



**AGENDA**  
**REGULAR MEETING**  
**CITY COUNCIL OF THE TOWN OF COLMA**  
**Wednesday, August 23, 2023**  
**7:00 PM**

*The City Council, staff and members of the public may participate in the meeting in person at Town Hall or virtually via Zoom Video Conference.*

**To attend the meeting in person:**

Town Hall, Council Chamber, 1198 El Camino Real, Colma CA 94014

**To participate in the meeting via Zoom Video Conference:**

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

Passcode: 074407

Meeting ID: 812 8997 6261

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

**To provide Public Comment in person:**

Members of the public wishing to speak are requested to complete a yellow speaker card and submit it to the City Clerk. Comments should be kept to three minutes or less.

**To provide Public Comment via Zoom Video Conference:**

Live verbal public comments may be made by requesting to speak using the "raise hand" feature in Zoom or, if calling in by phone, by pressing \*9 on the telephone keypad prior to the consent calendar being heard, or prior to the close of the public comment period for agenda items or non-agenda items. In response, the Town will unmute the speaker and allow them to speak up to three minutes.

**To provide Public Comment in writing:**

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 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**

## **ADOPTION OF AGENDA**

## **PRESENTATION**

- Swearing in of New City Manager Daniel Barros
- 100<sup>th</sup> Birthday Recognition of Hermana Bautista

## **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 July 26, 2023 Regular Meeting.
2. Motion to Approve Report of Checks Paid for July 2023.
3. Motion Approving the Town's Response to the Grand Jury Report Dated June 12, 2023, Titled "Accessory Dwelling Units: Affordable Housing's Panacea or Prevarication?" Pursuant to CEQA Guideline 15378.
4. Motion Accepting the Mission Road Landscaping Project as Complete, Directing the Director of Public Works to File a Notice of Completion for the Project with the San Mateo County Recorder's Office.
5. Motion to Adopt a Resolution Appointing Directors to the Pooled Liability Assurance Network Joint Powers Authority (PLAN JPA), Pursuant to CEQA Guideline 15378
6. Motion to Adopt a Resolution Supporting the El Camino Real Bicycle and Pedestrian Improvement Project and Authorizing the Submittal of an Application for the San Mateo County Transportation Authority's 2023 Measure A and Measure W Highway Program Call for Projects Pursuant to CEQA Guideline 15306.

## **PUBLIC HEARING**

### **7. BICYCLE AND PEDESTRIAN MASTER PLAN**

*Consider:* Motion to Adopt a Resolution Adopting the Town of Colma Bicycle and Pedestrian Master Plan Pursuant to CEQA Guideline 15301, 15060, and 15061.

## **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 650-997-8300 or email a request to [citymanager@colma.ca.gov](mailto:citymanager@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  
Town Hall Council Chamber  
1198 El Camino Real, Colma CA  
Also Accessible via Zoom.us

**Wednesday, July 26, 2023**

**PRESENTATION – 6:30PM**

**REGULAR SESSION – 7:00 PM**

**PRESENTATION – 6:30PM**

- Tree Dedication Ceremony for Raquel “Rae” Gonzalez

The Mayor called the meeting to order at 6:38 p.m. She made remarks and revealed the stone marker in memory of former Council Member Raquel “Rae” Gonzalez. Vice Mayor John Goodwin and Council Member Helen Fiscaro also made remarks. Council Member Ken Gonzalez thanked the Town for honoring his late wife’s legacy and for the support his family had received. Victor Gonzalez, Gabriel Gonzalez and Elaina Gonzalez also made remarks. The presentation concluded at 6:52 p.m.

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

Mayor del Rosario called the meeting back to order at 7:02 p.m.

Council Present – Mayor Joanne F. del Rosario, Vice Mayor John Irish Goodwin, Council Members Ken Gonzalez, Carrie Slaughter and Helen Fiscaro were all present.

Staff Present – City Manager Brian Dossey, City Attorney Christopher Diaz, Police Chief John Munsey, Administrative Services Director Pak Lin, Police Commander Sherwin Lum, City Planner Farhad Mortazavi, Director of Public Works and Planning Brad Donohue, City Clerk Caitlin Corley and Administrative Technician III Abigail Dometita were in attendance.

The Mayor announced, “Regarding Public Comment: Members of the public who are here in person are requested to complete a yellow speaker card and submit it to the City Clerk. Those of you on Zoom may make public comments by using the “raise hand” feature in Zoom or, if calling in by phone, by pressing \*9 on the telephone keypad. The City Clerk will unmute your microphone and allow you to speak. Comments should be kept to three minutes or less.”

**ADOPTION OF THE AGENDA**

Mayor del Rosario asked if there were any changes to the agenda. None were requested. The Mayor asked for a motion to adopt the agenda.

**Action:** Council Member Fiscaro moved to adopt the agenda; the motion was seconded Council Member Gonzalez by and carried by the following vote:

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

## PRESENTATION

- **Proclamation in Recognition of the 30<sup>th</sup> Anniversary of the Colma Historical Association**

The Mayor presented the proclamation to Board President Maureen O'Connor, Vice President Michael Rocchetta, Secretary-Treasurer Richard Rocchetta, and Board Member Perky Ramroth.

## PUBLIC COMMENTS

Mayor del Rosario opened the public comment period at 7:11 p.m. and seeing no one request to speak, the Mayor closed the public comment period.

