects. The following OPR recommendations are relevant to the Concar Passage project:

- OPR recommends that projects (including residential, retail and mixed-use developments) proposed within ½ mile of an existing major transit stop (Hayward Caltrain station qualifies) be presumed to have a less-than-significant impact on VMT.
- OPR recommends that local-serving retail developments be presumed to have a less-than-significant impact on VMT because local-serving retail tends to shorten trips and reduce VMT.
- OPR recommends that residential projects exceeding a level of 15 percent below existing VMT per capita indicate a significant transportation impact.

It should be noted that agencies are not required to adopt VMT analysis guidelines until July 2020. The City of San Mateo, at the time of this report, is updating its significance thresholds to be consistent with SB 743. For the purpose of this study, OPR guidelines were utilized in analyzing VMT. As noted above in the first bullet, CEQA Guidelines Section 15064.3(b)(1) provides that projects (including residential, retail and mixed-use developments), such as the subject project, within ½ mile of existing major transit stops are presumed to have a less than significant impact on VMT.

While the project could be screened out per OPR guidelines, the City decided to perform the VMT analysis to ensure OPR screening guidelines were consistent with findings of no significant increases in VMT for the project, as discussed below:

Residential VMT

Hexagon estimated the VMT per capita for the residential component of the proposed project and compared it to the County-level VMT per capita. According to the Year 2020 Plan Bay Area model forecasts, the Transportation Analysis Zone (TAZ) containing the project site (TAZ 279) is estimated to generate 15.07 average daily VMT per resident. As discussed in the Project Trip Generation section above, the MXD model estimated a 17.8 percent trip reduction based on the mixed-use nature of this project and its local area characteristics. While the Plan Bay Area model captures some trip reduction in generating the VMT results, the TAZ containing the project site includes a fairly large area (bounded by the rail tracks, US 101, SR 92 and 10th Avenue). Because the residential land use in this TAZ comprises mostly of single-family neighborhoods outside of walking distance to the Caltrain station and within a relatively homogeneous land use context, it is assumed that the 17.8 percent trip reduction estimated at the project site is not reflected in the Plan Bay Area model. Therefore, Hexagon estimates that the project residential component would generate 12.39 average daily VMT per resident ($15.07 - 15.07 * 17.8 \text{ percent}$). In comparison, the San Mateo County average daily VMT per resident is 16.02. The estimated project VMT per resident would be 23 percent below the county-wide average, which is below the OPR recommended residential VMT threshold. **(Less Than Significant Impact)**

Retail VMT

OPR recommends that local-serving retail may be presumed to have a less than significant impact on VMT. However, OPR deferred the definition of “local-serving” retail to the lead agencies, recognizing each agency’s unique community characteristics. The City of San Mateo has not formally adopted this screening criteria or established a definition for “local-serving” retail. Hexagon

qualitatively evaluated whether the proposed retail components of the project can be characterized as “local-serving”, based on the general concept that “local-serving” retail tends to shorten trips and reduce VMT.

Aside from the residential land use, the project proposes 3,100 square feet of general commercial land use, 7,400 square feet of restaurant land use, 13,700 square feet for a Trader Joe’s (net increase of 2,260 square feet over the existing Trader Joe’s), 3,100 square feet for a 7-Eleven (net increase of 240 square feet over the existing 7-Eleven), a 7,650 square feet of ballet/performance center and a 4,600 square feet daycare. The OPR guidelines state that generally, “retail development including stores larger than 50,000 square feet might be considered regional-serving”. The combination of all proposed retail land uses is 39,550 square feet, which is less than the 50,000 square foot suggestion for regional-serving retail consideration. Therefore, it is possible for the entire retail component of the project to be considered “local-serving” and presumed to have a less than significant VMT impact based on OPR guidelines.

For the general commercial, restaurant, Trader Joe’s and 7-Eleven land uses, these land uses can be considered as “local-serving” retail because they are mostly providing convenience to the immediate surroundings. It is assumed that people will not bypass similar businesses that are closer to them to visit these businesses.

The ballet/performance center would mostly replace the existing Peninsula Ballet Theater on site and is not assumed to generate additional VMT. For the day-care center, it is assumed that parents will most likely select a day-care center close to their home or close to their work. The day-care center is located next to a large residential neighborhood as well as the proposed residential complexes on the project site. It is also located adjacent to two office parks (one east of Grant Street and one west of Delaware Street) within walking distance. Therefore, it is not anticipated that the proposed daycare center would increase the overall VMT. **(Less Than Significant Impact)**

Transportation Demand Analysis

Transportation Demand Management (TDM) is a combination of services, incentives, facilities, and actions that reduce single-occupant vehicle trips to help relieve traffic congestion, parking demand, and air pollution. The purpose of a TDM Plan is to propose trip reduction strategies with the goal of reducing overall vehicular trip making activity in the area. The Corridor Plan includes a TDM element that requires all new development to prepare a TDM plan and to reduce peak-hour trips. The project proposes implementing the following TDM strategies, among others, in order to reduce trips and traffic impacts. The project proposes to implement a TDM program that can achieve 20 percent trip reduction. Some of the key TDM measures are summarized below:

- **The Depot Mobility Hub:** The Depot Mobility Hub is proposed to be centrally located and operate as a one-stop-shop for access to all mobility options and information. By concentrating mobility options, this will increase the opportunity to make connections between modes.
- **High-Quality Pedestrian Connections:** The project would provide high-quality pedestrian connections within Passage, and between Passage and key destinations including the Hayward Park and Hillsdale Caltrain stations, and Downtown San Mateo.

- **Secure Bicycle Storage:** A high-quality access-controlled storage room for personal bicycles would be provided at each residential building.
- **Subsidized Transit Passes:** Free or subsidized unlimited Caltrain and SamTrans rides will be provided for residents through participation in Caltrain's Go Pass and SamTrans Way2Go programs, which allows residential complexes to purchase annual unlimited-ride passes for all residents. This program must be offered to all eligible residents for a period of three (3) years. After which, an alternate TDM measure(s) may be proposed by the project for the City's consideration which achieves a similar or better trip reduction.
- **Ride-Hailing Credits/Discounts:** Residents will be given monthly credits for using ride-hailing vendors (e.g. Uber, Lyft, etc.), with a suggested limit of \$100 per month. Rates will be negotiated with ride-hailing vendors for a residential rate for trips that begin or end on-site at The Depot. This would encourage residents who do not own cars to live at the project site and enhance the effectiveness of other TDM measures in promoting alternative modes of transportation.
- **Bicycle Repair Facilities:** Free bicycle maintenance facilities for bikes owned by residents will be provided at the Depot or within the long-term bike rooms.
- **Transportation Coordinator:** The project will designate an on-site coordinator available to residents and employees. The coordinator will provide free commute planning assistance, information about programs and credits available, run incentive programs, and market the project site to residents who want to live a TOD lifestyle.

