



**AGENDA  
REGULAR MEETING  
CITY COUNCIL OF THE TOWN OF COLMA**

**Wednesday, December 9, 2020  
7:00 PM**

*On March 17, 2020, the Governor issued Executive Order N-29-20 suspending certain provisions of the Ralph M. Brown Act in order to allow for local legislative bodies to conduct their meetings completely telephonically or by other electronic means. Pursuant to the Shelter-in-Place Orders issued by the San Mateo County Health Officer on March 16, 2020 and March 31, 2020, the statewide Shelter-in-Place Order issued by the Governor in Executive Order N-33-20 on March 19, 2020, and the CDC's social distancing guidelines which discourage large public gatherings, the Council Chamber will not be open to the public for this Town of Colma City Council Meeting. The purpose of these orders was to provide the safest environment for Council Members, staff and the public while allowing for public participation.*

*Members of the public may view the meeting by attending, via telephone or computer, the Zoom Meeting listed below:*

**Join Zoom Meeting: <https://us02web.zoom.us/j/81289976261>  
Passcode: 074407**

**Meeting ID: 812 8997 6261  
Passcode: 074407**

**One tap mobile**

**+16699006833,,81289976261#,,,,,0#,,074407# US (San Jose)**

**+13462487799,,81289976261#,,,,,0#,,074407# US (Houston)**

**Dial by your location**

**+1 669 900 6833 US (San Jose)**

**+1 346 248 7799 US (Houston)**

**+1 253 215 8782 US (Tacoma)**

**+1 312 626 6799 US (Chicago)**

**+1 929 205 6099 US (New York)**

**+1 301 715 8592 US (Germantown)**

**Meeting ID: 812 8997 6261  
Passcode: 074407**

**Find your local number: <https://us02web.zoom.us/u/kco5bgxkcc>**

*Members of the public may provide written comments by email to the City Clerk at [ccorley@colma.ca.gov](mailto:ccorley@colma.ca.gov) before or during the meeting. Emailed comments should include the specific agenda item on which you are commenting or note that your comment concerns an item that is not on the agenda. The length of the emailed comment should be commensurate with the three minutes customarily allowed for verbal comments, which is approximately 250-300 words.*

## **PLEDGE OF ALLEGIANCE AND ROLL CALL – 7:00PM**

## **ADOPTION OF AGENDA**

## **PRESENTATION**

- Introduction of New Accounting Technician Nicole Nguyen
- Proclamation in honor of the retirement of Human Resources Manager Letty Juárez

## **PUBLIC COMMENTS**

Comments on the Consent Calendar and Non-Agenda Items will be heard at this time. Comments on Agenda Items will be heard when the item is called.

## **CONSENT CALENDAR**

1. Motion to Accept the Minutes from the November 12, 2020 Regular Meeting.
2. Motion to Approve the Report of Checks Paid for November 2020.
3. Motion to Adopt an Ordinance Adding Colma Municipal Code Subchapter 2.09 to Require Safe Storage of Firearms in a Residence.
4. Motion Approving the Town's Response to the Grand Jury Report Dated October 7, 2020, Titled "Ransomware: It Is Not Enough To Think You Are Protected."
5. Motion Approving and Accepting the Development Impact Fee Report for Fiscal Year Ending June 30, 2020.

## **NEW BUSINESS**

### **6. COUNCIL OF CITIES AND CITY SELECTION COMMITTEE**

*Consider:* Motion to Confirm Designation of the Mayor as the Voting Member for the Council of Cities, Designating an Alternate Voting Member, and Giving the Voting Member Discretion on Any and All Matters to be Considered.

### **7. COUNCIL COMMITTEE ASSIGNMENTS**

*Consider:* Motion Approving Committee Assignments for 2021 and Granting to the Appointee Discretion in Voting on Matters Brought Before the Committee.

## **STUDY SESSION**

### **8. GENERAL PLAN INTRODUCTION, LAND USE AND HISTORIC RESOURCES ELEMENT**

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

## **REPORTS**

Mayor/City Council

City Manager

## **ADJOURNMENT**

The City Council Meeting Agenda Packet and supporting documents are available for review on the Town's website [www.colma.ca.gov](http://www.colma.ca.gov) or at Colma Town Hall, 1198 El Camino Real, Colma, CA. Persons interested in obtaining an agenda via e-mail should call Caitlin Corley, City Clerk at 650-997-8300 or email a request to [ccorley@colma.ca.gov](mailto:ccorley@colma.ca.gov).

Reasonable Accommodation

Upon request, this publication will be made available in appropriate alternative formats to persons with disabilities, as required by the Americans with Disabilities Act of 1990. Any person with a disability, who requires a modification or accommodation to view the agenda, should direct such a request to Pak Lin, ADA Coordinator, at 650-997-8300 or [pak.lin@colma.ca.gov](mailto:pak.lin@colma.ca.gov). Please allow two business days for your request to be processed.



**MINUTES  
REGULAR MEETING**

City Council of the Town of Colma  
Meeting Held Remotely via Zoom.us

**Thursday, November 12, 2020**

**Closed Session - 6:00 PM**

**Regular Session - 7:00 PM**

**CLOSED SESSION – 6:00PM**

1. **In Closed Session Pursuant to Government Code Section 54957.6** – Conference with Labor Negotiators.

Agency Negotiator:	Brian Dossey, City Manager Austris Rungis, IEDA
Employee Organizations:	Colma Peace Officers Association and Colma Communications/Records Association
Unrepresented Employees:	All

**PLEDGE OF ALLEGIANCE AND ROLL CALL – 7:00PM**

Mayor John Irish Goodwin called the meeting to order at 7:00 p.m.

Council Present – Mayor John Irish Goodwin, Vice Mayor Diana Colvin, Council Members Helen Fisicaro, Raquel Gonzalez and Joanne F. del Rosario were all present.

Staff Present – City Manager Brian Dossey, City Attorney Christopher Diaz, Interim Chief of Police Bob Lotti, Commander Sherwin Lum, Administrative Services Director Pak Lin, and City Clerk Caitlin Corley, were in attendance.

The Mayor announced, “Welcome to another of our completely remote Council Meeting. A few notes about tonight’s meeting: We are accepting public comments through email— please email [ccorley@colma.ca.gov](mailto:ccorley@colma.ca.gov) to submit a public comment. You can also use the chat function to chat directly to our city clerk and she will be able to let us know that you would like to make a comment when your item comes up in the agenda. Thank you.”

**REPORT FROM CLOSED SESSION**

Mayor Goodwin announced, “Direction was given to staff at tonight’s closed session.”

**ADOPTION OF THE AGENDA**

Mayor Goodwin asked if there were any changes to the agenda; none were requested. He asked for a motion to adopt the agenda.

**Action:** Vice Mayor Colvin moved to adopt the agenda; the motion was seconded by Council Member Fisicaro and carried by the following vote:

Name	Voting		Present, Not Voting		Absent
	Aye	No	Abstain	Not Participating	
John Irish Goodwin, Mayor	✓				
Diana Colvin	✓				
Helen Fisicaro	✓				
Raquel Gonzalez	✓				
Joanne F. del Rosario	✓				
	5	0			

## PRESENTATION

Halloween House Decorating Contest Winners: Interim Recreation Manager Angelika Abellana and representatives from Republic Services, our sponsor of this event, introduced the winners of our annual Halloween House Decorating Contest:

- Walsh Family – Verano Home Owners Association
- Dye Family – Sterling Park Neighborhood
- Pape Family – Villa Hoffman Townhomes
- Brodzin Family – Spookiest House

Introduction of New Chief of Police: City Manager Brian Dossey introduced our New Chief of Police John Munsey.

Veterans Day Recognition:

The Mayor announced, "Yesterday we had a wonderful event at Veterans Village, where we honored the new residents whose names will be added to our Veterans Plaque and provided a boxed lunch for all the residents. We were proud and grateful to be able to add 7 new names to our plaque:

- Ronald Faatz
- Edward Oliva
- David Torres
- James Amontte
- Richard Anderson
- Harold Berger
- Gregory Loy

Thank you all for your service to Colma and welcome to our community. Thank you to our Colma Veterans and Veterans everywhere for your courage, sacrifice and service to our country." He also read a proclamation in honor of Veterans Day.

Annual Employee Recognition:

The Mayor announced, "I am honored to welcome all of you to the Town of Colma's 19th Annual Employee Recognition Event. This ongoing tradition is important to show the Town's appreciation to our employees.

Tonight, we will recognize those employees who have marked their 1st, 5th, 15th, 20th and 25th anniversaries. Their continued dedication and commitment are a true gift to the Town's residents and businesses.

Due to COVID-19, our usual celebration in Town Hall wasn't possible. However, we thought outside the box this year. Recognition gifts were presented to each employee as they picked them up from Human Resources or their department. We were able to take photos for some of these employees, which we will present tonight as we honor them."

Chief Lotti recognized:

- Sergeant Roger Jordan – 25 Years Recognition
- Monique Kendrick – 20 Years Recognition
- Officer Daniel Mendoza – 5 Years Recognition
- Alma Alvarado – 1 Year Recognition
- Olivia Bonilla – 1 Year Recognition
- Alejandra Gonzalez – 1 Year Recognition
- Luis Melendrez – 1 Year Recognition

Pak Lin recognized:

- Jeanne O'Brien – 20 Years Recognition

Louis Gotelli recognized:

- Vicente Gonzalez – 15 Years Recognition

Angelika Abellana recognized:

- Daisy Esquivias – 5 Years Recognition
- Raphael Garcia – 5 Years Recognition
- Carl Sanchez – 5 Years Recognition
- Jenny Arcaina – 1 Year Recognition
- Theodore Cook – 1 Year Recognition
- Mariah Esquivel – 1 Year Recognition
- Aidan Gonzalez – 1 Year Recognition
- Alan Gonzalez – 1 Year Recognition
- Andrea Ortega – 1 Year Recognition
- Rebecca Walton – 1 Year Recognition

Mayor Goodwin announced, "I'd also like to recognize our Human Resources Manager Letty Juárez for putting together this wonderful recognition. Thank you for making sure this event was festive and celebratory, even in this usual year. And on behalf of the Council, I would just like to say again how much we appreciate our wonderful Town staff. Colma would not be the great place it is without your hard work and dedication. You are truly appreciated, even more so in this incredibly difficult year."

## **PUBLIC COMMENTS**

Mayor Goodwin opened the public comment period at 7:23 p.m. and seeing no one come forward to speak, he closed the public comment period.

**CONSENT CALENDAR**

- 2. Motion to Accept the Minutes from the October 28, 2020 Regular Meeting.
- 3. Motion to Approve the Report of Checks Paid for October 2020.
- 4. Motion to Adopt a Resolution Amending the Colma Salary Schedule for Chief of Police Position.

**Action:** Council Member del Rosario moved to approve the Consent Calendar item #2 - 4; the motion was seconded by Vice Mayor Colvin and carried by the following vote:

Name	Voting		Present, Not Voting		Absent
	Aye	No	Abstain	Not Participating	
John Irish Goodwin, Mayor	✓				
Diana Colvin	✓				
Helen Fiscaro	✓				
Raquel Gonzalez	✓				
Joanne F. del Rosario	✓				
	5	0			

**PUBLIC HEARING**

**5. GUN SAFETY ORDINANCE**

Interim Chief of Police Bob Lotti presented the staff report. Mayor Goodwin opened the public hearing at 7:39 p.m. Citizens Kelly Traver, Valerie Xu, John Selling and Julia Mendelson made comments. The Mayor closed the public hearing at 7:46 p.m. Council discussion followed.

**Action:** Mayor Goodwin moved to Introduce and Waive Further Reading of an Ordinance Adding Colma Municipal Code Subchapter 2.09 to Require Safe Storage of Firearms in a Residence; the motion was seconded by Vice Mayor Colvin and carried by the following vote:

Name	Voting		Present, Not Voting		Absent
	Aye	No	Abstain	Not Participating	
John Irish Goodwin, Mayor	✓				
Diana Colvin	✓				
Helen Fiscaro	✓				
Raquel Gonzalez	✓				
Joanne F. del Rosario	✓				
	5	0			



## **STUDY SESSION**

### **6. BROWN ACT REFRESHER AND UPDATE**

City Attorney Christopher Diaz presented the staff report. Mayor Goodwin opened the public comment period and seeing no one come forward to speak, he closed the public comment period. Council discussion followed.

*This item was for discussion only; no action was taken at this meeting.*

## **COUNCIL CALENDARING**

The next Regular Meeting on Wednesday, November 25, 2020 will be cancelled.

## **REPORTS**

City Manager Brian Dossey gave an update on the following topics:

- Thank you to Interim Chief Bob Lotti for stepping in to help guide the Police Department through the recruitment process for a new Chief, especially in this difficult year.
- Thank you to City Clerk Caitlin Corley for her work coordinating with County officials on the Election.
- Thank you to Mayor Goodwin for his invaluable leadership during this very unusual and challenging year.
- Chief Munsey will be officially sworn in on Monday, November 16 at 9:00 a.m. in the Emergency Operations Center. There will be a brief, socially distant meet and greet event.
- City Council Reorganization will be held on Tuesday, December 8, 2020 at 6:00 p.m. via Zoom.
- San Mateo County COVID-19 numbers are increasing, so please be careful everyone.

## **ADJOURNMENT AND CLOSE IN MEMORY**

Mayor Goodwin adjourned the meeting at 8:34 p.m. in memory of Thomas C. "Tom" Mohr longtime community member with 50 years of service to our local education community.



Bank : first TRI COUNTIES BANK

Check #	Date	Vendor	Invoice	Inv Date	Description	Amount Paid	Check Total
52437	11/3/2020	00051	CALIFORNIA WATER SERVICE6544607057	10/16/2020	6544607057 SW CORNER HIL	338.38	338.38
52438	11/3/2020	00110	DEPARTMENT OF TRANSPORTSL210133	10/20/2020	SIGNALS & LIGHTING	882.55	882.55
52439	11/3/2020	00254	METRO MOBILE COMMUNICA201114	11/1/2020	MAINTENANCE CONTRACT	602.00	602.00
52440	11/3/2020	00280	OFFICE DEPOT, INC.	10/19/2020	OFFICE SUPPLIES	49.98	
			131157844001	10/19/2020	OFFICE SUPPLIES	49.98	
			129135235001	10/6/2020	OFFICE SUPPLIES	32.78	
			131858646001	10/22/2020	MESH WALL FILE, TAPE EXT.	14.19	
			131158795001	10/17/2020	OFFICE SUPPLIES	5.98	
			129134471001	10/7/2020	OFFICE SUPPLIES	1.09	104.02
52441	11/3/2020	00307	PACIFIC GAS & ELECTRIC	10/20/2020	PG&E	3,074.86	3,074.86
52442	11/3/2020	00311	PITNEY BOWES INC.	10/13/2020	FOLDING MACHINE RENTAL	506.57	506.57
52443	11/3/2020	00623	ARAMARK	10/5/2020	UNIFORM SERVICE	431.68	431.68
52444	11/3/2020	01030	STEPFORD, INC.	10/20/2020	MONTHLY SERVICE CONTRA	5,886.25	5,886.25
52445	11/3/2020	01037	COMCAST CABLE	10/25-11/24 427	10/20/2020 8155 20 022 0097028 427 F ST	290.06	
			10/25-11/24 Intei	10/20/2020	8155 20 022 0097051 Internet`	290.06	
			10/27-11/26 XFII	10/17/2020	8155 20 022 0002770 1520 HIL	10.99	591.11
52446	11/3/2020	01291	SAN MATEO COUNTY	2020-2021 1st &	10/2/2020 MOSQUITO ABATEMENT ASS	555.00	555.00
52447	11/3/2020	01340	NAVIA BENEFIT SOLUTIONS	10302556	10/30/2020 SECTION 125 PARTICIPANT &	102.25	102.25
52448	11/3/2020	01995	CELESTE, MIKE L.	20-1028	10/28/2020 CARDROOM BACKGROUND	110.00	110.00
52449	11/3/2020	02606	F. FERRANDO & CO.	42868	10/21/2020 487 D ST. REMOVE & REPLAC	3,172.00	
				42867	10/21/2020 HILLSIDE BLVD. REMOVE & R	2,989.00	
				42869	10/21/2020 350 CLARK REMOVE & REPL/	2,961.00	
				42866	10/21/2020 461 E ST. REMOVE & REPLAC	2,094.00	11,216.00
52450	11/3/2020	02637	Z.A.P. MANUFACTURING INC.	4106	10/28/2020 STREET SIGNS W/LOGO FOF	624.40	
				4105	10/28/2020 24X30 SIGN H.I.P (30), 30X30	290.35	914.75
52451	11/3/2020	02714	MARCHETTI, DAWN	9/28, 10/20, 10/2	10/28/2020 09.25, 10.20, & 10.28 TRICK O	90.41	
				10/15/20 Reimbu	10/28/2020 10/15/20 USE OF FORCE/DRIV	33.36	123.77
52452	11/3/2020	02793	DITO'S MOTORS	22958	10/30/2020 SERVICE	988.12	
				22940	10/22/2020 OIL & FILTER CHANGE	90.88	1,079.00
52453	11/3/2020	02849	U.S. BANK PARS ACCOUNT, 6	November 2020	11/2/2020 OPEB CONTRIBUTION	61,496.92	61,496.92
52454	11/3/2020	02857	DE LEON, DARCY	Spring 2020 Tuiti	10/28/2020 SPRING 2020 TUITION REIME	1,000.00	1,000.00
52455	11/3/2020	03009	MUTT MITT	373058	10/26/2020 MUTTT MITT	1,394.32	1,394.32
52456	11/3/2020	03224	DECORATIVE PLANT SERVICEI0018686		11/1/2020 MAINTENANCE GUARANTEEI	157.31	157.31
52457	11/3/2020	03267	ACC BUSINESS	202847839	10/27/2020 ETHERNET ACCESS	674.58	674.58
52458	11/3/2020	03281	GACHINA LANDSCAPE MANA(F182844		9/1/2020 MAINTENANCE CONTRACT	13,398.93	13,398.93

Bank : first TRI COUNTIES BANK (Continued)

Check #	Date	Vendor	Invoice	Inv Date	Description	Amount Paid	Check Total
52459	11/3/2020	03289	MORENO, JOSHUA	10/28/2020	Reimt OCT 19-23 BASIC ACCIDENT I	155.40	
				10/15/20	Reimbt 10/15/20 USE OF FORCE/DRIN	33.36	188.76
52460	11/3/2020	03301	NINYO & MOORE GEOTECHN 243298	10/27/2020	SERVICES THROUGH SEPT 2	2,237.50	2,237.50
52461	11/3/2020	03382	SAN BRUNO MOUNTAIN WAT(FY 2020-2021 G	10/6/2020	FY 2020-2021 COUNCIL APPR	2,000.00	2,000.00
6201720	11/3/2020	00282	CALIFORNIA PUBLIC EMPLOY 10000000162017;	10/14/2020	MEDICAL INSURANCE	5,454.25	5,454.25
<b>Sub total for TRI COUNTIES BANK:</b>						<b>114,520.76</b>	

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26 checks in this report.

Grand Total All Checks: 114,520.76

Bank : first TRI COUNTIES BANK

Check #	Date	Vendor	Invoice	Inv Date	Description	Amount Paid	Check Total
52462	11/3/2020	00307	10/23/2020	10/23/2020	PG&E	1,919.19	1,919.19
52463	11/3/2020	01037	November 2020	10/26/2020	8155 20 022 0094769 TOWN C	15,228.73	15,228.73
			11/02-12/01	10/27/2020	8155 20 022 0097069 INTERNI	245.06	15,473.79
52464	11/3/2020	02392	0066507	10/20/2020	AUGUST 1-SEPT 30, 2020 MIS	213.46	213.46
<b>Sub total for TRI COUNTIES BANK:</b>						<b>17,606.44</b>	

3 checks in this report.

Grand Total All Checks: 17,606.44

Bank : first TRI COUNTIES BANK

Check #	Date	Vendor	Invoice	Inv Date	Description	Amount Paid	Check Total
52465	11/6/2020	01340	NAVIA BENEFIT SOLUTIONS 11062020 B	11/6/2020	FLEX 125 PLAN: PAYMENT	536.66	
			11062020 B	11/6/2020	DEPENDENT CARE: PAYMEN	365.39	902.05
52466	11/6/2020	01375	NATIONWIDE RETIREMENT S 11062020 B	11/6/2020	NATIONWIDE: PAYMENT	3,650.00	
			11062020 M	11/6/2020	NATIONWIDE: PAYMENT	950.00	4,600.00
52467	11/6/2020	02377	CALIFORNIA STATE DISBURS 11062020 B	11/6/2020	WAGE GARNISHMENT: PAYM	547.84	547.84
94279	11/6/2020	00130	EMPLOYMENT DEVELOPMEN 11062020 B	11/6/2020	CALIFORNIA STATE TAX: PAY	12,544.88	12,544.88
94280	11/6/2020	00521	UNITED STATES TREASURY 11062020 B	11/6/2020	FEDERAL TAX: PAYMENT	50,311.68	50,311.68
94281	11/6/2020	00631	P.E.R.S. 11062020 B	11/6/2020	PERS - BUYBACK: PAYMENT	44,423.02	44,423.02
94282	11/6/2020	01360	VANTAGE TRANSFER AGENT 11062020 B	11/6/2020	ICMA CONTRIBUTION: PAYME	5,046.45	5,046.45
94284	11/6/2020	00521	UNITED STATES TREASURY 11062020 M	11/6/2020	FEDERAL TAX: PAYMENT	911.05	911.05
94285	11/6/2020	01360	VANTAGE TRANSFER AGENT 11062020 M	11/6/2020	ICMA CONTRIBUTION: PAYME	464.42	464.42
94286	11/6/2020	00631	P.E.R.S. 11062020 M	11/6/2020	PERS MISC NON-TAX: PAYME	694.17	694.17
94287	11/6/2020	00282	CALIFORNIA PUBLIC EMPLOY 11062020 M	11/6/2020	NOVEMBER 2020 ACTIVE PRI	7,498.96	7,498.96
94288	11/6/2020	00282	CALIFORNIA PUBLIC EMPLOY 11062020 B	11/6/2020	NOVEMBER 2020 ACTIVE PRI	65,283.04	65,283.04
94289	11/6/2020	00068	COLMA PEACE OFFICER'S 11062020 B	11/6/2020	COLMA PEACE OFFICERS: P/	652.14	652.14

Sub total for TRI COUNTIES BANK:

193,879.70



13 checks in this report.

Grand Total All Checks: 193,879.70

## Bank : first TRI COUNTIES BANK

Check #	Date	Vendor	Invoice	Inv Date	Description	Amount Paid	Check Total
52468	11/12/2020	00038	BROADMOOR LUMBER & PLY October 2020	10/31/2020	PW PURCHASES	158.04	158.04
52469	11/12/2020	00051	CALIFORNIA WATER SERVICE 10/27/2020	10/27/2020	WATER BILL	6,919.31	6,919.31
52470	11/12/2020	00130	EMPLOYMENT DEVELOPMENT L2056240608	11/28/2020	UNEMPLOYMENT INSURANC	10,684.00	10,684.00
52471	11/12/2020	00181	IEDA 23185	11/1/2020	LABOR RELATIONS CONSUL	1,520.00	1,520.00
52472	11/12/2020	00211	KELLY-MOORE PAINTS October 2020	10/31/2020	PAINT AND SUPPLIES	93.47	93.47
52473	11/12/2020	00307	PACIFIC GAS & ELECTRIC 9248309814-8	10/23/2020	PG&E	285.95	
			0567147369-1	10/29/2020	PG&E	203.85	
52474	11/12/2020	01183	BEST BEST & KRIEGER LLP 888786	10/19/2020	CITY ATTORNEY SERVICES	19,527.00	
			888787	10/19/2020	CITY ATTORNEY SPECIAL SE	3,588.00	
			888790	10/19/2020	CADILLAC DEALERSHIP LAW	1,935.90	
			888788	10/19/2020	EMPLOYEE BENEFITS/TAX	1,372.80	
			888789	10/19/2020	CITY ATTORNEY THIRD PART	1,035.45	
52475	11/12/2020	02307	STANDARD PLUMBING SUPPLY October 2020	11/1/2020	OCTOBER 2020 (9) EBV500A:	349.60	27,459.15
52476	11/12/2020	02499	GE CAPITAL INFORMATION 104271699	10/26/2020	A11 TOWN HALL COPY MACH	512.58	349.60
			104284442	10/29/2020	A10 CCC COPY MACHINE	274.44	787.02
52477	11/12/2020	02787	AECO SYSTEMS, INC. 54148	11/2/2020	FIRE PANEL PHONE LINE CO	280.00	
			21250	11/1/2020	POLICE STATION FIRE ALARM	45.00	325.00
52478	11/12/2020	02830	BAILEY FENCE COMPANY, INC Release Retentic	10/23/2020	79929 RELEASE RETENTION	251.00	251.00
52479	11/12/2020	02935	EMCOR SERVICES-MESA ENE013576946	10/26/2020	REPLACE THERMOSTAT UNI	429.28	429.28
52480	11/12/2020	03034	FLEX ADVANTAGE 125307	10/31/2020	FLEX PROCESSING FEES	185.00	185.00
52481	11/12/2020	03086	TAPCO I681538	10/16/2020	12" BRACKET & CROSS-PIEC	372.14	372.14
52482	11/12/2020	03281	GACHINA LANDSCAPE MANA F184790	11/1/2020	MAINTENANCE CONTRACT	13,398.93	13,398.93
52483	11/12/2020	03377	ACME MEMORIAL CO. INC. 15214	11/4/2020	INSTALL TOWN OF COLMA SI	2,150.00	2,150.00
52484	11/12/2020	03383	MARKDEV DV COLMA LLC 1297B Refund C	11/3/2020	1297B C&D REFUND (02/2019	1,000.00	1,000.00
<b>Sub total for TRI COUNTIES BANK:</b>						<b>66,571.74</b>	

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17 checks in this report.

Grand Total All Checks: 66,571.74

Bank : first TRI COUNTIES BANK

Check #	Date	Vendor	Invoice	Inv Date	Description	Amount Paid	Check Total
52485	11/12/2020	00051	SERVICE9679761976	10/29/2020	9679761976 JSB S. OF COLM/	432.75	432.75
52486	11/12/2020	00149	FASTRK VIOLATION PROCES	11/2/2020	10.22.20 SAN MATEO-HAYWA	6.00	
			T717006947404	11/2/2020	10.22.20 SAN MATEO-HAYWA	6.00	
			T717006947397	11/2/2020	10.22.20 SAN MATEO-HAYWA	6.00	18.00
52487	11/12/2020	00174	HOME DEPOT CREDIT SERVI	10/30/2020	PW SUPPLY PURCHASES	576.78	576.78
52488	11/12/2020	02216	RAMOS OIL CO. INC.	10/31/2020	PD GASOLINE PURCHASES 2	1,264.29	
			720451	10/20/2020	PD GASOLINE PURCHASES 1	1,222.44	
			719020	10/10/2020	PD GASOLINE PURCHASES 1	1,204.41	3,691.14
			717554	10/27/2020	A9 PD COPY MACHINE RENT,	274.44	274.44
52489	11/12/2020	02499	GE CAPITAL INFORMATION	10/27/2020	RIMS INTERNET W/SSF	400.00	400.00
52490	11/12/2020	02799	WAVE	11/1/2020	JULY 2020 COLMA GPU SUPP	8,125.00	8,125.00
52491	11/12/2020	03117	KITTELSON & ASSOCIATES,	10/8/2019	MISSION ROAD BICYCLE & PI	253,641.39	253,641.39
52492	11/12/2020	03373	RK ENGINEERING, INC.	10/2/2020			
			145.03				
<b>Sub total for TRI COUNTIES BANK:</b>						<b>267,159.50</b>	

8 checks in this report.

Grand Total All Checks:

267,159.50

## Bank : first TRI COUNTIES BANK

Check #	Date	Vendor	Invoice	Inv Date	Description	Amount Paid	Check Total
52493	11/17/2020	00013	October 2020	10/31/2020	TIRE SERVICE	770.57	770.57
52494	11/17/2020	00020	120110062	11/1/2020	WATERLOGIC RENTAL	40.00	
			120110061	11/1/2020	MTN H/C BWC	9.00	49.00
52495	11/17/2020	00112	476980	11/3/2020	PD ACCOUNT #140503	279.00	279.00
52496	11/17/2020	00188	3383	11/12/2020	ADD TOP RIBBON TO CHIEF I	38.24	38.24
52497	11/17/2020	00307	11/09/2020	11/9/2020	PG&E	4,099.57	4,099.57
52498	11/17/2020	00388	1357358	11/2/2020	MONTHLY MONITORING	1,109.81	1,109.81
52499	11/17/2020	00411	33620	10/31/2020	CITATION PROCESSING	511.93	511.93
52500	11/17/2020	00412	TELECOMMUNICATIONS ENG46815	11/10/2020	Facilities Mgmt & Maintenance	1,515.00	1,515.00
52501	11/17/2020	00414	TERMINEX INTERNATIONAL L401923839	11/16/2020	PEST CONTROL	244.00	
			401923840	11/16/2020	601 F St.	79.00	323.00
52502	11/17/2020	00500	SMC CONTROLLERS OFFICE October 2020	11/3/2020	ALLOCATION OF PARKING PI	3,309.50	3,309.50
52503	11/17/2020	00534	SMC INFORMATION SERVICE 1YCL12010	11/6/2020	MICRO CHANNEL & LINES	801.25	801.25
52504	11/17/2020	00623	ARAMARK	11/5/2020	S365 THREE SEASON PRO-F	245.34	245.34
52505	11/17/2020	00649	DAVEY TREE EXPERT COMP915150984	10/28/2020	TREE SERVICE	3,000.00	3,000.00
52506	11/17/2020	00830	STAPLES BUSINESS CREDIT 1631531524	10/25/2020	OFFICE SUPPLIES	1,006.95	1,006.95
52507	11/17/2020	01030	STEPFORD, INC.	11/5/2020	DISPATCH BROTHER MFC-L2	439.98	439.98
52508	11/17/2020	01183	BEST BEST & KRIEGER LLP	11/6/2020	CITY ATTORNEY SERVICES	19,527.00	
			890074	11/6/2020	OCTOBER 2020 CADILLAC DE	11,705.60	
			890072	11/6/2020	CITY ATTORNEY SPECIAL SE	2,184.00	
			890073	11/6/2020	EMPLOYEE BENEFITS/TAX	436.80	
52509	11/17/2020	01414	VERANO HOMEOWNERS ASS12	12/1/2020	VERANO OWNERS ASSOCIAI	335.00	33,853.40
52510	11/17/2020	01565	BAY CONTRACT MAINTENANK24738	11/10/2020	COVID-19 BASE LINE DECON	11,400.00	335.00
			November 2020	11/10/2020	JANITORIAL SERVICES	7,530.83	
			24792	11/12/2020	JANITORIAL CLEANING AND I	1,350.00	20,280.83
52511	11/17/2020	01745	WILLIAM D. WHITE CO., INC. 457966CLMA	11/12/2020	REPLACE CHAIN ON LOWER	484.28	484.28
52512	11/17/2020	02182	DALY CITY KUMON CENTER	11/12/2020	TUTORING	3,460.00	3,460.00
52513	11/17/2020	02216	RAMOS OIL CO. INC. 720551	10/31/2020	ADMIN GASOLINE PURCHASI	29.37	29.37
52514	11/17/2020	02398	ADVANCED BUSINESS FORM30947	11/10/2020	2,000 3-PT. MOVING CITATIOI	659.63	659.63
52515	11/17/2020	02443	SUN RIDGE SYSTEMS, INC. 6313	11/6/2020	RIMS ANNUAL SUPPORT	17,578.00	17,578.00
52516	11/17/2020	02499	GE CAPITAL INFORMATION	11/1/2020	PD COPY FEES	493.04	
			5060729132	11/1/2020	CCC COPY FEES	194.60	687.64
			5060737993	11/1/2020	10/22/20 PRE-EMPLOYMENT I	450.00	450.00
52517	11/17/2020	02660	FEISTER, WILLIAM J.	11/1/2020	POWER TIMER	123.50	123.50
52518	11/17/2020	02765	STOMMEL INC, DBA LEHR	11/3/2020			

Final Check List  
Town of Colma

apChkLst  
11/17/2020 9:22:15AM

Bank : first TRI COUNTIES BANK (Continued)

Check #	Date	Vendor	Invoice	Inv Date	Description	Amount Paid	Check Total
52519	11/17/2020	02970	PRODUCTIVE PRINTING & GF34948	11/3/2020	1,000 #10 ENVELOPES SECU	212.11	
			34959	11/9/2020	CORRECTION NOTICE (TRAF	11.09	223.20
52520	11/17/2020	03015	U.S. BANK CORPORATE PMT	10/22/2020	Abell CREDIT CARD PURCHASE	1,228.10	
				10/22/2020	Wolli CREDIT CARD PURCHASE	627.74	
				10/22/2020	Lum CREDIT CARD PURCHASE	425.29	
				10/22/2020	Nave CREDIT CARD PURCHASE	406.97	
				10/22/2020	Gote CREDIT CARD PURCHASE	298.50	
				10/22/2020	De L CREDIT CARD PURCHASE	254.47	
				10/22/2020	Gogt CREDIT CARD PURCHASE	227.30	
				10/22/2020	Jordt CREDIT CARD PURCHASE	184.63	
				10/22/2020	Lotti CREDIT CARD PURCHASE	141.11	
				10/22/2020	Corle CREDIT CARD PURCHASE	106.04	
				10/22/2020	Lin CREDIT CARD PURCHASE	85.00	
				10/22/2020	Doss CREDIT CARD PURCHASE	31.98	4,017.13
52521	11/17/2020	03061	NORTH BAY PETROLEUM	10/31/2020	PW GAS PURCHASES	410.21	410.21
52522	11/17/2020	03196	ARROW SIGN COMPANY	11/4/2020	DESIGN, MANUFACTURE, & II	10,854.00	10,854.00
52523	11/17/2020	03241	JUAREZ, LETTY	11/17/2020	09/15/20 SNACK REIMBURSEI	20.24	20.24
52524	11/17/2020	03267	ACC BUSINESS	11/2/2020	ETHERNET ACCESS	1,345.71	1,345.71
52525	11/17/2020	03379	MELENDREZ, LUIS	11/10/2020	11/10/20 MEAL & MILEAGE RE	56.21	56.21
<b>Sub total for TRI COUNTIES BANK:</b>						<b>112,367.49</b>	

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33 checks in this report.

Grand Total All Checks: 112,367.49



Bank : first TRI COUNTIES BANK

<u>Check #</u>	<u>Date</u>	<u>Vendor</u>	<u>Invoice</u>	<u>Inv Date</u>	<u>Description</u>	<u>Amount Paid</u>	<u>Check Total</u>
52526	11/17/2020	03034	December 2020	11/17/2020	HEALTH REIMBURSEMENT A1	51,761.40	51,761.40

Sub total for TRI COUNTIES BANK: 51,761.40

1 checks in this report.

Grand Total All Checks:

51,761.40

Bank : first TRI COUNTIES BANK

Check #	Date	Vendor	Invoice	Inv Date	Description	Amount Paid	Check Total
52527	11/17/2020	03334	AT&T MOBILITY NATIONAL AC287296200335X	11/2/2020	WIRELESS	1,345.71	1,345.71
Sub total for TRI COUNTIES BANK:						1,345.71	1,345.71

1 checks in this report.

Grand Total All Checks:

1,345.71

Bank : first TRI COUNTIES BANK

Check #	Date	Vendor	Invoice	Inv Date	Description	Amount Paid	Check Total
52528	11/20/2020	00047	11202020 B	11/20/2020	CLEA: PAYMENT	245.00	245.00
52529	11/20/2020	01340	11202020 B	11/20/2020	FLEX 125 PLAN: PAYMENT	536.66	
			11202020 B	11/20/2020	DEPENDENT CARE: PAYMENT	365.39	902.05
52530	11/20/2020	01375	11202020 B	11/20/2020	NATIONWIDE RETIREMENT S: PAYMENT	3,650.00	3,650.00
52531	11/20/2020	02224	11202020 B	11/20/2020	STANDARD INSURANCE COM: PAYMENT	632.50	632.50
52532	11/20/2020	02377	11202020 B	11/20/2020	CALIFORNIA STATE WAGE GARNISHMENT: PAYM	547.84	547.84
94291	11/20/2020	00130	11202020 B	11/20/2020	EMPLOYMENT DEVELOPMENT: PAYMENT	11,960.99	11,960.99
94292	11/20/2020	00521	11202020 B	11/20/2020	UNITED STATES TREASURY: PAYMENT	47,641.59	47,641.59
94293	11/20/2020	00631	11202020 B	11/20/2020	P.E.R.S.:	44,317.38	44,317.38
94294	11/20/2020	01360	11202020 B	11/20/2020	VANTAGE TRANSFER AGENT: PAYMENT	5,063.01	5,063.01
94295	11/20/2020	00068	11202020 B	11/20/2020	COLMA PEACE OFFICERS: PAYMENT	652.14	652.14
<b>Sub total for TRI COUNTIES BANK:</b>						<b>115,612.50</b>	

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10 checks in this report.