## CONSENT CALENDAR

1. Motion to Accept the Minutes from the July 12, 2023 Regular Meeting.
2. Motion Accepting the Fiscal Year 2022-23 Annual Investment Report Through June 30, 2023.
3. Motion to Adopt a Resolution Approving Second Amendment to Municipal Services Contract with CSG Consultants, Inc. Pursuant to CEQA Guideline 15378.
4. Motion to Adopt a Resolution Awarding and Authorizing the City Manager to Execute a Contract with Quantum Energy Services for the Electric Vehicle Charging Infrastructure Installation Project at the Colma Community Center Pursuant to CEQA Guideline 15301 and 15303.
5. Motion to Adopt a Resolution Repealing Subchapter 2.03, Amending Subchapters 3.01 Through 3.09, 4.01 and 4.02 of the Colma Administrative Code, Relating to Personnel Policies and Accounting Policies Pursuant to CEQA Guideline 15061.

**Action:** Vice Mayor Goodwin moved to approve the consent calendar items #1 through 5; the motion was seconded by Council Member Slaughter and carried by the following vote:

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

**NEW BUSINESS**

**6. APPOINTMENT AND APPROVAL OF EMPLOYMENT AGREEMENT FOR CITY MANAGER**

City Attorney Christopher Diaz presented the staff report. The Mayor opened the public comment period at 7:14 p.m. and seeing no one request to speak, she closed the public comment period. Council discussion followed.

**Action:** Vice Mayor Goodwin moved to Adopt a Resolution Appointing Daniel Barros as City Manager and Approving Employment Agreement Pursuant to CEQA Guideline 15378; the motion was seconded by Council Member Gonzalez and carried by the following vote:

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

The Mayor invited Mr. Barros to make remarks. He thanked the City Council for the opportunity and expressed his excitement to get started and meet the community.

**STUDY SESSION**

**7. REVENUE STRATEGIES**

City Manager Brian Dossey and Administrative Services Director Pak Lin presented the staff report. The Mayor opened the public comment period at 7:53 p.m. and seeing no one request to speak, she closed the public comment period. Council discussion followed. Resident Maureen O'Connor requested to make a comment at 7:55 p.m.

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

**8. ZONING CODE UPDATE**

City Planner Farhad Mortazavi and Principal Planner Lorraine Weiss presented the staff report. The Mayor opened the public comment period at 8:04 p.m. Resident Maureen O'Connor made comments. The Mayor closed the public comment period at 8:05 p.m. Council discussion followed.

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

**COUNCIL CALENDARING**

The Regular Meeting on Wednesday, August 9, 2023 will be cancelled. The next Regular Meeting will be on Wednesday, August 23, 2023 at 7:00pm at Town Hall.

## **REPORTS**

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

- There will be an Ice Cream Social at Veterans Village on Thursday, July 27, 2023.
- National Night out will be on Tuesday, August 1, 2023 at the Colma Community Center. Senior Luncheon on Friday, July 14 at Creekside Villas.
- The Summer Concert Series kicks off on August 3, 2023.
- HCD is currently reviewing the Town's Housing Element.
- There will be a Farewell Celebration for Retiring City Manager Brian Dossey on Wednesday, August 16, 2023.

## **ADJOURNMENT AND CLOSE IN MEMORY**

Mayor del Rosario adjourned the meeting at 8:09 p.m. in memory of Rudy Mazzetti, founder and longtime proprietor of beloved local business, Mazzetti's Bakery.

Respectfully submitted,

Caitlin Corley  
City Clerk

apCkHist  
08/17/2023 3:26PM

**Check History Listing**  
Town of Colma

Bank code: first

Check #	Date	Vendor	Status	Clear/Void Date	Invoice	Inv. Date	Amount Paid	Check Total
56830	07/03/2023	00003 A. S. F. ELECTRIC	C	07/30/2023	2533	06/22/2023	529.85	529.85
56831	07/03/2023	03546 JUDIT ABARCA			2002570.003	06/26/2023	300.00	300.00
56832	07/03/2023	03267 ACC BUSINESS	C	07/30/2023	231627241	06/27/2023	679.66	679.66
56833	07/03/2023	00623 ARAMARK	C	07/30/2023	5180213959	06/12/2023	111.73	
			C	07/30/2023	5180217072	06/19/2023	111.73	
			C	07/30/2023	5180219934	06/26/2023	111.73	
			C	07/30/2023	5180210936	06/05/2023	15.90	
			C	07/30/2023	5180213954	06/12/2023	15.90	
			C	07/30/2023	5180213933	06/12/2023	15.90	
			C	07/30/2023	5180217070	06/19/2023	15.90	
			C	07/30/2023	5180217064	06/19/2023	15.90	
			C	07/30/2023	5180217069	06/19/2023	15.90	
			C	07/30/2023	5180207609	05/29/2023	15.90	
			C	07/30/2023	5180213952	06/12/2023	15.90	
			C	07/30/2023	5180219926	06/26/2023	15.90	
			C	07/30/2023	5180219931	06/26/2023	15.90	
			C	07/30/2023	5180219932	06/26/2023	15.90	510.09
56834	07/03/2023	00002 AT&T	C	07/30/2023	06/18/2023	06/18/2023	37.69	37.69
56835	07/03/2023	00057 CINTAS CORPORATION #2	C	07/30/2023	4155889516	05/18/2023	650.03	
			C	07/30/2023	4158682680	06/15/2023	650.03	
			C	07/30/2023	4154486772	05/04/2023	647.97	
			C	07/30/2023	4157343871	06/01/2023	647.97	
			C	07/30/2023	4158682793	06/15/2023	376.46	
			C	07/30/2023	4155889502	05/18/2023	376.46	
			C	07/30/2023	4154486708	05/04/2023	375.07	
			C	07/30/2023	4157343957	06/01/2023	375.07	
			C	07/30/2023	4159369333	06/22/2023	202.19	4,301.25
56836	07/03/2023	01831 JOANNE F. DEL ROSARIO	C	07/30/2023	06/15/23 Meetings	06/15/2023	100.47	100.47
56837	07/03/2023	02793 DITO'S MOTORS	C	07/30/2023	28241	06/26/2023	1,480.51	