The combination of all TDM measures would promote the use of alternative modes of transportation by reducing the need and reliance on private cars, reducing the cost and enhancing the experience when using alternative modes, and minimizing the potential mobility issues when special circumstances arise. Provision of TDM measures that reduce the need to drive alone to access the project site also reduces the project-generated VMT. **(Less Than Significant Impact)**

Impact TRN-3: The project would not substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment). (Less than Significant Impact)

The project proposes to construct a new "L"-shaped roadway on-site that runs in an east-west direction from Delaware Street to the center of the project site and runs in a north-south direction to Concar Drive. This roadway would provide access to the parking garage entrances. All parking aisle and parking stall dimensions within the proposed below-grade and ground-level garage parking lots are shown to comply with the minimum requirements of the City "Standard Drawings and Specifications". All parking spaces appear to have sufficient space near the end of dead-end aisles for vehicles to turn around. For vehicles exiting the parking garage, adequate sight distance must be provided in accordance with Caltrans standards. The minimum acceptable sight distance is often considered the Caltrans stopping sight distance, which varies according to the speed limit of the roadway that vehicles would turn onto. The required stopping sight distances are based on the Caltrans Highway Design Manual, Table 201.1. For driveways on Delaware Street, Concar Drive, and Grant Street, which have a posted speed limit of 25 mph, the Caltrans stopping sight distance requirement is 200 feet (based on a design speed of 30 mph). Since there is no on-street parking or

severe roadway curves, the project driveways along Delaware Street, Concar Drive, and Grant Street would all have adequate sight distance. The garage entrances along the proposed on-site roadway, Depot Way, would also have adequate sight distance, provided that landscaping does not obscure a driver's view. All five residential driveways (two on Depot Way, two on Passage Way, and one on Grant Street) are proposed to be between 24 and 26 feet wide, which exceed the maximum width requirements established in the City of San Mateo Municipal Code.

The proposed project would not substantially increase hazards on-site due to a design feature, nor would the project inhibit emergency access to the site or surrounding uses. The project would be subject to the City of San Mateo's SPAR process for additional review of the adequacy of circulation patterns. In this manner, the proposed project would not create or increase on-site hazards. **(Less Than Significant Impact)**

Impact TRN-4: The project would not result in inadequate emergency access. (Less than Significant Impact)

All driveway and drive aisles on-site would be at least 20 feet wide and would comply with the City requirement for emergency vehicle access. Additionally, an emergency vehicle access road would connect the corner of Depot Way, at the center of the project site, directly east to Grant Street. The emergency vehicle access road would be 28 feet wide. A 28-foot wide walkway, also functioning as an emergency vehicle access road, would connect Depot Way at the center of the project site to Grant Street. Emergency access would not be inhibited by the proposed project. **(Less than Significant Impact)**

4.6.2.2 Cumulative Impacts

Impact TRN-C: The project would not result in a cumulatively considerable contribution to a significant transportation impact. (Less than Significant Cumulative Impact)

Projects must demonstrate consistency with the City of San Mateo 2030 General Plan to address cumulative impacts. The project is consistent with the General Plan goals and policies (C 2.10, C 2.11, LU 3.4, and LU 3.5) for the following reasons:

- The project increases housing opportunities while maintaining the character of existing single-family neighborhoods.
- The project would maintain TOD land use designations for the project area in direct proximity to the Hayward Park Caltrain station.
- The project would implement a TDM program consistent with the Corridor Plan policy and program requirements for development within Transit-Oriented Development (TOD) areas.

Therefore, based on the project description, the proposed project would be consistent with the San Mateo 2030 General Plan. The project would be considered part of the cumulative solution to meet the General Plan's long-range transportation goals and would result in a less than significant cumulative impact. **(Less than Significant Cumulative Impact)**

4.7 UTILITIES AND SERVICE SYSTEMS

The following discussion is based, in part, upon a Sanitary Sewer Demand Analysis prepared by *BKF Engineers* in January 2019, respectively. These reports are provided as Appendix J of this Draft SEIR.

4.7.1 Environmental Setting

4.7.1.1 *Regulatory Framework*

State

Urban Water Management Plan

Pursuant to The State Water Code, water suppliers providing water for municipal purposes to more than 3,000 customers or supplying more than 3,000 acre-feet (approximately 980 million gallons) of water annually must prepare and adopt an urban water management plan (UWMP) and update it every five years. As part of a UWMP, water agencies are required to evaluate and describe their water resource supplies and projected needs over a 20-year planning horizon, water conservation, water service reliability, water recycling, opportunities for water transfers, and contingency plans for drought events. Cal Water adopted its most recent UWMP in June 2016.

Senate Bill 610

Senate Bill (SB) 610 requires public water agencies, parties or purveyors that may supply water to certain proposed development projects to prepare a WSA for use by the City in environmental documentation for such projects. Under SB 610, developments that contain more than 650,000 square feet of industrial floor space, provide more than 500 dwelling units, and occupy more than 40 acres of land are required to prepare a WSA. SB 610 requires documentation of water supply sources, quantification of water demands, evaluation of drought impacts, and provision of a comparison of water supply and demand to assess water supply sufficiency.

Assembly Bill 939

Assembly Bill 939 (AB 939) established the California Integrated Waste Management Board (now CalRecycle) and required all California counties to prepare integrated waste management plans. AB 939 required all municipalities to divert 50 percent of the waste stream, beginning January 1, 2000, and divert at least 75 percent by 2010. Projects that would have an adverse effect on waste diversion goals are required to include waste diversion mitigation measures.

California Green Building Standards Code

In January 2010, the State of California adopted the California Green Building Standards Code that establishes mandatory green building standards for all buildings in California. The code covers five categories: planning and design, energy efficiency, water efficiency and conservation, material conservation and resource efficiency, and indoor environmental quality. These standards include a mandatory set of guidelines, as well as more rigorous voluntary measures, for new construction projects to achieve specific green building performance levels:

- Reducing indoor water use by 20 percent;

- Reducing wastewater by 20 percent;
- Recycling and/or salvaging 50 percent of nonhazardous construction and demolition debris; and
- Providing readily accessible areas for recycling by occupant.

Local

City of San Mateo General Plan

Applicable General Plan policies related to utilities and service systems include, but are not limited to, the following listed below.

Policies	Description
LU 4.4	<p>Seek to ensure a safe and predictable water system for existing and future development by taking the following actions:</p> <ol style="list-style-type: none"> 1. As a high priority, work with California Water Company and Estero Municipal Improvement District and adjacent jurisdictions to develop supplemental water sources and conservation efforts. 2. Strongly encourage water conservation by implementing pro-active water conservation methods, including requiring all new development to install low volume flush toilets, low-flow shower heads, and utilize drip irrigation while promoting high-efficiency washing machines and establishing an education program to improve water conservation practices. 3. Investigate the feasibility of developing reclaimed water facilities or ground water or treating stormwater runoff that will enable reuse of water for irrigation purposes, freeing comparable potable water supplies for other uses.
LU 4.7	<p>Provide a sewer system which safely and efficiently conveys sewage to the waste water treatment plant. Implement the Sewer System Management Plan (SSMP) to ensure proper maintenance, operations and management all parts of the wastewater collection system.</p>
LU 4.16	<p>Seek to ensure adequate gas, electric, and communication system to serve existing and future needs while minimizing impacts and existing and future residents by taking the following actions:</p> <ol style="list-style-type: none"> 1. Underground electrical and communication transmission and distribution lines in residential and commercial areas as funds permit. 2. Require all new developments to underground lines and provide underground connections when feasible. 3. Balance the need for cellular coverage with the desire to minimize visual impacts of cellular facilities, antennas, and equipment shelters.
LU 4.28	<p>Seek to ensure that the California Water Service Company and the Estero Municipal Improvement District provide and maintain a water supply and distribution system which provides an adequate static pressure to deliver a minimum fire hydrant flow of 2,500 gallons per minute to all areas of the City, except where a lesser flow is acceptable as determined by the Fire Chief. Ensure that new development does not demand a fire flow in excess of that available.</p>
LU 4.31	<p>Continue to support programs to reduce solid waste materials in landfill areas in accordance with State requirements.</p>
LU 4.32	<p>Support programs to recycle solid waste in compliance with State requirements. Require provisions for onsite recycling for all new development.</p>