Grand Total All Checks:

115,612.50

Bank : first TRI COUNTIES BANK

Check #	Date	Vendor	Invoice	Inv Date	Description	Amount Paid	Check Total
52533	11/23/2020	00004	000015610829	11/13/2020	C3-AB-12-10-TS-01	1,456.33	1,456.33
52534	11/23/2020	00051	CALIFORNIA WATER SERVICE1727052702	11/10/2020	WATER BILL	184.68	184.68
52535	11/23/2020	00054	C/CAG 18108	11/2/2020	ANNUAL NPDES ASSESSEMEN	3,606.36	3,606.36
52536	11/23/2020	00093	CITY OF SOUTH SAN FRANCISCO518247	10/29/2020	TRAFFIC SIGNAL MAINTENAN	750.00	750.00
52537	11/23/2020	00307	PACIFIC GAS & ELECTRIC 0512181543-4	11/9/2020	PG&E	1,435.55	1,435.55
52538	11/23/2020	00422	UNDERGROUND SERVICE AL12020176278	7/22/2020	2020 MEMBERSHIP FEE \$150	592.19	592.19
52539	11/23/2020	00623	ARAMARK October 2020	10/31/2020	FIRST AID SUPPLIES	130.40	130.40
52540	11/23/2020	01023	PRIORITY 1 8071	11/17/2020	SUV #4 REPLACE POWER PA	100.00	100.00
52541	11/23/2020	01037	COMCAST CABLE 11/11-12/10 601	11/7/2020	8155 20 022 0096715 601 F ST	110.06	110.06
52542	11/23/2020	01413	GLOBALSTAR USA 0000000081435	11/16/2020	EMERGENCY SATELLITE PHC	3,967.52	3,967.52
52543	11/23/2020	01531	STEWART CHEV CAD CHRY JSQ40078	11/6/2020	CONE HOLDER FOR RYAN'S '	594.32	594.32
52544	11/23/2020	01552	FORTE PRESS CORPORATION105723	11/11/2020	500 CARDS- JOHN MUNSEY	190.34	190.34
52545	11/23/2020	01653	KAISER FOUNDATION HEALTHOctober 26, 2020	11/9/2020	HEALTH & SAFETY SERVICES	20.00	20.00
52546	11/23/2020	01995	CELESTE, MIKE L. 20-1119	11/19/2020	CARDROOM BACKGROUND	660.00	660.00
52547	11/23/2020	02224	STANDARD INSURANCE COMDecember 2020	11/16/2020	LIFE INSURANCE	210.00	210.00
52548	11/23/2020	02566	STARVISTA FY 2020-2021 G	10/20/2020	FY 2020-2021 COUNCIL APPR	3,000.00	3,000.00
52549	11/23/2020	02793	DITO'S MOTORS 23046	11/17/2020	OIL & FILTER CHANGE & SER	538.49	
			22866	11/18/2020	SERVICE	321.79	
			23057	11/18/2020	OIL & FILTER CHANGE	42.00	902.28
52550	11/23/2020	02827	CORODATA SHREDDING, INC.DN1291872	10/31/2020	SHREDDING SERVICE	79.24	79.24
52551	11/23/2020	02935	EMCOR SERVICES-MESA ENE013579317	11/9/2020	REMOVE & REPLACE BLOWE	2,688.00	2,688.00
52552	11/23/2020	03014	RAGNASOFT INCORPORATEIRSI-0005020	11/1/2020	PLANIT POLICE 1 YEAR SUBS	1,555.00	1,555.00
52553	11/23/2020	03117	KITTELSON & ASSOCIATES, I10113919	11/18/2020	OCTOBER 2020 COLMA GPU	2,127.50	2,127.50
52554	11/23/2020	03318	DILLINGHAM ASSOCIATES 13727	11/18/2020	JULY TO OCT 2020 BIORETEI	1,262.50	1,262.50
52555	11/23/2020	03373	RK ENGINEERING, INC. 145.04	11/6/2020	MISSION ROAD BICYCLE & PI	317,019.15	317,019.15
52556	11/23/2020	03384	PROTELESIS CORPORATION Support Agreem	11/23/2020	XTL-PREFERRED-1 YEAR 201	3,869.40	3,869.40

Sub total for TRI COUNTIES BANK:

346,510.82

24 checks in this report.

Grand Total All Checks: 346,510.82



**ORDINANCE NO. \_\_\_\_**  
**OF THE CITY COUNCIL OF THE TOWN OF COLMA**

**ORDINANCE ADDING COLMA MUNICIPAL CODE SUBCHAPTER 2.09 TO REQUIRE  
SAFE STORAGE OF FIREARMS IN A RESIDENCE**

The City Council of the Town of Colma does ordain as follows:

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**ARTICLE 1. RECITALS.**

(a) Having a loaded or unlocked gun in the home is associated with an increased risk of gun-related injury and death. According to a 2008 report published in the New England Journal of Medicine, living in a home where guns are kept increased an individual's risk of death by homicide by between 40% and 170%. Similarly, a 2004 national study determined that the presence of guns in the home increased an individual's risk of death by homicide by 90%.

(b) Firearm injuries have a significant public health impact. According to a 2015 study, researchers conservatively estimate that gun violence costs the American economy at least \$229 billion every year, including \$8.6 billion in direct expenses such as those for emergency and medical care. In California, the direct costs of hospital use for firearm assault injuries alone was estimated at \$87.4 million in 2010. 65% of these costs were borne by taxpayers.

(c) Children are particularly at risk of injury and death from firearms when firearms are not safely secured in their own homes or in homes they visit. According to national data, children and young adults (24 years of age and under) constitute 38% of all firearm deaths and non-fatal injuries. More than 75% of guns used in suicide attempts and unintentional injuries of children and young adults (0-19 years of age) were stored in the residence of the victim, a relative, or a friend. 89% of accidental shooting deaths among children occur in the home, and most of these deaths occur when children are playing with an unsecured loaded gun in their parents' absence.

(d) Applying trigger locks or using lock boxes when storing firearms in the home reduces the risk of firearm injury and death. Keeping a firearm locked when it is not being carried ensures that it cannot be accessed and used by others without the owner's knowledge or permission. This simple measure significantly decreases the risk that the gun will be used to commit suicide, homicide, or inflict injury, whether intentionally or unintentionally. Safe storage measures have a demonstrated protective effect in homes with children and teenagers where guns are stored.

(e) More local community action is needed to prevent gun violence. In San Mateo County, there have been 301 gun-related deaths over the past 10 years. According to data collected in 2018 by the Citizens for a San Mateo County Gun Buy Back from participants at two separate gun buy back events, a majority of respondents reported "hiding [the gun] in a discrete location" and/or "keeping it unloaded" as a safety measure, even though these methods are not generally considered safe storage. A large number of respondents (27% in May 2018 and 60% in December 2018) reported that they surrendered the firearms for "safety reasons," and nearly half of respondents indicated that they did not know how to properly store an inherited firearm.

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**ARTICLE 2. INCORPORATION OF RECITALS.**

The City Council hereby finds that all of the foregoing recitals and the staff report presented herewith are true and correct and are hereby incorporated and adopted as findings of the City Council as if fully set forth herein.

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**ARTICLE 3. CMC SUBCHAPTER 2.09 ADDED.**

A new subchapter 2.09, Safe Storage of Firearms in a Residence, is hereby added to Chapter 2, Prohibited Activities, to read as follows:

**Subchapter 2.09: Safe Storage of Firearms in a Residence**

**2.09.010 Application of Subchapter.**

The provisions of this subchapter shall apply within the jurisdictional boundaries of the Town of Colma.

**2.09.020 Definitions.**

For the purpose of this subchapter, the following words shall have the meaning set forth herein:

- (a) "Firearm" means a firearm as defined in California Penal Code Section 16520.
- (b) "Locked Container" means a locked container, as defined in California Penal Code, Section 16850, listed on the California Department of Justice Bureau of Firearms roster of approved firearm safety devices. For purposes of this subchapter, a locked container does not include a bag or other container made of fabric or other penetrable material, such as a regular purse, backpack, or gym bag.
- (c) "Residence" means any structure intended or used for human habitation, including but not limited to, houses, condominiums, rooms, accessory dwelling units, motels, hotels, single room occupancy units, time shares, recreational vehicles, and other vehicles where human habitation occurs.
- (d) "Trigger lock" means a trigger lock that is listed on the California Department of Justice's roster of approved firearms safety devices and that is identified as appropriate for that firearm by reference to either the manufacturer and model of the firearm or to the physical characteristics of the firearm that match those listed on the roster for use with the device under California Penal Code Section 23635.

**2.09.030 Safe Storage of Firearms in a Residence Required.**

- (a) Except when carried on the person, no person shall keep a firearm in any residence unless the firearm is stored in a locked container or is disabled with a trigger lock.
- (b) To encourage reporting of lost or stolen firearms, a person who complies with California Penal Code Section 25250 by reporting the loss or theft of a firearm they own or possess to a local law enforcement agency within five days from the time they knew or reasonably should

have known the firearm had been lost or stolen shall not be prosecuted for violation of subsection (a).

**2.09.040 Enforcement.**

A violation of any provision of this subchapter is an infraction, punishable as set forth in subchapter 1.05 of the Colma Municipal Code. It can also be enforced through the Administrative Citation process contained at Colma Municipal Code Section 2.01.090(c).

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**ARTICLE 4. SEVERABILITY.**

Each of the provisions of this Ordinance is severable from all other provisions. If any article, section, subsection, paragraph, sentence, clause or phrase of this Ordinance is for any reason held by a court of competent jurisdiction to be invalid, such decision shall not affect the validity of the remaining portions of this Ordinance.

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**ARTICLE 5. NOT A CEQA PROJECT.**

The City Council finds that this Ordinance is not subject to the California Environmental Quality Act (CEQA) pursuant to Sections 15060(c)(2) (the activity will not result in a direct or reasonably foreseeable indirect physical change in the environment) and 15060(c)(3) (the activity is not a project as defined in Section 15378) of the CEQA Guidelines, California Code of Regulations, Title 14, Chapter 3, because it has no potential for resulting in physical change to the environment, directly or indirectly.

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**ARTICLE 6. EFFECTIVE DATE.**

This ordinance, or a summary thereof prepared by the City Attorney, shall be posted on the three (3) official bulletin boards of the Town of Colma within 15 days of its passage and is to take force and effect thirty (30) days after its passage.

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### Certificate of Adoption

I certify that the foregoing Ordinance No. \_\_\_\_ was duly introduced at a regular meeting of the City Council of the Town of Colma held on November 12, 2020 and duly adopted at a regular meeting of said City Council held on December 9, 2020 by the following vote:

Name	Voting		Present, Not Voting		Absent
	Aye	No	Abstain	Not Participating	
<i>Voting Tally</i>					

Dated \_\_\_\_\_

\_\_\_\_\_  
Mayor

Attest: \_\_\_\_\_  
Caitlin Corley, City Clerk



# STAFF REPORT

TO: Mayor and Members of the City Council  
 FROM: Caitlin Corley, City Clerk  
 VIA: Brian Dossey, City Manager  
 MEETING DATE: December 9, 2020  
 SUBJECT: Grand Jury Response – Ransomware

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## RECOMMENDATION

Staff recommends that the City Council make the following motion:

MOTION APPROVING THE TOWN'S RESPONSE TO THE GRAND JURY REPORT DATED OCTOBER 7, 2020, TITLED "RANSOMWARE: IT IS NOT ENOUGH TO THINK YOU ARE PROTECTED."

## EXECUTIVE SUMMARY

The City Council is required under California Penal Code sections 933 and 933.05 to respond to the Grand Jury report. The draft response letter is attached as Attachment B.

## FISCAL IMPACT

There are no fiscal implications associated with the approval of the Town's response to the Grand Jury report.

## Background

The County Grand Jury is a volunteer body of 19 citizens, selected at random from a pool of nominees, to investigate local governmental agencies and make recommendations to improve the efficiency of local government. The October 7, 2020 Grand Jury report contains findings and recommendations on ransomware and measures taken by local agencies in San Mateo County to mitigate risks and provide recovery options. The Presiding Judge of the County Superior Court has formally requested that the Town review the report and file a written response indicating the following:

- That the Town agrees or disagrees, in whole or in part, with the findings;

- That the recommendation has been implemented, will be implemented, requires further analysis, or will not be implemented; and
- An explanation of the reason for any disagreement with findings or recommendations;
- The response was approved by the Town City Council at a public meeting.

## **ANALYSIS**

### **Grand Jury Findings**

The proposed October 7, 2020 Grand Jury response, which includes the Grand Jury's findings and recommendations, is attached as Attachment B.

### **Council Adopted Values**

Approving the Town's Grand Jury response is responsible, as it is in the best interest of the Town and protects the Town against ransomware attacks.

## **CONCLUSION**

Staff recommends that the City Council approve, by motion, the Town's proposed response to the October 7, 2020 Grand Jury report "Ransomware: It Is Not Enough To Think You Are Protected"

## **ATTACHMENTS**

- A. Grand Jury Report - Ransomware
- B. Town's draft response letter for Grand Jury Report - Ransomware



## **Ransomware: It Is Not Enough To Think You Are Protected**

[Issue](#) | [Summary](#) | [Glossary](#) | [Background](#) | [Discussion](#) | [Findings](#)  
[Recommendations](#) | [Methodology](#) | [Bibliography](#) | [Appendixes](#) | [Responses](#)

### **ISSUE**

City and county government computer systems are at risk of Ransomware attacks. Are adequate measures being taken by local government agencies to mitigate the risks and provide recovery options?

### **SUMMARY**

Ransomware has already hit many governmental Information Technology (IT) systems in San Mateo County. In December 2019 the Grand Jury sent an online survey to all 68 public entities in San Mateo County,<sup>1</sup> received 37 survey responses (a 54% response rate), and interviewed several responders including one IT Manager (who had refused to respond to the survey for fear of being successfully attacked once again), for a total of 38 responses via survey and interview. More than 25% (10 of 38) of the public entities responding to the Grand Jury reported that they have been a victim of one or more Ransomware attacks. More concerning is the certainty that there will be more attempts to violate the integrity of our local governments' electronic infrastructure.

This report is intended to present “best practices” in developing a Cybersecurity strategy, then implementing and testing that plan. It addresses actions that can be taken (and have been taken, in some cases) in order to guard against Ransomware attacks, recover from an attack and the additional measures that can be taken to reduce the possibility of an attack. However, it is not an exposé with details of potential system weaknesses, in light of the need for Cybersecurity strategies and practices to be highly confidential. As such, this report walks the line between providing an informed discussion of potential concerns without providing a road map of how to breach public government IT systems.

The single largest exposure every organization has to cyber-thieves is phishing, the illegal practice of sending legitimate-looking emails to an organization's employees. These emails may contain malware or links that, when clicked, infect the computer with a virus that can spread to the entire information systems network.

Although many email software programs include some level of protection against Ransomware attacks, such protections require customization and activation, and it is not clear that local public

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<sup>1</sup> See Appendix F: Public Entities in San Mateo County (Cities, County, School Districts, Special Districts)

entity IT departments are undertaking these necessary customization and activation steps. In addition, training for new employees and recurring training for existing employees is critical to dramatically reducing the probability of a Ransomware infection. In some agencies, it appears that only limited training is provided for new employees with little or no recurring training provided for current employees.<sup>2</sup>

Ransomware and other malware attacks are a test to an organization's backup and restoration procedures.<sup>3</sup> The Grand Jury found that none of the survey responders has actually performed a full restore as a test of their backup process. However, without adequate testing, backups do not provide sufficient protection.

Rigorous preparation for an attack is essential if fast and full recovery is desired and the payment of a ransom is to be avoided. There are several significant steps that local public entities should take to improve their defenses, their ability to detect incursions, and their responses to Ransomware attacks. These steps include:

- Using firewalls to protect internal environments from breaches;
- Using malware detection software to monitor incoming emails and network activity;
- Ensuring that users are educated and tested to learn what to watch for and avoid, especially in emails;
- Developing and fully testing a thorough backup and restore strategy to enable a complete recovery from an attack;
- Putting in place internal controls such as subnets, which require departmental authorization to access other department's data or programs.

In addition, cloud hosting should be considered for email and certain applications to reduce the success of Malware and Ransomware attacks on information systems infrastructure.

While all attacks are malicious in terms of time and potential data loss, in the case of Ransomware (or worse, Ransomware 2.0 that also infects backup data) the financial cost of paying the ransom in order to remove the infection and restore a data system can be significant. Alternatively, if the decision is to not pay the ransom but to attempt to recover from the infection manually, the direct and indirect costs could be considerably more.

This report is directed to the governing bodies of government entities in San Mateo County urging them to have their IT staff confidentially and urgently assess their respective Ransomware protection strategies and training and then move with all deliberate speed to address any shortcomings in their Cybersecurity programs.

## **GLOSSARY**

### **CLOUD COMPUTING**

Cloud computing is the delivery of on-demand computing services -- from applications to storage and processing power -- typically over the internet and on a pay-as-you-go basis. Rather

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<sup>2</sup> Grand Jury interviews

<sup>3</sup> Epicor Corporation, *Protecting Yourself From Ransomware*, January 2020



than owning their own computing infrastructure or data centers, companies can rent access to anything from applications to storage from a cloud service provider.<sup>4</sup> Some examples of this are Yahoo Mail, services like Google Docs, and customer relationship management software.<sup>5</sup>

## CYBERSECURITY

Cybersecurity refers to the body of technologies, processes, and practices designed to protect networks, devices, programs, and data from attack, damage, or unauthorized access.<sup>6</sup>

Cybersecurity is a combination of secure systems (hardware and software) built into technology as well as human intervention, monitoring, training, awareness, and recovery.

## ENCRYPTION

The process of locking out the contents of a file and the renaming of the file such that it cannot be opened and used in the intended application (e.g. Microsoft Excel). Typically, a 128 Bit (or larger) encryption key (a long series of letters and numbers) is used first to encrypt then later to un-encrypt a file.

## MALWARE

Short for “malicious software,” this software is designed specifically to damage or disrupt computer systems. Not all malware is Ransomware because some malware has no related attempt to extort money.

## PHISHING

The illegal practice of sending email claiming to be from reputable companies to induce individuals to reveal personal information or click on website links or open attachments that then install malware.

## RANSOMWARE

Ransomware can be simply described as an infection on a host machine that prevents access to data until a ransom is paid. The most common method of infection is to encrypt files making them totally unreadable by a user. The infection is usually delivered by a *Trojan Horse* (a term referring to the misleading of users of its true intent) installed when a user clicks on a malicious link or attachment in an email.

## RANSOMWARE 2.0

This newer version of Ransomware no longer is just malware that encrypts data and asks for ransom, the attacker also threatens to release the data onto the internet and demands money in order not to do so. This newer Ransomware works in such a way that even backup copies of most important files will not be able to save an infected organization.<sup>7</sup> By planting the malware but delaying its activation, Ransomware 2.0 can infect backups thus defeating their value.

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<sup>4</sup> <https://www.zdnet.com/article/what-is-cloud-computing-everything-you-need-to-know-from-public-and-private-cloud-to-software-as-a/>

<sup>5</sup> Pearson Education, Ubuntu Unleashed 2015 Edition: Covering 14.10 and 15.04, page 655

<sup>6</sup> <https://digitalguardian.com/blog/what-cyber-security>

<sup>7</sup> <https://www.itproportal.com/news/welcome-to-the-era-of-ransomware-20/>

## BACKGROUND

Ransomware is a real and serious threat to every entity: government organizations, corporations, and individuals. The more dependence an organization has on the software and data in its network(s), the more important the concern should be. Loss of access to mission-critical data, systems, and software can severely impact an organization in both the short and long term.

According to an October 2019 report by the National League of Cities, since 2013, Ransomware attacks have been reported by at least 170 county, city or state government entities across the United States.<sup>8</sup> The actual number is likely to be much higher because it represents only those attacks that have been reported. Many infections go unreported when ransoms are paid,<sup>9</sup> when organizations are seeking to avoid embarrassment, or when the attacks were simply undetected or untraceable.<sup>10</sup> This has been true even in San Mateo County where local public governing entities have had Ransomware attacks that were not publicly reported.<sup>11</sup>

Not only do such data breaches embarrass and slow organizational productivity, they can be very expensive. For example, the MIT Technical Review (2019) asserts: “Ransomware may have cost the U.S. more than \$7.5 billion in 2019... the victims were 113 governments and agencies, 764 health-care providers, and up to 1,233 individual schools affected by Ransomware attacks...most local governments do a poor job of practicing Cybersecurity.”<sup>12</sup> The cost to the city of Atlanta to recover from its Ransomware breach was estimated at \$17 million.<sup>13</sup> Similarly, a recent Baltimore Ransomware breach is estimated to have cost over \$18 million.<sup>14</sup> In 2020, the UC San Francisco School of Medicine paid \$1.14 million in ransom to recover its own data.<sup>15</sup> These are large cities and entities and although the ransom amounts they paid may not represent the expenses a San Mateo County public organization could incur, they provide examples of the severity of the potential threat and the enormous costs.

Specifically, the costs of a Ransomware attack could include some or all of the following:<sup>16</sup>

- Direct Costs:
  - Paying the ransom to obtain an encryption key and hoping that it works;

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<sup>8</sup> National League of Cities report, *Protecting Our Data: What Cities Should Know About Cybersecurity*. Forward by Clarence Anthony, CEO and Executive Director.

<sup>9</sup> <https://healthitsecurity.com/news/as-ransomware-attacks-increase-dhs-alerts-to-Cybersecurity-insights>

<sup>10</sup> Sheehan, Patrick, Ohio Emergency Management Agency, *Cascading Effects of Cyber Security on Ohio*, September 19, 2012

<sup>11</sup> Grand Jury survey responses

<sup>12</sup> MIT Technology Review, *Ransomware may have cost the US more than \$7.5 billion in 2019*, January 2, 2020

<sup>13</sup> The Atlanta Journal- Constitution, Stephen Deere. *Confidential Report: Atlanta’s cyber attack could cost taxpayers \$17 million*. August 2018.

<sup>14</sup> Baltimore Sun, Ian Duncan, *Baltimore estimated cost of ransomware attack at \$18.2 million as government begins to restore email accounts*. May 29, 2019.

<sup>15</sup> San Jose Mercury News, David Wu, “*UCSF pays \$1.14 million ransom to recover data*”, July 4, 2020

<sup>16</sup> <https://www.sentinelone.com/blog/what-is-the-true-cost-of-a-ransomware-attack-6-factors-to-consider/>

- Expenditures for outside IT professionals and new systems providers to plan and implement improved breach security based on new Ransomware strategies;
- Paying for enrollments in credit reporting bureaus to stop or correct identity thefts (from the release of previously confidential or secure personal information) for client/customers.
- Replacing hardware and/or software.
- Indirect Costs:
  - Operations efforts to restore systems and data;
  - Organizational downtime as well as employee overtime;
  - Reputation loss including negative public relations and loss of confidence by the organizations’ constituents;
  - Liabilities for legal costs, including defense of lawsuits for breach of private and confidential information and poor handling of personal data.

According to the Coveware Report,<sup>17</sup> the median ransom payment in the first quarter of 2020 was \$44,021. This was an increase of roughly 10% over the last quarter of 2019. Public sector entities represented 12% of attacks, about half of which were school systems. The average days of downtime was 15 representing an alarming number of days of inability to service constituents.<sup>18</sup> This underlines an urgent need to understand and evaluate current local governments’ Cybersecurity strategies.

The discussion that follows is intended to encourage local public agencies and their IT staff to confidentially evaluate their respective Cybersecurity plans, software and prevention strategies. Since data and systems security are essential to the operation of every public entity in the County, the discussion will not present a specific road map for potential Ransomware-prevention actions but rather establish a “best practice model” that will enhance understanding of the elements essential for an adequate protection plan.

## **DISCUSSION**

In December 2019, the Grand Jury developed an online survey that was sent to all 68 public entities in San Mateo County.<sup>19</sup> Responses were received from 37 of the entities (a 54% response rate). Additionally, follow-up interviews were conducted with three local public IT Managers, one of whom had refused to complete the online survey for fear of disclosing confidential information that could lead to a successful malware or Ransomware attack. These interviewees were questioned regarding the adequacy of Cybersecurity planning and execution. Following a general analysis of local government practices, this report concludes with a review of Cybersecurity best practices which local agencies should consider adopting.

### Two Ransomware Attacks Derailed: Best Practices in Action

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<sup>17</sup> <https://www.coveware.com/blog/q1-2020-ransomware-marketplace-report>

<sup>18</sup> <https://www.msspalert.com/Cybersecurity-research/average-ransomware-payment-rises-again-research/>

<sup>19</sup> Appendix F

In order to better understand how to successfully defeat a Ransomware attack, the Grand Jury interviewed an IT Manager of a private enterprise that was attacked twice by Ransomware and was able to fully restore the environment and re-establish workflow within just a few hours.

Given the usual secrecy involved in most malware incursions, the following description of this IT manager's actual experience is instructive since it offers an example of "best practices" that can guide others anticipating or facing a Ransomware threat.<sup>20</sup>

This organization suffered two serious breaches less than two months apart and successfully recovered both times. In the first breach, within 45 minutes of a user clicking on an email attachment, the Crypto virus had spread to 12 of the organization's 23 servers. The IT Manager was alerted to the problem both by the user whose PC was locked with the Ransomware demand on his screen and an auto alert from the network scanning software that reported unusual activity.

The IT Manager's first action was to rapidly shut down the entire server network. This of course stopped the spread of the virus, but also prevented users from performing their jobs. Fortunately, their backup strategy implementation worked well as they were able to fully recover within hours.

The major components of the protection strategy employed included:

- Separating the network into discrete departments or segments (creating subnets) which restricted individuals' access to only servers containing their department's software and network storage. This limited the spreading of the virus across various departments within the organization. The analogy is a modern ship with rooms and decks that can be completely closed off from each other in the event of a fire or explosion.
- Taking snapshots (copies) of their Storage Area Network (SAN) twice a day.
- Completing full nightly backups of their SQL databases and incremental backups of the databases at five-minute intervals.
- Performing server backups with a commercial external backup appliance and/or service. See Appendix D for examples of companies in this market.<sup>21</sup>
- Regularly testing the restore process to ensure the successful recovery of critical server hardware. Without testing, there is no assurance that the Cybersecurity plan will work. Moreover, even if it works once, that is no assurance it will work again, without periodic re-testing.
- Conducting weekly backups of critical personnel's full PC hard drives.
- Use the "3-2-1 strategy"<sup>22</sup>: do three backups into two different media including one offsite.

Having all of these Cybersecurity plan components was a good start but it took much more to affect a recovery. First a commercial Virus Removal Software Tool was used which did not work (in this case). Therefore, the IT team used the snapshot copies to replace corrupted data on

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<sup>20</sup> Grand Jury Interview

<sup>21</sup> These services include onsite and offsite backup and recovery services which are usually located outside the immediate locale.

<sup>22</sup> Management Wire, *The 3-2-1 Backup Rule and Effective Cybersecurity Strategy*, January 7, 2020.

infected server units followed by the application of the incremental backups of the database to complete the restore.

This detailed example represents a well thought out and highly prepared plan, executed with precision. The first breach resulted in 4½ hours of downtime as 12 servers were infected. The second breach resulted in 6 ½ hours of downtime to recover 19 affected servers. The IT team was able to recover the servers and their data both times, become fully operational within hours, and the organization did not pay any ransom demands.

#### Grand Jury Cybersecurity Survey and Follow-up Interviews

Survey question:<sup>23</sup> *“Has your Organization had a Ransomware attack? Specifically, has there been an instance or multiple instances when an attack has locked up a computer or computers and presented a demand for ransom to unlock the infection?”*

Nine survey responders and one non-survey responder interviewee, a total of 10 of 38 (37 responders to the online survey and one non-survey responder) affirmed an attack had occurred or had possibly occurred in their organization, a 26% “hit” rate. The circumstances of their attacks were reviewed.<sup>24</sup> The non-survey interviewee was the IT manager from a public entity in the County who was unwilling to complete the survey because they did not want to reveal that their organization had been subject to “one or more” Ransomware attacks. Nor were they willing to disclose how successful the Ransomware attack(s) were for fear that they would open themselves up to more attacks.

Survey Question:<sup>25</sup>

*“Is your Information Systems Budget adequate to secure your network properly from malicious attack?”*

Thirty-two of the 37 survey respondents, or 86%, answered Yes to this question. This high percentage of “Yes” responses either indicates a high level of confidence in their defense setup, a reluctance to complain about their IT budget, or as two of our follow-up interviewees revealed<sup>26</sup>, a lack of understanding of the complexity of a well-written, well-executed Cybersecurity Plan.<sup>27</sup> Suggesting the latter, The National League of Cities conducted a similar survey of 165 city governments nationwide and asked the same question, (*“Is your budget adequate enough to secure your network properly?”*): 67% replied “No”.<sup>28</sup>

#### Investigation Results Regarding Backup/Restore/Maintenance

The Grand Jury survey and follow-up interviews revealed that, while many local agencies have backup plans,<sup>29</sup> only a portion of those same agencies had successfully recovered lost files from

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<sup>23</sup> Appendix A – Question #1

<sup>24</sup> Grand Jury Interview

<sup>25</sup> Appendix A – Question #2

<sup>26</sup> Grand Jury Interviews

<sup>27</sup> Federal Communications Commission, *Cyber Security Planning Guide*, October 2012.

<sup>28</sup> National League of Cities report, *Protecting Our Data: What Cities Should Know About Cybersecurity*, page 8

<sup>29</sup> Appendix A – Question #3

backups and none of the survey responders had ever done a full restore of a server.<sup>30</sup> When an attack occurs with inadequate backup processes in place, there is no way to recover. Moreover, a proactive and well-thought-out business continuity plan is something that all system and data administrators must embrace.

What is a good backup strategy? Certain applications provide the ability within the applications themselves to set up different types of backups and schedule them to be performed automatically. A good example of this is SQL.<sup>31</sup> Using a SQL-based approach, both nightly full database backups can be scheduled as well as intermittent transaction log backups (which capture activity during small time increments), so that a recovery could be completed with virtually no loss of data. These backups should then be stored according to the 3-2-1 backup rule<sup>32</sup> whereby three copies or versions are taken, stored on two different media, one of which is offsite. Operating systems and third-party vendors offer a multitude of backup solutions for servers. Snapshots or image backups<sup>33</sup> provide the most complete backup and the fastest restore option.<sup>34</sup>

Raj Samani, Chief Technology Officer for Europe at Intel Security captures the importance of a complete backup strategy, “Most Ransomware attacks can be avoided through good cyber hygiene and effective, regular data backups that are continually tested to ensure they can be restored if needed.”<sup>35</sup>

As this discussion shows, the technology to prevent and if necessary, correct, the impact of a malware attack is available. Local government agencies must be pro-active and vigilant in using such to protect their data and their businesses.

#### Investigation Results Regarding Employee Training

Education is the best defense. “Preventing infection is far easier than correcting the situation as most of the infections are acquired either from a socially engineered email (one that appears reputable or from a familiar source), or from visiting an infected website, so controlling risk on your side is the easiest method.”<sup>36</sup>

Answers to Survey Question #5 provide strong evidence for the need for the governing boards to review with their IT managers their defenses against cyberthreats: “*Do you provide training to employees regarding malware?*” 12 responded with a non-qualified “Yes”. Nine responded “No” (24%) and 16 responded with a qualified “Yes” (42%) and described their training as

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<sup>30</sup> Appendix A – Question #4

<sup>31</sup> Structured Query Language (SQL) is a programming language

<sup>32</sup> Management Wire, *The 3-2-1 Backup Rule and Effective Cybersecurity Strategy*, January 7, 2020.

<sup>33</sup> Image backup consists of block by block storing of the contents of a hard drive

<sup>34</sup> <https://www.ltnow.com/file-backup-vs-image-backup-which-is-best/>

<sup>35</sup> Zerto, Raj Samani, *Ransomware – Mitigating the Threat of Cyber Attacks*, 2019

<sup>36</sup> Epicor, *Protecting Yourself from Ransomware*, January 2020

needing improvements.<sup>37</sup> As one survey responder commented, “The answer is yes, but a lot more needs to be done.”

Cybersecurity training is a well-established industry – providing a focused set of classes and materials designed to reduce users’ clicks on harmful links and attachments. Security training, awareness, and assessment should be a routine part of the Cybersecurity strategy in government. Deploying such a program covers the education, training and testing of employees to recognize, delete and report attempted attacks. Studies show these programs reduce but do not eliminate user error.

*Government Technology* magazine captured it best in their cover story entitled “In the quest to guard against cyberthreats, can we solve the people problem? The Weakest Link.”<sup>38</sup> The article concluded that even with the best training programs and defenses, the human element may never be completely overcome.<sup>39</sup> This is precisely why recurring training and user testing is encouraged by best practices.

#### Handling Incoming Emails – Phishing Defenses

In a worldwide survey of Managed IT Service Providers (MSP’s) in 2019, “67% of Ransomware attacks originated from a phishing or spam email...the easiest method of delivery and man does it pay off.”<sup>40</sup> The greatest threats take advantage of users “within” the network, i.e., users who click on malicious links or open email attachments that contain viruses or make other mistakes that allow hackers to gain access to the entity’s system or network. Trend Micro estimates that the vast majority of all attacks occur when a user clicks on something they should not.<sup>41</sup>

There are different ways to help the user community recognize and protect against a phishing attack. Most network environments utilize spam filters to automatically filter incoming messages. Spam filters are used to detect unsolicited, unwanted, and virus-infested email and stop it from getting into email inboxes.<sup>42</sup> “Additionally, malware detection software can also be highly successful in reducing the risk of Ransomware but the anti-malware definitions (a database of known infectious code) need to be constantly updated...which takes effort and time but represents the single most effective defensive strategy.”<sup>43</sup>

Message rules can be used to flag external emails and thereby decrease the probability that a user clicks on bad content. An administrator can set up message rules on a users’ client or the email server. An example of a message rule might be if the sending organization includes @smithco.com in the sender’s address, the message is automatically moved the incoming message into a personal folder called “Smith Company.” A better example would be a rule that

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<sup>37</sup> Grand Jury Survey responses

<sup>38</sup> Government Technology Magazine, Adam Stone, *The Weakest Link*, Oct/Nov 2018

<sup>39</sup> Ibid

<sup>40</sup> VadeSecure – Predictive Email Defense, *Ransomware Attacks: Why Email is still the #1 Delivery Method*, January 16, 2020

<sup>41</sup> <https://blog.trendmicro.com/online-phishing-how-to-stay-out-of-the-hackers-nets/>

<sup>42</sup> <https://www.mailchannels.com/what-is-spam-filtering/>

<sup>43</sup> Epicor, *Protecting Yourself from Ransomware*, January 2020

flags all external emails (not from the host's domain) and warns about the threats of clicking on attachments or weblinks. An example of this visual potential threat message rule is displayed in Appendix C.

Message rules can be very powerful to alert users of potential threats or to be careful about what they might click on and endanger their system. Some of the vendors listed in Appendix B also can “report” a suspected phishing attempt to an IT administrator. The Grand Jury’s review revealed that some of the Information Technology Services departments for local public entities have installed message rules on their email servers to notify users of external emails.<sup>44</sup> This is a “best practice” which all local governmental agencies should consider.

Phishing emails are easy to create, as they do not take a high level of skill to provide the illusion of legitimacy by mimicking web-site brands or using logos from Google images. They can also easily spoof (fake) an email address to look like a trusted source.<sup>45</sup> It can often be very difficult to catch these risky emails, as the spoofed emails are cleverly disguised. A YouTube video created by Cisco Systems illustrates the sophisticated approach a phishing email may take – “Anatomy of an Attack”.<sup>46</sup> It shows an attacker constructing a realistic identity deception email and can be viewed at <https://www.youtube.com/watch?v=4gR562GW7TI> After you watch this video please note, had an email filter caught this message and flagged it as external and warned about clicking on links, the deception may have been caught.

#### What Does Excellent Cyber Defense Look Like?

Survey Question<sup>47</sup>: “*What defenses do you currently employ to block malware? Please be specific. (Firewall brand/model, Software filters/spam blocker, etc.)*”

Five survey responders did not divulge the infrastructure of their environment. 17 responders provided abbreviated details indicating they do have Cybersecurity protections in place. The remaining 15 responses were explicit about their organizations’ hardware and software defense strategies. Below is a survey response that illustrates a well-protected environment using some of the best practices of Cybersecurity:

“At the first layer, we use a PAN 220 Firewall with all subscriptions enabled, (URL Filtering, Antivirus/Vulnerability, Wildfire, etc.), block all international countries both in and outbound. Once traffic is passed for email, it passes through a Barracuda spam filter, filtering and scanning phishing and virus emails, checks with External Reputation servers for known virus and spamming servers, then passes to an on-premise exchange server. The exchange servers have another layer installed, Symantec Antivirus, giving a third layer of scanning. All servers and workstations have the latest version of the antivirus installed controlled by a centralized server. Window patches are applied on a monthly basis to all servers and workstations, and servers are retired once Microsoft ends support for an operating system.”<sup>48</sup>

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<sup>44</sup> Grand Jury interviews

<sup>45</sup> Ibid

<sup>46</sup> Cisco Systems, *Ransomware - Anatomy of an Attack*, <https://www.youtube.com/watch?v=4gR562GW7TI>

<sup>47</sup> Appendix A - Question #6

<sup>48</sup> Grand Jury Survey response



The survey respondent's best practices:

- Filtering incoming email for viruses, malware, and phishing attempts;
- Utilizing protection software from multiple vendors;
- Utilizing multiple layers of defense;
- Keeping systems up-to date.

Breaches and attacks that manage to extract data (Ransomware 2.0) expose additional risks to sensitive information. Security professionals point out additional options for securing organizational data:<sup>49</sup>

- Use Subnets<sup>50</sup> to section out servers with separate security permissions and limited access;
- Disable and block unused services, protocols and ports;
- Perform Backup & Recovery (focus on full testing of recovery);
- Strengthen the password policy (long, complex, with expiration dates);
- Employ 2-factor authentication (password then keycode) for external user access.<sup>51</sup>
- Install Anti-malware / Antivirus software on all machines and keep current (update at least monthly);
- Update at least monthly, patches for operating systems, firewalls, spam filters, malware, and other key applications;
- Perform monitoring and auditing of failed logins, password changes, resource usage, and services stopping.

Local public entities can get assistance from The Federal Communications Commission's (FCC) Cyber Security Planning Guide that includes a customized Cyber Security Planning Tool to craft and execute a customizable Cybersecurity plan.<sup>52</sup> As their introduction explains, "data security is crucial ... customer and client information, payment information, personal files, bank account details ... all of this information is often impossible to replace if lost and dangerous in the hands of criminals... losing (your data) to hackers or malware infection can have far graver consequences."<sup>53</sup> Public entities should take advantage of this Guide in reviewing the current status of their own data system security.

When answering questions of respondents via email it was found that some already use cloud hosting for email.<sup>54</sup> During the interviews it was further uncovered that a school IT manager is considering additional cloud hosting of one or more of their applications. Cloud providers are able to provide layers of protection for a customer's network and software, as well as creating a segregation between their network and their customers. A cloud provider will patch and

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<sup>49</sup> Government Technology Magazine, Adam Stone, *The Weakest Link*, Oct/Nov 2018

<sup>50</sup> <https://searchnetworking.techtarget.com/tutorial/Protocols-Lesson-6-IP-subnetting-The-basic-concepts>

<sup>51</sup> The County's Office of the Assessor-County Clerk-Recorder and Elections has already instituted 2-factor authentication. 2018-2019 Grand Jury Report – Security of Election Announcements.

<sup>52</sup> Federal Communications Commission, *Cyber Security Planning Guide* <https://transition.fcc.gov/cyber/cyberplanner.pdf> and FCC *Cyber Security Planner* (customizable) <https://www.fcc.gov/cyberplanner>

<sup>53</sup> Ibid, page PDS-1

<sup>54</sup> eMails received from public domain accounts

maintain current software versions, leverage security and malware and have a dedicated security team (24x7x365) that is responsible for staying on top of the security risks.<sup>55</sup>

## Conclusions

Grand Jury survey results and in-depth interviews determined that some local government agencies have Cybersecurity strategies in place. For them, this report is asking those IT departments to re-challenge the sufficiency of their employee training, the regular (full) testing of their defense strategies and the adequacy/age of their Cybersecurity strategy including consideration of cloud hosting. For the rest, this is a good time to complete a review and see what additional measures can be taken to beef up their IT security using the information provided in this report as a guide. The biggest trap is believing that a malware attack, or in the worst case a Ransomware attack, is unlikely to happen to organizations and that the Cybersecurity strategies already in place are sufficient to successfully recover.