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Bank code: first

Check #	Date	Vendor	Status	Clear/Void Date	Invoice	Inv. Date	Amount Paid	Check Total
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			C	07/30/2023	28143	06/15/2023	19.50	1,521.01
56838	07/03/2023	03274 EIDE BAILLY LLP	C	07/30/2023	EI01530552	06/23/2023	27,174.06	27,174.06
56839	07/03/2023	02935 EMCOR SERVICES-MESA E	C	07/30/2023	940015118	06/21/2023	1,087.56	1,087.56
56840	07/03/2023	03613 DENNIS FISICARO	C	07/30/2023	2002571.003	06/26/2023	275.00	275.00
56841	07/03/2023	03612 KEN GONZALEZ	C	07/30/2023	2002569.003	06/26/2023	210.00	210.00
56842	07/03/2023	00236 LAURETTA PRINTING COM	C	07/30/2023	33201	06/26/2023	461.66	461.66
56843	07/03/2023	03379 LUIS MELENDREZ	C	07/30/2023	06/15/23 Reimb	06/15/2023	75.56	75.56
56844	07/03/2023	01394 MITY-LITE, INC.	C	07/30/2023	00161719	06/06/2023	4,987.00	4,987.00
56845	07/03/2023	03562 SUSAN MORTON	C	07/30/2023	CRS-02	06/19/2023	207.00	207.00
56846	07/03/2023	00280 ODP BUSINESS SOLUTION	C	07/30/2023	316846601001	06/23/2023	119.20	
			C	07/30/2023	317690005001	06/20/2023	70.86	190.06
56847	07/03/2023	00307 PACIFIC GAS & ELECTRIC	C	07/30/2023	06/20/2023	06/20/2023	103.07	103.07
56848	07/03/2023	03614 PIPE DOWN LAW ENFORC	C	07/30/2023	118	06/19/2023	175.00	175.00
56849	07/03/2023	03096 NAYELI SARABIA RANGEL	C	07/30/2023	2002572.003	06/26/2023	50.00	50.00
56850	07/03/2023	03479 ROBERT HALF INTERNATIK	C	07/30/2023	62200197	06/27/2023	775.68	775.68
56851	07/03/2023	03328 LISA SIRIANNI	C	07/30/2023	2002576.003	06/28/2023	3.00	3.00
56852	07/03/2023	00364 SMC FORENSIC LAB	C	07/30/2023	PS-INV104290	06/30/2023	900.00	900.00
56853	07/03/2023	00534 SMC INFORMATION SERVI	C	07/30/2023	1YCL12306	06/30/2023	82.25	82.25
56854	07/03/2023	01037 COMCAST CABLE	C	07/30/2023	06/25-07/24 Internet	06/20/2023	246.72	
			C	07/30/2023	6/25-7/24 427 F St	06/20/2023	246.72	
			C	07/30/2023	06/27-07/26 XFINITY	06/17/2023	10.94	504.38
56855	07/03/2023	02499 GE CAPITAL INFORMATION	C	07/30/2023	107378709	06/19/2023	513.17	513.17
56856	07/03/2023	02499 GE CAPITAL INFORMATION	C	07/30/2023	107386115	06/22/2023	274.76	
			C	07/30/2023	107381289	06/20/2023	274.76	549.52