Policies	Description
LU 8.5	<p>Implement actions to achieve Goal 8e which states: Reduce citywide gross water consumption per capita to 102 gallons/day. Reduce the residential per capita to 70 gallons/day. Potential supportive actions include:</p> <ol style="list-style-type: none"> 1. Increase costs for residential and commercial waste collection and use increased waste collection revenue to provide waste reduction incentives. 2. Mandate recycling. 3. Require modifications within existing buildings to accommodate recycling bins. 4. Require mandatory segregation of recyclables for all public (on-street, parks, public buildings) waste collection. 5. Set aggressive waste reduction goals for all new development. 6. Provide expanded waste reduction outreach and support for local businesses and residential customers. 7. Support backyard composting while maintaining public health safeguards.
LU 8.6	<p>Increase measured waste diversion to 50 percent in 2020 and maximum diversion 90 percent by 2050 by mandating recycling, setting aggressive waste reduction goals for all new development and increasing costs for residential and commercial waste collection then using increased waste collection revenue to provide waste reduction incentives.</p>
LU 8.7	<p>Establish a partnership with California Water Service (CWS), Bay Area Water Supply Conservation Agency and other mid-peninsula cities to promote the water reduction strategies that are offered and to create an outreach program that will help inform residence and businesses of increase costs and the need for conservation efforts.</p>

4.7.1.2 *Existing Conditions*

The project site is located in a developed area within the City of San Mateo and the existing commercial buildings are currently served by existing phone, electrical, water, stormwater, wastewater, and solid waste service systems. Natural gas service and electrical service is provided by PG&E.

Water Service

The California Water Service Company (Cal Water) is the water service provider for the project site. The City of San Mateo is located within Cal Water's Mid-Peninsula District. This district includes of the cities of San Mateo, San Carlos, and adjacent unincorporated areas of San Mateo County. Cal Water's customers within the Mid-Peninsula District are mostly comprised of single-family residences (88 percent) but also include multi-family residences (two percent), commercial businesses (9.7 percent), and industrial facilities (0.3 percent).

Cal Water purchases water from the San Francisco Public Utilities Commission (SFPUC) to meet the City's water demand. Water is received (by cities within the Mid-Peninsula District, including the City of San Mateo) from the SFPUC through eight metered connections with four SFPUC transmission lines. SFPUC water is predominantly from the Sierra Nevada, delivered through the Hetch Hetchy Water System, but also includes treated water produced by SFPUC from its local watersheds and facilities in Alameda and San Mateo counties.

Cal Water's 2015 Urban Water Management Plan (UWMP) forecasts that water supplies will be available to meet the City's projected future water demands during normal and wet years until 2040, based on general population growth estimates and supplier projections. During single- and multiple-drought years, the City expects reductions in available supply from the SFPUC. This decrease in imported water is anticipated to be made up through implementation of drought-year water conservation measures.

Cal Water is expanding current conservation programs and developing new programs for its 24 service districts (including the Mid-Peninsula District) based on Senate Bill No. 7 (SB 7) which mandated (in November 2009) a statewide 20 percent reduction in per capita urban water use by 2020, as well as recent decisions by the California Public Utilities Commission (CPUC) requiring water utilities to adopt conservation programs and rate structures designed to achieve reductions in per capita water use. To achieve the state's reduction targets, Cal Water set 2015 and 2020 per capita targets (for water use) to 95 percent of the 2015 and 2020 targets for the San Francisco Bay hydrologic region (a State-approved method to attain the SB 7 goal). Based on this method, the Mid-Peninsula District's target for 2015 was 129 gallons per capita per day (gpcd) and the 2020 target is 124 gpcd. In 2015, the Mid-Peninsula (San Mateo and San Carlos) system's customer demand was 85 gpcd, which meets District's goal set for both 2015 and 2020. Additionally, Cal Water has developed a water shortage contingency plan consisting of a four-stage rationing plan that includes both voluntary and mandatory measures. The measures include public information campaign, public school educational programs, changes to water rates and mandatory reductions in water use.

Sanitary Sewer/Wastewater Treatment

The City of San Mateo Public Works Department Clean Water Program provides oversight of the City's sanitary sewer collection system, including Wastewater Treatment Plant (WWTP) serving more than 130,000 people, 236 miles of collection system mainlines, 5,555 manholes, and 25 sewer lift stations. San Mateo's WWTP is a jointly owned facility. San Mateo owns approximately 75 percent and Foster City owns approximately 25 percent of the facility. San Mateo's 75 percent facility ownership is jointly used by San Mateo and three partners which include: the Town of Hillsborough (4.1 percent), Crystal Springs County Sanitation District (five percent), the County of San Mateo (0.4 percent), and the City of San Mateo (65.5 percent).

Wastewater is collected by the City's sanitary sewer system and is conveyed to the WWTP for treatment and disposal. The San Mateo WWTP has an average dry weather (ADWF) design capacity of 15.7 million gallons per day (mgd) and a peak wet weather capacity of approximately 40 mgd.²³ The current ADWF is approximately 11.6 mgd. The ADWF is expected to increase directly with the increase in population within the service area, resulting in an ADWF of 13.9 mgd by the year 2035. The influent loadings are expected to increase similarly. Therefore, expansion of permitted capacity for dry conditions is not needed over the 20 year planning period.²⁴

Wastewater from the project site would be directed to existing sanitary sewer lines in South Delaware Street, Concar Drive, and South Grant Street.

²³ California Regional Water Quality Control Board San Francisco Bay Region. *Administrative Liability for City of San Mateo, San Mateo County*. Order No. R2-2009-0015. 2009.

²⁴ City of San Mateo, Estero Municipal Improvement District. *Wastewater Treatment Plant. 20-year Master Plan (2035)*. August 2013.

Storm Drainage

The City of San Mateo Public Works Department operates and maintains the storm drainage system in the City. The project site is located within the 19th Avenue Watershed.²⁵ Stormwater onsite typically flows into the City's 12-inch and 18-inch storm drains, both of which drain to the Seal Slough, and runoff is then pumped into the Bay. Stormwater that falls onto landscaped areas likely infiltrates directly into the ground.