As learned from the best practices example of the IT manager who thwarted two attacks successfully, a comprehensive Cybersecurity plan includes user prevention steps, spam and malware software, back-ups and full recovery testing. These suggestions as well as those from the professional literature on Cybersecurity include the following list of best practices:

- Anti-Malware definitions need to be constantly updated to retain their effectiveness.
- Software updates need to be kept current.
- To identify external emails, message rules can be used to flag external emails and thereby decrease the probability that a user clicks on bad content.
- To thwart phishing attempts, footers can be added to incoming emails to warn about opening attachments and clicking on links (see Appendix C).
- Security training, awareness and assessment need to be routine along with testing all employees to recognize, delete and report attempted attacks (See Appendix B).
- Establishing a thorough and comprehensive backup process for all Servers using the 3-2-1 rule and establishing a separate backup process for key users' critical folders (e.g., administration, accounting, human resources) to be able to restore/recover from a secure onsite and/or offsite backup.
- Snapshots and/or image backups provide the most complete backup and the fastest recovery option.
- Consider cloud-hosting of email and other applications to provide added security, backup & restore capabilities and filtering benefits to close the largest and easiest route for Ransomware to penetrate entity systems.

## **FINDINGS**

- F1. Ransomware is a real and growing threat to public entities including those in San Mateo County.
- F2. Across the country, local governments and schools represent 12% of all Ransomware attacks.

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<sup>55</sup> Government Technology Magazine, Adam Stone, *The Weakest Link*, Oct/Nov 2018

- F3. The direct and indirect costs of Ransomware can be significant.
- F4. Cybersecurity reviews and assessments, and an updated, well-executed Cybersecurity plan, are critical components of IT security strategy.
- F5. A comprehensive Cybersecurity plan should include, at a minimum, information concerning prevention steps, spam and malware software, and backups and full recovery testing.
- F6. The identification of phishing attempts, including the use of spam filters, is an important component to protecting an IT system from Ransomware attacks.
- F7. Testing a full restore of a server to ensure that backups are reliable should be undertaken regularly as part an entity's backup plan to recover lost information.
- F8. Training of new employees, and the recurring training of existing employees, is an important component of defense against Ransomware.

## **RECOMMENDATIONS**

The Grand Jury recommends that each governing body undertake its own confidential effort to protect against Ransomware attacks. Specifically:

- R1. Each of the governmental entities in San Mateo County with an IT department or IT function (whether in-house, handled by another government unit or outsourced to a private enterprise) as listed in Appendix F, should by November 30, 2020, make a request for a report from their IT organization that addresses the concerns identified in the report, specifically:
  - 1. System Security (Firewalls, Anti-malware/Antivirus software, use of subnets, strong password policies, updating/patching regularly)
  - 2. Backup & Recovery (In the event of an attack, can you shut down your system quickly? What is being backed up, how it is being backed up, when are backups run, and where are the backups being stored? Have backups been tested? Can you fully restore a Server from a backup?)
  - 3. Prevention (turning on email filtering, setting up message rules to warn users, providing employee training on phishing and providing a reporting system to flag suspect content)
- R2. These confidential internal reports should be provided to the governing body by June 30, 2021. This report should describe what actions have already been taken and which will be given timely consideration for future enhancements to the existing cybersecurity plan.
- R3. Given the results of their internal reports, governmental entities may choose to request further guidance by means of a Cybersecurity review from the U.S. Department of

Homeland Security<sup>56</sup> and/or a cyber hygiene assessment from the County Controller's Office.<sup>57</sup>

- R4. Given the results of their internal reports, governmental entities may choose to ask their IT departments to review their own Cybersecurity Plan with the detailed template provided by the FCC's Cybersecurity Planning Guide and consider customizing it using FCC's Create Custom Cybersecurity Planning Guide tool (see footnote 52).

## METHODOLOGY

### Documents

- Attack incident reports were requested from IT Departments who experienced attack(s). No incident reports were received.

### Site Tours

- No site tours were performed as a part of this report.

### Interviews

Reports issued by the Civil Grand Jury do not identify individuals interviewed. Penal Code Section 929 requires that reports of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Civil Grand Jury.

- Three Information Systems Managers of three different public entity IT organizations.
- Two non-public professional IT Managers. Both of these Managers' IT infrastructure environments had been infected with Ransomware attacks. One paid the ransom and the other did not.
- A professional Ransomware expert who often consults with companies who have been attacked or desire assistance preventing attacks. He also teaches classes on preparing for and preventing Ransomware attacks.
- Numerous security industry professionals at the RSA Conference held at Moscone Center in San Francisco between February 24<sup>th</sup> and 28<sup>th</sup> 2020.

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<sup>56</sup> <https://www.us-cert.gov/resources/assessments>

<sup>57</sup> 2018-2019 San Mateo Grand Jury Report – Security of Election Announcements

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## **APPENDIX A – SURVEY QUESTIONS**

1. Has your Organization had a Ransomware attack? Specifically, has there been an instance or multiple instances when an attack has locked up a computer or computers and presented a demand for ransom to unlock the infection?

If you answered Yes or Possibly to Question 1, please provide a detailed description of the attack. What actions were taken once the attack was realized?

2. Is your Information Systems Budget adequate to secure your network properly from malicious attack?

3. Please provide an explanation of your Systems Backup processes? How often are backups run, where do you store the Backups?

4. Have you ever had to Restore from Backups? Please describe in detail why you did the Restore and describe the process used.

5. Do you provide training to employees regarding Malware?

6. What defenses do you currently employ to block malware? Please be specific. (Firewall brand/model, Software filters/spam blocker, etc.)

## **APPENDIX B – EMPLOYEE TRAINING OPTIONS**

Phishing is the primary method of entry in cyber-attacks worldwide. Over the past few years, some security industry companies have come up with excellent testing, training, monitoring, measuring and reporting solution to help with employee training. The primary goal of an employee training program is to change user's behavior when viewing emails that might contain threats.

The typical components of these solutions include:

- Customized phishing attacks designed to test employees in spotting attack attempts
- Provide users a simple to use reporting tool to flag suspected attacks
- An incidence response platform for controlling the spread of an attack
- Reporting dashboards tracking user click-throughs
- Employee training programs

Here are some website links for the companies offering training solutions.

[www.knowbe4.com](http://www.knowbe4.com)

[www.lucysecurity.com](http://www.lucysecurity.com)

[www.metacompliance.com](http://www.metacompliance.com)

[www.mediapro.com](http://www.mediapro.com)

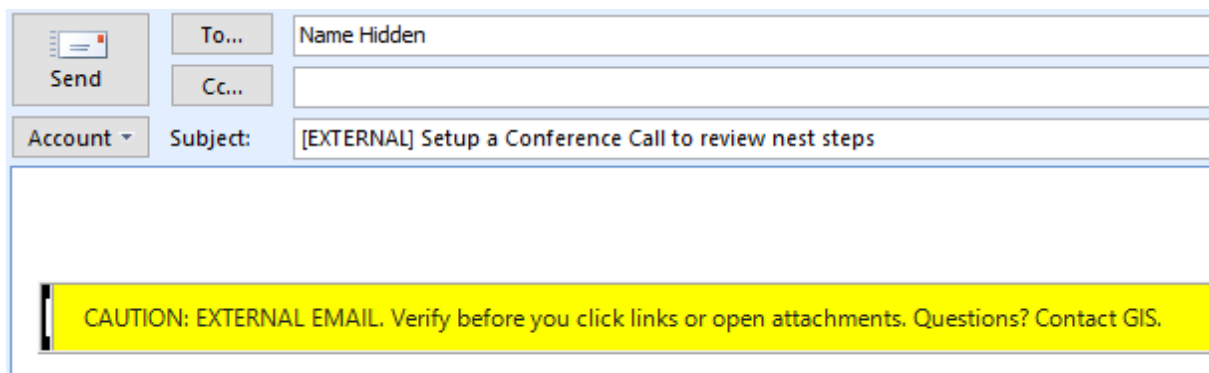
[www.cofense.com](http://www.cofense.com)

[www.elevatesecurity.com](http://www.elevatesecurity.com)

[www.securitymentor.com](http://www.securitymentor.com)

[www.habitu8.io](http://www.habitu8.io)

## APPENDIX C – EMAIL MESSAGE RULE - EXTERNAL



The screenshot shows an email composition window. The 'To...' field contains 'Name Hidden'. The 'Subject' field contains '[EXTERNAL] Setup a Conference Call to review nest steps'. A yellow warning banner is displayed at the bottom of the email body, containing the text: 'CAUTION: EXTERNAL EMAIL. Verify before you click links or open attachments. Questions? Contact GIS.'

## APPENDIX D – BACKUP & RECOVERY APPLIANCES & SERVICES

There are a large number of companies that provide Backup and Recovery solutions. Solutions Review has prepared a buyer's guide for the leading vendors. Click on the following link or copy and paste this URL into a browser to get your own copy of this guide.

<https://solutionsreview.com/backup-disaster-recovery/get-a-free-backup-and-disaster-recovery-buyers-guide/>

Specifically, some of the vendors in this report do not provide appliances, only virtual server support. Here is a partial list of appliance and solution vendors:

[www.unitrends.com](http://www.unitrends.com)  
[www.barracuda.com](http://www.barracuda.com)  
[www.carbonite.com](http://www.carbonite.com)  
[www.commvault.com](http://www.commvault.com)  
[www.dellemc.com](http://www.dellemc.com)  
[www.axcient.com](http://www.axcient.com)  
[www.cohesity.com](http://www.cohesity.com)  
[www.datto.com](http://www.datto.com)  
[www.infrascale.com](http://www.infrascale.com)

## APPENDIX E – PHISHING DEFENSE VENDORS

Some companies that provide solutions that improve email defenses are:

<https://www.opswat.com/products/metadefender/email-gateway-security>  
<https://www.agari.com/products/phishing-defense/>  
<https://www.inky.com/anti-phishing-software>  
<https://www.mimecast.com/products/email-security-with-targeted-threat-protection/>



## **APPENDIX F: PUBLIC ENTITIES IN SAN MATEO COUNTY (68)**

### **City/Town Governments (20)**

- Town of Atherton
- City of Belmont
- City of Brisbane
- City of Burlingame
- City of Colma
- City of Daly City
- City of East Palo Alto
- City of Foster City
- City of Half Moon Bay
- City of Hillsborough
- City of Menlo Park
- City of Millbrae
- City of Pacifica
- Town of Portola Valley
- City of Redwood City
- City of San Bruno
- City of San Carlos
- City of San Mateo
- City of South San Francisco
- Town of Woodside

### **County Government (1)**

- County of San Mateo, Information Services Department

### **School Districts (25)**

- Bayshore Elementary School District
- Belmont Redwood Shores School District
- Brisbane School District
- Burlingame School District
- Cabrillo Unified School District
- Hillsborough City School District
- Jefferson Elementary School District
- Jefferson Union High School District
- La Honda Pescadero School District
- Las Lomas Elementary School District
- Menlo Park City School District
- Millbrae School District
- Pacifica School District
- Portola Valley School District
- Ravenswood City School District
- Redwood City School District
- San Bruno Park School District
- San Carlos School District

San Mateo Foster City School District  
San Mateo Union High School District  
Sequoia Union High School District  
San Mateo County Community College School District  
San Mateo County Office of Education  
South San Francisco Unified School District  
Woodside School District

**Independent Special Districts (22)**

Bayshore Sanitary District  
Broadmoor Police Protection District  
Coastside County Water District  
Coastside Fire Protection District  
Colma Fire Protection District  
East Palo Alto Sanitary District  
Granada Community Services District  
Highlands Recreation District  
Ladera Recreation District  
Menlo Park Fire Protection District  
Mid Peninsula Regional Open Space District  
Mid-Peninsula Water District  
Montara Water and Sanitary District  
North Coast County Water District  
Peninsula Health Care District  
San Mateo County Harbor District  
San Mateo County Mosquito and Vector Control District  
San Mateo County Resource Conservation District  
Sequoia Healthcare  
West Bay Sanitary District  
Westborough Water District  
Woodside Fire Protection District

Not Included: County-governed special districts and subsidiary special districts governed by their respective city councils.

Issued: October 7, 2020



## TOWN OF COLMA

1198 El Camino Real • Colma, California • 94014-3212  
Tel 650.997.8300 • Fax 650.997.8308

December 9, 2020

Honorable Danny Y. Chou  
Judge of the Superior Court  
Hall of Justice  
400 County Center, 2<sup>nd</sup> Floor  
Redwood City, CA 94063-1655

Re: Grand Jury Report: "Ransomware: It Is Not Enough To Think You Are Protected."

Dear Judge Chou:

The City Council received the San Mateo Civil Grand Jury report titled, "Ransomware: It Is Not Enough To Think You Are Protected."

The Town was requested to submit comments regarding the findings and recommendations within 90 days and no later than January 5, 2020. The Town of Colma's response to both the findings and recommendations are listed below.

The Grand Jury instructed each agency in San Mateo County to respond to findings F1 - F8 and recommendations R1 - R4.

For the "findings", the Town was to indicate one of the following;

1. The respondent agrees with the finding.
2. The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefore.

Additionally, for each Grand Jury "recommendation", the Town was requested to report one of the following actions;

1. The recommendation has been implemented, with a summary regarding the implemented action.
2. The recommendation has not yet been implemented, but will be implemented in the future, with a time frame for implementation.
3. The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a time frame for the matter to be prepared for discussion by the officer or director of the agency or department being investigated or

reviewed, including the governing body of the public agency when applicable. This time frame shall not exceed six months from the date of publication of the Grand Jury report.

4. The recommendation will not be implemented because it is not warranted or reasonable, with an explanation therefore.

**The following are responses to findings F1-8;**

**F1.** Ransomware is a real and growing threat to public entities including those in San Mateo County.

**Town Response:** The Town of Colma agrees with this finding.

**F2.** Across the country, local governments and schools represent 12% of all Ransomware attacks. 2019-2020 San Mateo County Civil Grand Jury 13

**Town Response:** The Town of Colma agrees with this finding.

**F3.** The direct and indirect costs of Ransomware can be significant.

**Town Response:** The Town of Colma agrees with this finding.

**F4.** Cybersecurity reviews and assessments, and an updated, well-executed Cybersecurity plan, are critical components of IT security strategy.

**Town Response:** The Town of Colma agrees with this finding.

**F5.** A comprehensive Cybersecurity plan should include, at a minimum, information concerning prevention steps, spam and malware software, and backups and full recovery testing.

**Town Response:** The Town of Colma agrees with this finding.

**F6.** The identification of phishing attempts, including the use of spam filters, is an important component to protecting an IT system from Ransomware attacks.

**Town Response:** The Town of Colma agrees with this finding.

**F7.** Testing a full restore of a server to ensure that backups are reliable should be undertaken regularly as part an entity's backup plan to recover lost information.

**Town Response:** The Town of Colma agrees with this finding.

**F8.** Training of new employees, and the recurring training of existing employees, is an important component of defense against Ransomware.

**Town Response:** The Town of Colma agrees with this finding.

**The following are responses to recommendations R1-4;**

**R1.** Each of the governmental entities in San Mateo County with an IT department or IT function (whether in-house, handled by another government unit or outsourced to a private enterprise) as listed in Appendix F, should by November 30, 2020, make a request for a report from their IT organization that addresses the concerns identified in the report, specifically:

1. System Security (Firewalls, Anti-malware/Antivirus software, use of subnets, strong password policies, updating/patching regularly)
2. Backup & Recovery (In the event of an attack, can you shut down your system quickly? What is being backed up, how it is being backed up, when are backups run, and where are the backups being stored? Have backups been tested? Can you fully restore a Server from a backup?)
3. Prevention (turning on email filtering, setting up message rules to warn users, providing employee training on phishing and providing a reporting system to flag suspect content)

**Town Response:** This recommendation has been implemented. The Town requested this report from the Town's IT Support contractor, Stepford, on October 30, 2020.

**R2.** These confidential internal reports should be provided to the governing body by June 30, 2021. This report should describe what actions have already been taken and which will be given timely consideration for future enhancements to the existing cybersecurity plan.

**Town Response:** This recommendation has been implemented. The Town received this report from the Town's IT Support contractor, Stepford, on November 14, 2020. The report describes what actions have already been taken and which will be given timely consideration for future enhancements to the existing cybersecurity plan. It will be presented to the City Council by June 30, 2021.

**R3.** Given the results of their internal reports, governmental entities may choose to request further guidance by means of a Cybersecurity review from the U.S. Department of Homeland Security and/or a cyber hygiene assessment from the County Controller's Office.

**Town Response:** This recommendation requires further analysis. The Town will conduct a thorough review of the provided report and will make this request if it is deemed appropriate, no later than April 7, 2021

**R4.** Given the results of their internal reports, governmental entities may choose to ask their IT departments to review their own Cybersecurity Plan with the detailed template provided by the FCC's Cybersecurity Planning Guide and consider customizing it using FCC's Create Custom Cybersecurity Planning Guide tool.

**Town Response:** This recommendation requires further analysis. The Town will conduct a thorough review of the provided report and will make this request if it is deemed appropriate, no later than April 7, 2021

This response was approved by the City Council at the December 9, 2020 public meeting.

On behalf of the Town of Colma, I would like to thank the Grand Jury for their work on this report.

Sincerely,

Mayor



# STAFF REPORT

TO: Mayor and Members of the City Council  
 FROM: Pak Lin, Administrative Services Director  
 VIA: Brian Dossey, City Manager  
 MEETING DATE: December 9, 2020  
 SUBJECT: FY 2019-20 Development Impact Fee Report (AB 1600)

---

## RECOMMENDATION

Staff recommends that the City Council make the following motion:

APPROVING AND ACCEPTING THE DEVELOPMENT IMPACT FEE REPORT FOR FISCAL  
 YEAR ENDING JUNE 30, 2020

## EXECUTIVE SUMMARY

State law requires any local agency that imposes development impact fees to prepare an annual report providing specific information about those fees. Therefore, in accordance with the provision of the California Government Code, Section 66006(b), this Development Impact Fee Report for the Town of Colma is being filed accordingly for the fiscal year ending June 30, 2020.

As of 2019-20, the Town's only development impact fee is the Housing Impact Fee and therefore will comply with AB 1600 requirements, with the acceptance and posting of this report. For purposes of completeness and thoroughness, the report also includes information regarding the Park In-Lieu Fee and the Housing In-Lieu Fee, which are both exempt from the Mitigation Fee Act. The report was made available to the public on November 23, 2020.

## FISCAL IMPACT

This is for reporting purposes and does not have a fiscal impact.

## BACKGROUND

Development impact fees are charged by local governmental agencies in connection with approved development projects. The purpose of these fees is to defray all or a portion of the cost of public facilities related to the development projects, implementing the projects' "fair share" of the cost of the capital improvements project consistent with the general plan. The legal requirements for enactment of a development impact fee program are set forth in Government Code Sections 66000-66025 (the "Mitigation Fee Act"), the bulk of which was adopted in 1987 as AB 1600.

The Mitigation Fee Act regulates how public agencies collect, maintain and spend impact charges and fees imposed on developers for the purpose of defraying costs of public facilities. The Act includes requirements for accounting, expending and reporting charges, fees and related interest earnings.

The Town collects the following types of fees in connection with development:

<u>Date of Adoption</u>	<u>Ordinance No.</u>	<u>Fee authorized</u>
March 14, 2006	641	Park Land Dedication (Park In-Lieu)
September 28, 2016	639	Housing In-Lieu Fee Housing Impact Fee

The Housing Impact Fee is the only fee that is subject to annual reporting under the Mitigation Fee Act. The Park In-Lieu fee is classified as a "Quimby Act" fee (Government Code §§ 66477) and is expressly excluded from the Mitigation Fee Act per Section 66000(b). The Town's inclusionary (affordable) housing requirement for for-sale residential development provides developers' a voluntary option to pay the Housing In-Lieu Fee (CMC Section 5.12.040). As such, the Housing In-Lieu Fee is not an exaction and is not subject to the Mitigation Fee Act. (*616 Croft Ave., LLC v. City of West Hollywood*, 3 Cal.App.5th 621, 630 (2016).) The Housing In-Lieu Fee is included in this report for informational purposes only and are not subject to annual reporting requirements under the Mitigation Fee Act.

This Annual Report must also be reviewed by the City Council at a regularly scheduled public meeting. In addition, notice of the time and place of the meeting shall be mailed at least 15 days prior to the meeting to any interested party who files a written request with the local agency. No such requests were made at the time of this report. The attached annual report consists of Attachment A that presents the revenues, expenditures, and fund balances for the Housing Impact Fee.

## **ANALYSIS**

As required by the Mitigation Fee Act, impact fees must be segregated from the General Fund and accounted for in special revenue funds. Government Code Section 66006 requires that the City make available to the public information regarding development impact fees for each fund within 180 days after the end of each fiscal year:

- A brief description of the fee and the fund into which the fee was deposited;
- The amount of the fee;
- The associated fund's beginning and ending balances for the fiscal year;
- The total amount of fees collected, and interest earned;
- Identification of each public improvement on which impact fees were expended and the amount of expenditure on each improvement, including the total percentage of the cost of the public improvement that was funded with impact fees;
- Identification of the approximate date by which construction of a public improvement will commence if the local agency determined that sufficient funds have been collected to complete financing on an incomplete public improvement and the public improvement remains incomplete (Attachment A);
- A description of each interfund transfer or loan made from an account or fund; and



- The amount of refunds made and any allocations pursuant to subdivision (f) of Section 66001.

Further, Government Code Section 66001 also requires that findings describing the continuing need for impact fees be made every five years specifying the intended use of any unexpended impact fees, regardless of whether the fees are committed or uncommitted. Failure to make such findings subjects the City to going through a refunding procedure. However, five years has not elapsed since the Housing Impact Fee was adopted in 2016, so there is no need to make those additional findings at this time.

In 2019-20, the Town collected \$0 of Park In-Lieu Fees, \$0 of Housing In-Lieu Fees and \$0 of Housing Impact Fee. For reference, below is the fund information for the Park In-Lieu Fee and the Housing In-Lieu Fee. Information regarding the Housing Impact Fee is included in the FY 2019-20 Development Impact Fee Report (Attachment A).

**PARK LAND DEDICATION (PARK IN-LIEU)**

Balance at 7/1/2019		<u>\$ 0</u>
2019-20 Fee Revenues		<u>0</u>
2019-20 Capital Spending/Encumbrance	<u>Project Budget</u>	<u>Actual Spending</u>
None		<u>0</u>
Interfund Transfers		<u>0</u>
Balance at 6/30/2020		<u><u>\$ 0</u></u>

**HOUSING IN-LIEU FEE**

Balance at 7/1/2019		\$ 259,681
2019-20 Fee Revenues		0
2019-20 Interest Earnings		16,561
		<hr/>
2019-20 Capital Spending/Encumbrance	<u>Project Budget</u>	<u>Actual Spending</u>
None	0	0
		<hr/>
Interfund Transfers		0
		<hr/>
Balance at 6/30/2020		\$ 276,242
		<hr/> <hr/>

This report meets the requirements to comply with the Mitigation Fee Act.

**Reasons for the Recommended Action**

Receipt of this report complies with the Mitigation Act.

**Council Adopted Values**

By accepting and publishing this report on the Town's website, the Town is showing its commitment to being transparent and accountable in its use of development impact fees. This is in alignment with the *fairness* and *responsibility* attributes of the City Council adopted value-based code of conduct.

**Alternatives**

1. Make alternations to the report for understandability. Please note, the amounts cannot be altered.
2. Direct Staff to post the report in additional public locations.

**CONCLUSION**

Staff recommends the City Council receive and file the report.

**ATTACHMENTS**

- A. FY 2019-20 Development Impact Fee Report



## DEVELOPMENT IMPACT FEE REPORT FOR FISCAL YEAR ENDING JUNE 30, 2020

This report provides an overview and summarized information on the Town's Development Impact Fees for Fiscal Year Ending June 30, 2020.

### HOUSING IMPACT FEE

**FEE DESCRIPTION:** The Housing Impact Fee is required to be paid by a developer of a for-rent residential development of five or more units and for non-residential/commercial development over 5,000 square feet (CMC Sections 5.12.050 and 5.12.060). In accordance with CMC Section 5.12.010, monies deposited in the Housing Fund along with any interest earnings on such monies shall be used solely to increase and improve the supply of housing affordable to households of moderate-, low- and very low-income households in the Town.

**FEE AMOUNT:** The impact fees can be found in Subchapter 1.10 of the Colma Administrative Code, Master Fee Schedule, and are listed below for each of the different types of development.

Residential Use	Fee per Square Foot of Net New Floor Area
Single Family Detached Home	\$10.00
Townhouses, Duplexes and Triplexes	\$ 15.00
Apartments and Condominiums	\$ 15.00
Non-Residential Use (Only applies to developments over 5,000 sf)	Fee per Square Foot of Net New Floor Area
Hotel	\$5.00
Retail, Restaurants and Services	\$5.00
Office, Medical Office and Research and Development Uses	\$5.00

### FUND BALANCE

Balance at 7/1/2019		\$	259,681
2019-20 Fees Collected/Revenues			0
2019-20 Interest Earnings			16,561
2019-20 Capital Spending/Encumbrance	Project Budget	Actual Spending	
None	0	0	
Interfund Transfers			0
Balance at 6/30/2020		\$	276,242

### APPROXIMATE DATE THE CONSTRUCTION OF THE PUBLIC IMPROVEMENT WILL COMMENCE:

The fund balance has not been expended on any public improvements, no current construction or construction expenditure is occurring, no interfund transfer or loan from the fund has occurred this financial year, and no refunds or allocations have been made this financial year.





# STAFF REPORT

TO: Mayor and Members of the City Council  
 FROM: Caitlin Corley, City Clerk  
 VIA: Brian Dossey, City Manager  
 MEETING DATE: December 9, 2020  
 SUBJECT: Council of Cities and City Selection Committee

---

## RECOMMENDATION

Staff recommends that the City Council make the following motion:

MOTION TO CONFIRM DESIGNATION OF THE MAYOR AS THE VOTING MEMBER FOR THE COUNCIL OF CITIES, DESIGNATING AN ALTERNATE VOTING MEMBER, AND GIVING THE VOTING MEMBER DISCRETION ON ANY AND ALL MATTERS TO BE CONSIDERED

## EXECUTIVE SUMMARY

The San Mateo Council of Cities will meet virtually on December 18, 2020 to elect its officers, to make appointments to certain Regional Boards, and to conduct other business. According to the Council's bylaws, all Council Members from a city are participating members of the Council of Cities, but only the Mayor, or the Mayor's alternate, is a voting member. By practice, the Mayors of each city are members of the City Selection Committee, which has been delegated the authority to make appointments to certain regional boards.

This motion will confirm the designation of the Mayor as the voting member of the Council of Cities and its City Selection Committee, designate an alternate to the Mayor, and grant the voting member discretion in voting on any and all matters.

## FISCAL IMPACT

This action has no fiscal impact.

## BACKGROUND

The Town of Colma City Council is a participant in the San Mateo County Council of Cities and the City Selection Committee. The Council of Cities meets once per month to discuss items of interest to the region and provide networking opportunities for elected officials from the cities of San Mateo County. The members of the San Mateo County Council of Cities are all of the elected officials from the cities in the County, as well as the Board of Supervisors of San Mateo County.

The City Selection Committee meets several times per year, usually immediately before a Council of Cities business meeting, and elects representatives from among the group of interested elected officials to serve on County-wide committees and boards, such as the San Mateo County Transportation Authority (SMCTA), and the Bay Area Air Quality Management District Board. Only one designated representative from each city is on the City Selection Committee, usually the Mayor. The City Selection Committee meets for the sole purpose of voting for the elected officials who will serve on County-wide committees and to elect the officers to the Council of Cities for the upcoming year.

## **ANALYSIS**

The bylaws of the San Mateo Council of Cities provides that each Council Member is a participating member of the Council, that each city shall have one vote, and that the Mayor, or an alternate designated by the city, is the voting member for that city.

The proposed motion would confirm the designation of the Mayor as the Town's voting representative to the City Selection Committee and would appoint an alternate as voting member in case of the Mayor's absence.

The proposed motion would also confirm that the voting member has the discretion to vote on any matter before the Council of Cities. The voting member may seek and hear input and opinions of fellow Council Members, but is not bound to vote in accordance with any instructions from fellow council members.

Attached to this staff report for discussion are a list of the vacant assignments and positions, however currently no one is listed as seeking a position. This is because, at the time of this agenda posting, the City Selection Committee Agenda Packet has not yet been posted. Council will be given an updated list of those seeking appointment as soon as the information is available.

### ***Council Adopted Values***

This recommendation is consistent with the *Vision* category from the Council's adopted values from the Values-Based Code of Conduct. The Mayor will vote to select committee members and board representatives that may have a direct impact on regional issues that are of interest to the Town of Colma.

### ***Alternative***

The alternative to giving the Mayor discretion to vote at the City Selection Committee meeting is to require the Mayor to vote in a manner consistent with the directions of the City Council. While this alternative is technically feasible, it is not a workable alternative when there are several potential candidates or issues to be voted on. The more candidates or issues there are to be voted on, the more complicated and unworkable this alternative becomes.

## **CONCLUSION**

Staff recommends that the City Council adopt the proposed motion.

## **ATTACHMENTS**

- A. List of Commission/Committee vacancies
- B. Proxy Designation Form





**City Selection Committee Meeting  
December 18, 2020**

<b>Commission/Committee</b>	<b>Vacancies</b>	<b>Seeking Appointment/Reappointment</b>
Association of Bay Area Governments (ABAG) <b>COMPENSATED</b>	2 seats available, representing All Cities. Terms expire June 2021.	1.
Domestic Violence Council (DVC) <b>NOT COMPENSATED</b>	1 seat available, representing All Cities.	1.
Domestic Violence Council (DVC) <i>Alternate Member</i> <b>NOT COMPENSATED</b>	1 seat available, representing All Cities.	1.
Housing and Community Development Committee <b>NOT COMPENSATED</b>	2 seats available, representing All Cities.	1.
Local Agency Formation Commission (LAFCo) <b>NOT COMPENSATED</b>	1 seat available, representing All Cities. Term expires May 2021.	1.
San Mateo County Transit District (SAMTRANS) <b>COMPENSATED</b>	1 seat available, representing Southern Cities.	1.
San Mateo County Transportation Authority (SMCTA) <b>COMPENSATED</b>	1 seat available, representing Central Cities.	1.
San Mateo County Transportation Authority (SMCTA) <b>COMPENSATED</b>	1 seat available, representing Southern Cities.	1.

<b>San Mateo County Council of Cities Officers</b>	<b>Vacancies</b>	<b>Seeking Appointment/Reappointment</b>
Chairperson	1 seat	1.
Vice Chairperson	1 seat	1.



# SAN MATEO COUNTY

## CITY SELECTION COMMITTEE

*Sue Vaterlaus, Chairperson*  
*Regina Wallace-Jones, Vice Chairperson*

*Sukhmani S. Purewal, City Selection Secretary*  
*400 County Center*  
*Redwood City, 94063*  
*650-363-1802*

**TO:** Sukhmani S. Purewal, Secretary  
City Selection Committee

**SUBJECT:** Alternate to the City Selection Committee

I \_\_\_\_\_, Mayor of the City/Town of \_\_\_\_\_,  
hereby appoint Councilmember \_\_\_\_\_, to serve as my  
alternate to the City Selection Committee meeting(s).

In the absence of my appointee, I then appoint: **(Please choose one)**

- Councilmember \_\_\_\_\_ to represent me
- Vice-Mayor and each Councilmember in order of seniority

**(You must check only ONE of the following options)**

My alternate is to serve for the:

- \_\_\_\_\_ meeting only  
Date
- duration of my term of office as Mayor
- I do not choose to appoint an alternate

\_\_\_\_\_  
Signature of Mayor

\_\_\_\_\_  
Date

**Please return to:**  
Sukhmani S. Purewal, Secretary  
City Selection Committee  
Hall of Justice, 400 County Center / CMO 105  
Redwood City, CA 94063

**Or Fax to 650 363-1916 or bring to the meeting**

If you should have any questions please do not hesitate to call me (650) 363-1802





# STAFF REPORT

TO: Mayor and Members of the City Council  
 FROM: Caitlin Corley, City Clerk  
 VIA: Brian Dossey, City Manager  
 MEETING DATE: December 9, 2020  
 SUBJECT: City Council Committee Assignments for 2021

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## RECOMMENDATION

Staff recommends that the City Council determine the Council Member Committee Assignments for 2021, and make the following motion:

MOTION APPROVING COMMITTEE ASSIGNMENTS FOR 2021 AND GRANTING TO THE APPOINTEE DISCRETION IN VOTING ON MATTERS BROUGHT BEFORE THE COMMITTEE.

## EXECUTIVE SUMMARY

In addition to their primary role as Elected Officials of the Town of Colma, the City Council Members serve on a variety of committees that involve the direct participation of its members in a host of local and regional issues and organizations. It is the Town's practice for the Council to review and modify committee assignments when a new Mayor is selected.

## FISCAL IMPACT

This action has no fiscal impact.

## BACKGROUND

After the Reorganization of the City Council, Council Members review the committee assignments of the previous term and consider changes. Attached is a worksheet showing the current committee assignments, approved by the City Council on December 11, 2019.

## CONCLUSION

Staff recommends that the City Council determine the Council Member Committee Assignments for 2021, adopt a motion approving Committee Assignments for 2021 and grant to the appointee discretion on voting matters brought before the committee.

## ATTACHMENTS

- A. Council Committee Assignments 2021 Worksheet



## Council Committee Assignments 2021 Worksheet

Committee Name	2020 Primary	2020 Secondary	2021 Primary	2021 Secondary
<a href="#">Office of Emergency Services</a> (EMERGENCY SERVICES COUNCIL, MEETS QUARTERLY 3 <sup>RD</sup> THURSDAYS IN JANUARY, APRIL, JUNE & SEPTEMBER, AT 5:30 PM, AT THE HALL OF JUSTICE IN REDWOOD CITY IN JURY ASSEMBLY ROOM)	Colvin	del Rosario		
<a href="#">Colma Creek Flood District</a> (MEETS QUARTERLY, 2 <sup>ND</sup> TUESDAY @ 3PM IN MARCH, JUNE, SEPTEMBER AND DECEMBER AT CITY HALL, SOUTH SAN FRANCISCO)	Fiscaro			
<a href="#">Peninsula Congestion Relief Alliance - "The Alliance" Board of Directors member</a> (6 X A YEAR, THURSDAY MORNINGS)	Gonzalez	Colvin		
<a href="#">C/CAG</a> (2 <sup>ND</sup> THURSDAY OF THE MONTH, 7PM)	Colvin	Goodwin		
<a href="#">League of California Cities</a> (ANNUAL CONFERENCE, AND WORKSHOPS THROUGHOUT THE YEAR)	All			
<a href="#">San Mateo County Council of Cities</a> (MONTHLY DINNER AND MEETING)	Goodwin is the voting representative	All Council Members can attend		
<a href="#">Mayor/Chamber Walks</a> (SCHEDULED BETWEEN THE MAYOR, CITY MANAGER & CHAMBER OF COMMERCE, APPROXIMATELY 5+ OUTINGS)	Goodwin	All other Council Members		
<a href="#">City Representative at Colma-Daly City Chamber of Commerce</a> (1-2 MEETINGS A YEAR, AS NEEDED)	Goodwin	Colvin		
<a href="#">Legislative Committee (C/CAG)</a> (ONCE PER MONTH, ON 2 <sup>ND</sup> THURSDAYS AT 5PM)	Colvin			
<a href="#">ABAG Representative</a> (GENERAL ASSEMBLY MEETS TWICE PER YEAR APRIL & OCTOBER)	del Rosario	Gonzalez		
<a href="#">Grand Boulevard Task Force</a> (MEETS 3 <sup>RD</sup> WEDNESDAY, 10AM-12 NOON, MARCH, JUNE, SEPTEMBER, DECEMBER AT EITHER SAM TRANS IN SAN CARLOS OR CITY HALL IN SANTA CLARA)	Goodwin	Gonzalez		
<a href="#">Peninsula Clean Energy Board of Directors</a> (MEETS 4 <sup>TH</sup> THURSDAY, 6:30PM AT THE COUNTY OFFICE OF EDUCATION BUILDING IN REDWOOD CITY)	Goodwin	del Rosario		







# STAFF REPORT

TO: Mayor and Members of the City Council  
 FROM: Michael Laughlin AICP, City Planner  
 VIA: Brian Dossey, City Manager  
 MEETING DATE: December 9, 2020  
 SUBJECT: General Plan Introduction, Land Use and Historic Resources Element

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## RECOMMENDATION

During this study session, staff seeks comments, questions, impressions and opinions from each Council Member regarding three sections on the draft General Plan.

## EXECUTIVE SUMMARY

The purpose of this review is to allow the City Council to review the text, goals, policies and implementation measures of three sections of the General Plan. The updated General Plan will serve as the Town's blueprint for growth and development through the year 2040.

## FISCAL IMPACT

None.

## BACKGROUND

Staff and subconsultants have completed work on draft sections of the General Plan. Prior to releasing the document as a public review draft, staff wanted to provide the City Council an opportunity to review individual sections through a series of study sessions. This will allow the City Council to review draft goals, policies, and implementation measures in more detail.

The updated General Plan (particularly the Land Use Element) needs to clearly articulate Colma's community vision concerning potential land uses and development for the next 20 years.

In order to further gauge community sentiment about the development of certain key sites, the Town hired Dyett and Bhatia to assist in providing a form-based vision for future development and growth in Colma. Building upon land use goals, a form-based planning approach examines the relationship between building facades and public streets, considering the form and mass of buildings in relation to one another to create a desirable sense of place. Dyett and Bhatia were also tasked with looking at the existing General Plan land uses and land use parameters (such

as height, floor area, lot coverage etc.) and vacant or underutilized properties, and asked to consider aspects of the Town's Economic Development Plan in their recommendations.

The Town's Economic Development Plan includes policies which reflect an intensification of existing land uses and new land uses that the Town should consider, including a hotel, allowance for the expansion of the cardroom, and the creation of a Town center. The current General Plan does not include any policy directives for these specific projects and does not currently allow for a hotel. Additionally, current floor area, lot coverage, height and parking standards would need to be modified to allow for new development at desired locations.

## ANALYSIS

### *Introduction*

The introduction section provides information about Colma, about the information included in the General Plan and how to read goals and policies. There are three "themes" with corresponding symbols that are used to identify policies that follow one of the three themes throughout the General Plan. The three themes are:



**Preservation and Enhancement:** Preserve the uniqueness of the Town of Colma as a town of cemeteries, historical significance, and regional commerce. Preserve and enhance existing residential neighborhoods and public services.



**Economic Development and Fiscal Sustainability:** Encourage businesses and activities that will allow the Town to maintain a high standard of public services and improvements into the future.



**Resiliency.** Promote actions that will increase the Town's resiliency in the face of environmental changes and promote sustainability.

Staff added a "General Plan Legacy" section to highlight the successes of the 1999 General Plan. Since 1999, the Town has established a historic museum; expanded Sterling park; built a new police station and community center; and constructed Lawndale Boulevard (Town Hall redevelopment was not included in the current General Plan but was also a significant accomplishment).