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Check #	Date	Vendor	Status	Clear/Void Date	Invoice	Inv. Date	Amount Paid	Check Total
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56858	07/03/2023	00254 METRO MOBILE COMMUNI	C	07/30/2023	230731	07/01/2023	602.00	602.00
56859	07/03/2023	01431 PRISM	C	07/30/2023	24150029	07/03/2023	308,082.00	
			C	07/30/2023	24100050	07/03/2023	226,119.00	534,201.00
56860	07/03/2023	00363 SMC NARCOTICS TASK FO	C	07/30/2023	FY 2023-2024	06/14/2023	2,773.00	2,773.00
56861	07/03/2023	02848 UNITED COACH TOURS	C	07/30/2023	20120WF	05/09/2023	1,240.00	
			C	07/30/2023	20118WF	05/09/2023	1,123.00	
			C	07/30/2023	20121WF	05/09/2023	1,092.00	3,455.00
56862	07/11/2023	00003 A. S. F. ELECTRIC	C	07/30/2023	2534	06/26/2023	455.90	455.90
56863	07/11/2023	03615 ALL INDUSTRIAL ELECTRIC	C	07/30/2023	5290376	05/31/2023	2,120.86	2,120.86
56864	07/11/2023	00013 ANDY'S WHEELS & TIRES	C	07/30/2023	66245	06/05/2023	90.78	90.78
56865	07/11/2023	02807 BLUE WATER TOWING & A	C	07/30/2023	599	06/20/2023	230.00	230.00
56866	07/11/2023	00051 CALIFORNIA WATER SERV	C	07/30/2023	05/25-06/27/2023	06/28/2023	8,317.78	8,317.78
56867	07/11/2023	00087 CITY OF DALY CITY	C	07/30/2023	AR263742	06/28/2023	225.32	
			C	07/30/2023	AR263743	06/28/2023	211.09	436.41
56868	07/11/2023	02793 DITO'S MOTORS	C	07/30/2023	28262	06/29/2023	678.81	678.81
56869	07/11/2023	02935 EMCOR SERVICES-MESA E	C	07/30/2023	940015221	06/28/2023	2,157.13	2,157.13
56870	07/11/2023	01552 FORTE PRESS CORPORAT	C	07/30/2023	56291	06/25/2023	2,300.38	2,300.38
56871	07/11/2023	02499 GE CAPITAL INFORMATION	C	07/30/2023	5067622491	07/01/2023	99.22	99.22
56872	07/11/2023	02965 HAPPYCAKE FACE PAINTIN			687281	06/27/2023	388.12	388.12
56873	07/11/2023	03273 HOME DEPOT PRO, THE	C	07/30/2023	751912304	06/26/2023	2,027.47	2,027.47
56874	07/11/2023	03571 MARINA LANDSCAPE, INC	C	07/30/2023	452207-03	04/30/2023	30,303.91	
			C	07/30/2023	452207-04	05/30/2023	2,327.50	32,631.41
56875	07/11/2023	02993 VANESSA MOSQUEDA VEL	C	07/30/2023	June 2023	06/29/2023	400.00	400.00

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Check #	Date	Vendor	Status	Clear/Void Date	Invoice	Inv. Date	Amount Paid	Check Total
56876	07/11/2023	01340 NAVIA BENEFIT SOLUTION	C	07/30/2023	10713473	06/29/2023	200.70	200.70
56877	07/11/2023	00280 ODP BUSINESS SOLUTION	C	07/30/2023	318674834001	06/27/2023	35.68	35.68
56878	07/11/2023	00307 PACIFIC GAS & ELECTRIC	C	07/30/2023	0092128195-2 22Jun23	06/22/2023	1,951.90	2,528.40
			C	07/30/2023	9248309814-8 22Jun23	06/22/2023	377.00	
			C	07/30/2023	0567147369-1 29Jun23	06/29/2023	199.50	
56879	07/11/2023	00311 PITNEY BOWES INC.	C	07/30/2023	3106139429	06/20/2023	899.64	899.64
56880	07/11/2023	01344 PROJECT READ			7/1/22 - 6/30/23	06/29/2023	2,070.00	2,070.00
56881	07/11/2023	03479 ROBERT HALF INTERNATIK	C	07/30/2023	62020152	05/18/2023	3,065.46	3,671.46
			C	07/30/2023	62244676	07/06/2023	606.00	
56882	07/11/2023	00830 STAPLES BUSINESS CRED	C	07/30/2023	1649532966	06/25/2023	644.12	644.12
56883	07/11/2023	00411 TURBO DATA SYSTEMS	C	07/30/2023	40560	06/30/2023	1,750.36	1,750.36
56884	07/11/2023	03015 U.S. BANK CORPORATE PM	C	07/30/2023	06-22-2023	06/22/2023	15,884.52	15,884.52
56885	07/11/2023	01745 WILLIAM D. WHITE CO., INC	C	07/30/2023	460247	06/30/2023	1,932.30	1,932.30
56886	07/11/2023	01038 ALLIANT INSURANCE SERV	C	07/30/2023	2358547	07/07/2023	2,740.46	2,740.46
56887	07/11/2023	00020 ASSOCIATED SERVICES IN	C	07/30/2023	123070025	07/01/2023	40.00	49.00
			C	07/30/2023	123070024	07/01/2023	9.00	
56888	07/11/2023	00054 C/CAG	C	07/30/2023	22036	07/01/2023	11,859.00	11,859.00
56889	07/11/2023	03539 CLARK PEST CONTROL	C	07/30/2023	33607378	07/03/2023	135.00	135.00
56890	07/11/2023	01037 COMCAST CABLE	C	07/30/2023	07/01-07/31 XFINITY	06/26/2023	15,641.96	15,893.68
			C	07/30/2023	7/2-8/1/23	06/27/2023	251.72	
56891	07/11/2023	03284 FORENSIC LOGIC, LLC	C	07/30/2023	12893	06/28/2023	2,399.00	2,399.00
56892	07/11/2023	00181 IEDA	C	07/30/2023	24206	07/01/2023	1,685.04	1,685.04
56893	07/11/2023	03388 INTRADO LIFE & SAFETY	C	07/30/2023	1094673	06/19/2023	4,678.68	4,678.68
56894	07/11/2023	03414 MAD SCIENCE OF THE BAY	V	07/11/2023	25916	07/20/2023	650.00	1,300.00
			V	07/11/2023	25917	08/07/2023	650.00	