Solid Waste

Solid waste collection and recycling services for residents and businesses in San Mateo are provided by Recology San Mateo County. Once collected, solid waste and recyclables are transported to the Shoreway Environmental Center for sorting. After the solid waste is collected and sorted at the San Carlos Transfer Station, non-recyclable waste is transported to the Corinda Los Trancos (Ox Mountain) Landfill, located in Half Moon Bay. The Ox Mountain landfill is permitted by the CalRecycle to receive 13,326 cubic yards per day or 4.9 million cubic yards per year. The landfill's maximum capacity is 61.5 million cubic yards. The remaining capacity at this facility (as of January 22, 2019) was 18,206,200 cubic yards. The facility remains active and the City's contract expires at the end of 2035. Prior to the landfill reaching its capacity, either Los Trancos Canyon is anticipated to be expanded further or nearby Apanolio Canyon will be opened for fill. The City will implement programs to reduce solid waste materials in landfill areas, which would ensure continued compliance with state requirements.

4.7.2 Impact Discussion

Would the project:

- 1) Require or result in the relocation or construction of new or expanded water, wastewater treatment or stormwater drainage, electric power, natural gas, or telecommunications facilities, the construction or relocation of which could cause significant environmental effects?
- 2) Have insufficient water supplies available to serve the project and reasonably foreseeable future development during normal, dry and multiple dry years?
- 3) Result in a determination by the wastewater treatment provider which serves or may serve the project that it does not have adequate capacity to serve the project's projected demand in addition to the provider's existing commitments?
- 4) Generate solid waste in excess of state or local standards or in excess of the capacity of local infrastructure, or otherwise impair the attainment of solid waste reduction goals?
- 5) Be noncompliant with federal, state, and local management and reduction statutes and regulations related to solid waste?

²⁵ City of San Mateo. *City of San Mateo General Plan Revised Draft Environmental Impact Report - Figure 4.8-3 Sources of Flooding*. January 2010.

4.7.2.1 *Project Impacts*

Impact UTL-1: **The project would not require or result in the relocation or construction of new or expanded water, wastewater treatment or stormwater drainage, electric power, natural gas, or telecommunications facilities, the construction or relocation of which could cause significant environmental effects. (Less than Significant Impact)**

The proposed project would utilize existing utility connections to connect to the City's stormwater, electric, telecommunications, waste, and wastewater systems. Although the addition of residential units and ground floor commercial uses would incrementally increase the demand on existing facilities in the City of San Mateo, the analysis in the following sections discusses the potential impacts of the project on existing facilities. Based on the following analysis, no improvements or relocation of existing facilities are needed to service the proposed project; therefore, the project would have a less than significant impact on these facilities. **(Less than Significant Impact)**

Impact UTL-2: **The project would not have insufficient water supplies available to serve the project and reasonably foreseeable future development during normal, dry and multiple dry years. (Less than Significant Impact)**

Pursuant to CEQA Guidelines Section 15155, a "water-demand project" means a residential development of more than 500 dwelling units, and a lead agency evaluating a water demand project must consult with the water agency that would serve the project regarding the availability of water supplies and prepare a water supply assessment (WSA) in compliance with sections 10910 to 10915 of the CA Water Code. The proposed project meets the definition of a water demand project, and so the City as lead agency must comply with Section 15155. Subsection (d) provides that if a water-demand project has been the subject of a prior WSA, no additional water assessment shall be required for subsequent water-demand projects that were included in such larger water-demand project if all of the following criteria are met:

- (1) *The entity completing the water assessment had concluded that its water supplies are sufficient to meet the projected water demand associated with the larger water-demand project, in addition to the existing and planned future uses, including, but not limited to, agricultural and industrial uses; and*
- (2) *None of the following changes has occurred since the completion of the water assessment for the larger water-demand project:*
 - (A) *Changes in the larger water-demand project that result in a substantial increase in water demand for the water-demand project.*
 - (B) *Changes in the circumstances or conditions substantially affecting the ability of the public water system or the water supplying city or county identified in the water assessment to provide a sufficient supply of water for the water demand project.*
 - (C) *Significant new information becomes available which was not known and could not have been known at the time when the entity had reached the conclusion in subdivision (d)(1).*

2004 Rail Corridor Specific Plan WSA

The project is part of the Rail Corridor Specific Plan that was the subject of a WSA prepared by the California Water Service Company (Cal Water) in 2004. Taking into account pre-existing water demands on parcels proposed for redevelopment within the Specific Plan, the forecast net new water demand for all planned uses under Scenario Z was 326 acre-feet-per-year (AFY). The WSA also forecast water demands over a twenty-year planning horizon through 2023 throughout the Cal Water Mid-Peninsula service area (encompassing San Mateo and San Carlos and including Specific Plan Scenario Z), at 18,298 AFY, taking into account water conservation measures.

Cal Water receives supplies from water purchased from SFPUC, and in 2003 planned to develop additional local supplies utilizing groundwater. Cal Water's SFPUC supplied water for the Mid-Peninsula District was 18,072 AFY, and would be supplemented by 1,865 AFY of local supply (i.e. groundwater), for a total supply of 19,937 for the Mid-Peninsula District. Based on the comparison of supply and demand, Table 13 of the 2004 WSA forecast a surplus of 1,639 AFY in 2023, and concluded adequate water supplies would be available to meet demand, including new demand related to Scenario Z. Taking into account the other two Cal Water services areas (Bear Gulch and South San Francisco), Table 14 of the 2004 WSA forecast that 2023 supplies would exceed cumulative demands by 1,713 AFY. In a single dry year, the supply surplus would drop to as little as 66 AFY. In a multiple year drought scenario, a variety of water rationing and conservation programs would be implemented to substantially reduce demand, such that even taking into account reduced SFPUC supplies, supply would exceed demand by as much as 1,945 AFY in 2023.

2010 General Plan Update Water Supply Planning

A water supply assessment for a water demand project is required to account for a 20-year planning horizon, meaning the 2003-2023 timeframe evaluated in the 2004 Rail Corridor Plan EIR WSA has nearly been reached. More recently, the City has undertaken water supply planning in 2009 in connection with the General Plan Update. The planning horizon for the General Plan Update was 2030. The Cal Water Mid-Peninsula water district (serving San Mateo and San Carlos) forecast 2030 demand was 19,472 AFY, with forecast supplies of 19,516, for a surplus of 44 AFY. Within the City of San Mateo, the increased demand associated with the General Plan Update planned growth was 3,599 from 2005 to 2030, which included water demand from continued implementation of the adopted 2004 Rail Corridor Specific Plan. Given the forecast supplies would exceed forecast demands, the General Plan Update EIR concluded that sufficient water supplies were available to meet the demands of the proposed development anticipated under the then-proposed General Plan through 2030. Based on the foregoing, the Concar Passage project water demand is accounted for in the more recent (2009) water supply planning completed for the General Plan Update process, which found adequate water supplies available to meet demand through 2030.

Potential for Changed Circumstances - Water Supply and Demand

2015 Cal Water Urban Water Management Plan

CEQA Guidelines 15155 Subsection (d) provides that if a water-demand project has been the subject of a prior WSA, no additional water assessment shall be required for subsequent water-demand projects that were included in such larger water-demand project if there are not substantially changed

circumstances. The Concar Passage project meets the definition of a water demand project, but as explained above, it was considered, together with other development, in a prior WSA prepared for the Rail Corridor Specific Plan. Additionally, the water supply planning for the 2009 General Plan Update process encompassed water demand associated with the Rail Corridor Specific Plan (and by extension the Concar Passage project), and documented there were not substantially changed circumstances since preparation of the 2003 Rail Corridor Specific Plan WSA; however, the 2009 General Plan Update water supply analysis itself is now a decade old, begging the question whether there are changed circumstances not accounted for in that subsequent analysis.