### *Land Use Element*

Since much of Colma is built out, the Land Use Element includes information on sites that have the potential to redevelop in the future. Since each part of Colma has a distinctive character, the Land Use Element is organized into the following planning areas:

- Commercial Core
- El Camino Real Corridor
- Hillside Boulevard
- Mission Road
- Sterling Park

Staff's presentation at the study session will include a brief discussion of each planning area. Here is a summary of each area:

### *Commercial Core*

The Commercial Core Planning Area consists of the majority of the Town's commercial area. Land uses should be consistent with existing uses in the Commercial Core Planning Area with a variety of retail and service commercial uses in the shopping centers, auto dealers on Serramonte Boulevard, and service commercial uses on Collins Avenue. Uses on Collins Avenue should be auto service-related businesses that do not attract a large amount of traffic and support the function of Auto Row. Sufficient off-street parking and loading/unloading areas should be provided for all new uses. Residential land use is prohibited in the Commercial Core area since the introduction of residential uses would conflict with the existing large-scale commercial uses.

The Urban Design Study looked at possible additional square footage and opportunities at the 280 Metro Center. A design concept included creation of structured parking that utilizes the site's topography. This concept would create an outdoor plaza and add additional stories on the west end of the site.

It should be noted that during the life of the General Plan, auto row may transition to other land uses if car sales decline. The most logical land use would be commercial office. In order to make commercial office fiscally sustainable, an appropriate Business Registration fee would need to be set and approved by voters. As shown on the attached General Plan buildout table in Attachment B, staff is allocating 420,000 of additional square footage within the planning area.

#### Allowed Land Uses:

- Collins Avenue: Commercial (Automobile Service/Auto Related/light industrial)
- Serramonte Boulevard: Commercial (Retail/Restaurant/Auto Related/Hotel/Large floor plate Office)
- Colma Boulevard: Commercial (Restaurant/Retail/Entertainment/Hotel)

### *El Camino Real Corridor*

The El Camino Real Corridor Planning Area centers on the intersection of El Camino Real and Serramonte Boulevard and extends from the northern Town boundary to the southern Town Boundary along El Camino Real. Land Uses in the Planning Area consist of a variety of uses, including retail commercial and service commercial, public, executive/administrative, and cemetery uses. Low impact offices and other executive/administrative uses are encouraged to provide a buffer between existing cemetery uses and the El Camino Real between the BART bridge to the north and the South San Francisco border.

The Urban Design Study introduced the concept of a walkable Town Center. Based on the survey, there is general community support for a retail, dining, and entertainment district. A walkable Town center would be accessible by local residents, workers, visitors, and travelers. The district should include pedestrian-oriented streets and/or paths; incorporate a density that sustains pedestrian traffic; and project a recognizable style or identity. It should

be a mixed-use project with commercial and restaurant spaces at ground level, and residential and/or office above. It should also incorporate entertainment uses and public gathering spaces. The property at the southwest corner of El Camino Real and Serramonte Boulevard and surrounding sites are suitable for this type of development.

The Urban Design Study also identified the Bocci site as a site that could be developed to match the height and massing of Trestle Glen. Located near the BART station, the Bocci Site is a suitable site for a mixed-use development.

Allowed Land Uses:

- Cemeteries
- Cemetery related uses
- Offices
- Commercial (where existing)
- Public

### *Hillside Boulevard*

The Hillside Boulevard Planning Area consists primarily of cemetery uses, agricultural uses and uses incidental to cemetery and agricultural uses such as florists and monument shops. Key sites such as the Town's Community Center and museum, Lucky Chances Cardroom, Cypress Driving Range and the underutilized closed landfill on Sandhill Road are also located in this Planning Area. A portion of the land along the east side of Hillside Boulevard just south of Sand Hill Road may be appropriate for future commercial development with utility and infrastructure improvements.

As shown the Draft General Plan land use map, in the draft Land Use Element, a portion of the land currently owned by Holy Cross includes an area that could transition to commercial use in the next 20 years.

The former Cypress Hills Golf Course will logically continue to transition into cemetery land use. Since use of the landfill site is limited, vehicle storage shall be considered where vehicles are not readily visible from Hillside Boulevard or other vantage points.

Allowed Land Uses:

- Cemetery, agriculture and uses incidental to cemetery and agricultural uses
- Commercial where existing or just south of Sand Hill Road
- Car storage at landfill where cars are not readily visible.
- Public

### *Mission Road*

The Mission Road Planning Area centers on Mission Road and is bounded by El Camino Real to the north and west, Holy Cross Cemetery to the east and Lawndale Boulevard to the south. The Mission Road Planning Area consists of a wide variety of uses.

With a growing residential population within the Mission Road Planning Area, there is growing demand for restaurant and retail nearby that is accessible to them. Many of the

existing commercial businesses do not have enough space and need to expand. Proposed uses should respect residential uses, any uses that may impact residential units should be contained within a building and adequately screened. All proposed uses should include an adequate number of off-street parking spaces so that businesses do not inhibit off street parking.

Currently, the 1999 General Plan allows for multi-family residential and encourages mixed-use development. This land use designation and associated policies are proposed to be carried over from the 1999 General Plan.

#### Allowed Land Uses

- Commercial (Service/Retail/Restaurant), Residential, Mixed-Use:  
(Residential/Commercial)

#### *Sterling Park*

Sterling Park is the residential area bounded by Hillside Boulevard on the east, El Camino Real on the west, and B Street and F Street on the north and south, respectively. The density range (13 units per net acre) corresponds to the density that is realized by constructing single family detached residential units on 33 1/3 x 100-foot lots.

The Land Use Element has been drafted to require that land uses should be consistent with the residential neighborhood. If existing duplex or multiple units are destroyed, they may be replaced. There are properties within the neighborhood that are used for flower shops. If these uses are destroyed, abandoned or eliminated they may only be replaced with new flower shops or conforming residential uses.

Properties along El Camino Real are zoned for commercial use. There is one site left to develop (the former sandblaster site) which would add up to 15 additional units if developed.

#### Allowed Land Uses:

- Residential (Single Family Dwelling Units / Multifamily where existing)
- Commercial (Low Density, Fronting El Camino Real)

#### ***Historic Resources Element***

The preparation of an Historical Resources Element is not one of the states required seven general plan elements. California Government Code Section 65303 permits the inclusion of additional elements. The Town of Colma conducted an Historical Resources Inventory in 1992. This inventory was used in the preparation of the 1999 Historical Resources Element. Jurisdictions like Colma which have many historical resources have prepared similar general plan elements.

The current Historical Resources Element provides solid information on the Town's history, significant resources, and preservation goals. However, the element has a cumbersome and technical format which is hard to follow. In addition, many of the goals that were established in 1999 have not been accomplished. Since staff is currently working on a

comprehensive update of the General Plan, it was felt that the information in the element could be rearranged and updated for ease of use and reference. The M-Group was hired in 2014 to assist in the preparation of the element.

The document begins with a "Context Statement" which establishes the history of the Town and its physical development. The Context Statement is chronological in nature so that the reader can gain an understanding of the periods in Colma's history and historical resources that are associated with each period.

The most significant change between the existing Historical Resources Element and the current draft are changes in the recommended programs and policies. Many policies will remain, with some policies to be removed and some added. Staff wanted to highlight a few of the policies proposed for removal and the reasoning behind the removal. Below is an overview of policies and programs recommend for removal:

5.08.212 Important historic resources should be protected through designation by the Town of Colma.

Comment: Since 1999, this policy has never been utilized. In addition, the policy may require designation of resources against the will of the property owner. This policy has been replaced with a policy where the Town will play a supportive role in designations. Cemetery managers in Colma have consistently indicated that they do not desire to seek designations due to the constraints that it will place on their operations.

5.08.213 State or Federal recognition should be sought by applying for designation. Nomination should be made for public buildings and private buildings where property owners concur.

Comment: As mentioned for policy 5.08.212, above, this policy implies an active role by the Town in filing applications for designation. Town Hall and the Historical Museum could be designated at state and federal levels, but the process is cumbersome and time consuming and has not been pursued in the past.

5.08.221 A Historic Preservation Ordinance and "HR" combining zone should be used to identify historic resources. Protection of historic resources should be provided by use of the design review procedure.

Comment: An HR combining zone would require a rezoning procedure which may be controversial with property owners and cemeteries. Protection of historic resources already occurs by use of the existing inventory, a CEQA requirement for analysis, and the existing design review ordinance. Staff requires an evaluation of structures eligible for the National Register by a qualified architectural historian prior to building modification to assure that improvements are consistent with the Department of Interior standards. An example includes the rebuilding of the Noble chapel after a fire several years ago.

5.08.233 Colma should maintain communication with the State Office of Historic Preservation and other preservation agencies to disseminate information about historical resources in Colma.

Comment: This level of communication is not required, and this policy is proposed to be deleted in favor of new policies to promote historic resources in Colma. Communication with preservation agencies is only required when a specific resource is being considered for nomination, modification, or demolition.

### **Council Adopted Values**

Considering future land use is consistent with the Council value of *responsibility* because it proactively considers land use policy that will enhance the Town over time.

### **Sustainability Impact**

The General Plan and its policies will promote sustainability since development will be in-fill in nature and encourage more walking, biking and transit use.

### **Alternatives**

None.

### **CONCLUSION**

Staff recommends that the City Council listen to the presentation by Staff, ask questions and provide feedback to staff regarding the draft General Plan sections. To direct the discussion, staff will be breaking the discussion into three segments – One for each section. Questions include:

#### *Introduction:*

- Is the introduction clear and is anything missing?

#### *Land Use Element:*

- Are there any recommended changes to the Land Use Map or to the land uses recommended in any of the planning areas?
- Are there any recommended changes or additions to the goals and policies?
- Are there any recommended changes or additions to the implementation measures?
- What is the highest priority implementation measure?

#### *Historic Resources Element:*

- Are there any recommended changes or additions to the goals and policies?
- Are there any recommended changes or additions to the implementation measures?
- What is the highest priority implementation measure?

**ATTACHMENTS**

- A. General Plan Introduction (Draft)
- B. General Plan Land Use Element (Draft)
- C. General Plan Historic Resources Element (Draft)





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## INTRODUCTION

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The Town of Colma 2040 General Plan (“Town”; “GP”; “GP Update”) articulates the shared long-term community vision for preservation, enhancement and improvement of the Town. It is a long-range plan that directs decision making and establishes rules and standards for town improvements and new development within the corporate boundaries of the Town.<sup>1</sup> The GP Update reflects the community’s vision for the future and is intended to provide direction through the year 2040. This document therefore updates the current General Plan document and is based on a set of guiding principles that protect the Town’s unique history and character.

A General Plan serves as the jurisdiction’s “constitution” or “blueprint” for future decisions concerning a variety of issues including land use, health and safety, and resource conservation. All specific plans, subdivisions, public works projects, and zoning decisions must be consistent with the local jurisdiction’s General Plan. California State Law requires that every city adopt a General Plan “for the physical development of the town and any land outside its boundaries that bears relation to its planning” (California Government Code Section §65300).

While the General Plan can cover a variety of topics based on a community’s specific needs, each one is required by State Law to address: Land Use, Circulation/Transportation (Mobility), Housing, Conservation, Open Space, Noise and Safety.

These seven elements must establish policy direction relating to:

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<sup>1</sup> The Town of Colma is coterminous with its Sphere of Influence (SOI).

- 
- The use and development of all remaining land within the Town of Colma
  - The types and provision of housing growth in the community
  - The protection and continued use of cemetery uses
  - The growth of existing businesses as well as the attraction of new commercial ventures
  - The provision of public safety services and protection against natural and human caused hazards (including noise)

The Town of Colma is addressing these five elements under its 2040 General Plan update as: Land Use, Open Space and Conservation, Community Services and Safety, and Mobility Elements. The existing Housing Element is not being currently updated since the Town is awaiting direction on its Regional Housing Numbers Allocation (RHNA) allocation. In addition, the Town has chosen to prepare a Historic Resources Element to provide an information base of the Town's historic resources and to provide policy direction for their preservation.

## COMMUNITY OVERVIEW

The Town of Colma is a unique greenbelt community with attractive cemeteries and agricultural fields surrounding a regionally oriented commercial core. The Town began as a community of thirteen cemeteries in the early 1900's. Ordinances adopted around the turn of the century prohibited burials in San Francisco, which forced cemeteries to relocate south to the Peninsula. In order to avoid relocating again, cemetery owners got together and incorporated the town on August 5, 1924. Originally known as Lawndale, the name was changed to the Town of Colma on November 24, 1941. Seventeen cemeteries currently exist.


In the early 1900's, the Town became known not only for containing a number of regional cemeteries, but also for its farms and flowers. An expanse of 450 acres located between the jurisdictions of Colma and Daly City was used exclusively for raising violets that were sold in flower stands as far away as Missouri and Kansas.

The Town is located approximately two miles south of the City of San Francisco on the San Francisco Peninsula, midway between the San Francisco Bay and the Pacific Ocean. The Town of Colma is bounded on the north and west by the City of Daly City, on the south by the City of South San Francisco, and on the east by San Bruno Mountain State and San Mateo County Park (see Figure I-1: Regional Location Map). San Bruno Mountain provides the natural visual backdrop to the Town from the surrounding areas. Interstate State Highway 280 parallels the Town's western boundary, and State Highway 82 (El Camino Real/Mission Street) runs through the geographic center of the Town (see Figure I-2: Project Location Map)

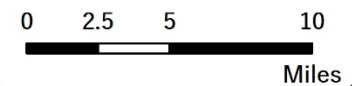


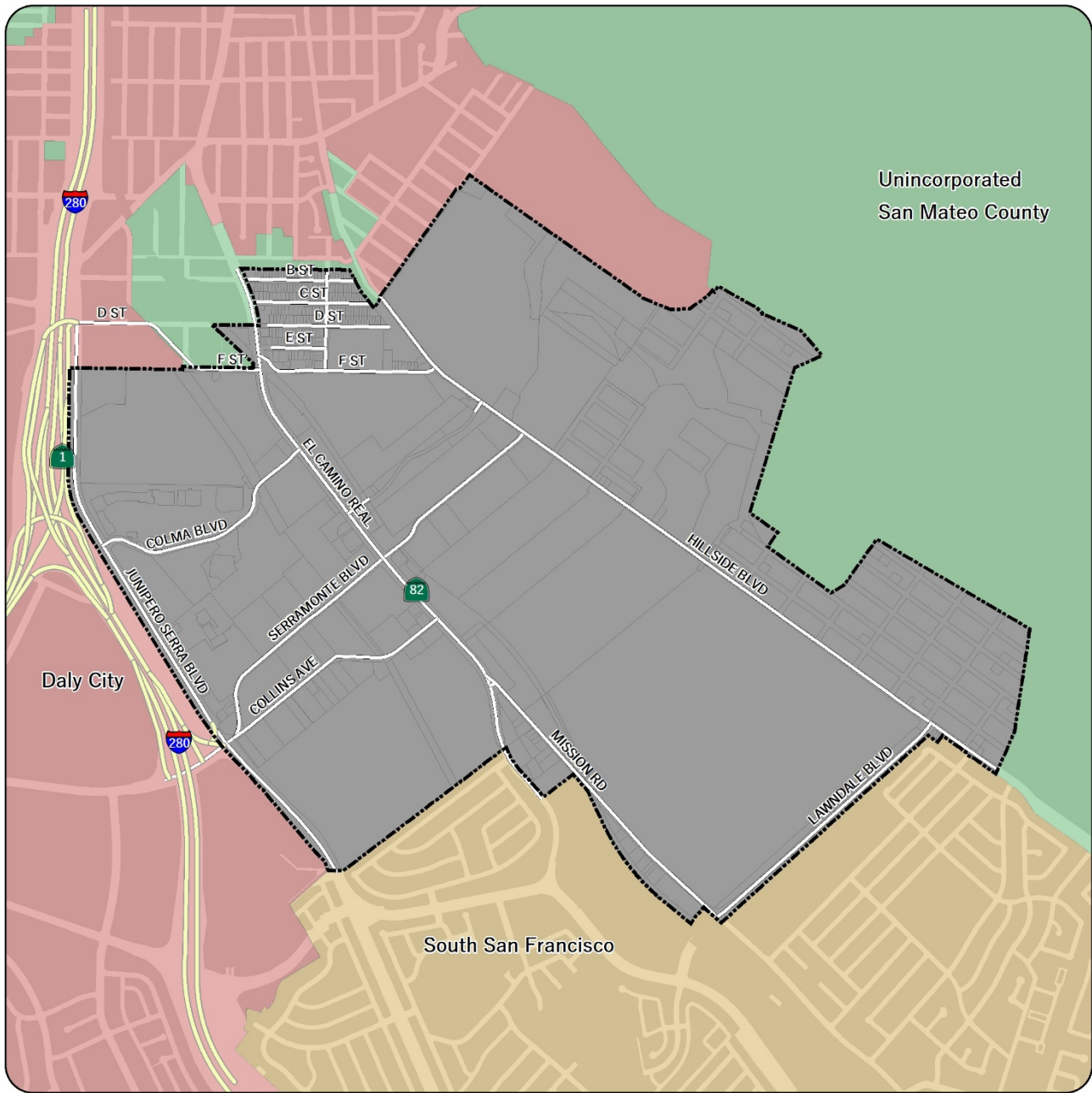
## Town of Colma

Figure I.1.  
Regional Location

 Town Limit





Data provided by numerous sources:  
Town of Colma, San Mateo County, ESRI,  
National Geographic, and the GIS user  
community.



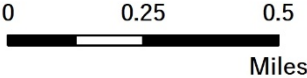


# Town of Colma

Figure I.2.  
Project Location

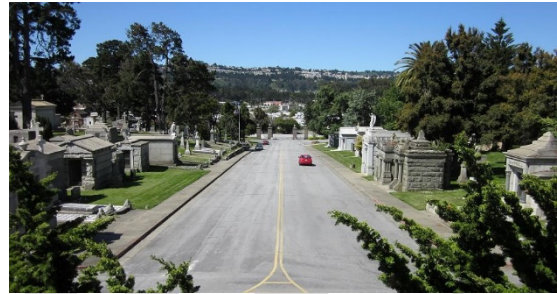
-  Town Limits
-  City of Daly City
-  City of South San Francisco
-  Unincorporated San Mateo County

Data provided by: Town of Colma, San Mateo County, and Caltrans.



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Within the Town's boundary, the ground elevation ranges from about 100 feet to about 500 feet above Mean Sea Level. The Town includes approximately 1.89 square miles of a wide valley associated with Colma Creek. The Town is comprised of 17 cemeteries, which is approximately 73% of the Town's land area.<sup>2</sup> Most of the land east of El Camino Real is committed to cemetery use or agricultural fields. These uses lead up to the foot of San Bruno Mountain and impart a rural atmosphere. Land west of El Camino Real is oriented more to commercial uses although the Town's regionally oriented commercial core is bracketed on the north and south by cemeteries.



Known as the "City of Souls", the Town of Colma is the smallest city in San Mateo County, with just 1,504 residents<sup>3</sup>. The Town is a unique greenbelt community with attractive cemeteries and agricultural fields surrounding a regionally oriented commercial core. All of the land between the City of San Francisco border and the City of South San Francisco border, the Pacific Ocean and the San Bruno Mountain was known as (unincorporated) Colma until 1911, when the north end of San Mateo County became the City of Daly City.<sup>4</sup>

By the early 1900s, the Town of Colma was established as a community of homes, small businesses, churches, and thirteen cemeteries, and its farms and flower crops. An expanse of 450 acres located between the Town and the City of Daly City was used exclusively for raising violets that were sold in flower stands as far away as Missouri and Kansas. In order to avoid relocating again, cemetery owners got together and incorporated the town on August 5, 1924. Originally known as Lawndale, the name was changed to the Town of Colma on November 24, 1941<sup>5</sup>. By 1960, close to 500 residents called the Town of Colma their home.<sup>6</sup> In the early 1970's and early 1980's the Town boundaries were expanded by annexing unincorporated portions of the Sterling Park subdivision located northeast of the intersection of F Street and El Camino Real. According to the corrected 2010 Census, the Town's population was estimated at 1,454. Currently, among its 1,504 residents, the Town's population is approximately 51% white, 26% Asian American, and 13% other minorities.

The Town of Colma is different from other Bay Area cities because of its large expanses of open space created by cemeteries and land held by cemeteries but currently in agricultural use. The Town is protected on the east from development by San Bruno Mountain Park. Junipero Serra Boulevard and Junipero Serra Freeway (Highway 280) provides a clear boundary to the town. The 2040 General Plan policies promote the retention of the greenbelt theme as well as creating

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<sup>2</sup> Colma California, Facts for Kids. 2020. < [https://kids.kiddle.co/Colma,\\_California](https://kids.kiddle.co/Colma,_California)> Accessed May 4, 2020.

<sup>3</sup> United States Census Bureau. 2018. < <https://www.census.gov/search-results.html?q=town+of+colma&page=1&stateGeo=none&searchtype=web&cssp=SERP& charset =UTF-8>> Accessed April, 29, 2020.

<sup>4</sup> Town of Colma, California. 2020. < <https://www.colma.ca.gov/colma-history/>> Accessed April 29, 2020.

<sup>5</sup> Colma, California: The City of the Dead by Richard Stockton

<sup>6</sup> Town of Colma, California. 2020. < <https://www.colma.ca.gov/demographics/>> Accessed April 29, 2020.

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“key development sites” which provide for visual punctuation and to provide a greater sense of place within the town. In addition, the plan policies promote sustainable development and to link potential new development to the town’s Economic Development Plan.

The Town is also different from other Bay Area cities because of the regional orientation of its commercial core area. To the extent that it is practical the 2040 General Plan focuses on Serramonte Boulevard as the regional commercial spine with retail activities concentrated between Junipero Serra Boulevard and El Camino Real.

Since the previous General Plan update in 1999, Lucky Chances card room was constructed and is currently operational. Lucky Chances is located on the southwest corner of Serramonte and Hillside Boulevards.

The majority of residential uses are located in the small residential neighborhood of Sterling Park, with other residential uses on Mission Road and other sites scattered through the Town. Given the small size of the Town, there are no educational facilities, waste facilities, Timberland Preserve Zone lands, or Military lands. Table I-1: Land Use Distribution, below indicates the share of total land resources currently designated in each major land use category.<sup>7</sup>

The Town of Colma has a large commercial core, and as indicated in Table I-1: Land Use Distribution, the retail industry dominates the Town’s job sectors<sup>8</sup>. Serramonte Boulevard serves as the regional commercial spine with retail activities concentrated between Junipero Serra Boulevard and El Camino Real. The Town has encouraged regional commercial facilities centering on Serramonte Boulevard, Collins Avenue, Junipero Serra Boulevard and Colma Boulevard. There is a significant concentration of automobile and truck dealerships located along the Serramonte Auto Sales District in Colma and there are two large shopping centers (Serra Center and 280 Metro Mall) offering a total of approximately 450,000 square feet of retail space. These facilities provide employment opportunities and sales tax revenue benefiting the Town.

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<sup>7</sup> Town of Colma November 2020. *Town of Colma General Plan: Land Use Element*. Colma, California.

<sup>8</sup> Town of Colma. January 20, 2020. *Existing Conditions Report: Demographics and Economic Conditions*. Colma, California.

Table I-1: Land Use Distribution

Land Use	Percentage of Total Land Area in Town of Colma
Cemetery/Agriculture	76%
Commercial	14%
Public	1%
Residential	2%
Roads	7%
<b>Total</b>	<b>100%</b>

## TOWN OF COLMA GENERAL PLAN THEMES AND VISION

The following themes are intended to give direction and focus to the official policies and action programs contained in the individual General Plan elements. Overall, the themes are aimed at sustaining essential economic, environmental and social attributes of the Town while allowing new development that will enhance the community.



**Preservation and Enhancement:** Preserve the uniqueness of the Town of Colma as a town of cemeteries, historical significance and regional commerce. Preserve and enhance existing residential neighborhoods and public services



**Economic Development and Fiscal Sustainability:** Encourage businesses and activities that will allow the Town to maintain a high standard of public services and improvements into the future.



**Resiliency.** Promote actions that will increase the Town's resiliency in the face of environmental changes and promote sustainability

## ADOPTION AND AMENDMENT OF THE PLAN

The General Plan is adopted and amended by City Council Resolution. Amendments to any one element is limited to four times each year. Each amendment may make an unlimited number of changes to the Plan. Amendments must not be made capriciously but only when a change is in the best interest of the community at large and when public health, safety and welfare is not endangered. Because the requirement for internal consistency is never relaxed, particular care must be taken to ensure that amendments maintain consistency with text and diagrams in all Plan elements.

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## RELATIONSHIP OF THE TOWN'S GENERAL PLAN TO ZONING

The General Plan is the principal policy document for Town Council reference and guidance on development matters. The location and overall orientation of land uses are designated in the General Plan. The Land Use Element is the principal reference for the distribution and intensity of present and planned future use of all lands within the Town of Colma. The Zoning Code is the principal guide to implementation of the various land use goals and policies. It designates specific land use and sets forth appropriate limitations such as building heights, floor area, land coverage, off-street parking and setbacks from buildings to property lines. Zoning designations must be consistent with the General Plan.

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## OVERALL PLAN CONCEPT

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The Plan concept is to strengthen the Town's identity. Emphasis is placed on the important greenbelt theme of Colma, on enhancing its residential environment and on promoting its important status as a regional center for cemeteries and commerce.

### PLANNING AREA IDENTIFICATION

Several distinct Planning Areas are defined primarily by the major circulation routes through the Town of Colma. These Planning Areas, shown on the Figure I-3: Town of Colma Planning Areas, are defined as:

#### Commercial Core

The Commercial Core Planning Area consists of the majority of the Town's commercial area. It includes the 280 Metro Center, Serra Center, Vivana Fair, a large portion of Auto Row, and auto and light industrial related businesses on Collins Avenue. The commercial core primarily consists of large floor plate commercial spaces and showrooms, in addition to smaller in-line tenant spaces in the shopping centers. The Planning Area is well connected by major roadways with El Camino Real on the East, Junipero Serra Boulevard and Highway 280 on the west, and Serramonte Boulevard, Collins Avenue, and Colma Boulevard each providing east/west connections between El Camino Real and Junipero Serra Boulevard.



#### El Camino Real Corridor

The El Camino Real Corridor Planning Area centers on the intersection of El Camino Real and Serramonte Boulevard and extends from the northern Town boundary to the southern Town boundary along El Camino Real. The Planning Area includes sites on both sides of El Camino Real, including the properties near the BART station and the east side of the El Camino Real between the intersection of Mission Road and the City of South San Francisco boarder.



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## Mission Road

Extending south from the junction of Mission Road and El Camino Real, this Planning Area is oriented primarily to service commercial facilities with the potential for commercial and residential infill. It includes the 63-unit Verano residential community at the southernmost end and the 66-unit veteran's housing development at the northernmost end.

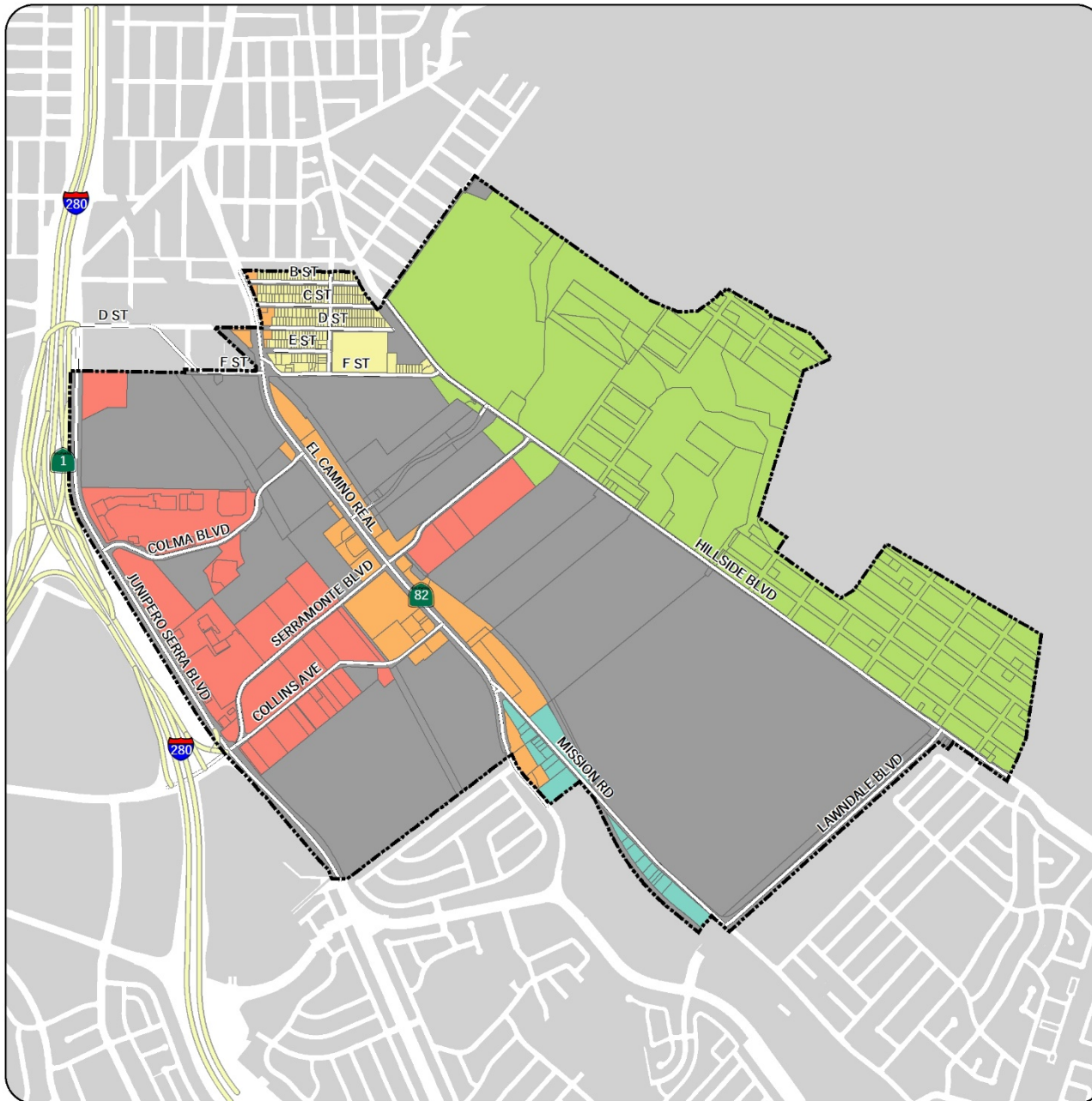


## Hillside Boulevard

The Hillside Boulevard Planning Area includes Hillside Boulevard and the abutting properties from the northern to southern Town boundary. The majority of the abutting properties are located on the east side of Hillside Boulevard but key sites, including the Town's Community Center and the Lucky Chances Cardroom are included in this Planning Area.

## Sterling Park

The Sterling Park Planning Area contains the Town of Colma's primary residential district.



# Town of Colma

Figure I.3.  
Planning Areas

-  Town Limits
-  Commercial Core
-  El Camino Real
-  Hillside Boulevard
-  Mission Road
-  Sterling Park

Data provided by: Town of Colma, San Mateo County, and Caltrans.



## HOW IS THIS GENERAL PLAN ORGANIZED?

The organization of this General Plan is summarized in Table I-2: General Plan Cross Reference Guide. The table illustrates the 2040 General Plan policies relating to its Elements.

Table I-2: General Plan Cross-Reference Guide

Required General Plan Element	State-Mandated?	Major Issues Addressed	Cross-Reference Section
Land Use	Yes	Distribution of land uses, standards for population density, intergovernmental relations	Land Use
Circulation	Yes, (Required Transportation Element)	Street Classifications, transit service, pedestrian and bicyclist needs, truck routes	Mobility
Housing	Yes	Identification of housing needs, conservation of housing and low and very low income households, identification of locations for potential housing expansion	Housing
Open Space and Conservation	Yes (combines two required elements)	Open space identification, air quality, water quality, public recreation needs, sustainability	Open Space / Conservation
Noise	Yes	Identification of noise sources, noise attenuation and reduction	Community Services and Safety
Safety	Yes	Emergency preparedness, safety services	Community Services and Safety
Historic Resources	No	Identification of historic resources, preservation	Historic Resources

Within each Element, there are separate sections which include topical discussions of an aspect of the Element. For example, there is a section titled “Land Use Designations” in the Land Use Element. Following the discussion, there are Goals and Policies that the Town will use to guide future land use decisions and to guide policy and capital decisions for the next 20 years. The goals in the General Plan articulate a desired end state or outcome. They are purposefully broad, since there may be many ways and aspects to achieve the goal. A policy is a clear

statement that guides a specific course of action to achieve the goal. The following is an example of a goal and policy taken from the Land Use Element:

**Goal LU-1: Integrate new development within the context of existing development to create a distinctive community.**

**LU-1-1: General Plan Land Use Diagram.** Maintain and implement a Land Use Diagram for purposes of describing the types of allowed land uses by geographic location and the density and/or intensity of allowed uses within each designation.

Goals are placed under the element that they support and are organized by an acronym for the element, in this case, "LU." Following the acronym is a sequential number for the goal. In the example above, the policy number 1-1 denotes that this is the first policy supporting goal LU-1.

Equally important are implementation programs which can be found at the end of each element. These programs identify the specific steps to be taken by the Town to implement the policies. They also identify a timeframe and Town departments which are responsible for implementing the program. A program may relate to or implement more than one policy. Below is an example of an implementation program as shown in the format found in the General Plan:

Land Use Implementation Programs	2021-2030	2031-2040	Annual	Ongoing
<b>LU-IP1: The Town shall review the Zoning Ordinance to ensure that standards and regulations reinforce quality design, are clear and are easily monitored.</b>	X			X
Implements Policies: LU-1-2, LU-1-5 Responsible Dept.: Planning				

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## THE GENERAL PLAN PROCESS

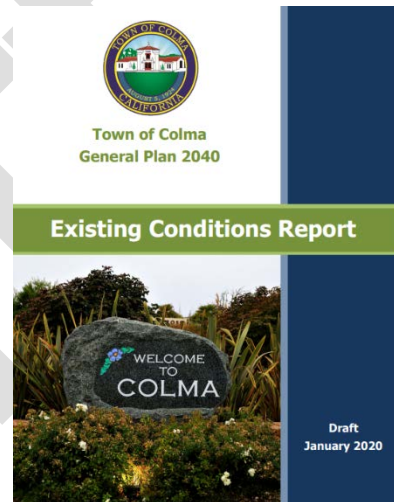
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The Town of Colma's General Plan is intended to be used by its community residents and businesses in all future development projects (residential or commercial). It is internally consistent and community issues are addressed through policies and program items. The General Plan policies were formulated with some flexibility in their implementation so that they are balanced against each other, as applicable.

In preparing this General Plan Update, the Town followed these steps:

- Conducted a town-wide survey;
- Held an initial community meeting;
- Prepared an Existing Conditions Report;
- Prepared technical analysis;
- Developed draft goals, policies and action items;
- Prepared the Draft General Plan;
- Presented these draft goals and policies to the Town's residents and businesses for their input;
- Prepared the Implementation Plan;
- Prepared the Draft Environmental Impact Report (EIR) to analyze changes proposed in the General Plan Update;
- Conducted public hearings to adopt the General Plan and certify the EIR



As required by State law, the Town's General Plan is based upon existing conditions and development trends in the community. It is therefore responsive to the needs and issues identified in an analysis of existing conditions. Background Reports were prepared for each of the Elements. In addition, technical studies such as traffic impacts, noise, transportation, air quality, green-house gases, and noise. The goals, policies, programs, as well a implementation measures were prepared based on the land use maps, consistency with current legislation community needs, and community values. The Draft General Plan was first made available for public review and comments on \*\*\*\*. All comments were incorporated into the revised Draft GPU and was circulated for public review along with the Environmental Impact Report on \*\*\*\*\*

A Draft EIR was prepared in accordance with the California Environmental Quality Act (CEQA) and public as well as agency comments were requested at the Notice of Preparation (NOP) meeting on June 24, 2020. Between \*\*\*\* and \*\*\*, the Draft EIR was circulated for a 45-day public review and comment. Responses to comments received were prepared and incorporated into the Final EIR, which was then certified by \*\*\* on \*\*\*.

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Once adopted, implementation of the Town’s updated General Plan will begin in accordance with its Implementation Plan. Implementation of the General Plan will be monitored and reported on an annual basis. The Implementation Plan is a set of the principal actions and procedures necessary to achieve the goals and policies set forth in the General Plan. Though the Implementation Plan is directly correlated, and cross referenced to the policies in the General Plan, this is a “living” document that may be modified and updated as necessary without the necessity of a General Plan amendment.

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## GENERAL PLAN LEGACY

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Colma's 1999 General Plan, which replaced the Town's 1987 General Plan, positioned the Town for much of the positive change and improvement that has occurred over the past twenty years.

The 1999 General Plan included policies that led to public and private improvements that will benefit the Town for years to come. Some of the many policies that were implemented include:



- Preserving the El Camino Real Corridor to be respectful of cemeteries by limiting uses to offices or cemetery related uses with minimal signage.

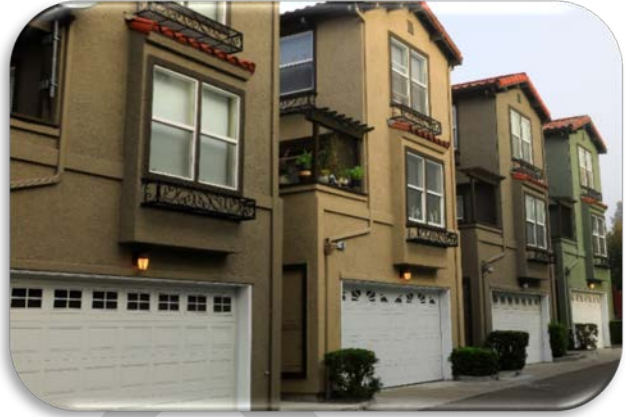
- The identification of the location of Town Gateway Elements, which have been mostly installed.



- Allowing only single-family residential infill development to prevent overcrowding and increased parking demand.



- The phasing out of commercial use of the property on Hoffman Street, which led to the building of attractive townhomes.



- The requirement that BART be placed underground so as not to disrupt the Town's greenbelt theme and to preserve peace and privacy in the Town's cemeteries.
- Requiring that the utilities for all new development be placed underground. As a result of this policy, visual clutter has been reduced.
- The encouraged acquisition of vacant or underutilized properties for civic purposes. This policy led to the creation of Sterling Park, the Community Center, the Historical Museum, and the purchase of the Corporation Yard.



- The policy directive to expand and improve Police Department services which led to the acquisition of property and the construction of a new police station.



- The development of sidewalks and public improvements. This policy led to the improvement of Junipero Serra Boulevard, with sidewalks, the installation of sidewalk on the east side of Hillside Boulevard and the installation of sidewalk along sections of El Camino Real.

- The extension of Hickey Boulevard. The Town was successful in implementing Lawndale Boulevard, which connects Mission Road to Hillside Boulevard.





- The addition of bikeways. The Town successfully added bikeways and improvements to Junipero Serra Boulevard, Mission Road and Hillside Boulevard.

- Amendments to the Town's noise ordinances. As a result of policies in the Noise Element of the General Plan, the City Council has made amendments to the construction noise ordinance and added a noise and unruly gathering ordinance. Additional noise provisions were adopted for gardening equipment operation hours.