Check History Listing  
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Check #	Date	Vendor	Status	Clear/Void Date	Invoice	Inv. Date	Amount Paid	Check Total
56895	07/11/2023	00280 ODP BUSINESS SOLUTION	C	07/30/2023	316687088001	07/07/2023	29.96	
			C	07/30/2023	319729254001	07/04/2023	23.45	
			C	07/30/2023	319652769001	07/05/2023	17.98	71.39
56896	07/11/2023	03173 PLAN JPA	C	07/30/2023	PLAN-2023-0244	07/03/2023	238,900.00	238,900.00
56897	07/11/2023	02849 6746050100 U.S. BANK PAF			July'23 OPEB&Pension	07/01/2023	841,375.00	841,375.00
56898	07/11/2023	03414 MAD SCIENCE OF THE BAY	C	07/30/2023	25916	07/20/2023	650.00	650.00
56899	07/11/2023	03414 MAD SCIENCE OF THE BAY			25917	08/07/2023	650.00	650.00
56900	07/14/2023	01340 NAVIA BENEFIT SOLUTION	C	07/30/2023	07142023 B	07/14/2023	1,265.88	1,265.88
56901	07/14/2023	01375 NATIONWIDE RETIREMEN	C	07/30/2023	07142023 B	07/14/2023	5,160.05	
			C	07/30/2023	07142023 M	07/14/2023	2,100.00	7,260.05
56902	07/18/2023	00003 A. S. F. ELECTRIC	C	07/30/2023	2365	06/30/2023	490.00	490.00
56903	07/18/2023	00004 AT&T	C	07/30/2023	000020173687	07/01/2023	35.13	35.13
56904	07/18/2023	03334 LLC AT&T MOBILITY NATIO	C	07/30/2023	287296200335X071023	07/02/2023	2,557.64	2,557.64
56905	07/18/2023	02118 BAY AREA NEWS GROUP	C	07/30/2023	0001383234	06/30/2023	564.62	564.62
56906	07/18/2023	00051 CALIFORNIA WATER SERV	C	07/30/2023	0880644444-06/29/23	06/29/2023	726.28	726.28
56907	07/18/2023	00057 CINTAS CORPORATION #2	C	07/30/2023	4160057329	06/29/2023	647.97	
			C	07/30/2023	4160057231	06/29/2023	375.07	1,023.04
56908	07/18/2023	00093 CITY OF SOUTH SAN FRAN	C	07/30/2023	519415	06/30/2023	750.00	750.00
56909	07/18/2023	02827 CORODATA SHREDDING, II	C	07/30/2023	RS3514446	06/30/2023	277.25	277.25
56910	07/18/2023	02144 DOMINIC A. DE LUCCA DB/	V	07/18/2023	06.2023	07/11/2023	300.00	300.00
56911	07/18/2023	01367 DUO DANCE ACADEMY			06.2023	07/11/2023	140.00	140.00
56912	07/18/2023	03316 DARYL HIGASHI	C	07/30/2023	2002577.003	06/30/2023	250.00	250.00
56913	07/18/2023	00174 HOME DEPOT CREDIT SEF	V	07/18/2023	06/29/23 CLOSING	06/29/2023	539.01	539.01
56914	07/18/2023	03607 MARK THOMAS & COMPAN	C	07/30/2023	47646	06/21/2023	19,667.79	19,667.79

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56916	07/18/2023	02216 RAMOS OIL CO. INC.	C	07/30/2023	CL011925	04/20/2023	59.30	59.30
56917	07/18/2023	03617 EMMA SANCHEZ	C	07/30/2023	EE REIMB	05/20/2023	52.75	52.75
56918	07/18/2023	02144 DOMINIC A. DE LUCCA DBA	C	07/30/2023	06.2023	07/11/2023	300.00	300.00
56919	07/18/2023	00174 HOME DEPOT CREDIT SEF	C	07/30/2023	06/29/23 CLOSING	06/29/2023	539.01	539.01
56920	07/18/2023	03546 JUDIT ABARCA			2002586.003	07/12/2023	300.00	300.00
56921	07/18/2023	03618 BAY AREA DISCOVERY MU	C	07/30/2023	29273607	04/11/2023	504.00	504.00
56922	07/18/2023	00452 CPRS/CA PARK & REC SOC	C	07/30/2023	ID:136285	06/23/2023	165.00	165.00
56923	07/18/2023	03601 HEALTH AND HUMAN RESK	C	07/30/2023	E0297776	07/11/2023	64.80	64.80
56924	07/18/2023	03619 ELISABETH MERCADO	C	07/30/2023	2002579.003	07/03/2023	275.00	275.00
56925	07/18/2023	03260 LUCAS MONTALVO	C	07/30/2023	2002584.003	07/07/2023	650.00	650.00
56926	07/18/2023	03620 SALVADOR MORENO	C	07/30/2023	2002578.003	07/03/2023	50.00	50.00
56927	07/18/2023	02153 BEGONA NAVARRO			2002581.003	07/05/2023	275.00	275.00
56928	07/18/2023	03396 DINORA NAVARRO			EEReimb07/05/2023	07/05/2023	81.26	81.26
56929	07/18/2023	03551 QUENCH USA, INC	C	07/30/2023	INV06036656	07/07/2023	17.48	17.48
56930	07/18/2023	03479 ROBERT HALF INTERNATIK	C	07/30/2023	62273069	07/12/2023	2,642.90	2,642.90
56931	07/18/2023	02848 UNITED COACH TOURS	C	07/30/2023	20123WF	05/09/2023	1,245.00	1,245.00
56932	07/18/2023	01687 UNITED SITE SERVICES OI	C	07/30/2023	INV-01836532	07/06/2023	168.16	168.16
56933	07/18/2023	02799 WAVE (ASTOUND)	C	07/30/2023	103745301-0010246	06/30/2023	438.26	438.26
56934	07/25/2023	01061 FIRST AMERICAN TITLE CC			06.29.2023	06/29/2023	1,264.00	1,264.00
56935	07/25/2023	01183 BEST BEST & KRIEGER LLF	C	07/30/2023	970425	07/14/2023	20,941.06	
			C	07/30/2023	970421	07/14/2023	3,041.10	
			C	07/30/2023	970422	07/14/2023	2,622.60	
			C	07/30/2023	970426	07/14/2023	1,820.00	28,424.76