To help address the question whether circumstances have changed substantially since the 2003 Specific Plan WSA and the 2009 General Plan Update water supply planning, it is useful to look to the most recent Cal Water Urban Water Management Plan (UWMP) to consider the most recent supply and demand projections. The 2015 UWMP for the Mid-Peninsula District forecast demand to the year 2040 for the three Cal Water districts (Mid-Peninsula, Bear Gulch, and South San Francisco) at 41,767 AFY and concluded adequate supplies in normal water years were available to meet that demand, based on purchased SFPUC water for the three districts, additional local surface supplies in the Bear Gulch District, and additional groundwater supplies in the South San Francisco District. However, during one-year or multi-year droughts, shortfalls up to 20 percent or more are projected. Under such conditions, Cal Water will implement its Water Shortage Contingency Plan. The 2015 UWMP did not separately report supply and demand for the Mid-Peninsula District (which encompasses San Mateo, and by extension the Rail Corridor Specific Plan and the Concar Passage site itself) apart from the other two districts.

2003 vs. 2019 Concar Passage Water Demand

Applying the 2003 WSA water demand rates to the current Concar Passage project description, BKF Engineers has calculated the proposed project would be expected to generate a net new water demand of 90 AFY (proposed uses minus existing site uses). Alternatively, applying the 2015 Cal Water UWMP water demand rates to the current Concar Passage project description, the proposed project would be expected to generate a net new water demand of 56 AFY. This drop in demand reflects increasingly stringent water conservation requirements applied to new development since the time of the 2003 WSA.

Based on the foregoing, it can be concluded, in compliance with Guidelines Section 15155(d) that:

- A. There have been no changes in the larger water-demand project (i.e. the 2004 Rail Corridor Specific Plan) that result in a substantial increase in water demand for the water-demand project (i.e. Concar Passage project) in that the subject project is included among the overall development totals evaluated under the Rail Corridor Specific Plan Scenario Z.

As seen in Table 1.2-1, the amount of development anticipated to occur in the Hayward Park subarea of the Rail Corridor EIR under Scenario Z is 336 units higher than initially planned, whereas the other subareas of the Corridor Plan are still below the total Scenario Z development capacity of the Corridor Plan. Therefore, the Hayward Park Area exceedance

would not cause the Plan as a whole to exceed the Corridor total development capacity, which can still allow development of another 683 units.

- B. There have been no changes in the circumstances or conditions substantially affecting the ability of the public water system or the water supplying city or county identified in the water assessment to provide a sufficient supply of water for the water demand project in that the water supply planning completed in 2009 for the General Plan Update (to 2030) and the most recent 2015 Cal Water UWMP (to 2040) both show adequate supplies during normal water years to serve forecast demand due to new growth, and Cal Water has prepared a Water Shortage Contingency Plan for dry years, which was implemented during the most recent multiple year drought.
- C. There is no significant new information that has become available which was not known and could not have been known at the time when Cal Water had reached the conclusion that adequate water supplies would be available to serve the Rail Corridor Specific Plan in that the 2015 UWMP has taken into account the latest understanding of potential effects on water supply due to climate change, and forecast conditions through 2040.

For these reasons, the City would have adequate water supplies to meet the proposed project's water demand. **(Less than Significant Impact)**

Impact UTL-3: The project would not result in a determination by the wastewater treatment provider which serves or may serve the project that it does not have adequate capacity to serve the project's projected demand in addition to the provider's existing commitments. (Less than Significant Impact)

The proposed project would generate approximately 130,000 gallons per day (gpd) of wastewater, compared to existing 18,000 gpd of wastewater. Wastewater from the site would be directed to two six-inch VCP lateral connections to the site along Delaware Street, three six-inch VCP lateral connections to the site along Concar Drive, and three six-inch VCP lateral connections to the site along Grant Street. The Rail Corridor TOD FEIR determined that the City's wastewater system and WWTP would have sufficient capacity during dry weather conditions to convey and treat wastewater generated by the Corridor Plan. During wet weather conditions, however, the southern trunk system of the City's wastewater system currently experiences deficiencies, and would be exacerbated by buildout of the Corridor Plan. To mitigate this impact, the Rail Corridor TOD FEIR included the following mitigation measure:

- **Mitigation Measure Utilities – CP2:** The City shall collect a development impact fee from all applicants of proposed development projects within the Corridor Plan Area prior to issuance of a building permit to defray the cost to construct improvements and upgrades to the wastewater conveyance system.

The proposed project would be required to pay the development impact fee as outlined in the above mitigation measure. The 2004 Rail Corridor TOD FEIR concluded that with implementation of the above mitigation measure, projects under the Corridor Plan would have a less than significant

impact. For this reason, the proposed project would have a less than significant wastewater capacity impact. **(Less than Significant Impact)**

Impact UTL-4: **The project would not generate solid waste in excess of state or local standards or in excess of the capacity of local infrastructure, or otherwise impair the attainment of solid waste reduction goals. (Less than Significant Impact)**

The proposed project would increase the intensity of project site and result in an increase in solid waste generation compared to existing conditions. The project would generate approximately 3,844 pounds of waste per day.²⁶ Solid waste generated by land uses within the Corridor Plan Area would be conveyed to the Ox Mountain Landfill with the rest of the City's waste. The Ox Mountain Landfill has a remaining capacity of 22,180,000 cubic yards.²⁷ The Rail Corridor TOD FEIR concluded that buildout of the Corridor Plan would not exceed Ox Mountain Landfill's capacity, and that the City's current Construction and Demolition Debris Ordinance (50 percent diversion of construction waste) would further reduce solid waste generation. For these reasons, the project would have a less than significant solid waste impact. **(Less than Significant Impact)**

Impact UTL-5: **The project would not be noncompliant with federal, state, and local management and reduction statutes and regulations related to solid waste. (Less than Significant Impact)**

See response to Impact UTL-4. The project would not generate solid waste in excess of state or local standards or in excess of the capacity of local infrastructure. In addition, the project would comply with regulations related to solid waste. **(Less than Significant Impact)**

4.7.2.2 Cumulative Impacts

Impact UTL-C: **The project would not result in a cumulatively considerable contribution to a significant utilities and service systems impact. (Less than Significant Cumulative Impact)**

Water Supply

As described in the 2015 UWMP, which encompasses the likely growth in water demand throughout the City through 2040, and the 2004 Corridor Plan and 2009 General Plan Update WSAs, the City's available potable and non-potable water supplies are expected to be sufficient to meet demands of existing uses and future uses under normal, single dry, or multiple dry-water years. Under normal conditions, the City is not projected to experience supply shortfalls. Under all dry year scenarios the UWMP would implement the Water Shortage Contingency Plan, to reduce demand. With implementation of water conservation measures, the supply will remain sufficient for the future

²⁶ CalRecycle. "Estimated Solid Waste Generation Rates". Accessed April 4, 2019.