Colma property owners, businesses, residents, and visitors should be proud of these accomplishments. The Town's City Council and decision makers successfully implemented and put resources behind projects identified in the General Plan to make them a reality. The 2040 General Plan builds on this legacy with polices that make Colma an even better place to live, work, recreate and shop.







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### **PURPOSE**

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The Land Use Element for the Town of Colma's 2040 General Plan Update describes existing and planned land uses in the Town of Colma and present the policy decisions that will guide future growth and development in the Town. The Land Use Element consists of land use classifications, policies and a land use map, that together represent the planning values and ideals of the community. This Element also designates the general distribution and intensity of present and future land uses within the Town's jurisdiction.

The Town's urban form, design, character, and "sense of place" are addressed in the Land Use Element using various maps, diagrams, and illustrations to articulate a "form based" vision that focuses on relationships between Colma's buildings, open spaces, and thoroughfares. The Land Use Element is not designed to discourage or promote development, but rather describes the manner in which development should be managed, since it will have a major impact on the town's form and character over the next 20 years. This Element will play a significant role in answering the question, "What will Colma look like in 2040?".

### **RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS**

The Land Use Element is influenced by, and related to, the other General Plan elements and thus brings consistency from the proposals of each individual element into a town-wide plan that will support the future development. While each land use type has certain basic land area requirements and service needs, the distribution of uses is significantly influenced by circulation

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and access (Mobility Element), topographic features, noise factors, commercial growth (Community Safety and Services Element), existing cemetery lands (Historic Resources Element), the need for additional housing (Housing Element), and the community's desire for open space and attractive surroundings (Open Space and Conservation Element). Since the Town of Colma also contains many historic resources, the Land Use Element is also closely tied to the Historic Resources Element. The Plan is intended to provide guidance from 2020 through 2040 and should be re-evaluated annually to ensure that the policies, objectives, and programs remain relevant.

## LAND USE CONCEPTS

The following land use concepts and terms are used in the General Plan:

### Compatibility

There are inherent differences among typical land use types which help determine the most compatible location for each type. The locational designations set forth in the Town of Colma's Land Use Element are meant to provide for compatibility between adjacent uses and the features of the setting, such as topography, geologic condition, and noise level.

### Use of Buffer

A buffer to provide separation between land uses is recommended when it is necessary or desirable to place diverse land use types near each other, such as residential uses adjacent to manufacturing uses, or commercial uses adjacent to a cemetery. This usually consists of fencing and planting but may include a shift in building orientation to minimize conflicts that could result from such factors as noise, lighting, trespassing, building aesthetics, large signage, traffic, and parking.

### Land Use and Flood Hazards

The land use element is required to identify and annually review areas that are subject to flooding identified by the Federal Emergency Management Agency (FEMA) or Department of Water Resources. The Safety Element contains a discussion on flood hazards and contains a Flood Hazard Map. It should be noted that the Town of Colma does not contain any FEMA designated flood zones.

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## EXISTING LAND USE

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According to State law, a jurisdiction's General Plan must establish standards of population density and building intensity for each of its land use classification. Approximately 1.91 square miles are contained within the Town of Colma's boundaries. Of this land area, approximately 72% is presently committed to cemetery and agricultural land uses. This dominant land use type gives Colma its greenbelt theme. The Town is primarily viewed by its residents as a community of cemeteries, although the town has a significant commercial core that primarily serves a regional market. The majority of residential uses are located in the small residential neighborhood of Sterling Park, with other residential uses on Mission Road and other sites scattered through Town. Given the small size of the Town, there are no educational facilities, waste facilities, timberland preserve zone lands, or military lands. Table LU-1 below indicates the share of total land resources currently designated in each major land use category. The Land Use Map (Figure LU-3) illustrates the locations of these uses.

Table LU-1: Existing Land Use Distribution

Existing Land Use	Acreage	Percent of Total
Cemetery	887.91	72.48%
Commercial <sup>1</sup>	162.28	13.25%
Office	10.47	0.70%
Vacant	2.80	0.23%
Residential	19.14	1.56%
Multifamily	7.95	0.65%
Public/Quasi-Public/Utility <sup>2</sup>	8.57	0.70%
Roadways	125.99	10.28%
Total	1225.10	100%

<sup>1</sup> Includes Industrial Uses

<sup>2</sup> Includes Town-owned Parks and Open Space

Source: Town of Colma Planning Department GIS  
Analysis – August 2020

## RESIDENTIAL LAND USE

Only 2% of the area within the Town boundary is currently committed to residential land use. This is primarily concentrated in the Sterling Park Planning Area, and at the south end of the Town of Colma, along Mission Road.

Single-family residential housing exists in a variety of unit sizes and forms in the Town. Single family homes and a small number of duplexes, three, and four-unit structures comprise the predominant form of residential development. Residential structures have a median age of about 70 years. The prevailing standards for lot size and housing unit size are 3,300 square feet and 1,000-2,500 square feet, respectively. See the Housing Element for more details on the Town's existing housing stock.



## COMMERCIAL LAND USE

Approximately 14% of the land area within the Town limits is committed to commercial land use, which includes two regional shopping centers, "Auto Row," Lucky Chances Casino, and a small convenience center with primarily food and beverage uses.



The two regional shopping centers include the Serra Center located at the corner of Serramonte Boulevard and Junipero Serra Boulevard, and the 280 Metro Center located at the corner of Colma Boulevard and Junipero Serra Boulevard. A food/beverage convenience center, Vivana Fair, is located at the corner of Serramonte Boulevard and Junipero Serra Boulevard. Auto Row includes a majority of properties fronting Serramonte Boulevard between Hillside Boulevard and Junipero Serra Boulevard.

In addition to retail commercial uses, the Town of Colma has service commercial uses including auto servicing, light manufacturing, warehousing, contractors' supplies, and other non-retail uses, primarily located on Collins Avenue and Mission Road.

Lucky Chances Casino, Colma's largest employer, is located on Hillside Boulevard at its intersection with Serramonte Boulevard. The casino is a regional commercial entertainment draw to the Town of Colma.

## CEMETERY, AGRICULTURAL AND OPEN SPACE LAND USES

The most extensive existing and established land uses in the Town are cemeteries and associated uses including monument shops and florists. Cemetery, agriculture and open space



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uses make up approximately 72% of the land area in town. The aesthetic component of the community's character is largely a by-product of these land uses.

Large properties throughout the town are rich in aesthetic amenities. Well-groomed lawns, rolling hills, manicured landscaping and natural vegetation, quiet scenic areas for meditation, and tranquil paths for strolling are common and essential features of the Town of Colma's cemetery uses.



Some future high intensity land uses could present conflicts with this established land use. Visual effects of future development and noise impacts upon the Town's cemeteries are two factors which will require consideration for any future proposed development applications. Despite this constraint to properties adjacent to, or within cemetery land, there are areas in the town which are sufficiently removed or buffered from the cemeteries to allow for the development of a variety of higher intensity land uses.

## LAND USE FOR CIRCULATION

The amount of land used for freeways, local roads, and railroads in most communities is significant. The Town of Colma, however, has a relatively small amount of land committed to circulation routes because of the large tracts of land held by the various cemeteries. At the present time approximately 7% of the total land area is devoted to public roads. The road system is discussed in detail in the Mobility Element.

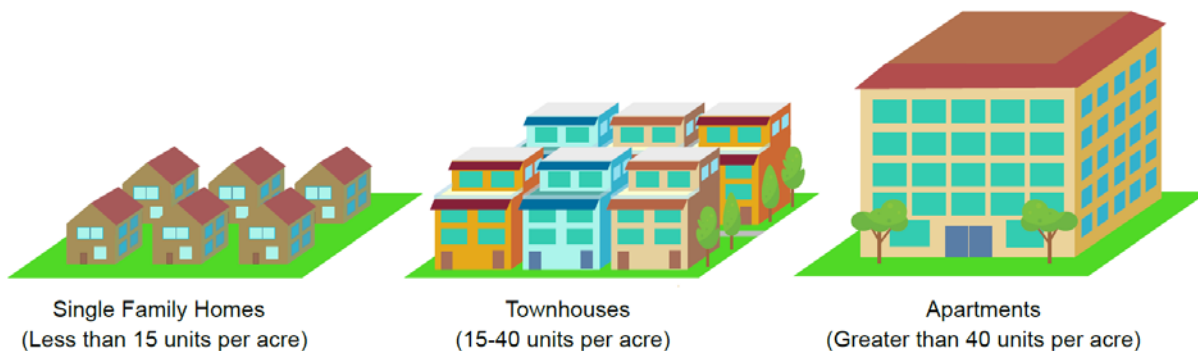
## LAND USE DENSITY/INTENSITY

State planning law requires general plans to establish “standards of population density and building intensity” for the various land use designations in the plan (Government Code Section 65302(a)). Population density is determined by multiplying the maximum number of units allowed within a land use designation by the average number of persons per household. To satisfy this requirement, the General Plan includes standards for each land use designation appearing on the Land Use Diagram. These standards are stated differently for residential (density standards) and nonresidential (intensity standards) development. The following are explanations of how these standards are applied to each land use designation. In addition, the Town of Colma also applies Lot Coverage standards to certain land uses.

### Residential Density

In the Town of Colma 2040 General Plan, residential density is expressed in terms of units per net acre. A net acre is defined as an acre area of land, which does not include in its measurement, public streets or other areas to be dedicated or reserved for public use. The number of residential units that can be accommodated on a development parcel can be calculated by dividing the acreage of the parcel by the number of units allowed per acre for a specific location in the Town.

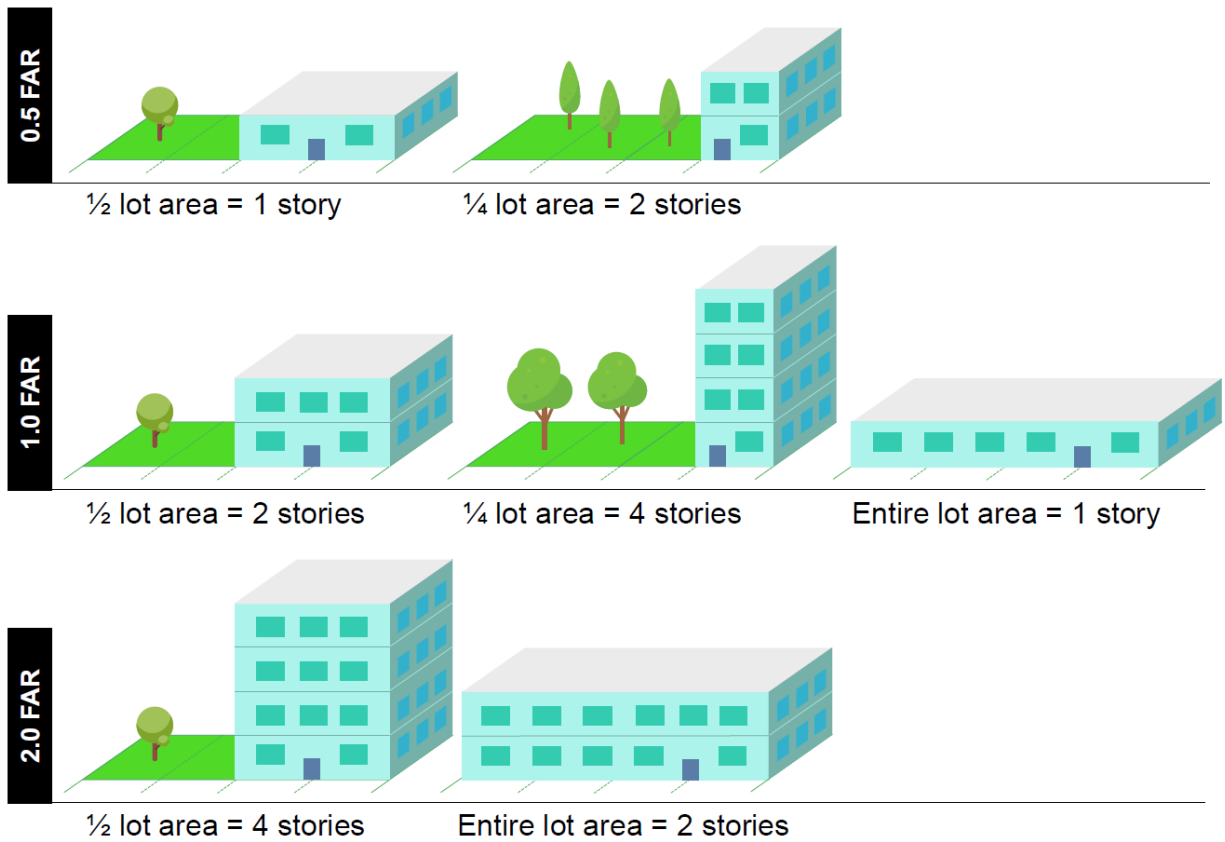
Figure LU.1: Residential Density



### Floor Area Ration (FAR)

In the Town’s 2040 General Plan, commercial, industrial, and mixed-use developments are regulated by a maximum floor area ratio (FAR) standard. FAR refers to the ratio of interior building floor space on all floors of a building compared to the square footage of the site. FAR is calculated by dividing the floor area of all buildings on the site by the net square footage of the site. Spaces such as parking garages, structured parking levels, and exterior open space, such as courtyards, roof gardens, and balconies are not included. The floor area can be provided in one building or divided between multiple buildings.

Figure LU.2: Floor to Area Ratio (FAR)



### Lot Coverage

Some land uses designations in Colma include Lot Coverage limitations to prevent over-building of a property. Lot Coverage is the footprint area of the structure(s) on the lot divided by the lot area. For example, a building with a footprint of 5,000 square feet on a 10,000 square foot lot would have a Lot Coverage of 50%.

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## LAND USE DESIGNATIONS

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A central component of the Land Use Element is the inclusion of a diversity of land use designations to adequately classify and distinguish the various land uses needed within the Town, as well as descriptions that distinguish between corresponding levels of intensity, density, and allowable uses as required by Government Code Section §65302(a). These are documented in Table LU-2 and described in further detail in the text below.

### RESIDENTIAL LAND USE

Residential Land designated for residential purposes can be used for single family homes, small day care facilities, group residential facilities, supportive/transitional housing, home offices and cottage food operations as allowed uses. Large childcare facilities may be allowed in residential districts with approval of a Use Permit. Residential facilities, including multiple dwellings, may be allowed in areas designated for commercial use upon approval of a Use Permit.

Areas suitable for residential use include Sterling Park, El Camino Real near the Colma BART station, Mission Road near the South San Francisco BART station, in cemeteries as caretaker units and several scattered sites. These areas are identified in the Housing Element.



Recent State legislation encourages the development of Accessory Dwelling Units (ADU's) within existing single-family dwellings or as additions to existing single-family residential property. The town will comply with current and forthcoming legislation regarding ADU's. Despite the generally small lot size (roughly 3,300 square feet) it is anticipated that a few residents may add ADU's to their property in future years.

### COMMERCIAL

This Commercial land use category provides for a wide range of retail commercial uses including auto dealerships, retail stores, personal and professional services, furniture stores, restaurants, and wholesale-retail trade. Other uses, where permitted in a planning area, may include stand-alone or mixed-use multifamily residential, mixed-use, and auto-related uses.

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## EXECUTIVE ADMINISTRATIVE LAND USE

The Executive Administrative land use category was established to expand the range of possible land uses and economic opportunities along El Camino Real while continuing to protect the green belt theme of the cemeteries. In this land use category, cemetery or cemeteries and floricultural or agricultural uses, are permitted by right. Compatible uses in this designation are low intensity uses that generate minimal traffic, do not require large signs and occupy buildings heavily screened with landscaping. Fast food facilities and most restaurants, for example, are not compatible with this designation. At this time, just over one percent of the town's land area is designated for Executive Administrative land use. Designations occur along both sides of El Camino Real from just north of Colma Boulevard to the southern town boundary.

## PUBLIC AND QUASI-PUBLIC LAND USE

Many basic utilities, public facilities, and services are provided by contract with special districts or through agreements with adjacent cities. The Town of Colma residents are provided with utilities such as water, sewer, and power; public facilities such as local government and schools; and services such as police and fire protection. This land use category typically includes the types of activities and facilities which are generally recognized to be more efficiently provided by a public or quasi-public agency than by individuals. Public facilities and Town-owned facilities other than streets or the BART Right-Of-Way, include:

- Town Hall at 1198 El Camino Real at Serramonte Boulevard;
- Police Station at 1199 El Camino Real at Serramonte Boulevard;
- Colma Senior Apartment Complex (18 units) at 1180 El Camino Real;
- Colma Historical Park and Community Center at 1500 and 1520 Hillside Boulevard;
- Sterling Park neighborhood park and Community Center site at 427 F Street, between E and F Streets;
- SFPUC pump station in the 500 block of F Street;
- Corporation Yard at 601 F Street; and
- Bark Park on D Street.

## PLANNED DEVELOPMENT

The Town of Colma's Planned Development designation allow flexibility of design and land uses to deal with special situations as might be encountered with mixed uses or uniquely shaped properties. Developments under PD zoning are expected to be similar in intensity to projects that would be allowed by adjoining land uses and must be compatible with the surrounding neighborhood.



## CEMETERY

In addition to cemeteries, uses found in this designation include flower growing operations, florists, greenhouses, monument shops, the Cypress Hills Driving Range and a closed landfill. This land use designation is essential in maintaining Colma's greenbelt theme and it contributes to the economic base by drawing people from around the Bay Area as a regional destination.



Colma's greenbelt theme is reinforced through the unique impression one gets while driving through the town. Open space features such as large tree masses throughout the cemeteries; median strip landscaping and street trees on principal routes; and the open, naturalized channel along open sections of Colma Creek, are all necessary in maintaining the open space character of the town. Further discussion of open space is found in the Open Space/Conservation Element.

## GATEWAY SITES

Colma's image is dependent on what is seen from the road as people approach and enter the Town. Colma's separate identity and sense of containment is strengthened by nine gateway locations:

- El Camino Real - North: In median near intersection of B Street
- El Camino Real - South: In landscaped area forming "T" intersection (not yet installed)
- Serramonte Boulevard: At northeast corner of Junipero Serra Boulevard
- Junipero Serra Boulevard – North: In median near northern Town boundary
- Junipero Serra Boulevard – South: In median at southern Town boundary
- Junipero Serra Boulevard: At southwest corner of Southgate Avenue
- Hillside Boulevard – North: In park strip near Hoffman Street
- Hillside Boulevard – South: In park strip north of Lawndale Boulevard (not yet installed)
- Mission Road – South: At northeast corner of Lawndale Boulevard



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Each gateway location is or will be landscaped and contains a stone sign which reads, "Welcome to Colma."

## **GENERAL PLAN LAND USE TABLE AND MAP**

The General Plan Land Use Map (see Figure LU-3) provides a graphic representation of the distribution of allowed land uses within the Planning Area, providing direction for where and what kind of development may occur.

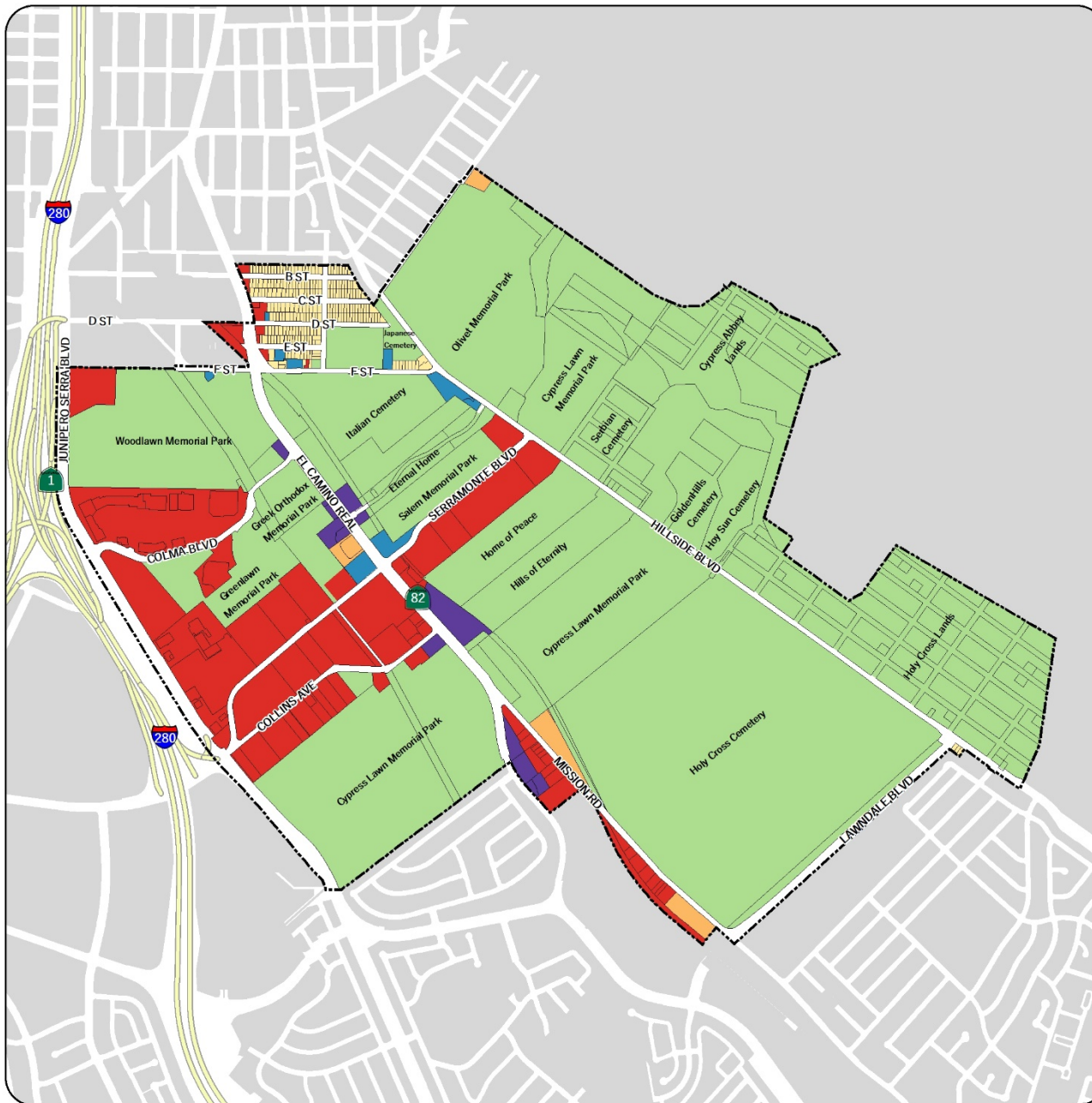
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Table LU-2: Land Use Designations

Land Use Designation	Density/Intensity Range*
<p><b>Cemetery</b> This designation provides for cemetery, planned cemetery, agricultural and public recreation uses.</p>	N/A
<p><b>Low Density Residential</b> This designation provides for single family, residential development.</p>	Density: up to 13 units per acre
<p><b>Medium Density Residential</b> This designation provides for compact residential developments such as townhomes, condominiums, and apartments.</p>	Density: 13 to 30 units per acre
<p><b>Commercial</b> This designation provides for a wide range of retail commercial uses including auto dealerships, retail stores, personal and professional services, furniture stores, restaurants, and wholesale-retail trade. Other uses, where permitted in a planning area, may include stand-alone or mixed-use multifamily residential, mixed-use, and auto-related uses.</p>	FAR: 1.0 to 2.0 Lot Coverage: 50% Density: 13 to 30 units per acre
<p><b>Executive Administrative</b> This designation provides for low intensity office and cemetery related uses, such as flower and monument shops. These sites allow for economic activities along El Camino Real, while continuing to protect the green belt theme.</p>	FAR: 1.0 to 2.0 Lot Coverage: 50%
<p><b>Public and Quasi-Public</b> This designation provides for uses that are public serving in nature, including government offices/operations, parks, utilities, transportation, and community centers.</p>	N/A

\*Additional FAR and Density may be granted to opportunity sites as noted in the Planning Area descriptions.





# Town of Colma

Figure LU.3.  
Land Use

- Town Limits
- Land Use Designation**
- Cemetery
- Low Density Residential
- Medium Density Residential
- Commercial
- Executive Administrative
- Public/Quasi-Public/Utility





Data provided by: Town of Colma, San Mateo County, and Caltrans.



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## Goal LU-1: Integrate new development within the context of existing development to create a distinctive community.

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- LU-1-1: General Plan Land Use Diagram.** Maintain and implement a Land Use Diagram for purposes of describing the types of allowed land uses by geographic location and the density and/or intensity of allowed uses within each designation.
- LU-1-2 Zoning Consistency.** Ensure that zoning designations are consistent with the General Land Use Diagram (Figure LU-4).
- LU-1-3 Balance New Development with Existing Setting.**  Prioritize new and higher density development consistent with the Town's planning areas to ensure new development is context sensitive and contributes to creating a strong sense of place. New development shall serve to protect and enhance the positive aesthetic qualities of the Town and each geographic area.
- LU-1-4: Land Uses that Support Transit.**  Encourage higher-intensity development on the specific opportunity sites designated in the El Camino Real planning area.
- LU-1-5: Clear and Predictable Development Standards.** Strive to adopt and communicate clear and predictable development standards to ensure new development meets the expectations of the Town.
- LU-1-6: Public-Private Partnerships.**  Consider opportunities to use public investment to form partnerships with the private sector to achieve quality infill development, enhance the public realm, and encourage public transit, walking, and biking.
- LU-1-7: Experience-Oriented Shopping.**  Ensure the Town's land use standards support "experience-oriented" uses and activities in commercial districts, such as restaurants, breweries, entertainment uses, events, and unique shops.

## Goal LU-2: Promote the implementation and maintenance of sustainable development, facilities and services to meet the needs of Colma's residents, businesses, workers, and visitors.

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- LU-2-1: Water Conservation.**  Promote water conservation by educating and encouraging residents and businesses to incorporate drought tolerant and low water using planting, smart irrigation systems, water efficient appliances, and recycled water systems.
- LU-2-2: Water Efficient Landscape.**  Apply the Water Efficient Landscape Ordinance to new development and projects that include a qualifying amount of replacement or new landscaping.

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- LU-2-3: Open Space.** Require accessible, attractive open space that is well maintained and uses sustainable practices and materials in all new multiple dwelling and mixed-use development.
- LU-2-4: Low Impact Development.** Regulate new development and construction to minimize pollutant and sediment concentrations in receiving waters and ensure that surface water meets or exceeds applicable regulatory water quality standards. Require new development to incorporate Low Impact Development features that treat and reduce surface runoff volumes.
- LU-2-5: Green Infrastructure Plan.** Implement a Green Infrastructure Plan to ensure compliance with the Municipal Regional Stormwater National Pollutant Discharge Elimination System (NPDES) Permit.
- LU-2-6: Green Infrastructure.** Encourage green infrastructure installations that rely on natural processes for stormwater treatment/drainage, groundwater recharge and flood control.
- LU-2-7: Public Green Infrastructure.** Incorporate green infrastructure into street and rights-of-way wherever practicable, including curb cuts, flow-through planters and bioswales that slow stormwater runoff by dispersing it to vegetated areas, harvesting and use of runoff, and promote infiltration and use of bioretention to clean stormwater runoff.
- LU-2-8: Energy Efficiency.** Support energy efficient improvements in aging building stock.
- LU-2-9: Solar Energy.** Provide incentives for installation of solar and photovoltaic systems on existing buildings and new development.
- LU-2-10: Electric Vehicles.** As Town gasoline powered vehicles are replaced, purchase electric and hybrid vehicles when practicable. Install electric vehicle charging stations with new commercial and mixed-use developments.
- LU-2-11: Climate Action Plan.** Maintain a Climate Action Plan and continue to partner with San Mateo County's Regional Climate Action Planning Suite (RICAPS) to prepare community-wide greenhouse gas inventories.
- LU-2-12: Greenhouse Gas Reduction Targets.** Work to achieve greenhouse gas emissions reductions that are consistent with the targets established by AB32 (California Global Warming Solutions Act) and subsequent supporting legislation.

**LU-2-13: Green Building.** Support sustainability and green building best practices through the orientation, design, and placement of buildings and facilities to optimize their energy efficiency in preparation of State zero-net energy requirements for residential construction and commercial construction.



**LU-2-14: Cultural Resource Preservation.** Promote preservation of buildings, objects, and sites with historic and/or cultural significance.



### Goal LU-3: Preserve and enhance the identity and qualities of Colma's residential neighborhoods to ensure Colma remains a desirable place to live.

**LU-3-1: Quality of Colma's Residential Neighborhoods.** Ensure that all new construction, renovation, or remodeling projects meet the design standards of the town.



**LU-3-2: Private Open Space in Multifamily Residential.** In addition to the required dedication of parkland or payment of a park in-lieu fee, the Town shall also require all multifamily residential projects, including those that are part of a mixed-use project, to provide a minimum of 100 square feet of private open space for use by residents of the project, such as courtyards, private balconies and rooftop patios.

**LU-3-3: Adequate and Affordable Housing.** The Town shall continue to provide opportunities for a variety of housing types at varying densities and affordability levels.

**LU-3.4 Maintenance of Colma's Residential Neighborhoods.** The town shall strive to maintain public improvements and landscaping in residential neighborhoods to a high level.



**LU-3-5: Neighbor-to-Neighbor Mediation.** For issues that do not involve violations of Town laws, the Town shall continue to encourage residents to employ the Peninsula Conflict Resolution Center (PCRC) to resolve neighbor-to-neighbor disputes in a fair and equitable way.




**LU-3-6: Walkable Neighborhoods.** The Town shall promote walkable neighborhoods by supporting alternative modes of transportation, enhancing bike and pedestrian connectivity to local commercial districts and transit centers and maintaining sidewalks, public plazas, parks and greenways, parkways, street tree canopies, and landscaping throughout residential neighborhoods.



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Goal LU-4: Ensure the adequate provision of safe and reliable public infrastructure and facilities to meet the town's current and future needs.

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- LU-4-1: Maintaining Adequate Public Infrastructure and Facilities.**  The Town shall adequately maintain public infrastructure to ensure the provision of safe and reliable infrastructure to meet the town's current and future needs, including facilitating upgrades to the utility infrastructure necessary for improved and emerging technologies.
- LU-4-2: Adequacy to Serve New and Existing Developments.** The Town shall continue to ensure that new and existing developments can be adequately served by municipal services and facilities in accordance with Town standards.
- LU-4-3: New Development Fair Share.** The Town shall regularly evaluate and update development impact fees to ensure that new development pays its fair share of providing new public facilities and services and/or the costs necessary to improve or expand infrastructure to serve them, including street improvements, parks, wastewater, stormwater drainage, and other public services.
- LU-4-4: Capital Improvement Program (CIP).** The City shall continue to fund maintenance, improvements, and expansion of town infrastructure, including sewer lines and street infrastructure through a multi-year Capital Improvement Program (CIP).
- LU-4-5: Undergrounding and Screening of Utilities.**  The Town shall require new developments to underground utilities, at a minimum from the nearest above-ground pole to the building. Transformers shall be located as far away from a public street as possible and shall be screened from view by landscaping to the extent feasible.
- LU-4-6: Install Remaining Gateway Monuments.**  The Town shall look for opportunities to install the remaining two gateway monuments at the south end of El Camino Real at Mission Road and on Hillside Boulevard at Lawndale Boulevard.

Goal LU-5 Grow and develop in such a way that allows Colma's unique character to flourish while recognizing the town's role in the broader region.

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- LU- 5-1: Regional Cooperation.** Participate with other cities in the county and across the region in working towards solutions to the issues of regional land use, housing, homelessness, and transportation planning through partnership with the Association of Bay Area Governments, the Metropolitan Transportation Commission, and the San Mateo City/County Association of Governments (C/CAG).

**LU-5-2 San Mateo County Collaboration.** Continue to consult with San Mateo County and other cities in the region on effective land use, transportation, sustainability, and economic development strategies to learn about additional strategies that could be used in Colma to achieve the community's vision and goals.

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## EQUITY AND CIVIC ENGAGEMENT


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General Plans adopted after January 1, 2018 are required to incorporate environmental justice goals, policies, and objectives to address health risks. The State enacted Senate Bill 1000 (SB 1000) in 2016 in response to increasing concerns about vulnerable communities in California experiencing environmental injustice. SB 1000 focuses on, and addresses environmental injustices by reducing unique or compounded health risks in communities by reducing exposure to pollutants or other hazards, promoting healthy habits, prioritizing infrastructure improvements and programs that address the needs of the entire community, and promoting civic engagement in the public decision-making process.

The Town of Colma is not technically designated as a disadvantaged community. However, areas just north of Colma's Sterling Park neighborhood are categorized as disadvantaged. Colma's ethnic diversity and socio-economic diversity are important characteristics of the community. The following goals and policies are included in the General Plan to assure that all members of the community are supported and included in the Town's decision-making process.

**Goal LU-6 To ensure that land use decisions benefit Colma residents, and do not create a disproportionate burden to the community based on location, income, race, color, national origin, or another demographic feature.**

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- LU-6-1:** **New Incompatible Land Uses.** The Town shall prohibit the introduction of new incompatible land uses and environmental hazards into existing residential areas.
-  **LU-6-2:** **Safe and Sanitary Housing.** Through implementation of the Town's Housing Element, the Town will provide standards of development that will result in housing within the town that is safe and sanitary.
- LU-6-3:** **Environmental Protection.** The Town shall apply environmental protection measures equally among geographic and socioeconomic neighborhoods of the town.
- LU-6-4:** **Equitable Public Services.** The Town shall strive to equitably provide desirable public services and infrastructure to Colma residents, including parks and recreational facilities.

Goal LU-7 Promote meaningful dialogue and collaboration between members of disadvantaged communities and decision-makers to advance social and economic equity. (Source: New Goal)

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- LU-7-1: Community Input.** Continue to facilitate opportunities for all residents and stakeholders, to provide meaningful and effective input on proposed planning activities early on and continuously throughout the public review process.
- LU-7-2: Communication Channels.** Continue to improve communication channels and methods for meaningful dialogue between community members and decision-makers.
- LU-7-3: Times and Locations of Public Engagement Opportunities.** Aim to hold meetings, workshops, and other public engagement opportunities at times and locations that make it convenient for disadvantaged community members to attend, particularly stakeholders who are the most likely to be directly affected by the outcome.
- LU-7-4: Variety of Public Communication Methods.** Continue to share public information across a variety of media, technological, and traditional platforms, and languages based upon the demographics of the community.



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## LAND USE PUBLIC BENEFITS PROGRAM

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Opportunity sites identified in the Planning Areas for the Town of Colma GPU utilize a public benefit approach to allow larger developments that include value that directly benefits the town as a whole.

The Public Benefits Program ensures developers provide benefits to the Town in exchange for approval to develop additional floor area. Development above the established General Plan FAR shall provide public improvements or equivalent resources to improve the quality of life for the community.

The benefits listed below are representative of the amenities expected by the Town. Additional benefits may be determined in the future, or may be determined during project review, based on local needs. In general, public benefits should be provided within or accessible to the project site. Project applicants may elect to directly construct or provide the benefits in the list below if they can demonstrate, to the satisfaction of the Town, that the value of the benefits provided is equivalent to the value identified in the previous section. However, the Town has discretion to accept a monetary contribution to construct the benefit/improvement. The list of benefits does not limit the Town's discretion to determine the appropriate level of public benefits required in exchange for increased intensity or density. Other than the plan priority for affordable housing units on the Town Center site, the list is in no particular order.

Table LU-3: Public Benefits List

Type of Improvement	Examples of Public Benefit
Affordable Housing	Development of affordable units above the amount required by existing regulations (only applies where housing is permitted).
Pedestrian and bicycle amenities	Off or on-site pedestrian and bicycle improvements beyond those required by development standards. These may include but are not limited to: <ul style="list-style-type: none"> <li>Enhanced pedestrian and bicycle-oriented streetscapes;</li> <li>Protected bicycle lanes and pedestrian pathways, improved; and</li> <li>Bicycle and pedestrian crossings/signals</li> </ul>
Publicly accessible parking facilities	Providing accessible parking to serve area-wide parking needs.
Public Art	Providing public art within the development area.
Creek daylighting	Daylighting a portion of Colma creek to satisfy stormwater requirements and to provide accessible open or park space.
Public parks and open space	Publicly accessible but privately maintained parks, plazas, tot lots, etc. above and beyond existing park dedication fees and requirements.
Other	<ul style="list-style-type: none"> <li>Contributions of land or financial resources to acquire land and/or space for community facilities</li> <li>Off-site utility infrastructure improvements above and beyond those required to serve the development</li> <li>Additional funding for town programs and/or recreation services</li> <li>Subsidizing commercial tenants and other small businesses</li> <li>Other public benefits proposed by the developer and approved by the City Council</li> </ul>

The public benefits approach allows larger developments that include value that directly benefits the town as a whole. Specifically, projects that create a new open space area or a public plaza can be eligible for an increase in height and FAR. “Base” development is allowed in each of the areas and does not require the contribution of public benefits. Development bonuses allow projects to exceed height and FAR requirements, dependent on the amount of public benefit contributed to the Planning Area. Projects that may qualify for bonuses are listed under the Height and Intensity section of each Planning Area.

The Public Benefits Program ensures developers provide benefits to the Town in exchange for approval to develop additional floor area. Development above the established 1999 General Plan FAR shall provide public improvements or equivalent resources to improve the quality of life for the community. In addition, the development should financially contribute to the Town

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budget in a way that fully covers the Town's service costs necessary to provide public services to the development.

Goal LU-8: Development of opportunity sites shall provide public benefits, with value proportional to the project's building square footage in excess of the 1999 General Plan established FAR and Height (inclusive of covered parking).

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- LU-8-1: Development Agreement.** Require a development agreement for the development of opportunity sites. The agreement will specify the public benefits that will be provided in exchange for the requested higher intensity or density (see public benefits information in Table LU-3 of this section). The Town will negotiate the terms of the Development Agreement including the period during which the entitlement will be available to the developer and public benefits that will be provided by the developer.
- LU-8-2: Funding District.** Consider for residential and office development on opportunity sites the creation of a funding district or other funding mechanism to assure that the project will pay for town services required to support and maintain the project in perpetuity.