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56937	07/25/2023	02244 CALIFORNIA BUILDING ST/			Apr - Jun 2023	07/18/2023	74.00	74.00
56938	07/25/2023	00111 DEPARTMENT OF CONSER			Apr - Jun 2023	07/18/2023	409.25	409.25
56939	07/25/2023	00112 DEPARTMENT OF JUSTICE	C	07/30/2023	665925	06/30/2023	585.00	
			C	07/30/2023	667596	06/30/2023	179.00	764.00
56940	07/25/2023	01653 KAISER PERMANENTE MEI	C	07/30/2023	2023.07.09	07/09/2023	179.00	179.00
56941	07/25/2023	01184 PENINSULA UNIFORMS & E			200314	06/24/2023	120.81	120.81
56942	07/25/2023	02886 READY REFRESH BY NEST			03G0036457661	07/08/2023	56.05	56.05
56943	07/25/2023	00349 SEGALE & CERINI INC.			17640	06/30/2023	810.50	
					17515	03/31/2023	44.50	855.00
56944	07/25/2023	01224 SMC SHERIFF OFFICE	C	07/30/2023	PS-INV304580	06/30/2023	810.00	810.00
56945	07/25/2023	03622 4IMPRINT, INC			25441200	07/17/2023	4,149.42	
					25428782	07/14/2023	866.76	5,016.18
56946	07/25/2023	03170 ACTION TOWING AND ROA	C	07/30/2023	180009	07/14/2023	300.00	300.00
56947	07/25/2023	01940 ALLIANT INSURANCE SER\	C	07/30/2023	2366754	07/13/2023	164,396.66	164,396.66
56948	07/25/2023	00623 ARAMARK	C	07/30/2023	5180222817	07/03/2023	111.73	
			C	07/30/2023	5180222814	07/03/2023	15.90	
			C	07/30/2023	5180222809	07/03/2023	15.90	
			C	07/30/2023	5180222815	07/03/2023	15.90	159.43
56949	07/25/2023	00004 AT&T			000020232209	07/13/2023	1,563.01	1,563.01
56950	07/25/2023	01565 BAY CONTRACT MAINTEN/	C	07/30/2023	30247	07/10/2023	2,740.50	
			C	07/30/2023	30243	07/10/2023	2,661.35	
			C	07/30/2023	30246	07/10/2023	2,661.35	
			C	07/30/2023	30248	07/10/2023	1,552.45	
			C	07/30/2023	30244	07/10/2023	633.64	
			C	07/30/2023	30249	07/10/2023	221.30	
			C	07/30/2023	30245	07/10/2023	193.34	10,663.93

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Check #	Date	Vendor	Status	Clear/Void Date	Invoice	Inv. Date	Amount Paid	Check Total
56951	07/25/2023	03539 CLARK PEST CONTROL			33607380	07/17/2023	135.00	
					33607379	07/17/2023	135.00	
					33607381	07/19/2023	115.00	385.00
56952	07/25/2023	01037 COMCAST CABLE	C	07/30/2023	07/11-8/10 601 F ST	07/07/2023	118.72	118.72
56953	07/25/2023	02793 DITO'S MOTORS	C	07/30/2023	28318	07/12/2023	225.37	
			C	07/30/2023	28331	07/13/2023	85.68	
			C	07/30/2023	28309	07/11/2023	76.01	387.06
56954	07/25/2023	02935 EMCOR SERVICES-MESA E	C	07/30/2023	940015528	07/13/2023	1,369.00	1,369.00
56955	07/25/2023	02499 GE CAPITAL INFORMATION	C	07/30/2023	107444501	07/11/2023	76.15	76.15
56956	07/25/2023	03307 GOLDEN STATE WARRIOR			08/26/23 Tickets	04/11/2023	1,920.00	1,920.00
56957	07/25/2023	02382 MARIA GONZALEZ			2002587.003	07/17/2023	300.00	300.00
56958	07/25/2023	01526 VICENTE GONZALEZ	C	07/30/2023	2002588.003	07/17/2023	200.00	200.00
56959	07/25/2023	00433 GRAINGER INC			9775236442	07/19/2023	293.26	293.26
56960	07/25/2023	02965 HAPPYCAKE FACE PAINTIN			687304	07/18/2023	300.00	300.00
56961	07/25/2023	00544 MUNICIPAL CLERKS INTER			#26198 C. Corley	07/06/2023	185.00	185.00
56962	07/25/2023	03621 TERI KAGAWA			2000160.004	07/19/2023	150.00	150.00
56963	07/25/2023	03145 REYNALD ONG			2002591.003	07/18/2023	175.00	175.00
56964	07/25/2023	00307 PACIFIC GAS & ELECTRIC			3007220528-6 Jul10	07/10/2023	4,275.08	
					0576889222-5 10Jul23	07/10/2023	263.13	
					0035222590-8 10Jul23	07/10/2023	28.88	4,567.09
56965	07/25/2023	02744 JAIRO PADILLA	C	07/30/2023	2002589.003	07/18/2023	1,010.00	1,010.00
56966	07/25/2023	02216 RAMOS OIL CO. INC.			CL028420	07/10/2023	1,659.20	1,659.20
56967	07/25/2023	02122 S & J SALES	C	07/30/2023	34049	07/20/2023	2,300.00	2,300.00
56968	07/25/2023	00500 SMC CONTROLLERS OFFI	C	07/30/2023	June 2023	07/05/2023	2,753.20	2,753.20
56969	07/25/2023	00343 CITY OF FOSTER CITY SM			07/28/2023 Meeting	07/21/2023	65.00	65.00