<https://www2.calrecycle.ca.gov/WasteCharacterization/General/Rates>.

²⁷ CalRecycle. "SWIS Facility Detail". December 2015. Accessed April 4, 2019.

<https://www2.calrecycle.ca.gov/swfacilities/Directory/41-AA-0002>.

projected demand, even in multiple dry years. The proposed project and future projects within the Corridor Plan area and surrounding areas would comply with CalGreen requirements, thereby reducing the cumulative demand for water in the City.

For these reasons, the existing water supply is estimated to be sufficient for future cumulative demands, while water conservation measures would be necessary to meet demand in single or multiple dry-year scenarios. Thus, the proposed project would have a less than significant cumulative impact on water supplies. **(Less than Significant Cumulative Impact)**

Wastewater and Sewer System

As discussed in Impact UTL-3, the Rail Corridor TOD FEIR determined that full buildout of the Corridor Plan under Scenario Z would contribute to existing wet weather condition deficiencies in the southern trunk system of the City's wastewater system. The Rail Corridor TOD FEIR included Mitigation Measure Utilities – CP2 to collect development impact fees in order to fund improvements to the City's wastewater system. Project's contributing to the southern trunk system would also be subject to similar impact fees. The Rail Corridor TOD FEIR determined that payment of development impact fees would result in a less than significant wastewater impact, and that the fees would be used to maintain and upgrade the City's wastewater system to accommodate increased development. For these reasons, the project would have a less than significant cumulative impact. **(Less than Significant Cumulative Impact)**

Stormwater System

The proposed project would result in an overall decrease in impervious surfaces compared to existing conditions (see Section 4.10 Hydrology and Water Quality of Appendix A). In addition, the project would include site design, source control, and post-construction treatment control measures in compliance with state and regional stormwater permits and Section 7.39 of the San Mateo Municipal Code. These measures would help reduce the volume and sediment load of runoff leaving the site and entering the public storm drain system. Since the project would result in less stormwater runoff compared to existing conditions, the project would not contribute to a cumulative stormwater system impact. **(Less than Significant Cumulative Impact)**

SECTION 5.0 GROWTH-INDUCING IMPACTS

Impact GRO-1: The project would not foster or stimulate significant economic or population growth in the surrounding environment. (Less than Significant Impact)

As stated in the CEQA Guidelines Section 15126.2(d), a growth inducing impact is considered significant if the project would:

- Cumulatively exceed official regional or local population projections;
- Directly induce substantial growth or concentration of population. The determination of significance shall consider the following factors: the degree to which the project would cause growth (i.e., new housing or employment generators) or accelerate development in an undeveloped area that exceeds planned levels in local land use plans; or
- Indirectly induce substantial growth or concentration of population (i.e., introduction of an unplanned infrastructure project or expansion of a critical public facility (road or sewer line) necessitated by new development, either of which could result in the potential for new development not accounted for in a local General Plan).

The proposed project is an in-fill mixed-use development to replace six existing commercial buildings, totaling 165,000 square feet and associated surface parking, with residential mixed-use transportation-oriented development walkable to the Hayward Park CalTrain Station, with one level of below-grade parking. The site is surrounded by existing infrastructure for both existing and planned development. The proposed project would not require extension of unplanned utilities, and no new infrastructure is proposed by the project that would lead to unplanned population growth in the project area or other parts of the City.

The proposed project would place new retail space and new residences adjacent to existing retail, housing, and commercial/office development. Assuming 2.62 persons per household and one employees per 588 square feet of retail, the project would accommodate approximately 2,518 new residents and approximately 68 employees.²⁸ The proposed project would be compatible with the neighboring land uses and would not pressure adjacent properties to redevelop with new or different land uses, in a manner inconsistent with the General Plan.

According to the current Housing Element of the General Plan (2015-2023), inflation of home values has greatly outpaced increases in household income levels, resulting in a critical housing affordability gap. The proposed project would incrementally reduce the affordability gap by increasing housing inventory. The impact would be less than significant.

Therefore, the project would not have a significant growth inducing impact. This conclusion is consistent with the findings of the 2004 Rail Corridor EIR

²⁸ The number of full-time employees is estimated at 68 based on an approximate one employee per 588 square feet of retail space. ECORP Consulting, Inc. *Concar Passage GHG Assessment*. September 2019.

SECTION 6.0 SIGNIFICANT AND IRREVERSIBLE ENVIRONMENTAL CHANGES

CEQA and the CEQA Guidelines Section 15126(c) require that an EIR address “significant irreversible environmental changes which would be involved in the proposed project, should it be implemented.”

Future development on-site would involve the use of non-renewable resources both during construction phases and future operations/use of the site. Construction would include the use of building materials, including materials such as petroleum-based products and metals that cannot reasonably be re-created. Construction also involves significant consumption of energy, usually petroleum-based fuels that deplete supplies of non-renewable resources. Upon completion of new construction on-site, occupants will use non-renewable fuels to heat and light the buildings. The proposed project will also result in the increased consumption of water.

New structures would be built to current codes, which require insulation and design to minimize wasteful energy consumption. The proposed development would be constructed to current CALGreen standards and would, as a result, use less energy for heat and light and less water than a standard mixed-use project. The project proposes the installation of at least a three-kilowatt solar energy generation system in compliance with the San Mateo Municipal Code. Furthermore, the proposed buildings would be built to 2016 Title 24 Building Energy Efficiency Standards. In addition, the project proposes a residential mixed-use project in an infill, urban location in proximity to bus routes and Hayward Park Caltrain Station. The project includes bicycle parking spaces to promote automobile-alternative modes of transportation. A Transportation Demand Management (TDM) Plan is prepared for the project to achieve a 20 percent reduction in vehicular trips to the site. The proposed project would, therefore, facilitate a more efficient use of resources over the lifetime of the project.

SECTION 7.0 SIGNIFICANT AND UNAVOIDABLE IMPACTS

The Project would not result in any significant and unavoidable impacts. All impacts of the proposed project would be mitigated to a less than significant level with incorporation of applicable project-level mitigation measures identified in this EIR.

As discussed in *Section 4.6 Transportation*, the project would result in substantial vehicular delay at a number of study intersections and freeway segments. Roadway improvements have been identified for the affected intersections, and the applicant would be willing to contribute fair share funding toward the identified improvements. However, because the improvements are currently not on the City's Capital Improvement Program and funding is not currently available to ensure the implementation of the improvements, the City cannot guarantee their implementation and therefore the project would conflict with General Plan LOS Policy for local intersections. No feasible improvements are identified to address freeway congestion caused by the project. As noted in *Section 4.6 Transportation*, amendments to CEQA required by SB 743 mandate that a project's effects on LOS not be considered an impact on the environment, and therefore the project's conflicts with the City's LOS policy and the CMP guidelines for freeways are not considered significant, unavoidable environmental impacts.

SECTION 8.0 **ALTERNATIVES**

8.1 INTRODUCTION

The CEQA Guidelines give extensive direction on identifying and evaluating EIR alternatives to a proposed project (Section 15126.6). The purpose of analyzing alternatives in an EIR is to identify ways to substantially lessen or avoid the significant effects a proposed project may have on the environment. The range of alternatives selected for analysis is governed by the “rule of reason,” which requires the EIR to discuss only those alternatives necessary to permit a reasoned choice. Although the alternatives do not have to meet every goal and objective set for the proposed project, they should “feasibly attain most of the basic objectives of the project.”