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## PLANNING AREAS

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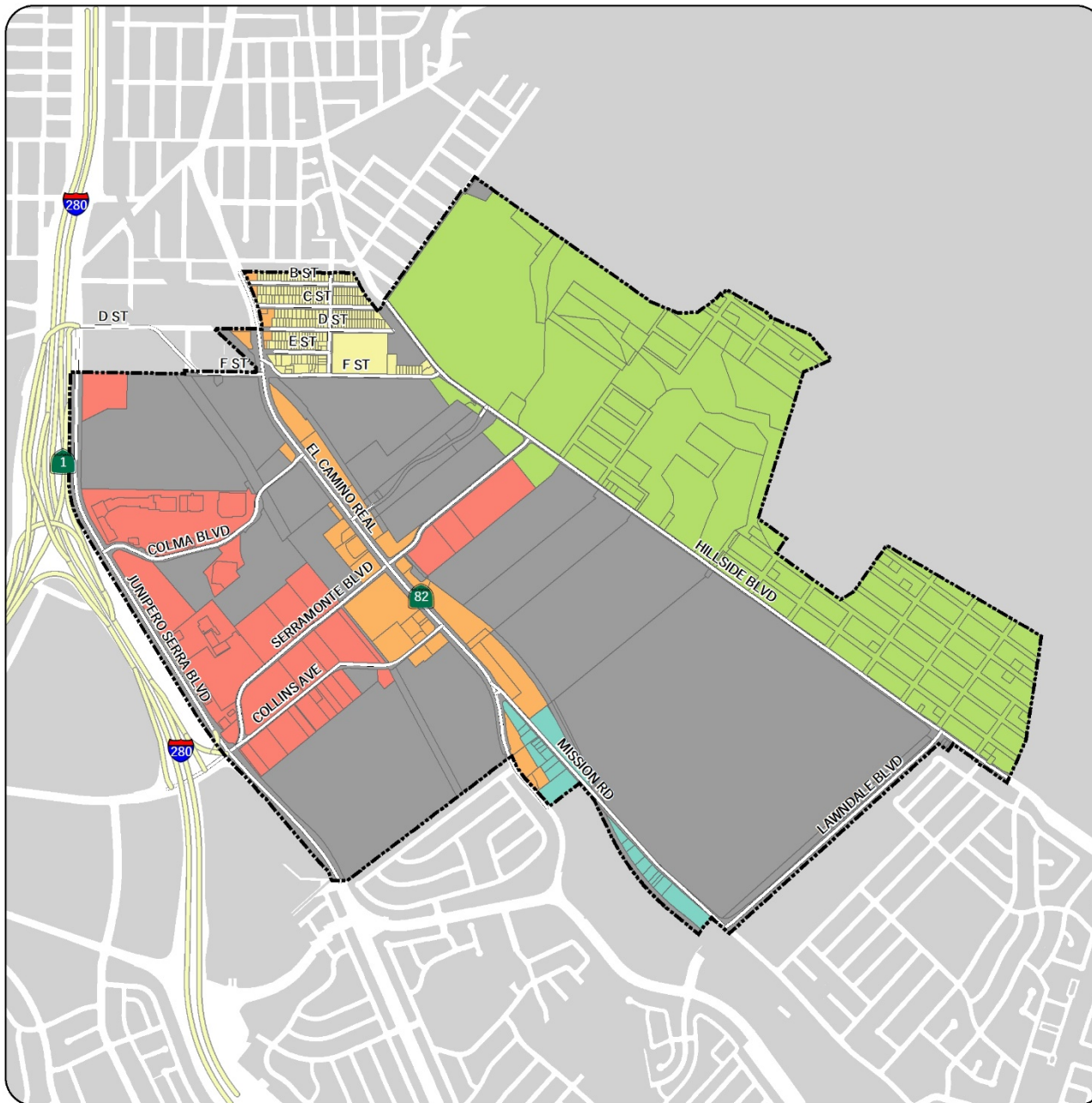
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This section presents a guide for land use and development decision making in each Planning Area. The section includes both design and development guidelines as well as implementation goals and policies for each planning area. The goals and policies do not replace or augment building safety code or other non-planning related codes. All applications for new construction, substantial modifications, and changes in land use shall be reviewed for conformance with the Planning Area goals and policies.

The 1999 General Plan identified nine (9) specific Planning Areas. This General Plan Update has reconfigured and condensed the Planning Areas into five (5) new Planning Areas to clearly express the Town's vision for 2040 and create a roadmap for the future development of these areas. The five Planning Areas are:

- Commercial Core
- El Camino Real Corridor
- Hillside Boulevard
- Mission Road
- Sterling Park

The Planning Area concept is used in the Colma General Plan to consider how vacant and opportunity sites could be used to maximize community potential. In exchange for greater development density or intensity, community benefits are desired which will provide for the long-term livability and fiscal stability of the community.

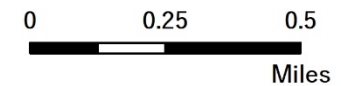


# Town of Colma

Figure LU.4.  
Planning Areas

-  Town Limits
-  Commercial Core
-  El Camino Real
-  Hillside Boulevard
-  Mission Road
-  Sterling Park

Data provided by: Town of Colma, San Mateo County, and Caltrans.



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## VACANT AND OPPORTUNITY SITES

Colma has a limited number of vacant and redevelopable sites. Not all vacant sites are available for urban development. However, some of the larger tracts of vacant land in the Hillside Boulevard Planning area east of Hillside Boulevard may be appropriate for commercial development.

The term “opportunity sites” in the Colma General Plan refers to underdeveloped sites, underutilized sites, and those with non-conforming uses. Generally, the current uses of these sites are not considered the “highest and best” uses. These sites represent private redevelopment opportunities.

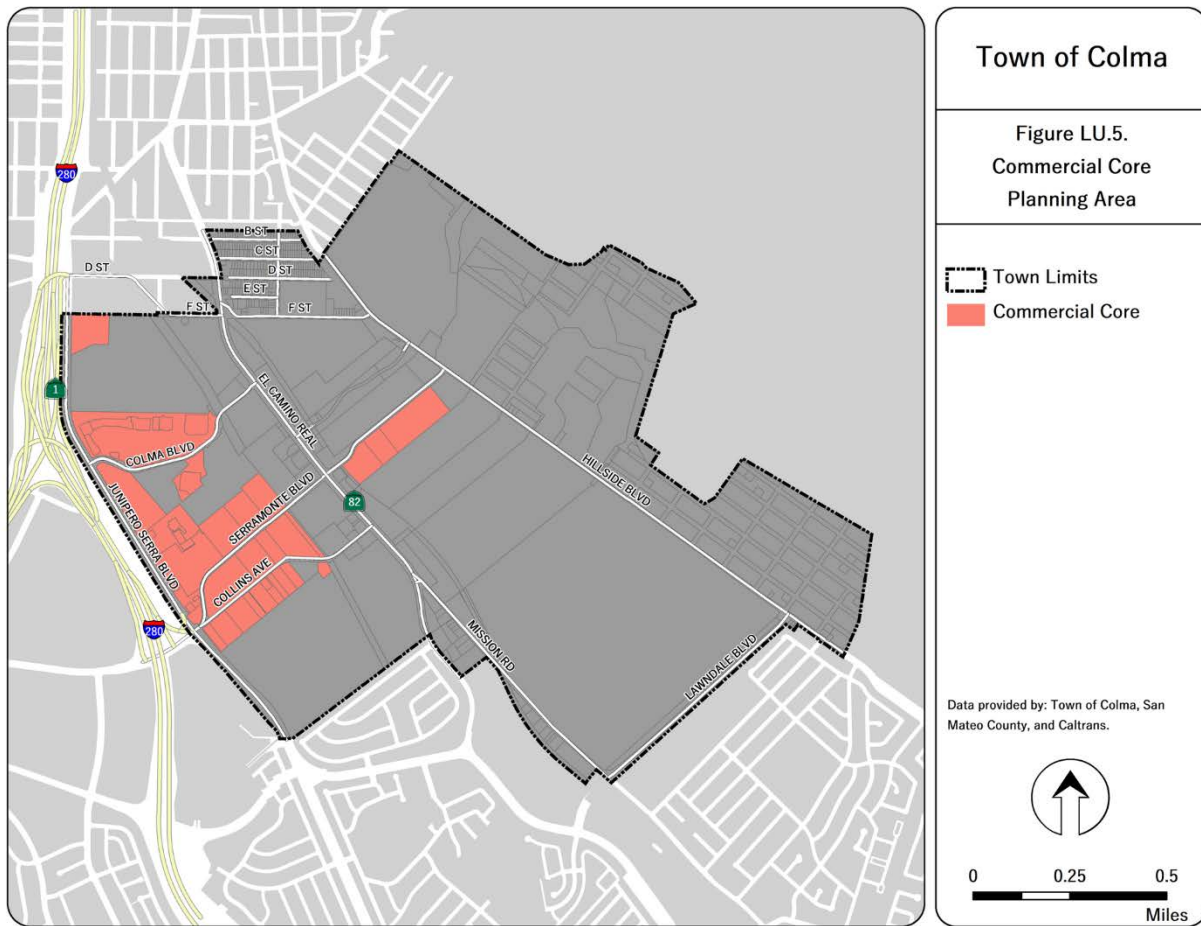
New development projects should be reviewed for their impacts on the transportation infrastructure, as well as compatibility with surrounding land uses. The impacts of a specific project can vary, depending on its relationship to roadways and public transportation facilities, and neighboring land uses. Large-scale projects are subject to City/County Association of Governments (C/CAG) Congestion Management Program review.

In 2014, the Town commissioned the preparation of an Urban Design Study. The study evaluated the development potential of existing sites and considered form-based planning concepts to consider the most appropriate development massing for the sites that were studied. A key component of this study was the development of concept massing ideas for the potential future development of a Town Center site on the southwest corner of El Camino Real and Serramonte Boulevard. Sites identified in this study will be further discussed within the individual planning area narratives.

## COMMERCIAL CORE

The Commercial Core Planning Area consists of the majority of the town’s commercial area. It includes the 280 Metro Center, Serra Center, Vivana Fair, a large portion of Auto Row, and auto and light industrial related businesses on Collins Avenue. The commercial core primarily consists of large floor plate commercial spaces and showrooms, in addition to smaller in-line tenant spaces in the shopping centers. The Planning Area is well connected by major roadways with El Camino Real on the east; Junipero Serra Boulevard and Highway 280 on the west; and Serramonte Boulevard, Collins Avenue, and Colma Boulevard each providing east/west connections between El Camino Real and Junipero Serra Boulevard.

Figure LU-5: Commercial Core Planning Area



### Land Use

Land uses should be consistent with existing uses in the Commercial Core Planning Area with a variety of retail and service commercial uses in the shopping centers, primarily auto dealers on Serramonte Boulevard, and service commercial uses on Collins Avenue. Uses on Collins Avenue

should be auto service-related businesses that do not attract a large amount of traffic and support the function of Auto Row. Sufficient off-street parking and loading/unloading areas should be provided for all new uses. Residential land use is prohibited in the Commercial Core since the introduction of residential uses would conflict with the existing large-scale commercial uses.

### Allowed Land Use

- Collins Avenue: Commercial (Automobile Service/Auto Related/Light Industrial/Hotel)
- Serramonte Boulevard: Commercial (Retail/Restaurant/Auto Related/Hotel/Entertainment/Large Floor Plate Office)
- Colma Boulevard: Commercial (Restaurant/Retail/Entertainment/Hotel)

### Height and Intensity

Base Height and FAR	Bonus Height and FAR
Max Height: 40 Feet FAR: 1.5 Coverage: 50%	Max Height: 72 Feet* FAR: 2.0 Coverage: 70%

\* Review design guidelines and height envelope in the Serramonte Collins Master Plan

### Street Design

The Commercial Core includes three of the Town's major roadways including Serramonte Boulevard, Colma Boulevard and Collins Avenue. Each roadway merits consistent street design that enhances the respective commercial businesses in the area. All properties in the planning area should maintain a consistent five (5) to ten (10) foot wide landscaping strip behind the sidewalk along roadway frontages. Tall vegetation should be limited or maintained so that business identification features are visible.

On Collins Avenue, cemeteries will be allowed to utilize portions of the five (5) foot tree planting strip, with the placement of a decorative block wall, similar to the wall installed along the southern border of Cypress Lawn. The five (5) feet in front of the wall and reserved for public utilities will be utilized for ground cover and low growing shrubs. The additional five (5) feet will be available for tree planting. All developments are encouraged to use a drought tolerant selection of ground cover materials for the five (5) foot wide planting area over the public utility easement.

To promote pedestrian activity at the shopping centers, Serramonte Boulevard and Colma Boulevard should include high-visibility crosswalks, median refuges, corner bulb-outs, and widened sidewalks that incorporate street trees, bus stop amenities and pedestrian-scaled lighting. In addition, an established General Plan policy provides for keeping Colma Creek in an open visible condition at the south edge of Collins Avenue. Construction of a pedestrian bridge without culverting the creek or large-scale crossings is compatible with the established policy.



In 2020, the Town completed a Streetscape Master Plan for Serramonte Boulevard and Collins Avenue. The plan proposes a lane reduction for the section of Serramonte Boulevard from the Serra Center driveway to El Camino Real to allow for wider sidewalks, landscaping and two pedestrian crosswalks. For Collins Avenue, improvements would include parking.

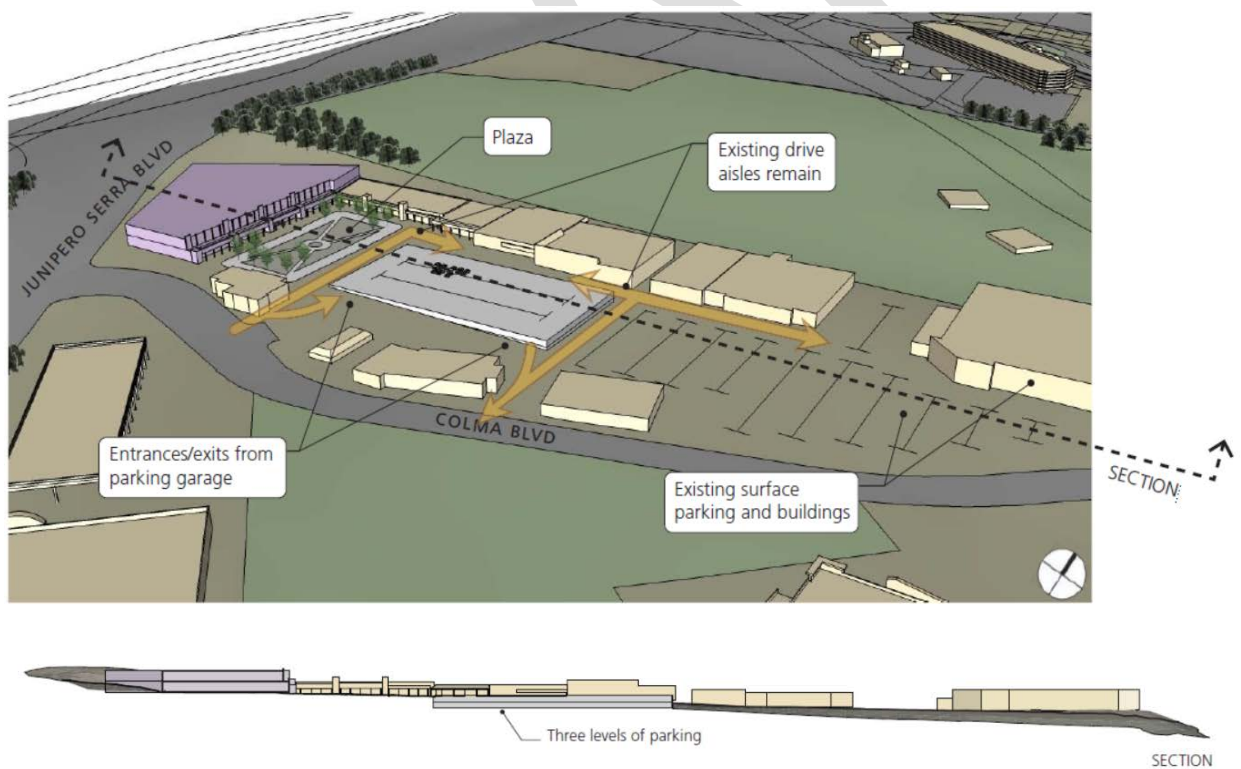
### Commercial Core Opportunity Sites

In addition to development opportunities on Collins Avenue, the Urban Design Study identified the 280 Metro Center as a site that can accommodate additional building square footage to allow for public amenity space.

#### Enhanced 280 Metro Center

The 280 Metro Center strengthens Colma's identity as a regional shopping destination. The 280 Metro Center shall be preserved and enhanced to the extent possible. Consistent with current trends, additional amenities such as office, lifestyle retail, a public gathering space or hotel would be considered by the Town. Residential uses would not be supported due to the lack of public amenities along the corridor, conflict with commercial uses, and the desire to concentrate residential development in a more central location to activate central Colma (the Town Center).

Figure LU-6: Enhanced 280 Metro Center Concept



The Enhanced 280 Metro Center concept illustrated above is consistent with the development standards for the site and shows 110,000 SF of new commercial space added by a new second

story. The maximum height shown is 36 feet (2 stories), and the total FAR (Floor-Area-Ration) is > 1.0. This concept includes a 46,000 square foot plaza and three-level parking structure.

Similar concepts can be considered where massing and height is concentrated along Junipero Serra Boulevard so as not to visually impact Woodlawn Cemetery to the north. Any redevelopment concept will need to include sufficient parking to support additional commercial, office or hotel square footage.

## Goal LU-9: Land use decisions for new buildings or uses in the Commercial Core shall be made to ensure fiscal stability for the town.

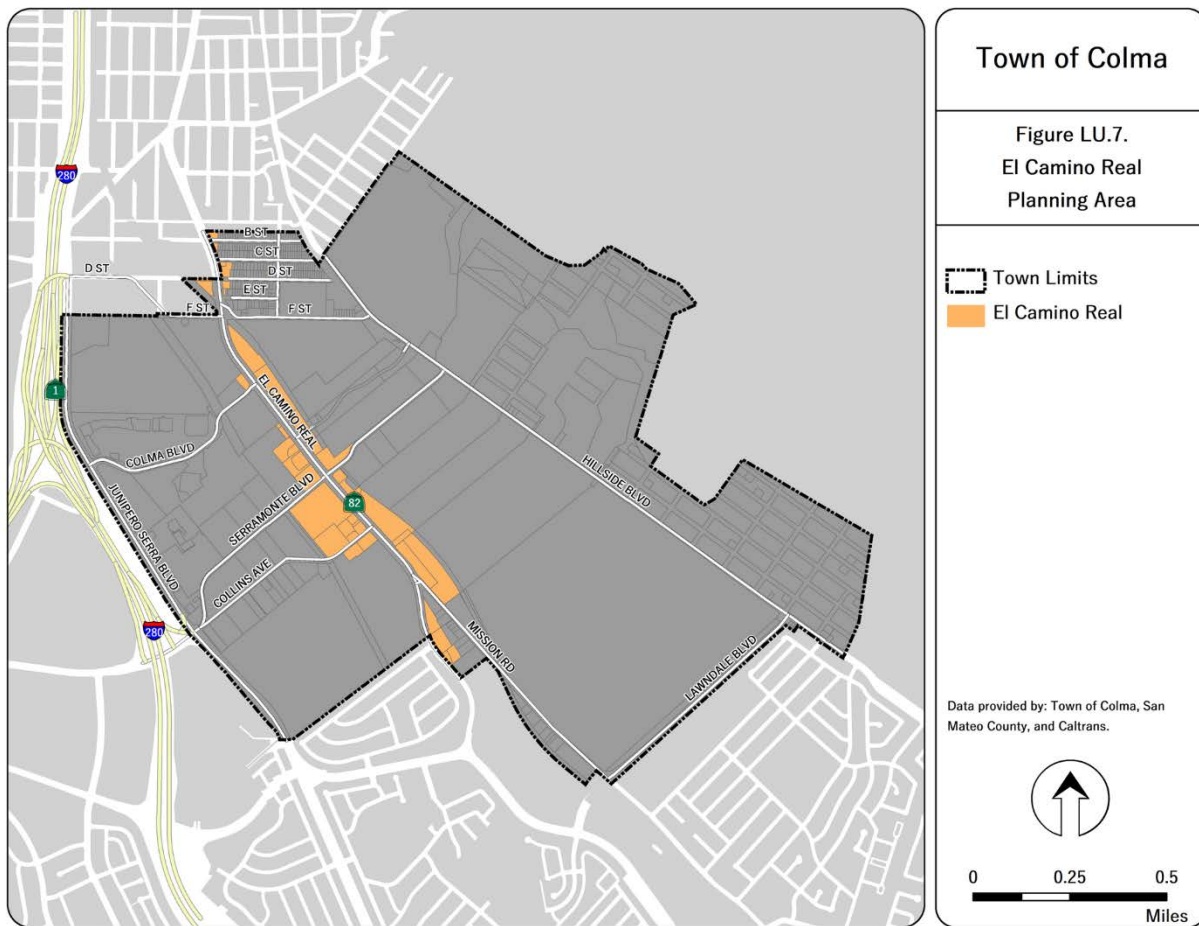
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- LU-9-1: Auto Sales Uses.** Encourage the development of auto sales establishments above other commercial, retail uses along Serramonte Boulevard. 
- LU-9-2: Commercial Office.** The Town shall support the development of commercial offices along Serramonte Boulevard only if auto or other retail sales uses are no longer viable. Commercial office will only be considered if it can be demonstrated through a fiscal analysis, development agreement or business registration fees that the use will not burden public services and infrastructure.
- LU-9-3: Hotels.** Support the development of hotels within the Commercial Core, including boutique hotels and internationally recognized hotel chains. 
- LU-9-4: Residential Prohibited.** Discourage residential development in the Commercial Core due to inherent conflicts with large format retail and sales uses.

## EL CAMINO REAL CORRIDOR

The El Camino Real Corridor Planning Area centers on the intersection of El Camino Real and Serramonte Boulevard and extends from the northern Town boundary to the southern Town Boundary along El Camino Real. The Planning Area includes sites on both sides of El Camino Real, including the properties near the BART station and the east side of El Camino Real between the intersection of Mission Road and the South San Francisco border.

Figure LU-7: El Camino Real Corridor Planning Area



### Land Use

Low impact offices and other executive/administrative uses are encouraged to provide a buffer between existing cemetery uses and El Camino Real between the BART bridge to the north and the South San Francisco border. For the central portion of the planning area, land use intensity and use types can vary. A Town Center type development is encouraged.

### Allowed Land Use

- Commercial Mixed Use, Town Center  
(Restaurant/Hotel/Residential/Retail/Office/Entertainment)
- Cemetery, Cemetery Related: (Cemeteries/Flower Shops/Monument Shops)
- Office: (General or Medical Office)

### Height and Intensity

Base Height and FAR	Bonus Height and FAR
Max Height: 40 Feet FAR: 2.0 Lot Coverage: 50% Residential Density: 30 units/acre	As noted by project site below

### El Camino Real Opportunity Sites

The Urban Design Study identified several sites that can accommodate additional building square footage and which can create public amenity space. These sites include:

#### *Walkable Town Center*

There is general community support for a retail, dining, and entertainment district in the form of a walkable town center that is accessible to local residents, workers, visitors, and travelers. The district should include pedestrian-oriented streets and/or paths; incorporate a density that sustains pedestrian traffic; and project a recognizable style or identity that is consistent with the Town's existing Design Review Overlay Requirements, which requires Spanish/Mediterranean architecture for facades facing El Camino Real. It should be a mixed-use development with commercial, and restaurant spaces at ground level, and residential and/or office above. It should also incorporate entertainment uses and public gathering spaces. The property at the southwest corner of El Camino Real and Serramonte Boulevard and surrounding sites are suitable for this type of development.

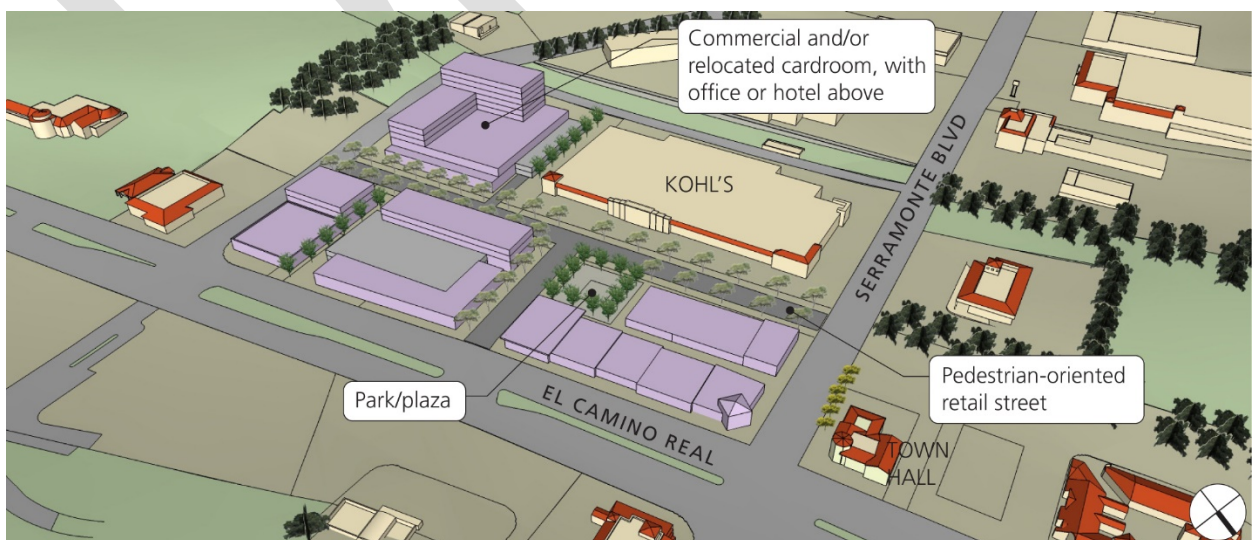
Figure LU-8: Town Center Concept 1



The Town Center concept illustrated in figure LU-8 is consistent with allowances for the site (with the exception of a height bonus) and shows a mixed-use Town Center consisting of 160,000 SF of Commercial space and up to 240 residential units (22 dwelling units/acre). The maximum height shown is 72 feet (5 stories), and the total FAR is 1.8. Colma Creek is shown as being restored above ground. In this concept development standard bonuses would be considered due to the project providing the following Desired Components:

- High quality design/construction/materials;
- Incorporation of outdoor public gathering spaces;
- Significant public improvements; and
- A diverse mix of land uses.

Figure LU-9: Town Center Concept 2



The Town Center concept illustrated in figure LU-9 for the Town Center site incorporates a cardroom with hotel/office component and is consistent with the Allowances for the site (with the exception of a Height Bonus). The concept shows a mixed-use Town Center consisting of 325,000 SF of retail/office/hotel/cardroom with no residential development. The maximum height shown is 100 feet (8 stories), and the total FAR (Floor-Area-Ratio) is 1.2. In this concept, development standard bonuses would be considered due to the project providing the following desired components:

- High quality design/construction/materials;
- Incorporation of outdoor public gathering spaces;
- A diverse mix of land uses.

At Town staff's discretion, a project which provides at least three (3) the following desired components:

- A diverse mix of land uses;
- A "live/work" environment;
- High quality design/construction/materials;
- Incorporation of outdoor public gathering spaces; and/or
- Significant public improvements.

Shall be considered for one (1) of the following bonuses:

- Height: 56 - 110 Feet
- Residential Density: 30 - 60 Units/Acre
- FAR: 2.0 - 3.0
- Max Lot Coverage: 75%

### *Mixed-Use Commercial/Residential*

Mixed Use Commercial/Residential projects with densities up to 30 units per net acre are encouraged along the west and east sides of El Camino Real north of the BART bridge. New buildings should be setback at least 10 feet from the curb and include frontage areas inviting to the pedestrian, which include sidewalks, planters, street trees and benches. It is intended that mixed commercial/residential uses will consist of pedestrian-oriented retail or commercial facilities on the ground floor with two or more levels of residential or office uses above. The Bocci site is a suitable site for this use.

Figure LU-10: Conceptual Plan for Bocci Site



Located near the BART station, the Bocci site is a suitable site for a mixed-use development. The Bocci Site is an approximately .62 acres (27,005 sq. ft.), triangular lot located on the corner of El Camino Real and Albert Teglia Boulevard. The site currently contains three vacant buildings: an office building for the monument business, and open workshop and warehouse, and small shed-type garage. As the Colma BART station abuts this parcel, any development proposed on this site should encourage good pedestrian access to the station.

Proposed mixed-use developments should include ground floor retail, with two to four stories of residential above. Buildings should be located close to the sidewalk to allow a “window shopping” experience for pedestrians, with retail entries oriented toward El Camino Real. Parking should be provided in an underground parking area, parking structure, parking behind the building or parking through use of parking stackers. The site is within a Design Review Overlay zone and is required to exhibit Spanish-Mediterranean design influences, such as a tile roof, tower element, and appropriate detailing. Required streetscape and frontage improvements may include wider sidewalks, decorative streetlight, landscaping, and street furniture. Any required frontage improvements performed as part of development of the property will require design approval and an encroachment permit from CalTrans. Development standard bonuses are granted due to the project providing the following desired components:

- High quality design/construction/materials;
- Pedestrian access to major public transit; and
- A diverse mix of land uses.

At Staff’s discretion, a project which provides all of the following desired components:

- A mix of land uses;
- High quality design/construction/materials;
- Significant public improvements;

- parking; 1-2 spaces/residential unit; and
- Pedestrian access to BART station.

Shall be considered for a significant height bonus as follows:

- Height: 40-68 feet
- Lot Coverage: 75%

## Street Design

El Camino Real is a designated State Highway with a high volume of fast-moving traffic that runs from the northern boundary to the southern boundary of the town. The roadway is a six-lane, two-way road with a large median in the center from the northern boundary to the El Camino Real Mission Road intersection and slims down to a 4-lane, two-way road to the southern boundary. The roadway is owned and maintained by Caltrans.

The Town is coordinating with Caltrans to realign the intersection at Mission Road and El Camino Real to create a “tee” intersection that will allow protected left turns between Mission Road and El Camino Real. A landscaped area will be used to form the realigned intersection. This area will also include an entry sign to the Town, improved sidewalks, pedestrian crossings, and decorative streetlights. The timing of this project is unknown.

The Town is currently preparing a Bicycle and Pedestrian plan for El Camino Real that will evaluate future improvements to El Camino Real.

In order to maintain the unique greenbelt theme of El Camino Real between the intersection with Mission Road and the BART bridge, a thirty-foot landscape setback is required. Only surface parking is permitted in this setback area, and the use of berms and landscape screening is required.

## Signage

New signage requires sign permits and are subject to the approval of the City Planner. Sign types shall be limited to wall signs and monument signs, no pole signs are allowed on El Camino Real. Internally illuminated signs are prohibited along El Camino Real, with indirectly illuminated or halo type lighting preferred. Sign programs are encouraged for multitenant buildings to maintain consistency.


**Goal LU-10: Preserve and enhance the character of El Camino Real as a distinctive corridor in Colma which respects the cemetery land uses adjacent to it.**


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**LU-10-1: Neighborhood and small scale commercial and service uses.** Neighborhood and small scale and service uses are encouraged on the east side of El Camino Real from the BART bridge north.




**LU-10-2: El Camino Real Housing.** Limit housing on El Camino Real to the Town Center site and existing sites by the BART station.

 **LU-10-3: Mixed Use and Nonresidential Development.** Limit parking, traffic, and other impacts of mixed-use and nonresidential development on adjacent uses and promote high-quality architectural design and effective transportation options.

 **LU-10-4: Grand Boulevard Initiative.** Continue to participate in collaboration with other cities, counties, and regional agencies to further the Grand Boulevard Initiative (GBI) and develop strategies to improve the performance, safety and aesthetics of El Camino Real.

 **LU-10-5: Hotels.** The Town shall support the development of hotels within the El Camino Real corridor at the Town Center or Bocci sites, including boutique hotels and internationally recognized hotel chains.


**LU-10-6: Spanish Mediterranean Design.** To create a consistent design theme along El Camino Real and at entry gateways, properties included in the Spanish Mediterranean Design Overlay shall utilize Spanish and Mediterranean design elements.

 **LU-10-7: Landscape Setback.** To create a consistent greenbelt theme along El Camino Real between Mission Road and the BART bridge, a 30' landscape setback shall be observed. Within the setback, only surface parking is permitted. Surface parking must maintain a minimum setback of 10', with the setback area heavily landscaped and bermed to visibly screen vehicles.

**Goal LU-11: Allow for the creation of a Town Center that will create a focal point for the community.**

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**LU-11-1: Town Center.** The Town shall encourage mixed-use projects consistent with the height and floor area parameters established in the General Plan.

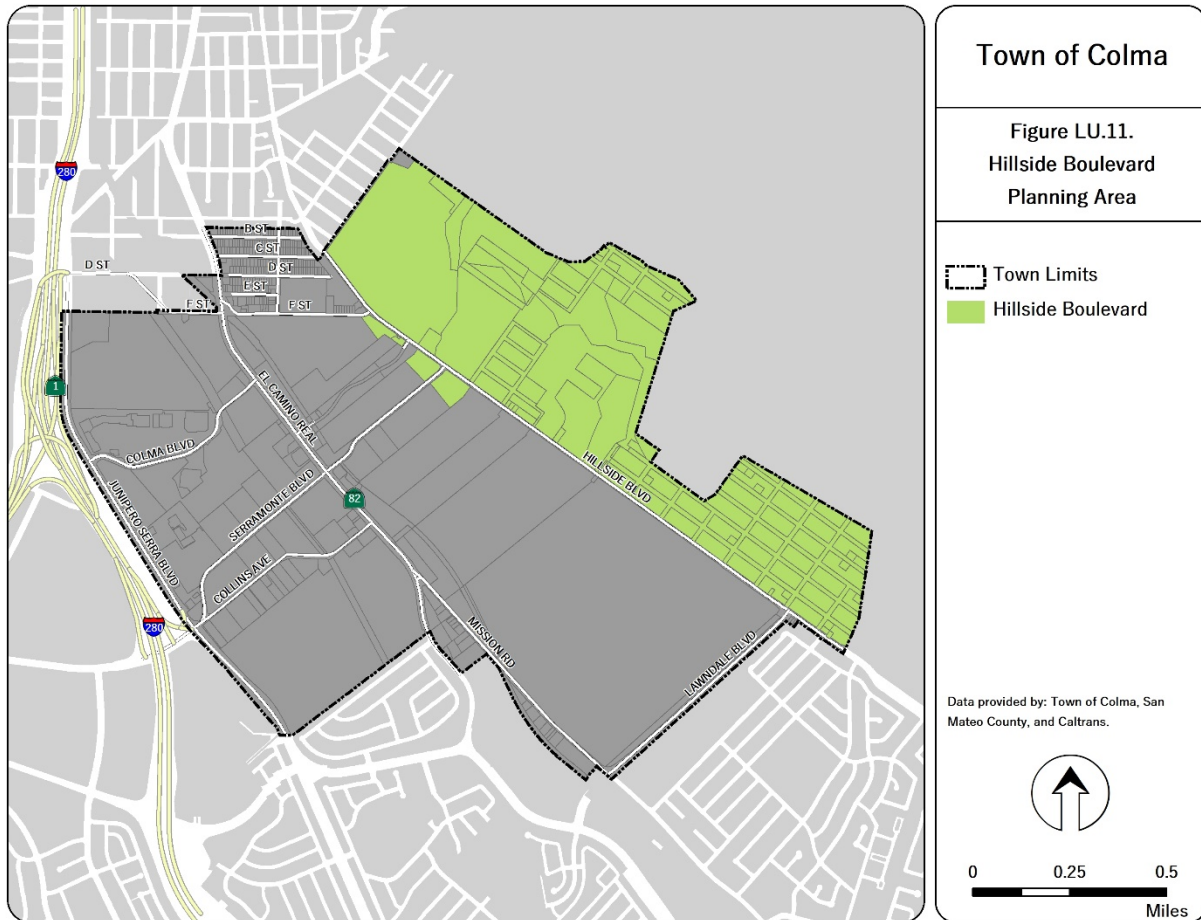
 **LU-11-2: Fiscal Sustainability.** A fiscal analysis shall be conducted prior to the development of the Town Center site to assure that the proposed project will not impact public services. A development agreement and/or establishment of a public facilities services district may be required to assure the long-term viability of the project.

**LU-11-3: Town Center Public Realm.** In exchange for additional height and floor area, require an outdoor plaza, enhanced streetscape and/or creek daylighting, and linear park.

## HILLSIDE BOULEVARD

The Hillside Boulevard Planning Area consists of Hillside Boulevard and the surrounding properties.

Figure LU-11: Hillside Boulevard Planning Area



### Land Use

The Planning Area consists primarily of cemetery uses, agricultural uses, and uses incident to cemetery and agricultural uses, such as florists and monument shops. Key sites such as the town's Community Center and museum, Lucky Chances Cardroom, Cypress Abbey Golf Course, and the underutilized closed landfill on Sandhill Road are also located in this Planning Area.

Proposed uses should not disrupt the greenbelt aesthetic as viewed from the public lands. All buildings, including buildings related to cemetery uses, such as crematories, shall be setback so as not create significant visual disruptions from the public right-of-way. There are existing properties that are used for auto related services. If these uses are destroyed, abandoned or eliminated, they may only be replaced with conforming uses.

### *Allowed Land Use*

- Cemetery: (cemetery, agriculture, and uses incidental to cemetery and agricultural uses)
- Commercial: (retail/hotel/entertainment where existing, or just south of Sand Hill Road, along Hillside Blvd. to Lawndale Boulevard)
- Public: (Community center, museum)

### Height and Intensity

Base Height and FAR
Max Height: 40 Feet
FAR: 1.5
Lot Coverage: 50%

### Hillside Boulevard Opportunity Sites

A portion of the land along the east side of Hillside Boulevard, just south of Sand Hill Road, may be appropriate for future commercial development with utility and infrastructure improvements.

#### *Hillside Boulevard South of Sand Hill Road*

This land area currently is in use and designated Cemetery. However, as there is a need for more commercial land and development in the Town, any future development of this property would follow zoning and land use parameters of the Commercial designation, namely a height limit of 40 feet, FAR of 1.5, and lot coverage of 50%.

#### *Landfill and Golf Course Property*

The former Cypress Hills Golf Course will logically continue to transition into cemetery land use. Since use of the landfill site located at the top of Sand Hill Road is limited, vehicle storage shall be considered where vehicles are not visible from Hillside Boulevard or other vantage points. In order to maintain through access by emergency vehicles through the cemeteries, internal driveways shall be connected to provide access from the Cypress Lawn entrance at Hillside Boulevard and Serramonte Boulevard to the former golf course access road.

### Signage

Minimal signage should be used in order to preserve Colma's greenbelt theme. Pole signs and cabinet signs are prohibited in the Hillside Boulevard Planning Area.

### Street Design

Hillside Boulevard is a major thoroughfare for commuters that runs along the east side of Town, connecting the town to Daly City and South San Francisco via Sister Cities Boulevard. The road is bisected by Serramonte Boulevard, providing access to El Camino Real and Highway 280.

Since the majority of the surrounding properties are cemeteries, a large amount of vegetation exists along the roadway to maintain a greenbelt aesthetic. All properties in the planning area should maintain the greenbelt with new trees and shrubs screening proposed developments. Tall vegetation should be maintained so that business identification features are visible.

Improvements to Hillside Boulevard are planned in the future, from Serramonte Boulevard to Lawndale Boulevard.

### Access to In-Holding Lots

The Hillside Boulevard Planning Area has a number of historic “in-holding” lots. These are lots that were typically purchased many years ago for speculative purposes and remain even though the bulk of the land has been acquired by Holy Cross Cemetery and Cypress Abbey Company. Roads were never physically constructed to provide access to these lots, although public rights-of-way, known as “paper streets,” still exist to provide theoretical access. These paper streets remain on the maps presented in the general plan as well as on the county assessor’s maps.