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Check #	Date	Vendor	Status	Clear/Void Date	Invoice	Inv. Date	Amount Paid	Check Total
56970	07/25/2023	00388 SONITROL	C	07/30/2023	341826	07/07/2023	1,143.11	1,143.11
56971	07/25/2023	03002 STELLA PAINTING INC.			Job #22-042	07/10/2023	14,000.00	14,000.00
56972	07/25/2023	00412 TELECOMMUNICATIONS E			48336	07/10/2023	1,652.50	1,652.50
56973	07/25/2023	03623 THE PIN DEPOT NETWORK			726485	07/13/2023	690.00	690.00
56974	07/25/2023	01687 UNITED SITE SERVICES OI			INV-01836532	07/06/2023	168.16	168.16
56975	07/28/2023	00047 C.L.E.A.			07282023 B	07/28/2023	216.00	216.00
56976	07/28/2023	01340 NAVIA BENEFIT SOLUTION	C	07/30/2023	07282023 B	07/28/2023	1,265.88	1,265.88
56977	07/28/2023	01375 NATIONWIDE RETIREMEN			07282023 B	07/28/2023	5,160.05	5,160.05
56978	07/28/2023	02224 STANDARD INSURANCE C			07282023 B	07/28/2023	511.00	511.00
94913	07/14/2023	00130 EMPLOYMENT DEVELOPM	C	07/30/2023	07142023 M	07/14/2023	150.00	150.00
94914	07/14/2023	00521 UNITED STATES TREASUR	C	07/30/2023	07142023 M	07/14/2023	1,262.15	1,262.15
94915	07/14/2023	00631 P.E.R.S.	C	07/30/2023	07142023 M	07/14/2023	781.29	781.29
94916	07/14/2023	01360 MISSIONSQUARE RETIREM			07142023 M	07/14/2023	493.26	493.26
94917	07/14/2023	00282 CALIFORNIA PUBLIC EMPL	C	07/30/2023	07142023 M	07/14/2023	4,797.14	4,797.14
94918	07/14/2023	00130 EMPLOYMENT DEVELOPM	C	07/30/2023	07142023 B	07/14/2023	14,721.96	14,721.96
94919	07/14/2023	00521 UNITED STATES TREASUR	C	07/30/2023	07142023 B	07/14/2023	69,102.52	69,102.52
94920	07/14/2023	00282 CALIFORNIA PUBLIC EMPL	C	07/30/2023	07142023 B	07/14/2023	75,763.67	75,763.67
94921	07/14/2023	00631 P.E.R.S.	C	07/30/2023	07142023 B	07/14/2023	55,763.33	55,763.33
94922	07/14/2023	01360 MISSIONSQUARE RETIREM			07142023 B	07/14/2023	6,893.76	6,893.76
94923	07/14/2023	00068 COLMA PEACE OFFICER'S			07142023 B	07/14/2023	652.14	652.14
94926	07/14/2023	00282 CALIFORNIA PUBLIC EMPL	C	07/30/2023	07142023 S	07/14/2023	1,656.34	-1,656.34
94927	07/28/2023	00130 EMPLOYMENT DEVELOPM			07282023 B	07/28/2023	15,360.66	15,360.66
94928	07/28/2023	00521 UNITED STATES TREASUR			07282023 B	07/28/2023	71,703.70	71,703.70

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94930	07/28/2023	01360 MISSIONSQUARE RETIREM			07282023 B	07/28/2023	6,883.94	6,883.94
94931	07/28/2023	00068 COLMA PEACE OFFICER'S			07282023 B	07/28/2023	652.14	652.14
120048	07/05/2023	00282 CALIFORNIA PUBLIC EMPL	C	07/30/2023	100000017202543	06/14/2023	6,965.91	
			C	07/30/2023	1...17174679-Refund	05/15/2023	-6,958.00	7.91
120050	07/25/2023	00282 CALIFORNIA PUBLIC EMPL			100000017234969	07/14/2023	6,946.28	6,946.28
7142023	07/14/2023	00631 P.E.R.S.	C	07/30/2023	FY2023-2024 Lump Sum	07/14/2023	704,425.00	704,425.00
							<b>first Total:</b>	<b>3,193,993.47</b>
							<b>Total Checks:</b>	<b>3,193,993.47</b>

169 checks in this report





# STAFF REPORT

TO: Mayor and Members of the City Council

FROM: Farhad Mortazavi, City Planner  
Gina Paolini, Senior Planner

VIA: Brian Dossey, City Manager

MEETING DATE: August 23, 2023

SUBJECT: Grand Jury Response – Accessory Dwelling Units: Affordable Housing’s Panacea or Prevarication?”