The CEQA Guidelines (Section 15126.6) do not require that all possible alternatives be evaluated, only that a range of feasible alternatives be discussed so as to encourage both meaningful public participation and informed decision making. In selecting alternatives to be evaluated, consideration may be given to their potential for reducing significant unavoidable impacts, reducing significant impacts that are mitigated by the project to less than significant levels, and further reducing less than significant impacts.

The three critical factors to consider in selecting and evaluating alternatives are, therefore: (1) the significant impacts from the proposed project which could be reduced or avoided by an alternative, (2) the project’s objectives, and (3) the feasibility of the alternatives available. Each of these factors is described below.

8.1.1 Significant Impacts of the Project

As mentioned above, the CEQA Guidelines advise that the alternatives analysis in an EIR should be limited to alternatives that would avoid or substantially lessen any of the significant effects of the project and would achieve most of the project objectives. As discussed previously in this EIR, the project would not result in significant, unavoidable impacts.

Alternatives may also be considered if they would further reduce impacts that are already less than significant because of required or proposed mitigation. Impacts that would be significant, and for which the project includes mitigation to reduce them to less than significant levels include:

- Impacts to nesting birds.
- Impacts to buried cultural resources.
- Shallow groundwater impacts
- Temporary construction noise impacts.
- Impacts to the capacity of middle and high schools

Pursuant to CEQA Guidelines Section 15124, the EIR must include a statement of the objectives sought by the proposed project.

The stated primary objectives of the project proponent are:

- To provide a high density, transit-oriented, mixed-use development composed of housing and neighborhood retail consistent with the General Plan, Rail Corridor Transit Oriented Development Plan, Zoning Code, Climate Action Plan and the height limits imposed by Measures H&P and associated planning and environmental review efforts.
- To provide a project that is transformational in terms of non-auto dependent mobility by providing walkable access to the Hayward Park CalTrain Station and several major local employers; an on-site mobility hub to coordinate multiple modes of transportation; and transportation demand measures and services to reduce daily car trips.
- To provide a mix of affordable housing units at varying affordability levels to help address the Bay Area housing crisis.
- To incorporate several sustainable design measures such as use of 100 percent Renewable Energy Sources through Peninsula Clean Energy, Electric Vehicle (EV) charging spaces and high efficiency fixtures.
- To provide ample opportunities for publicly accessible parks and paseos for future residents and City residents alike.
- To provide contemporary design, compatible with the newer developments along South Delaware while incorporating design elements compatible with the 19th Avenue Park neighborhood.
- To provide a mix of commercial and residential uses that allow the residents and surrounding neighborhood the convenience and opportunity to shop, dine and recreate on-site.
- To provide community recreation, entertainment and gathering spaces for future project residents and City residents alike.
- To provide public art throughout the project and the open space areas.
- To provide day care to support families living on-site and additional capacity for off-site families as well.

8.1.2 Feasibility of Alternatives

CEQA, the CEQA Guidelines, and case law on the subject have found that feasibility can be based on a wide range of factors and influences. The Guidelines advise that such factors *can* include (but are not necessarily limited to) the suitability of an alternate site, economic viability, availability of infrastructure, consistency with a general plan or with other plans or regulatory limitations, jurisdictional boundaries, and whether the project proponent can “reasonably acquire, control or otherwise have access to the alternative site” [Section 15126.6(f)(1)].

8.1.2.1 *Alternatives Considered But Rejected*

Location Alternative

In considering an alternative location in an EIR, the CEQA Guidelines advise that the key question is “whether any of the significant effects of the project would be avoided or substantially lessened by putting the project in another location”.²⁹ The proposed project is a high-density mixed-use project located within the Rail Corridor Plan, intended to facilitate the goals of the City as described in the City’s General Plan.

²⁹ CEQA Guidelines Section 15126.6(f)(2)(A)

Other individual sites within the Rail Corridor Plan that are likely to redevelop are not large enough to support the residential development proposed on the project site. In addition, any project of this size and intensity within San Mateo could be expected to have similar operational impacts, as well as impacts associated with project construction. In addition, a location alternative would not fulfill the objective of locating the site near the Hayward Park Caltrain Station which is less than 5-minutes walking distance (approximately 1250 feet) from the northwest corner of the site. Therefore, since no suitable alternative site was found that could meet the basic objectives of the project, and where significant impacts would be reduced, a feasible location alternative was not identified, and it is not evaluated further.

8.2 PROJECT ALTERNATIVES

8.2.1 No Project - No Development Alternative

The CEQA Guidelines stipulate that an EIR specifically include a “No Project” alternative. The purpose in including a No Project Alternative is to allow decision-makers to compare the impacts of approving the project with the impacts of not approving the project. The Guidelines specifically advise that the No Project Alternative is “what would be reasonably expected to occur in the foreseeable future if the project is not approved, based on current plans and consistent with available infrastructure and community services.” The Guidelines emphasize that an EIR should take a practical approach, and not “...create and analyze a set of artificial assumptions that would be required to preserve the existing physical environment [Section 15126.6(e)(3)(B)].”

The project site is currently built out with approximately 165,000 square feet of existing uses, developed with six existing commercial buildings (not fully occupied). The “No Project” alternative could include the continued use of these buildings or would likely involve the property owner re-investing in the appearance of the shopping center and attracting new tenants, which may generate more traffic than the shopping center currently does. The No Project Alternative would avoid most of the environmental impacts of the project, assuming the continued occupancy of the existing buildings. However, this alternative would not meet any of the project objectives. In addition, the existing development would not be consistent with the Rail Corridor Plan because it does not have a transit supportive multi-family housing or a major employment center component.

8.2.2 No Project - Existing Plan Redevelopment Alternative

The project site is currently designated as *Transit-Oriented Development* under the City’s General Plan and is zoned *TOD-Transit Oriented Development*. The Project Site is located in *Area 2* of the Hayward Park Station TOD Overlay Zone of the San Mateo Rail Corridor Transit Oriented Development Plan (Corridor Plan) and is designated as Neighborhood/Commercial Retail/Residential with a band of Ground Floor Retail along Concar Drive and High-Density Residential/Office along Delaware Street.

The proposed project is consistent with the General Plan land use and zoning designation and Rail Corridor Plan. Given the site’s *TOD* land use designation, its location within the Rail Corridor Plan, and the objectives of the City’s General Plan, any alternative project proposed on this site would likely be a transit supportive multi-family housing or major employment center project, comparable in scale to currently proposed project. Assuming that any proposal would try to maximize development on-site (within the parameters of the Rail Corridor Plan), such an alternative would

likely allow FAR of up to 2.0. This would mean a development with approximately 1.2 million square feet on the 631,854 square feet of existing project site. This is pretty similar in intensity to the development proposed by the project, which proposes approximately 1.1 million square feet of residential and retail use.