**Goal LU-12: Land use decisions for new buildings or uses in the Hillside Boulevard Planning Area shall be made to ensure compatibility within the planning area.**

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**LU-12-1 Cemetery and Agriculture.** Consider cemetery and agricultural uses as the primary permitted land uses in the Hillside Boulevard Planning Area.

**LU-12-2 Commercial.** Consider commercial businesses only in the commercial portion of the Hillside Boulevard Planning Area if it can be demonstrated through a fiscal analysis, development agreement or business registration fees that the use will not burden public services and infrastructure.

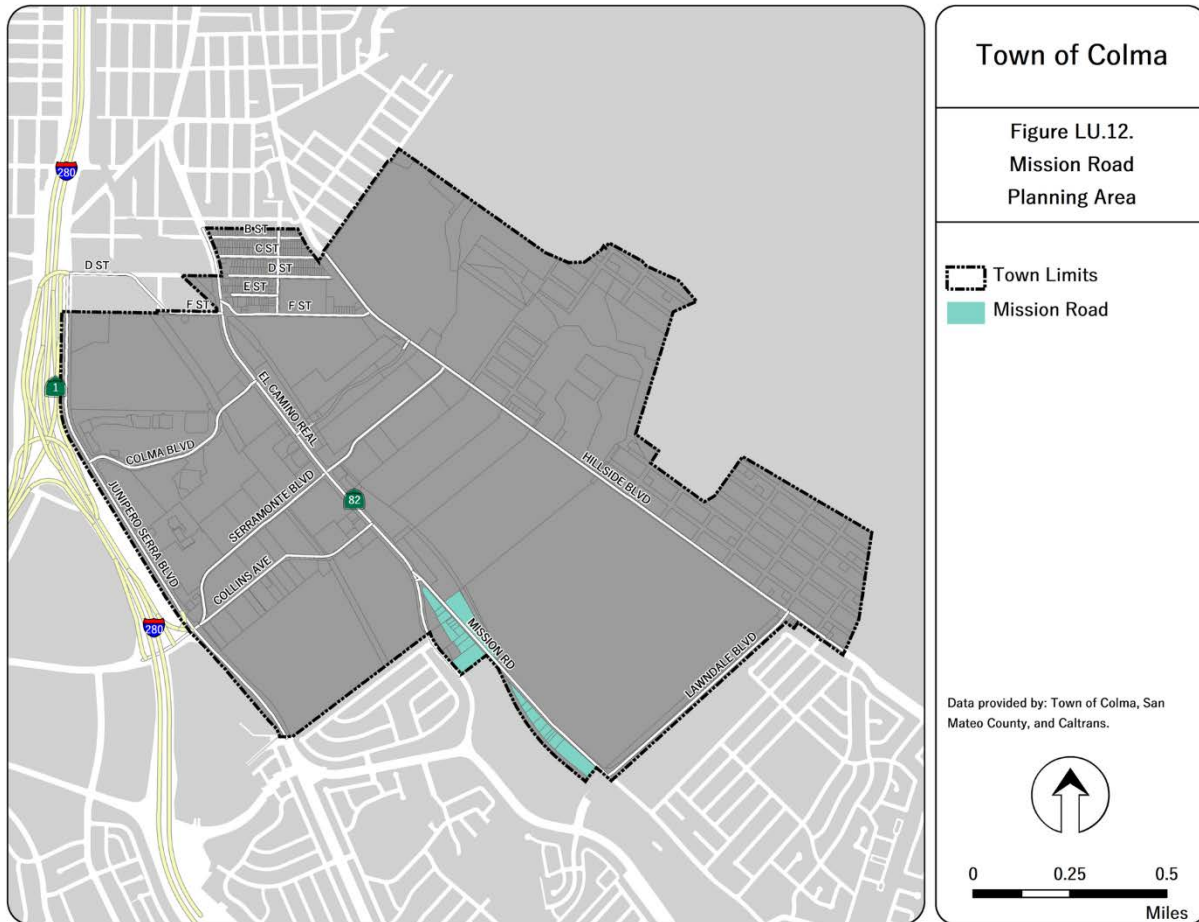
**LU-12-3 Hotels.** The Town shall support the development of a hotel within the commercially designated portion of the Hillside Boulevard Planning Area, including boutique hotels and internationally-recognized hotel chains.

**LU-12-4 Residential.** Residential development is not permitted in the Hillside Boulevard Planning area.

## MISSION ROAD

Mission Road is a two-way, two-lane street with sidewalks. The Mission Road Planning Area centers on Mission Road and is bounded by El Camino Real to the north and west, Holy Cross Cemetery to the east, and Lawndale Boulevard to the south. The Planning Area includes historic structures and districts such as Holy Cross, Molloy's, and the Lagomasino residences.

Figure LU-1: Mission Road Planning Area



## Land Use

The Mission Road Planning Area consists of a wide variety of uses. On the west side, existing uses include commercial uses such as auto servicing, light manufacturing, warehousing, contractors' supplies, and other non-retail uses, as well as single family residential and multifamily uses. On the east side, the majority of the Planning Area consists of cemetery use with the exception of a 66-unit veteran's housing project.

With a growing residential population within the Mission Road Planning Area, there is growing demand for restaurant and retail nearby that is accessible to them. Many of the existing

commercial businesses do not have enough space and need to expand. Proposed uses should respect existing residential uses, any uses that may impact residential units should be contained within a building and adequately screened. All proposed uses should include an adequate number of off-street parking spaces so that businesses do not further burden street parking.

*Allowed Land Uses*

- Commercial: (Auto Repair, Services, Retail, Restaurant, Mixed-Use Residential/Commercial, Boutique Hotel)
- Residential: (Single and Multi-family residential)
- Cemeteries: (Cemeteries and cemetery related businesses)

**Height and Intensity**

Base Height and FAR	Bonus Height and FAR
Max Height: 40 Feet FAR: 1.0 Lot Coverage: 50% Residential Density: 30 Units/Acre	Max Height: 42 Feet FAR: 1.5 Lot Coverage: 60%

**Mission Road Opportunity Sites**

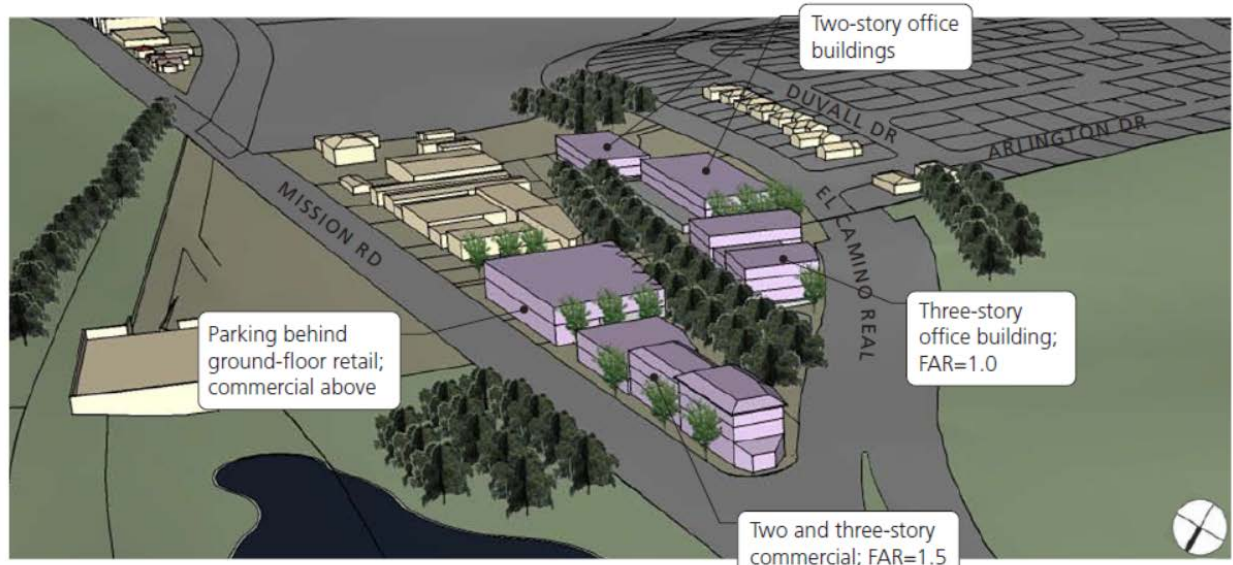
*Commercial Office at the "Y"*

There is demand for office space that is accessible by public transit, with inter-connecting pedestrian-oriented streets and/or paths, and incorporates commercial uses, including restaurants and convenience stores. The development of these uses, when incorporating high quality landscaping, well screened parking, and minimal signage will contribute to the Town’s greenbelt theme. Other office uses which the City Council finds are of a similar nature to the specified uses may also be permitted. Regardless of the use, it can be demonstrated that all parking for the use can be provided on-site, and the maximum group size for the assembly space will not overburden the site and surrounding area.

The property located at the Y intersection between El Camino Real and Mission Road is a suitable site for this use. The Y project site is triangular in shape, approximately one acre in size, and is created by the fork-intersection of El Camino Real and Mission Road. Colma Creek runs north/south through the middle of the site and adjacent to, and paralleling, the creek is a water pipeline easement, varying in width from 20 to 50 feet. Large, mature eucalyptus, pine and cypress trees exist on site.

Unfortunately, it has been determined that the triangular site on the east side of El Camino and west side of the creek is heavily encumbered by easements, with a portion of the site owned by the SFPUC. A much smaller office building or project, roughly 10,000 square feet, is all that can be accommodated on this site.

Figure LU 13: Mission Road Commercial/Office Park Concept



The commercial/office park concept illustrated above is consistent with the allowances for the site (with the exception of a height and FAR bonus, explained below). The maximum height shown is 42 feet (2-3 stories), and the maximum FAR (Floor-Area-Ratio) is 1.5.

This concept illustrates a theoretical project that would take advantage of a height bonus and FAR bonus by providing the following Desired Components:

- High quality design/construction/materials;
- Incorporation of outdoor public gathering spaces;
- Significant public improvements.
- Small commercial ground-floor uses, including restaurant(s) and convenience store(s);
- Pedestrian-oriented streets and/or paths connecting office space with public transportation.

At Staff's discretion, a project which provides all of the following desired components:

- Small commercial ground-floor uses, including restaurant(s) and convenience store(s);
- Pedestrian-oriented streets and/or paths connecting office space with public transportation;
- High quality design/construction/materials;
- Incorporation of outdoor public gathering spaces; and
- Significant public improvements

Projects shall be considered for significant Height and FAR Bonuses as follows:

- Height: 40-42 Feet
- FAR: 1.0 – 1.5

## Signage

All proposed signage requires the approval of a sign permit. Due to limited space and narrow sidewalks, monument signs are not encouraged, but may be considered where space allows. Pole signs are not allowed in the Planning Area.

## Street Design

Mission Road extends for approximately two thirds of a mile from the “Y” at El Camino Real to the southern border of the town with no stop signs or stop lights. The road includes four clearly marked pedestrian crossings to slow down traffic and allow pedestrians to safely cross the road. With the potential for low density commercial restaurant and retail, roadway improvements should promote and enhance walkability and the pedestrian experience.

In the Mission Road Planning Area, some commercial parcels have frontages on both Mission Road and El Camino Real. Access to and from the parcels from El Camino Real is potentially hazardous because of poor visibility due to the curvature of the road, relatively high traffic speeds, and a steep embankment. Access to parcels with frontage on both El Camino Real and Mission Road should be restricted to Mission Road.

Street improvements to include wider sidewalks, new lighting, high visibility crosswalks and other improvements on Mission Road are anticipated to be completed in 2021.

## Goal LU-13: Support a range of businesses, small scale in-fill housing and mixed-use development opportunities along Mission Road.

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**LU-13-1: Existing Commercial Uses.** The Town will support the creation and improvement of commercial uses on Mission Road.



**LU-13-2: Historic Buildings.** Historic buildings and uses along Mission Road shall be maintained and enhanced according to the Secretary of the Interior's standards. Adaptive reuse of structures is encouraged.



**LU-13-3: Existing Residential Uses.** New development or new uses adjacent to existing residences on Mission Road shall be designed or maintained to not negatively impact existing residential uses.



**LU-13-4: In-Fill Housing.** The Town shall promote the provision of lower- and moderate-income housing on in-fill sites on Mission Road.

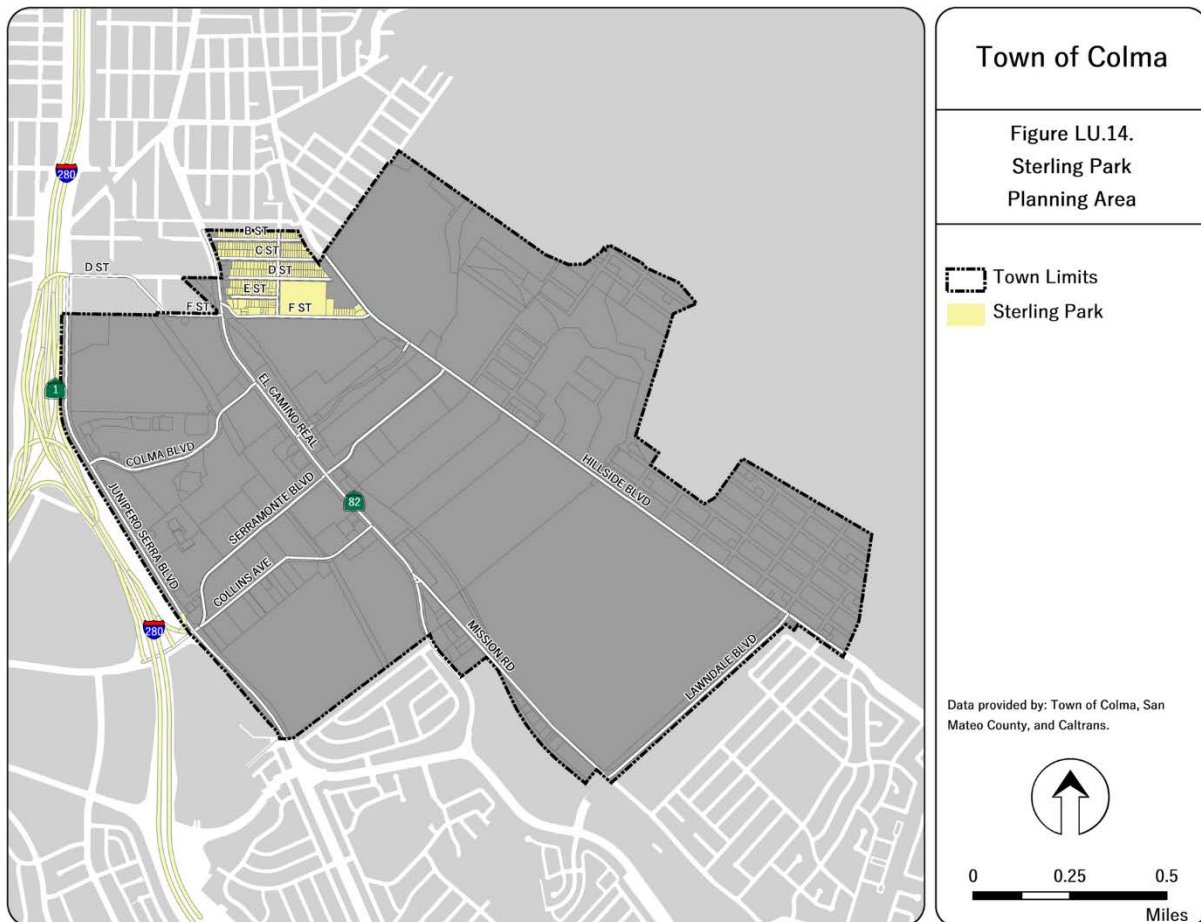
**LU-13-5: Mixed Use.** Mixed use buildings with ground floor food, retail or food use are encouraged on Mission Road.

## STERLING PARK



Sterling Park is the residential area bounded by Hillside Boulevard on the east, El Camino Real on the west, and B Street and F Street on the north and south, respectively. It is largely the result of annexation of unincorporated County land to the Town of Colma. This neighborhood contains the majority of the Town's population and housing structures. Approximately 300 housing units are located in this area and it contains approximately 90% of Colma's resident population. Homes here consist of modest sized homes east of Clark Avenue, and both older single family and multi-family units to the west. A number of the buildings west of Clark Avenue were relocated to the area during the construction of Highway 280 in the 1960's and, because of this, some units were placed with reduced front, side or rear setbacks, which adds to the eclectic charm of the neighborhood. The low end of the density range (13 units per net acre) corresponds to the density that is realized by constructing single family detached residential units on 33 1/3 x 100 foot lots for all infill development in the residential area.

Figure LU-14: Sterling Park Planning Area



Land Use

Land uses should be consistent with the residential neighborhood. If existing duplex or multiple units are destroyed, they may be replaced with an equal number of units. There are properties that are used for flower shops. If these uses are destroyed, abandoned or eliminated, they may only be replaced with new flower shops or conforming residential uses.

### *Allowed Land Use*

- Residential: (Single Family Dwelling Units / Existing Multifamily)
- Commercial/Cemetery: (only where existing)
- Public: (Sterling Park Recreation Center and Sterling Park)

### Height and Intensity

Base Height and FAR
Max Height: 36 Feet
FAR: 1.0
Lot Coverage: 50%
Residential Density: 13 Units/Acre

### Sterling Park Opportunity Sites

There are no opportunity sites in the Sterling Park neighborhood

### Signage

All proposed signage at existing commercial businesses require sign permit approval. Proposed signs should not impact residential uses.

### Street Design

The Sterling Park neighborhood includes streets and sidewalks with brick pavers, underground utilities, and attractive light fixtures and landscaping.

See Goal LU-3 and associated policies LU-3.1, LU-3.3, LU-3.4, and LU-3.5 which apply to Sterling Park.

## IMPLEMENTATION

Land Use Implementation Programs	2021-2030	2031-2040	Annual	Ongoing
<b>LU-IP1: The Town shall review the Zoning Ordinance to ensure that standards and regulations reinforce quality design, are clear and are easily monitored.</b>	X			X
Implements Policies: LU-1-2, LU-1-5 Responsible Dept.: Planning				
<b>LU-IP2: The Town shall continue to implement current codes, development standards and requirements to increase building and site efficiency of new and existing buildings over time.</b>				X
Implements Policies: LU-2-1, LU-2-2, LU-2-4, LU-2-6, LU-2-8, LU-2-9, LU-2-13 Responsible Dept. Planning; Supporting Depts. Building and Public Works				
<b>LU-IP3: The Town shall periodically review the development impact fee structure to ensure that new projects pay their fair share of the costs necessary to improve or expand public infrastructure and services to serve them.</b>				X
Implements Policy: LU-4-1, LU-4-3 Responsible Dept.: Planning; Supporting Dept. Engineering				
<b>LU-IP4: The Town shall annually review and update the Capital Improvement Program (CIP) to ensure adequate and timely provision of public facilities and infrastructure to serve economic development activities.</b>			X	
Implements Policy: LU-4-4, LU-4-6 Responsible Dept.: Public Works; Supporting Dept. Planning				

<p><b>LU-IP5: Establish a community benefits ordinance based on market demand and feasibility. The ordinance would allow development projects to exceed the maximum density or intensity if the project demonstrates that it provides significant community benefits, such as incorporation of affordable housing, incorporation of public or community facilities, traffic reduction measures, creek daylighting or superior design and integration of a mix of uses.</b></p>		X		
<p>Implements Policies: LU-8-1, LU-8-2  Responsible Dept. Public Works; Supporting Depts. Planning and Administration</p>				

DRAFT



# Historical Resources Element

## TOWN OF COLMA 2040 GENERAL PLAN

### INTRODUCTION

California Government Code (Code) allows for the development of optional General Plan Elements (Section §65303(J), including a Historical Resources Element for the identification, protection and management of a community's sites and structures exhibiting architectural, historical, archaeological and cultural significance. A Historical Resources Element is particularly appropriate for the Town of Colma due to its rich history and large number of historic and cultural resources.

Even though a Historic Resources Element is not a State mandated element, it follows the procedures developed for the Town's mandatory elements. This Historic Resource Element therefore sets forth a systematic program for the preservation of the Town of Colma's historic and cultural heritage as reflected in its characteristics that form a distinct and exceptional cultural setting. The inclusion and adoption of a Historic Preservation Element illustrates the integral role that preservation plays in the larger planning process and aids in the assurance that historic and cultural resources will be considered in concert with other key General Plan elements. The inclusive and holistic approach to planning provides a long-range vision that encourages a culturally, socially, environmentally and economically rich town that is able to evolve while retaining tangible links to the past, providing for a better quality of life and a prosperous future.

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## PAST PRESERVATION EFFORTS

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In December of 1992 the Town of Colma commissioned its first Historic Resource Inventory in order to identify historic resources of local, state and national significance. The Inventory identified buildings, structure, sites, objects and districts related to the Town's rich agricultural history, residential and commercial development and especially that of its unique cemetery landscape. The inventory has encouraged consideration and recognition of historic and cultural resources in the Town of Colma's subsequent planning decisions.

The private sector has also played an integral role in the preservation of the Town's heritage. In July of 1993, a group of concerned community members founded the Colma Historical Association with the mission of preserving, protecting and promoting the unique heritage of the Town. The association acts as the impromptu advising body to the Town's planning office while advocating for and providing guidance on historic preservation related issues. The organization also played an instrumental role in the preservation of the historic "Old Colma (School House) Railroad Station" when it was threatened to be demolished as a result of the construction of Bay Area Transit Administration facilities. The Historical Association now houses their offices in the former Mount Olivet Cemetery building on Hillside Boulevard, and the Old Colma (School House) Railroad Station has been relocated and restored adjacent to the museum. In addition to the museum building and station, there is a blacksmith shop and a freight building.

Passive preservation of the Town's intangible heritage has also occurred through the continuity of uses and industry that played a large role historically and continues to do so today. The Town of Colma continues to support florists, stonemasons and commercial businesses established in its early days. These types of businesses have continued the legacy of those who came before, and perhaps without even knowing it, have contributed greatly to the preservation of the Town's intangible heritage.

The Town's known historic and cultural resources are presented in Figure H.1 – Historic Resources Map, and Appendix B – Historic Resources Evaluation.

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## CONTEXT STATEMENT

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The Colma valley has been inhabited for centuries. The Ohlone/Costanonoan tribes took advantage of the natural resources connected to Colma Creek and San Bruno Mountain for sustenance. The El Camino Real was established through the Colma valley in the late 1700's as a primary traveling route for the Spanish, eventually connecting the Spanish missions. Development in the Town largely began in the 1850's and has since accumulated rich and distinct layers of significance. These layers are still visible in the varied land use, spatial organization, biotic resources, architectural forms, and practices which are reflective of the Town's varied and unique heritage. As the only known necropolis in the United States, the Town of Colma exhibits a rich and diverse array of historic agricultural, commercial, industrial and funerary resources and it is the composite of these resources that imbues the landscape with meaning.

### SETTING

The Town of Colma is in the far northern portion of the San Francisco Peninsula, in San Mateo County, along the eastern foothills of the Santa Cruz Mountain Range. In 1850 the Town Colma referred to a section of land extending from the Southern border of San Francisco south to the boarder of the Buri-Buri Rancho (currently Chestnut Avenue/Westborough area) and from the western portion of San Bruno Mountain east to the Pacific Ocean (parts of present-day Daly City and Pacifica). The Town of Colma was incorporated in 1924, primarily to protect cemetery interests. A series of annexations in the twentieth century altered Town's boundaries so that, today, the Town of Colma is comprised of approximately 1.9 square miles bounded by Daly City on the north, San Bruno Mountain to the east, South San Francisco in the south and Junipero Serra Boulevard on the West. Being both isolated and connected at once, the Town's position in the San Francisco Peninsula and proximity to the City of San Francisco greatly influenced its development through the nineteenth and twentieth centuries. A rolling landscape made up of rich sandy loam soil and a mild climate with coastal fog and a variety of rich resources made the area that would one day be the Town of Colma both a challenging and appealing one from the very beginning.

### EARLY SETTLEMENT

At the time of European contact in the eighteenth century, the Native American population known as the Ohlone—an umbrella term referring to upwards of forty distinct and autonomous small tribes located in the San Francisco Bay Area— had inhabited the Northern California Peninsula, from South San Francisco to Belmont for more than 4000 years. Prior to the arrival of the Spanish, Northern California supported one of the densest populations of Native Americans north of Mexico. The Ohlone tribes were hunter-gatherers, and at the time of European exploration, there were thought to be more than forty permanent Ohlone villages and

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almost as many temporary villages located along the San Francisco Bay. Yet, the arrival of the Spanish in the eighteenth century led to the loss and displacement of the Ohlone peoples. Today, the presence of the Ohlone population around the Town of Colma is evidenced by the presence of middens and shell mounds found throughout San Mateo County.

In 1821, more than 15,000 acres of land bounded by South San Francisco, the Pacific Ocean and the San Bruno Mountains became part of the Buri-Buri Land Grant, granted to Jose De La Cruz Sanchez by Jose Castro. For more than two decades the Buri-Buri Rancho served as grazing land and would eventually support a thriving cattle industry. Yet, the discovery of Gold at Sutter's Mill in 1848 and the rapid migration of new settlers to California spelled the beginning of the end for the Mexican ranchos, most of which were completely dismantled within two decades. The rapid breakup of the Mexican Ranchos was largely a result of the Preemption Act passed by Congress in 1841, which allowed for those squatting on federal lands to purchase up to 160 acres on which to establish a farm. Those newly migrated to California began applying those rights established by the Preemption Act to not only federally owned lands, but also to the California Ranchos. Land disputes ensued as the new immigrants continued to encroach upon the lands of the Rancheros.

The subsequent passage of the Gwin Act in 1851 placed the legal burden of proving the validity of land grants on the Rancheros. If the validity of the land grant was not proven within two years, the land would then pass to public domain. The cost of litigation led to the Rancheros losing the vast majorities of their land. By 1865 the Buri-Buri Rancho was owned by 65 individuals with only 5% remaining in the hands of Jose De La Cruz Sanchez.

## AGRICULTURAL CONTEXT

The European Settlement that began in the 1850s established the Town of Colma as an important agricultural epicenter. From its earliest days the Town existed as a crossroads, connecting the cities of the San Francisco Peninsula. Located only eight miles south of San Francisco, the Town of Colma held a strategic location with a rapidly burgeoning market just beyond its borders. As a gateway town, the Town of Colma acted as provider for the growing Bay Area population in many ways and this role was especially visible in the context of agriculture.

The earliest settlers established farms and ranches, many of which were self-sustaining. Among the first to settle the area of the Town were Irish immigrants who cultivated potatoes throughout the 1850s up until 1877, with many of the larger operations employing Chinese Coolies. The relatively short-lived potato industry came to an abrupt end when blight attacked the potato crop and killed all the potatoes before they were harvested. A handful of Irish potato farmers continued to farm the blight-resistant potato varietal known as the Garnet Chili, yet the potato industry never did return to its former proportions. Many of the Irish left the Town of Colma after the failure of the potato industry and sold off their lands to other eager immigrants. The next wave of immigrant farmers came between 1908-1942, many of whom were of Italian



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descent. These immigrants produced cabbage, Brussels sprouts, artichokes, beets, turnips and carrots. It was largely in part to the newly immigrated Italians that the agriculture, floriculture and livestock industries flourished.

Floriculture proved to be one of the most successful endeavors; however, it was not without its challenges. The unique microclimate of the Town of Colma, characterized by a dense fog, posed a challenge for even the hardiest of flowers. However, those that were able to withstand the cold and fog thrived. Among the survivors was the Ulrich Brunner Rose which produced large, bright red blossoms. Gardeners soon discovered that, like the Ulrich Brunner Rose, California Violets thrived in the unique climate and distinct soils liked by potatoes and strawberries.

The cultivation of violets remained the mainstay of the Town's floriculture industry from 1908 to 1942. By 1916, upwards of 450 acres of land were exclusively used for the cultivation of violets with the Lagomarsino family being one of the most prolific producers of violets in the Town of Colma. It was estimated that in 1916, one hundred bunches of violets were taken to and sold in San Francisco every day. Some accounts recall that the popularity of the Town's violets extended all the way to Kansas and Missouri where they could be found at flower stands.

In addition to the ubiquitous violets, other common flower varieties grown in Town were: dahlias (*Dahlia Variabilis*), marigolds (*Tagetes*) African marigolds (*Tagetes Lucida*), chrysanthemums (*Chrysanthemum Indicum*), marguerites (*Argyranthemum Frutescens*), and strawflowers (*Helichrysum Mill*). By 1920 roughly 20% of the land in Northern San Mateo County was used for floriculture. The cultivation of ferns also gained popularity in the twentieth century. Florists and Gardeners increasingly began using greenhouses which not only allowed for a more consistent and greater output of flowers, but also allowed for the cultivation of ferns. In 1936 it was reported that "Colma and San Francisco supplied the entire Pacific Coast with cut ferns, 80% of them coming from Colma." Floriculture existed largely as a family affair and spanned generations. Notable families involved with floriculture in the Town of Colma and nearby Daly City included; the Podesta, Conci, Raggio, Lagomarsino, Ottoboni, Tealdi, Garibaldi, Pappas and McLennan families.

In 1926 many of the large ranches and dairies, once the predominant presence in the Town of Colma, began to be subdivided to accommodate the increasingly popular "small farms" consisting of 1-2 acres plots. These "small farms" were intended to support vegetable and truck farming, and many raised poultry or grew profitable, high yield crops like berries, tomatoes, artichokes, and other similar crops. Other small farm owners also established hog ranches, as the cool, foggy climate proved conducive to hog raising. The small hog raising operations continued until just after WWII. They were replaced with the subsequent wave of residential and commercial development.

Beginning in the mid-twentieth century the earlier layers of the landscape began to fade. Between 1924 and the early 1960s the Ottoboni flower beds gave way to residential development where the E St. houses now sit. The Town's agriculture industry retained a

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presence in the Town of Colma up until 1971, when the last remaining farm, the Cerruti farm, moved elsewhere. Today, little physical evidence remains of Town's agricultural heritage. The Lagomarsino farm buildings c.1908/1918, (the most intact example of a family farmstead dating to the agricultural period) and the Ottoboni residence, c.1904, (the only extant resource from the Ottoboni nursery operation) exist as the sole relicts giving a nod to an earlier iteration of the Town.

## COMMERCIAL DEVELOPMENT

In the mid/late 1850s, when the Town of Colma was served by the Overland Stagecoach route that connected San Francisco to San Jose, commercial activity developed at the intersections of Mission Road (now El Camino Real) and San Pedro Road. At the confluence of the two main roads the Colma Pioneer School House was constructed in 1856 followed by the construction of a nearby railroad depot, known as the "School House Station" in 1863. The School House Station served the San Francisco and San Jose Railroad, or, what later became the Southern Pacific Railroad. As the second stop south of San Francisco, the School House Station commonly featured farmers and teamsters embarking the train on their way to San Francisco.

Not far from the station, an early settler, Joseph Hill, developed a general store that would soon become an impromptu community center providing basic necessities while also housing an extensive bar and a post office. The commercial development spread out from there and a butcher shop, blacksmiths, saloon, and grange hall followed suit; two unsuccessful attempts were made at establishing a shoe factory and a fuse factory.

As a result of Town's role as a crossroads and waypoint, saloons and roadhouses had a strong presence early on as some of the first commercial businesses. In 1890, six of Town's twenty businesses were saloons and by 1915, fifteen of the forty-nine businesses were saloons. Many of the saloons and eateries were located along Mission Road, a main thoroughfare. One notable early building was the Brooks and Carey Saloon, established in 1883. Sold in 1929, the saloon became known as Molloy's and still serves the Town of Colma community today.

## RESIDENTIAL DEVELOPMENT

Early Town of Colma was largely characterized by agricultural uses, and then by cemeteries. As a result, residential development lagged behind that of other Bay Area cities. In the aftermath of the 1906 Earthquake many refugees made their way from San Francisco to the Town of Colma where they constructed basic shacks and re-located buildings that they later augmented with new construction; the Pets Rest Cemetery Office at 1905 Hillside Blvd is one of the few examples of residential development constructed during this time. The Lagomarsino farm houses also remain as some of the few remaining residential structures dating to the period from 1908-1918. In 1911, the City of Daly City incorporated, annexing land formerly under the Town's jurisdiction, including the Town's Business District, the western sand dunes and a portion of the Town's hills.

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Little development took place in the first half of the twentieth century and the development that occurred post-WWII included residences relocated from San Francisco. A number of residences that now line E Street and F Street were moved from the Alemany Boulevard area of San Francisco during the construction of Interstate 280. Today, the Town's built heritage exhibits a wide variety of architectural styles including examples of Gothic Revival, Richardsonian, Romanesque, Spanish Eclectic, Neo-Byzantine and Art-Moderne.

Residential development exploded in San Francisco and northern San Mateo County beginning in the mid 1940's due to the demand created by returning WWII Veterans. The Sterling Park residential neighborhood (on the site of the former Rosia Ranch), located in the northern part of the Town of Colma was largely developed during this time. The Servicemen's Readjustment Act of 1944, known informally as the G.I. Bill, was a law that provided a range of benefits for returning World War II veterans (commonly referred to as G.I.s). Benefits included low-cost mortgages, low-interest loans to start a business, cash payments of tuition and living expenses to attend university, high school or vocational education, as well as one year of unemployment compensation. The G.I. Bill allowed servicemen and their families to purchase these recently built homes.

## CEMETERY DEVELOPMENT

Between January of 1848 and December 1849, San Francisco's population increased from 1,000 inhabitants to roughly 20,000 inhabitants and by 1856 that number had more than doubled. The rapid population growth in San Francisco brought on by the Gold Rush created an impending need for the creation of more cemeteries; by the 1880s San Francisco housed 26 cemeteries (29 total including three established after 1880), many of which had already reached or were about to reach capacity. By this time the burials were largely confined to the area in or very near to Lone Mountain near what was then the edge of San Francisco. However, as San Francisco's population grew and expanded west and south into the "Outside Lands" there developed a very politically and emotionally fueled debate over how to reconcile the two opposing land use needs. Ultimately, it was decided that an alternative location would be the preferred solution.

In the late 19th and early 20th centuries it was generally agreed by the cemetery owners, including Masonic and fraternal organizations, religious groups and non-denominational groups, that the Town of Colma's proximity and ease of access made it a favorable location to relocate existing burials and also house future burials. The reasons for eviction and relocation of San Francisco's cemeteries had roots in larger cultural and political movements that defined the period. The primary impetus could be found in the ideals of the Rural Cemetery Movement and the recent formalization of urban planning, the latter of which simply fueled the relocation because it allowed for more proactive development and improved infrastructure to those areas which formerly had little value beyond that of burial grounds.

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The simultaneous popularity of the Rural Cemetery movement further encouraged the relocation of cemeteries out of urban centers to what people deemed a more acceptable distance away. The Rural Cemetery Movement was firmly established in the United States by the 1830's with the earliest American example being Mount Auburn Cemetery outside of Boston; by 1863 the Rural Cemetery movement had arrived on the west Coast with the establishment of Oakland's Mountain View Cemetery. It was the Rural Cemetery movement that eventually set the stage for America's public parks. For hundreds of years burials were often intramural, located within city limits, in a church yard or a commons. However, the rapid urbanization that took place during the 19th and 20th centuries, made the practice of intramural burials unsustainable or at the very least, unappealing. Overcrowding, unsanitary conditions, and an overall morbidity associated with early cemeteries provided an impetus for a new kind of cemetery. The Rural Cemetery movement encouraged the placement of cemeteries outside of city limits with wide spacing between burials and an expansive, park-like landscape. The relocation and subsequent role that the Town of Colma came to play as a necropolis can be largely attributed to the ideas and sentiments that characterized this movement.

Cemeteries located within cities, including San Francisco, began to be seen as thwarts of progress. The City fathers wanted to utilize the land for its most profitable and highest use. San Francisco's residents, land speculators and politicians wanted progress and did not believe that cemeteries had much to offer in that respect. Over several years' burials were moved further and further to the outskirts of San Francisco, some being exhumed and re-buried up to three times. Many would find their final resting place eight miles outside the City of San Francisco in the Town.

The earliest cemetery developed in the Town of Colma was Holy Cross, constructed on a former potato patch in 1887. It is rumored that Archbishop Riordan, who acquired and blessed the land as a burial ground, never consecrated the cemetery in the anticipation of its possible future relocation—reflecting the frequency with which cemeteries were removed and relocated. Holy Cross, however, never moved and six more nineteenth century cemeteries were developed within a little over ten years and have not moved. The Cemeteries were clustered on either side of Mission Road (now El Camino Real and Mission Road to the south) with the eastern portions reaching Hillside Boulevard and those on the west abutting Junipero Serra Boulevard. A listing of cemetery establishment dates can be found in Appendix A – Historic Resources Evaluation.



The early cemeteries reflected mainstream cultural trends, but also represented the diverse and colorful ethnic and religious makeup of the San Francisco Peninsula. Among the Town's early cemeteries was the Italian Cemetery, established by Societa Italiana di Mutua Beneficenza in 1899. The Italian Cemetery, like other ethnic cemeteries that would succeed it, reflected endemic traditions, visible in the spatial organization, vegetation, and burials. Rather than mirroring any American trend, the Italian cemetery adapted the geometric layout

and above ground entombment along with the traditional pruning methods used in the cemeteries of Florence and Genoa. It also employed architectural styles common to Italy, especially that of the Romanesque style.

Besides illustrating cultural heritage and religious traditions, cemeteries also have a way of displaying class distinctions and are often telling of socio-economic history. In addition to the rather grand, ornate and well-kept cemeteries there was also a Potters field (named Sunset View), established c.1907, reserved for those of lesser means and for orphans, strangers and others. The term "Potter's Field" is thought to stem from the fact that pot makers would dig for clay in areas not conducive to agriculture and it was, of course, these same lands that were used for the burial of the unfortunate and unknown. Located on the outskirts of towns or in a segregated area these burial sites were often unmarked or denoted by simple wooden grave markers.

The pace of cemetery development in the Town of Colma only accelerated when the San Francisco City Fathers passed Ordinance 25 on March 26, 1900, prohibiting any future burials in the City and County of San Francisco. The San Francisco Mayor, James D Phelan, was as much an advocate for development as he was for the City Beautiful Movement and it was under his tenure that cemeteries in San Francisco were outlawed. At the turn of the century six more cemeteries were established in rather rapid succession.

In 1912 the San Francisco Board of Supervisors declared intent to evict all cemeteries in their jurisdiction, and by January of 1914, with the passage of ordinance 2597, they had sent removal notices to all cemeteries stating that the cemeteries were "a public nuisance and a menace and detriment to health and welfare of City dwellers." Subsequent legal battles delayed the removals. Between 1937 and 1941, all remaining graves were relocated to the Town. Since the Town of Colma was considered a safe place to purchase land for cemetery use, five additional cemeteries were established since San Francisco outlawed cemeteries and the Town's incorporation in 1924.