Given the maximum allowable development, it is reasonable to assume that construction air quality and noise impacts would be comparable to the proposed project because the length of construction and amount of grading would likely be similar. Other identified impacts to biological resources, cultural resources, and shallow groundwater would remain the same as the proposed project because this alternative assumes full demolition of existing structures, removal of all landscaping trees on-site, and grading of the site.

8.2.3 Adjusted Mixed-Use Alternative

The proposed project would result in conflicts with CMP guidelines for freeway congestion and the City's LOS Policy, although such conflicts are no longer considered an impact on the environment following SB 743 amendments to the CEQA Guidelines. The purpose of the adjusted mixed-use alternative is to avoid the project's conflict with adopted transportation policies. Under the adjusted mixed-use alternative, the project would be redesigned to reduce housing by 50 percent (total 480 units) and increase commercial square footage by 336,000 for a total of 376,000 square feet of commercial uses. Building stories and height would stay the same. The adjusted mixed-use alternative would result in no net new peak hour trips, and thereby eliminate the conflicts with City and CMP policies regarding congestion on local roadways and freeways, respectively. All other impacts during construction and operation would be similar to that of the proposed project. By substantially reducing the proposed housing, the Adjusted Mixed-use Alternative would not meet the project objectives and City's objective to resolve the housing crisis in the City of San Mateo to the same extent as the project would.

8.2.4 Reduced Intensity Alternative

8.2.4.1 *Reduced Intensity Alternative – 20 Percent Reduction in Housing Units*

Reducing the housing units by 20 percent (resulting in proposed project with 769 residential units), would result in a net trip generation of 1,645 daily trips. This is approximately 800 trips lower than the proposed project net trip generation, and would serve to incrementally reduce the project's operational effects related to vehicle trips, such as air quality, energy consumption, roadway noise, and GHG emissions. The overall residential buildings square footage is proposed to be 779,040 square feet. The amount of new building area would be reduced by 133,700 square feet, and it is anticipated that the construction impacts of the project could be incrementally reduced. However, site clearing, and disturbance would likely be similar to the proposed project.

8.2.4.2 *Reduced Intensity Alternative – 30 Percent Reduction in Housing Units*

Reducing the housing unit count by 30 percent (resulting in 673 residential units), would result in a net trip generation of 1,231 trips. This is approximately 1,200 trips or 50 percent lower than the proposed project net trip generation, and would serve to reduce the project's operational effects related to vehicle trips, such as air quality, energy consumption, roadway noise, and GHG emissions. The overall residential buildings square footage is proposed to be 779,040 square feet. Under a

Reduced Intensity Alternative, the building footprints or building heights would be reduced, by approximately 201,000 square feet and it is anticipated that the construction impacts of the project could be incrementally reduced. However, site clearing, and disturbance would likely be similar to the proposed project.

Relationship of Reduced Intensity Alternatives to Proposed Project

Under both the scenarios listed above, it is assumed that site excavation activities would be reduced and less intense given the need for less parking to be placed below-grade, but construction activities would be generally similar to the proposed project, with older buildings torn down to construct newer residential/retail space. To the extent that construction activities could occur over a shorter period due to construction of smaller or lesser number of buildings, the project's already less than significant construction impacts such as construction noise and impacts to shallow ground water would be incrementally reduced.

The Reduced Intensity Alternatives would partially achieve the basic objectives of the project in terms of intensifying mixed-use uses on the site and providing for more residential and retail uses on the existing site, but none of the scenarios would meet the basic objective of providing a site with 961 units. It would not conform to the denser land use intensities envisioned in the City of San Mateo 2030 General Plan and Rail Corridor Plan for the project area, which are reflected in the project objectives.

8.3 ENVIRONMENTALLY SUPERIOR ALTERNATIVE(S)

The CEQA Guidelines state that an EIR shall identify an environmentally superior alternative. If the environmentally superior alternative is the "No Project" alternative, the EIR shall also identify an environmentally superior alternative among the other alternatives (Section 15126.6(e)(2)).

The environmentally superior alternative would be the No Project - No Development Alternative, which would avoid all project impacts; however, this alternative would not meet any project objectives.

Apart from the No Project Alternative, the other alternatives considered would also reduce the project impacts resulting from net new vehicle trips such as air quality, roadway noise, energy consumption, and GHG emissions. The adjusted mixed-use alternative would result in no new peak hour trips generated from the project and lowest average daily trips and would partially fulfill the development objectives of the project. Since it allows new development on the site consistent with the General Plan while avoiding all impacts resulting from net new peak hour project trips, the Adjusted Mixed-use Alternative would be the environmentally superior alternative. It should be noted that all project impacts are capable of being reduced to acceptable levels with implementation of feasible mitigation measures.

SECTION 9.0 REFERENCES

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SECTION 10.0 LEAD AGENCY AND CONSULTANTS

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SECTION 11.0 ACRONYMS AND ABBREVIATIONS

AB	Assembly Bill
ABAG	Association of Bay Area Governments
ACM	Asbestos-Containing Material
BAAQMD	Bay Area Air Quality Management District
CalEEMod	California Emissions Estimator Model
CAP	Climate Action Plan
CARB	California Air Resources Board
CBC	California Building Code
C/CAG	City/County Association of Governments of San Mateo County
CCR	California Code of Regulations
CDFW	California Department of Fish and Wildlife
CEQA	California Environmental Quality Act
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CH ₄	Methane
CMP	Congestion Management Program
CNEL	Community Noise Equivalent Level
CO	Carbon Monoxide
CO ₂	Carbon Dioxide
CRHP	California Register of Historic Places
dBa	decibel
DTSC	Department of Toxic Substances Control
EIR	Environmental Impact Report
EO	Executive Order
EPA	Environmental Protection Agency
IPCC	Intergovernmental Panel on Climate Change
IS	Initial Study
kW	kilowatt
GHG	Greenhouse Gas
GPA	General Plan Amendment
HI	Hazard Index
gpd	gallons per day
LBP	Lead-Based Paint
LOS	Level of Service
MBTA	Migratory Bird Treaty Act

MLD	Most Likely Descendant
MND	Mitigated Negative Declaration
MTC	Metropolitan Transportation Commission
N ₂ O	Nitrous oxide
NAHC	Native American Heritage Commission
NESHAP	National Emissions Standards for Hazardous Air Pollutants
NOD	Notice of Determination
NOI	Notice of Intent
NPDES	National Pollutant Discharge Elimination Program
NRHP	National Register of Historic Places
PM	Particulate Matter
PRC	Public Resources Code
RTP	Regional Transportation Plan
RWQCB	Regional Water Quality Control Board
SB	Senate Bill
SCS	Sustainable Communities Strategy
SMCWPP	San Mateo Countywide Water Pollution Prevention Program
SMFD	San Mateo Fire Department
SMPD	San Mateo Police Department
SMUHSD	San Mateo Union High School District
SPAR	Site Planning and Architectural Review
SR	State Route
STC	Sound Transmission Class
SWPPP	Stormwater Pollution Prevention Plan
TAC	Toxic Air Contaminant
TDM	Transportation Demand Management
TOD	Transit-Oriented Development
USEPA	U.S. Environmental Protection Agency
USFWS	United States Fish and Wildlife Service
UWMP	Urban Water Management Plan
VMT	Vehicle Miles Traveled
VOC	Volatile Organic Compound