The worry of further annexation by Daly City or San Francisco combined with the fear that the burial evictions and relocation would continue as a recurrent theme, the Town's cemetery owners, led by "the Father of Colma," Mattrup Jensen, chartered "The Associated Cemeteries" and sought incorporation. The Town, then referred to as Lawndale, was incorporated on Aug 5, 1924. On November 17, 1941 Lawndale was renamed to the Town of Colma since there was already a city named Lawndale in Southern California.

The seventeen Cemeteries in the Town of Colma chronicle the American Cemetery Movement and also embody distinct historical and cultural trends through the unique spatial organization, grave markers and architecture. Cypress Lawn Cemetery, for example, tangibly chronicles the American Cemetery Movement of the late nineteenth century to the present, with the eastern portion exhibiting winding pathways with intentional views and vistas, a park like landscape and monumental entry;



whereas the western portion is illustrative of the subsequent Memorial Park movement, defined by less ornate and simplified headstones equally spaced over a large lawn-like landscape. Many of the Town's cemeteries such as Woodlawn, Olivet, Greek Orthodox, Japanese, Greenlawn, Serbian and Pet's Rest are singular in their significance. Home of Peace cemetery, established in 1888, remains the oldest and largest Jewish cemetery in the west.



The relocation of San Francisco's cemeteries to the Town not only brought a rich variety of significant funerary architecture including monuments, mausoleums, and the remains of many very significant figures, but also associated practices and uses. The presence of cemeteries brought florists, gardeners, stonecutters, and laborers to the Town of Colma. The traditional use of the Town's unique landscape has encouraged a strong sense of continuity, both tangible and intangible. Many of the

early established funerary-related businesses are still run by descendants of their first proprietors; three generations of Delucchis have and continue to operate a flower shop in the Town of Colma. Bocci and Sons Stone Carvers, although having changed ownership, is still in operation over 150 years later. Donohoe and Carroll monuments, established in 1885, also continues under family ownership. V. Fontana Company has been in continuous operation since 1921.

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## BENEFITS OF PRESERVATION

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The loss of historic fabric dilutes the unique character, sense of place and feeling that sets one place apart from another. Preservation of historic buildings, structures, sites and the larger cultural landscape makes sense for a variety of reasons. Cultural resources link the present form of a place to the community's roots and evolution. Resources may include objects, buildings, structures, districts, trees and landscapes which relate to and evoke the Town's past. From an economic perspective, restoration provides skilled jobs for local builders and income for local suppliers and businesses. Heritage tourism provides jobs in the service sector, supports commercial businesses and would encourage visitors to patronize the expanded retail, entertainment and dining sector proposed as part of the Town's Economic Development Plan. From an environmental perspective, restoration and reuse of materials reduce the materials going to landfills and also lessen depletion of raw materials such as timber. From a social perspective, preservation of historic neighborhoods contributes to diversity in our community and provides a variety of housing to satisfy a wide range of income levels at different stages of life. Below is a listing of some of the benefits of historic preservation:

### CULTURAL AND ECONOMIC BENEFITS

Having many and varied historic resources make the community culturally richer for having the tangible presence of past eras and architectural styles. The Town's special character can be a powerful tool for the economy as well as community identity that helps attract investment. When historic buildings and cultural sites are protected and made the focal point of revitalization, property values and tax revenues increase; highly skilled jobs are created; a strong concentration of local businesses is encouraged; and opportunities for heritage tourism are created. In addition, as opposed to new construction, rehabilitation uses a smaller amount of building materials and less energy. Preservation is often the "sustainable option"

### SOCIAL BENEFITS

Historic preservation encourages community pride and mutual concern for the local historic building stock and cultural landscapes. It also creates a sense of permanence and well-being. In addition, historic buildings can provide an enhanced understanding of who the community is, where it has been, and where it might be going.

### EDUCATIONAL BENEFITS

Historic and cultural resources are also worth preserving based on their utility as an educational force. The Town supports the development of community education programs to promote historic preservation. Such programs create awareness and appreciation of the Town's history.

Recognition of historic resources will foster a greater enjoyment of the town and greater support for historic preservation efforts.

The Town of Colma Historical Association seeks to educate citizens about current historic resources and benefits of preservation. Information is disseminated through publications, presentations, walking tours, special events and other media. Technical information relating to the preservation and rehabilitation of historic resources as well as locations or

organizations where additional historic data could be obtained can

be provided by the Town's Planning staff and the Colma Historical

Association.

The combination of education and recognition can foster individual and community pride for local preservation efforts.

## **PLANNING BENEFITS**

The protection of historic resources has benefits to the Town in its long-term plan. Historic Resources are vital to the community and provide a unique sense of place. Historic resources also provide the context and backdrop for new development.

## **ENVIRONMENTAL BENEFITS**

Historic preservation through the use of rehabilitation and restoration, and the reuse of existing buildings and sites is an intrinsically "green" practice as opposed to demolition.



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## CHALLENGES AND OBSTACLES

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The Town's continuing landscape, defined by a rich array of funerary resources dating from the late nineteenth century until the present, has the exceptional ability to illustrate evolution of cultural trends and practices over time. The unique sense of continuity seen through the Town's resources is one that is becoming increasingly scarce. A number of challenges exist that threaten the integrity of the Town of Colma's unique resources and that of its larger cultural landscape:

- Limited guidance available to inform future development efforts and ensure compatibility with existing historic and cultural resources.
- Absence of funding set aside to encourage and enable historic preservation efforts.
- Paucity of preservation-related education for private property owners who, in the absence of robust preservation policy, act as the primary stewards of the resources.
- Failure to understand the Town of Colma's historic resources as assets.

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## INCENTIVES FOR PRESERVATION

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There are numerous local, state, and federal preservation programs in place to encourage commercial and residential property owners to repair, restore, or rehabilitate historic properties. Incentives are important to the success of the Town's historic preservation program. Incentives and funding can be a successful catalyst for revitalization. If financial incentives are in place, the Town can offer an offset to denial of a project when economic hardship threatens the preservation of a historic resource.

In the case of the Town's cemetery sites, non-profit organizations or mutual benefit associations can be formed to help with the preservation and rehabilitation of cemetery structures and grounds and provide much needed funding. These nonpartisan and nondenominational groups can serve as a neutral party in planning for the cemetery's preservation and maintenance and can partner on projects with local historic societies and civic groups. Importantly, as a secular organization, a mutual benefit association or nonprofit would be eligible for state and federal funding from which a religious group might be exempt. Such an organization would have the ability to establish a community financial institution or cemetery maintenance district. It should be noted, however, that although a mutual benefit corporation can be non-profit or not-for-profit, it cannot obtain IRS 501(c)(3) non-profit status (exemption from federal income tax) as a charitable organization and is distinct in U.S. law from public-benefit nonprofit corporations and religious corporations. Funds obtained by these organizations can be used for the rehabilitation, acquisition or on-going maintenance of cemetery property.

Listed below is a summary of several preservation incentives and funding opportunities, please also see the Appendix for a more detailed description of the programs listed below and an additional list of non-profit and corporate funding organizations and websites:

### FEDERAL INCENTIVES

#### Federal Tax Credits

A 20% income tax credit program is administered jointly by the U.S. Department of the Interior and Department of the Treasury. The program is available for the rehabilitation of historic, income-producing buildings that are determined by the Secretary of the Interior, through the National Park Service, to be certified historic structures. The State Historic Preservation Offices and the National Park Service review the rehabilitation work to ensure that it complies with the Secretary's Standards for Rehabilitation. The Internal Revenue Service defines qualified rehabilitation expenses on which the credit may be taken. Owner-occupied residential properties do not qualify for the federal rehabilitation tax credit (but may be eligible for a 10% tax credit). The following information pertains to the 20% federal tax credit for the rehabilitation of historic properties:

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- The amount of credit available under this program equals 20% of the qualifying expenses of the rehabilitation.
  - The tax credit is only available to properties that will be used for a business or other income-producing purpose.
  - The building needs to be certified as a historic structure by the National Park Service.
  - Rehabilitation work has to meet the Secretary of the Interior's Standards for Rehabilitation, as determined by the National Park Service.

## Preservation Easements

Property owners with buildings listed on the National Register can gain significant tax savings by adding a preservation easement to their historic building. This easement ensures the preservation of a property's significant architectural features while allowing the owner to still occupy and use the building. The property owner authorizes a non-profit organization sustaining the easement the authority to review exterior alterations to the building. The non-profit entity thereby assumes responsibility for protecting the historic and architectural integrity of the property. Easements are recorded on the property deed in perpetuity. Preservation easements limit future owners of a building from demolishing the building or altering it in a way that negatively impacts its architectural features. In this way, Preservation Easements provide for the permanent protection of historic buildings.

## Community Development Block Grants (CDBG)

CDBG money can be used to provide loans or grants for qualifying rehabilitation projects, which may involve historic buildings.

## Preserve America

Preserve America is a federal initiative that encourages and supports community efforts to preserve cultural and natural heritage. The program includes community and volunteer recognition, grants, and awards, as well as policy direction to federal agencies. Grants focus on economic and educational opportunities related to heritage tourism. Grant amounts range from \$20,000 to \$250,000 and must be matched one to one. The Preserve America Grants program complements other federal funding, by helping local communities develop resource management strategies and sound business practices for the continued preservation and use of heritage assets. Funding is available in five activity categories: research and documentation; planning; interpretation and education; promotion; and training.

## STATE INCENTIVES

### The Mills Act

The Mills Act provides for up to 50% reduction in property taxes in exchange for the rehabilitation, preservation, and long-term maintenance of historic buildings. Buildings qualified

to apply for the Mills Act include landmarks and all buildings listed individually or as contributors to a district in the National Register of Historic Places. The Mills Act allows the Town of Colma to enter into contracts with private property owners of qualified historic properties to provide a property tax reduction in exchange for the owners agreeing to preserve, rehabilitate and maintain their historic properties. Property taxes under a Mills Act agreement are individually calculated by the County Tax Assessor and can be reduced as much as 50%, an amount that the owner can use to maintain, restore, or rehabilitate a historic building or property. A Mills Act contract is for an initial period of ten years and is automatically renewed each year on its anniversary date. The benefit may be passed on to subsequent owners. The program is available for both residential and income-producing properties. Mills Act historic property contracts usually have provisions for rehabilitating a property with specification for complying with the Secretary of the Interior's Standards for Rehabilitation. This property tax reduction is usually most beneficial to owners who have made recent purchases.

### **California Historical Building Code (CHBC)**

A State-adopted building code, the CHBC provides an alternative for the preservation or rehabilitation of buildings designated as "historic." These regulations are intended to facilitate repair or accommodate a change of occupancy so as to preserve a historic resource's original or restored architectural features, and allows the Town of Colma to approve reasonable alternatives to the standard requirements for historic buildings. Issues addressed by the CHBC include: use and occupancy; means of egress; archaic materials and methods of construction; fire protection; alternative accessibility provisions; mechanical, plumbing, and electrical requirements; and alternative structural regulations. The code allows some non-conforming conditions to remain without modification. The Town of Colma may use the CHBC for qualifying historic resources at the request of the property owner, to meet code requirements for both interior and exterior rehabilitation. Town staff offers assistance to the property owner in applying the CHBC to their individual project.

## **LOCAL INCENTIVES**

### **Zero or low interest revolving loans**

The Town can identify low interest loans for improvement and restoration of designated historic resources through cooperation from private consortiums, banks or revolving funds.

### **Zoning Incentives**

Zoning incentives promote historic preservation by allowing flexibility from some zoning requirements if such flexibility will allow a superior project involving a historic resource. Examples include flexibility from rigid setback requirements, building height, or lot coverage.

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## GOALS AND POLICIES

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### Goal HR-1: Identify and protect the Town of Colma's unique history and culture

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**HR-1-1: General Plan Consistency.** Ensure that future plans, ordinances, and City programs are complimentary to the historic preservation goals and policies contained within the Town's Historic Resources Element.

**HR-1-2: Preservation of Town Resources.** Encourage sensitive preservation of all Town owned resources.



**HR-1-3: Planning and Development.** Include historic preservation principles as an equal component in the planning and development process.

### Goal HR-2: Foster greater interaction with the Town of Colma Historical Association.

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**HR-2-1: Preservation Collaboration.** Work with the Colma Historical Association as a partner to improve awareness of local preservation.



**HR-2-2: Consultation on Projects.** Consult with the Colma Historical Association on discretionary review projects involving cultural sites and historic resources in the Town of Colma.

**HR-2-3: Public Outreach.** Encourage the Colma Historical Association to continue providing resources for residents, businesses and new applicants wishing to learn more about particular sites or the Town's history as a whole.

### Goal HR-3: Promote greater public participation and education of the Town of Colma's unique past.

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**HR-3-1: Public Awareness.** Foster awareness, appreciation and celebration of the Town's unique historic and cultural heritage and educate and encourage preservation of these resources.

**HR-3-2: Architectural Merit.** Promote awards programs and other forms of public recognition for projects of architectural merit that contribute positively to the community.

**HR-3-3: Staff Training.** Train Town staff to provide technical assistance to property owners concerning the sensitive maintenance, rehabilitation and restoration of historic resources.

## Goal HR-4: Promote the maintenance and restoration of the Town's historical resources.

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**HR-4-1: Historic Preservation Awareness.** Participate in National Historic Preservation Week and California Archaeology Month.

**HR-4-2: Grants.** Seek private foundation grants to fund historic preservation projects in the Town.

**HR-4-3: CDBG Funding.** Explore Community Development Block Grant (CDBG) funds as a potential funding source for rehabilitation of historic resources.

**HR-4-4: Property Owner Incentives.** Encourage owners of historic properties to utilize federal and State of California incentives such as Federal Rehabilitation Tax Credits, Mills Act, California State Historical Building Codes, California Cultural and Historical endowments, among others.



**HR-4-5: Local History and Public Art.** Use local history in public arts projects.

## IMPLEMENTATION PROGRAMS

Historic Implementation Programs	2021-2030	2030-2040	Annual	Ongoing
<b>HR-IP1 : Apply the U.S. Secretary of the Interior’s Standards for the Treatment of Historic Properties to the rehabilitation and on-going maintenance of historic structures.</b>				X
Implements Policies: HR-1-2, Responsible Dept.: Planning, Supporting Dept. Building				
<b>HR-IP2: Adopt a demolition ordinance that shall require discretionary review for all demolitions involving structures that are 50 years old or older.</b>	X			
Implements Policies: HR-1-2, Responsible Dept.: Planning, Supporting Dept. Building				
<b>HR-IP3: Incorporate community participation in landmark hearings by educating the Town’s resident’s and businesses through flyers, mailouts and other information sources.</b>				X
Implements Policies: HR-1-2, 1-3 Responsible Dept.: Planning, Supporting Dept. None				
<b>HR-IP4 Modify the Zoning Code to establish a separate design review process for historic or potentially historic structures.</b>	X			
Implements Policies: HR-1-2, Responsible Dept.: Planning, Supporting Dept. None				
<b>HR-IP5: Utilize the Historic Building Code in the restoration, rehabilitation, and adaptive reuse of the Town of Colma’s historically significant structures.</b>				X
Implements Policies: HR-1-2, Responsible Dept.: Building, Supporting Dept. Planning				

<b>HR-IP6: Provide support to property owners who wish to apply for designation of their properties as a California Historical Landmark, a California Point of Historical Interest, and/or inclusion in the National Register of Historical Places.</b>				X
Implements Policies: HR-1-2, HR-4-2, Responsible Dept.: Planning, Supporting Dept. None				
<b>HR-IP7: Create and maintain a historic preservation webpage on the Town’s website that includes information on the Town’s historic and cultural resources, resource listings, white papers or other helpful and informative resources.</b>	X			
Implements Policies: HR-3-1, Responsible Dept.: Planning, Supporting Dept. None				
<b>HR-IP-8: Create a self -guided tour map and unique “historic Colma route” signs along the route of the self-guided tour to further identify it.</b>	X			
Implements Policies: HR-3-1, Responsible Dept.: Planning, Supporting Dept. None				



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## APPENDIX A – DEFINITIONS

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**Adaptive re-use:** a use for a structure or landscape other than its historic use, normally entailing some modification of the structure or landscape.

**Building:** an enclosed structure with walls and a roof, created to serve some residential, industrial, commercial, agricultural, or other human use.

**Character-defining feature:** a prominent or distinctive aspect, quality, or characteristic of a historic property that contributes significantly to its physical character. Structures, objects, vegetation, spatial relationships, views, furnishings, decorative details, and materials may be such features.

**Cultural landscape:** a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values. There are four general kinds of cultural landscape, not mutually exclusive. The four types are:

1. Designed Landscape – Consciously designed or laid out by a landscape architect, master gardener, architect or horticulturist.
2. Vernacular Landscape – A landscape that evolved through use by the people whose activities or occupancy shaped the landscape.
3. Historic Site – A landscape significant for its association with a historic event, activity or person.
4. Ethnographic Landscape – A landscape containing a variety of natural and cultural resources that the associated people define as a heritage resource.

**Cultural resource:** an aspect of a cultural system that is valued by or significantly representative of a culture or that contains significant information about a culture. A cultural resource may be a tangible entity or a cultural practice.

**Culture:** a system of behaviors (including economic, religious, and social), beliefs (values, ideologies), and social arrangements.

**Design:** the combination of elements that create the form, plan, space, structure, and style of a historic property.

**Documentation:** drawings, photographs, writings, and other media that depict cultural and natural resources.

**Evaluation:** process by which the significance of a property is judged and eligibility for National Register of Historic Places (or other designation) is determined.

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**Feature (historic):** (1) a prominent or distinctive aspect, quality, or characteristic of a historic property; (2) a historic property.

**Historic character:** the sum of all visual aspects, features, materials, and spaces associated with a property's history.

**Historic district:** a local or national geographically definable area, urban or rural, possessing a significant concentration, linkage, or continuity of sites, landscapes, structures, or objects, united by past events or aesthetically by plan or physical developments. A district may also be composed of individual elements separated geographically but linked by association or history. (See National Register Bulletin 15.)

**Historic property:** a district, site, structure, or landscape significant in American history, architecture, engineering, archeology, or culture; an umbrella term for all entries in the National Register of Historic Places.

**Historic site:** the site of a significant event, prehistoric or historic occupation or activity, or structure or landscape whether extant or vanished, where the site itself possesses historical, cultural, or archeological value apart from the value of any existing structure or landscape; see cultural landscape.

**Historic significance:** the meaning or value ascribed to a structure, landscape, object, or site based on the National Register criteria for evaluation. It normally stems from a combination of association and integrity.

**In-kind:** in the same manner or with something equal in substance having a similar or identical effect.

**Integrity:** the authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during its historic or prehistoric period; the extent to which a property retains its historic appearance.

**Inventory:** a list of cultural resources, usually of a given type and/or in a given area.

**Material:** the physical elements that were combined or deposited to form a property. Historic material or historic fabric is that from a historically significant period, as opposed to material used to maintain or restore a property following its historic period(s).

**Protection:** action to safeguard a historic property by defending or guarding it from further deterioration, loss, or attack or shielding it from danger or injury.

**Preservation:** the act or process of applying measures to sustain the existing form, integrity, and material of a historic structure, landscape or object. Work generally focuses upon the ongoing preservation maintenance and repair of historic materials and features, rather than extensive replacement and new work.

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**Reconstruction:** the act or process of depicting, by means of new work, the form, features, and detailing of a non-surviving historic structure or landscape, or any part thereof, for the purpose of replicating its appearance at a specific time and in its historic location.

**Rehabilitation:** the act or process of making a compatible use for a historic structure through repair, alterations, and additions while preserving those portions or features, which convey its historical, cultural and architectural values.

**Repair:** action to correct deteriorated, damaged, or faulty materials or features of a structure or landscape.

**Restoration:** the act or process of accurately depicting the form, features, and character of a historic structure, landscape, or object as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period.

**Secretary of the Interior Standards:** See [http://www.nps.gov/history/local-law/arch\\_stnds\\_8\\_2.htm](http://www.nps.gov/history/local-law/arch_stnds_8_2.htm)

**Setting:** the physical environment of a historic property; the character of the place in which the property played its historical role.

**State historic preservation officer (SHPO):** an official within each state appointed by the governor to administer the state historic preservation program and carry out certain responsibilities relating to federal undertakings within the state.

**Structure:** a constructed work, usually immovable by nature or design, consciously created to serve some human activity. Examples are buildings of various kinds, monuments, dams, roads, railroad tracks, canals, millraces, bridges, tunnels, locomotives, nautical vessels, stockades, forts and associated earthworks, Indian mounds, ruins, fences, and outdoor sculpture.



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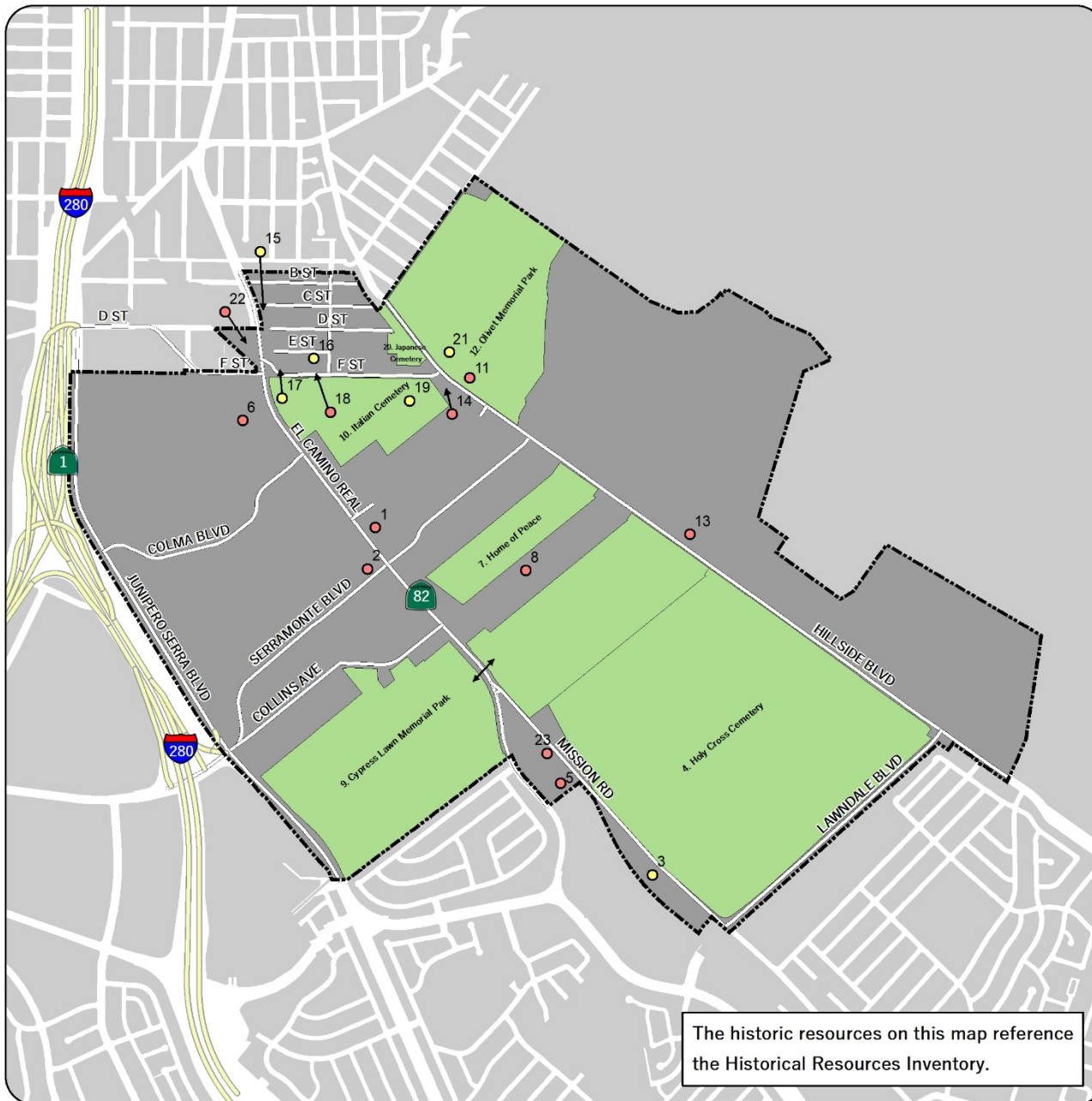
## APPENDIX B – HISTORIC RESOURCE INVENTORY

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The 1992 Historic Resource Inventory (HRI) developed as a joint project with the cooperation of the City of Colma, the San Mateo County Historical Association and the San Mateo County Historic Resources Advisory Board. The intent of the HRI was to develop a comprehensive citywide survey of all cultural resources to inform subsequent planning decisions. At that time 58 resources were identified and evaluated based on significance and potential eligibility for the National or State Registers of Historic Places.

However, because the HRI was performed more than twenty years ago, this list can no longer be considered a comprehensive list. The 1992 HRI (below) is useful as a reference, but because it may not include all potentially eligible resources and may not reflect the most current significance evaluation it should not be considered a comprehensive inventory of all significant historic and cultural resources in Colma. One new resource has been added recently to the inventory (Champion Auto Parts on Mission Road) and one resource (Molloy's) was reclassified based on a more recent evaluation. Figure H.1. shows the location of resources.





A key for the National register status and Significance Criteria is listed below:



The historic resources on this map reference the Historical Resources Inventory.

## Town of Colma

Figure H.1.  
Historic Resources

-  Town Limits
- Historic Resources
  -  Eligible Historic District
  -  Structure
  -  Residence

Data provided by: Town of Colma, San Mateo County and Caltrans.



## Historic Resource Inventory

Resource Name	Street Address	Architectural Style	Construction Date	Nat'l Reg Status/ Significance Criteria
				Local Designation
1. Salem Memorial Park Office/Chapel	1171 El Camino Real	Art Moderne and Exotic Revival	1936-1940/1986	5S2 None
	An interesting example of divergent architectural forms drawing from Neo-Babylonian and Roman styles which work together to communicate a contemporary Moderne style representative of the 1930s.			
2. City Hall/Civic Building	1198 El Camino Real	Spanish Eclectic	1937	3S; A, C(c) None
	Designed by Resing & McGinness of San Francisco in 1936, the City Hall's Spanish Eclectic style was actually influenced by the "City Father," Mattrup Jensen who had been inspired by the Ross, California Town Hall c. 1928.			
3. Lagomarsino Farm Houses/ Residential	1431 -1457 Mission Rd.	Neoclassical Rowhouses	1908-1918	3S B, C(a) None
	These 6 residences constitute the largest and only remaining concentration of residential housing constructed in Colma between 1906 and 1914. They also exist as the most intact example of the family farmstead from Colma's agricultural heyday. The farm houses retain integrity as constructed by the New Era building Co. to a remarkable degree.			

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4S8: May become eligible for separate listing in the National Register when other properties, which provide more significant examples of the historical or architectural associations connected to this property are demolished or otherwise lost their architectural integrity.

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7: Not Evaluated

**National Register Significance Criteria:**

A = Representative of Events of Broad Pattern of History


B = Associated with Important Persons

C = Architectural Significance

(a) Significant Type, Period, or Method of Construction

(b) Work of a Master

(c) High artistic values

Resource Name	Street Address	Architectural Style	Construction Date	Nat'l Reg Status/ Significance Criteria
				Local Designation
4. Holy Cross Cemetery	1595 Mission Rd.	Rural Cemetery	1886	3S None
	Holy Cross was established by the Catholic Church in 1887. The gateway entrance and lodge for Holy Cross Cemetery, designed in the Richardsonian Romanesque style, is the oldest remaining building ensemble of the first cemetery to be established in Colma. Additional monuments and structures contribute to the National Register eligible Holy Cross Cemetery Historic District.			
5. Molloy's Tavern/ Commercial	1655 Mission Rd.	Vernacular	1883	5S2 None
	Originally opened as the Brooksville Hotel in 1883, what is now Molloy's Tavern is the oldest commercial establishment in continuous operation in Colma. The building has been a hostelry, speakeasy, and pub. Due to significant modifications to the building over the years, it is not eligible for National Register designation.			
6. Woodlawn Entry/Office	1000 El Camino Real	Romanesque	1904/1948	3S;C(a,c) None
	Designed by SF Architect Thomas Patterson Ross, the Woodlawn Entry and Office combines elements of the late Gothic Revival with those of HH Richardson. The employment of structural concrete as a framework was one of the earlier uses of the new building technology. The Woodlawn office is considered to possess the highest artistic value of any like architectural features in Colma or perhaps the State.			

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Resource Name	Street Address	Architectural Style	Construction Date	Nat'l Reg Status/ Significance Criteria
				Local Designation
7. Home of Peace Cemetery	1299 El Camino Real	Jewish Cemetery	1889	5S2
				None
	The oldest and largest Jewish Cemetery in the West, Founded by the Emanu-El Congregation in 1850. The original cemetery was located at Vallejo and Gough Streets in San Francisco. The Funerary architecture of this cemetery draws its inspiration from near eastern design.			
8. Hills of Eternity Mausoleum	1301 El Camino Real	Moderne; Neo Byzantine	1934	5S2
				None
	As one of the two examples of Neo-Byzantine in Colma, the reinforced concrete mausoleum exhibits a marked reference to the Moderne style in the horizontal and vertical grooves and use of chevron moldings. The mausoleum was designed by the architecture firm of Samuel Hyman and Abraham Appleton.			
9. Cypress Lawn Cemetery	1370 El Camino Real	Garden Cemetery/ Memorial Park	1892	3S
				None
	Among the last great rural cemeteries built in the 19 <sup>th</sup> Century, Cypress lawn includes 87 family mausoleums and many impressive monuments. B.J.S Cahill's Roman Renaissance Community Mausoleum represents the largest collection of art glass in America. This cemetery particularly, provides a visual chronicle of the American Cemetery Movement to the present. Additional monuments and structures contribute to the National Register eligible Cypress Lawn Cemetery Historic District.			

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Resource Name	Street Address	Architectural Style	Construction Date	Nat'l Reg Status/ Significance Criteria
				Local Designation
10. Italian Cemetery	540 F St.	Traditional Italian Cemetery	1899	3S
				None
 <p>Established by the Italian Mutual Benefit Society in 1899, the Italian Cemetery reflects many architectural and funerary features endemic to Italy. Many of the architectural features are a product of ethnic Italian architects from San Francisco.</p>				
11. Olivet Cemetery Office	1500 Hillside Blvd.	Mission Revival	1896-1904	3S; A, C(c)
				None
 <p>The office best represents the contributions of the Abbey Land and Improvement Company to the City of Colma. The Mission Revival office was designed by the Corporation's Vice President, SF Architect William H Crim. The building has received a number of alterations and additions over time, however it retains its original character.</p>				
12. Olivet Memorial Park/Cemetery	1601 Hillside Blvd.	Picturesque Cemetery	1896	4S8
				None
 <p>Olivet Memorial Park is significant as a model modern cemetery thanks to efforts made by its long-time superintendent, Mattrup Jensen. In years under his leadership Olivet received new concrete crypts and liners; modern crematories; and new standard columbarium and incendiary with "Jensen" front doors. A notable feature of the cemetery is the segregation of cemetery sections based on vocation or interests.</p>				

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Resource Name	Street Address	Architectural Style	Construction Date	Nat'l Reg Status/ Significance Criteria
				Local Designation
13. Pet's Rest Office	1905 Hillside Blvd.	Vernacular	1908	5S2
				None
 <p>One of the few remaining examples of post-1906 earthquake residential buildings remaining in Colma. In 1907 the Colma area became a center for resettlement for San Franciscans affected by the earthquake. This building is representative of that era of buildings in its narrow pent roof, recessed entry with double angled bays. In 1947 the house was purchased to establish the Pet's Rest Cemetery.</p>				
14. Old Colma Railroad Station	1506 Hillside Blvd.	Vernacular RR Depot	1860's	3S, A,C(c)
				None
 <p>Estimated to be built in the early 1860's by the San Francisco and San Jose Railroad, the Old Colma Railroad Station is considered a relic of Colma's gardening era. For a time, this railroad stop served as the most important stopping place between the city of San Mateo and the City of San Francisco.</p>				
15. Filipino Residence	7701 Mission Street	Spanish Eclectic	1934	5S2
				None
 <p>The single-family residence exists as the best remaining example of the Spanish Eclectic style in Colma, so popular before WWII. The residence was constructed in 1934 by Joseph Ragni, a Daly City Contractor who was also responsible for the remodeling of the Bocci and Sons business office at the same time.</p>				

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Resource Name	Street Address	Architectural Style	Construction Date	Nat'l Reg Status/ Significance Criteria
				Local Designation
16. E Street Residences	464 -471 E Street	Row house	c.1924 – c.1935 <sup>1</sup>	5S2 None
	Spanish Eclectic and Arte Moderne in style, these row houses were moved from Alemany Boulevard in San Francisco prior to, or during the construction of Hwy 280. Typically 1 and 2 story residences dating from the 1920s to 1950s. Based on the gradual relocation of San Francisco Row houses to Colma they present an erroneous sense that they were part of the original growth of the City. They do play in important role in explaining the evolution of Colma. (Also see listing below for F Street Residences).			
17. Ottoboni Residence	417 F Street	Craftsman	1904	3S; A, B None
	In 1902 the Ottoboni Family, recently emigrated from Italy, established the first nursery in the area near El Camino Real and F Street, and by doing so initiated what would become a booming flower industry in the area. The Ottoboni home served as the original office for the Pioneer nursery.			
18. Pelton "Cheap" Building	437 F Street	Vernacular	1883 <sup>2</sup>	5S2 None
	A relatively intact example of the "Cheap Dwellings" designed by San Francisco architect, John Pelton in the early 1880s. This house like many of those on E street was moved from Alemany Boulevard in SF. It is one of the few remaining examples of this style to survive.			

<sup>1</sup> \*467,469 and 471 E St. were moved From Alemany Boulevard in San Francisco in the 1960s

<sup>2</sup> 437 F St was moved from Alemany Boulevard in 1964

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Resource Name	Street Address	Architectural Style	Construction Date	Nat'l Reg Status/ Significance Criteria
				Local Designation
19. F Street Residences	609, 611, 613, 621, and 615 F Street	Row House	c.1924 – c.1935	Unknown
				None
	Spanish Eclectic and Arte Moderne in style, these row houses were moved from Alemany Boulevard in San Francisco prior to/ during the construction of Hwy 280. Typically 1 and 2 story residences dating from the 1920s to 1950s. Based on the gradual relocation of San Francisco Row houses to Colma they present an erroneous sense that they were part of the original growth of the City. They do play in important role in explaining the evolution of Colma. Note: None of the Houses on F Street are included in the historic inventory, so register status is not known. Likely 5S2, similar to the E Street houses.			
20. Japanese Cemetery	1300 Hillside Blvd.	Cemetery	1902	7
				None
	A small cemetery, unique for its absence of trees and lawn crowded with monuments. It is the final resting place for hundreds of Japanese who were relocated from San Francisco's Laurel Hill Cemetery in 1940. A number of notable Japanese are buried here including the tomb of Makoto Hagiwara and family who built the Japanese Tea Garden in Golden Gate Park.			

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Resource Name	Street Address	Architectural Style	Construction Date	Nat'l Reg Status/ Significance Criteria
				Local Designation
21. Mattrup Jensen Residence	629 F Street	Vernacular w/ Neoclassical	1903/1941	3S; A, B None
	The home of Mattrup Jensen from 1903-1945. The home was designed and built by Mattrup Jensen who was considered the "Father of Modern Colma". Later he remodeled the house based on ante bellum residences he had seen while traveling in the American South. The residence is representative of Mattrup's many contributions to the Town of Colma.			
22. Bocci Monuments/ Commercial	7778 Mission St.	Vernacular	1904/1934	3S; A, B None
	Bocci & Sons served as one of the first monument shops established in Colma. First constructed in 1904, the building was remodeled in 1934 when local contractor Joseph Ragni built the new office façade. Leopoldo Bocce's descendants continue to operate the business and it is now among the oldest cemetery related business in continuous operation in Colma.			
23. Champion Auto Parts/Commercial	1685-1687 Mission Rd.	Concrete	1958, 1967	3S None
	The former Champion Auto Parts is comprised of two commercial buildings constructed in the late 1950s and early 1960s. The earlier building is a concrete warehouse-style building with a built-up bow-truss roof, parapet walls, glazed aluminum-frame windows, and simple metal doors, and a single metal roll-up warehouse door. The later building is a small concrete structure with a metal canopy. The site is important because of its association with the development of the drag racing culture in Colma in the 1950s and 60s, and with local drag racing pioneer Jim McLennon, a local racing track owner and promoter.			

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**City Selection Committee Meeting  
December 18, 2020**

<b>Commission/Committee</b>	<b>Vacancies</b>	<b>Seeking Appointment/Reappointment</b>
Association of Bay Area Governments (ABAG) <b>COMPENSATED</b>	2 seats available, representing All Cities. Terms expire June 2021.	<ol style="list-style-type: none"> <li>1. Councilmember Rick Bonilla, San Mateo</li> <li>2. Councilmember Giselle Hale, Redwood City</li> <li>3. Councilmember Mark Nagales, South San Francisco</li> <li>4. Vice Mayor Carlos Romero, East Palo Alto</li> </ol>
Domestic Violence Council (DVC) <b>NOT COMPENSATED</b>	1 seat available, representing All Cities.	<ol style="list-style-type: none"> <li>1. Councilmember Ruben Abrica, East Palo Alto</li> </ol>
Domestic Violence Council (DVC) <i>Alternate Member</i> <b>NOT COMPENSATED</b>	1 seat available, representing All Cities.	<ol style="list-style-type: none"> <li>1.</li> </ol>
Housing and Community Development Committee <b>NOT COMPENSATED</b>	2 seats available, representing All Cities.	<ol style="list-style-type: none"> <li>1. Mayor Ron Collins, San Carlos (reappointment)</li> <li>2. Councilmember Donna Colson, Burlingame (reappointment)</li> </ol>
Local Agency Formation Commission (LAFCo) <b>NOT COMPENSATED</b>	1 seat available, representing All Cities. Term expires May 2021.	<ol style="list-style-type: none"> <li>1. Councilmember Harvey Rarback, Half Moon Bay</li> <li>2. Vice Mayor Ann Schneider, Millbrae</li> </ol>
San Mateo County Transit District (SAMTRANS) <b>COMPENSATED</b>	1 seat available, representing Southern Cities.	<ol style="list-style-type: none"> <li>1.</li> </ol>
San Mateo County Transportation Authority (SMCTA) <b>COMPENSATED</b>	1 seat available, representing Central Cities.	<ol style="list-style-type: none"> <li>1. Councilmember Julia Mates, Belmont (reappointment)</li> <li>2. Councilmember Harvey Rarback, Half Moon Bay</li> </ol>
San Mateo County Transportation Authority (SMCTA) <b>COMPENSATED</b>	1 seat available, representing Southern Cities.	<ol style="list-style-type: none"> <li>1. Vice Mayor Carlos Romero, East Palo Alto (reappointment)</li> </ol>

<b>San Mateo County Council of Cities Officers</b>	<b>Vacancies</b>	<b>Seeking Appointment/Reappointment</b>
Chairperson	1 seat	1. Chair Sue Vaterlaus, Pacifica (reappointment)
Vice Chairperson	1 seat	1. Vice Chair Regina Wallace-Jones, East Palo Alto (reappointment)