## RECOMMENDATION

Staff recommends that the City Council make the following motion:

MOTION APPROVING THE TOWN’S RESPONSE TO THE GRAND JURY REPORT DATED JUNE 12, 2023, TITLED “ACCESSORY DWELLING UNITS: AFFORDABLE HOUSING’S PANACEA OR PREVARICATION?” PURSUANT TO CEQA GUIDELINE 15378

## EXECUTIVE SUMMARY

On June 12, 2023, the 2022-2023 San Mateo County Civil Grand Jury issued a report titled, “Accessory Dwelling Units: Affordable Housing’s Panacea or Prevarication?”. The Town of Colma is required to submit comments on the findings and recommendations pertaining to the matters over which it has some decision-making authority within 90 days. The Town’s response to the report is due to the Honorable Nancy L. Fineman no later than September 11, 2023. The recommended response is outlined in the staff report and duplicated in the draft letter.

## FISCAL IMPACT

None. All programs cited in the responses to the Grand Jury Report recommendations are already funded.

## ANALYSIS

The Grand Jury report includes seven findings and six recommendations to address the issue that some San Mateo County communities may be misusing the new regulations for Accessory Dwelling Units (ADUs) to avoid the construction of multifamily low-income housing in the 6<sup>th</sup> Regional Housing Needs Allocation (RHNA) cycle. Staff has collaborated with San Mateo County, other cities, and 21 Elements (a multi-year, multi-phase collaboration of all 21 San Mateo County

jurisdictions) on the response to the Grand Jury Report. The Town's proposed response to the findings and recommendations of the Grand Jury are as follows:

**Finding 1:** Due to recent changes in California ADU-related laws, local governments cannot condition ADU permits in San Mateo County on complying with affordability monitoring and verification.

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

**Finding 2:** San Mateo County and most of its municipalities rely on ADUs to meet their affordable housing commitments in their RHNA-6 plans.

**Response:** The Town of Colma partially agrees with this finding. While the Town does not count ADUs to meet affordable housing commitments in RHNA, it is one of many strategies that HCD has authorized reliance on to meet the RHNA requirements.

**Finding 3:** Atherton, Hillsborough, Portola Valley, and Woodside rely on ADUs to meet as much as 80 percent of their affordable housing commitments in their RHNA-6 plans.

**Response:** The Town of Colma neither agrees or disagrees with this finding as it is not named in this finding and therefore has no comment.

**Finding 4:** HCD has instructed San Mateo County jurisdictions to monitor and verify future ADU production and affordability every two years but has yet to specify how to verify whether very low-, low- or moderate-income households are occupying the ADUs as planned.

**Response:** The Town of Colma partially agrees with this finding. We do not expect HCD to specify how to verify the income levels of ADU occupants. Additionally, HCD is only asking for verification at the initial time of occupancy. The Town is planning on supporting a regional ADU affordability monitoring effort through ABAG or 21 Elements.

**Finding 5:** Other than Brisbane and Redwood City, San Mateo County and its jurisdictions have yet to articulate how they will monitor and verify ADU production or affordability.

**Response:** The Town of Colma agrees with this finding. San Mateo County jurisdictions met on June 20, 2023, to discuss potential strategies for monitoring ADU affordability levels. The Town is planning to support a regional ADU monitoring effort through ABAG or 21 Elements. We expect this monitoring effort to begin no later than two years after the Housing Element was due (early 2025).

**Finding 6:** Without effective ADU monitoring and verification, it will be impossible to evaluate whether the jurisdictions are meeting their RHNA-6 obligations for low-, very-low, and moderate-income housing units.

**Response:** The Town of Colma agrees with this finding. As stated above, the Town is planning to support a regional approach to monitoring ADU affordability.

**Finding 7:** ADU affordability and occupancy could be monitored by agencies such as HIP Housing which has proven systems and processes to verify occupancy of deed-restricted rental properties in San Mateo County.

**Response:** The Town of Colma agrees with this finding. HIP is one potential partner agency.

**Recommendation 1:** San Mateo County and each City should immediately stop using ADUs to meet their State-mandated very low-, low-, and moderate-income housing targets in their Housing Element submissions until they have also proposed an effective monitoring system that verifies how newly developed ADU's will be used.

**Response:** This recommendation requires further analysis. At this time, the Town of Colma has not included ADUs in the submitted Housing Element to meet the State-mandated housing targets. The Town is close to the final submission to HCD and does not plan to make a major change that would include ADUs to meet future targets. However, the Town is committed to following state housing law and to supporting the development of an effective regional ADU monitoring program which will be operated by 21 Elements or ABAG. The Town is also supporting the development of a new ADU nonprofit that will have programs to incentivize the production of affordable ADUs in San Mateo County. The Town will have this monitoring program in place for future Housing Element cycles.

**Recommendation 2:** By February 1, 2024, San Mateo County and each City should develop, adopt, and implement a verification system capable of monitoring and verifying how newly developed ADU's are being used.

**Response:** This recommendation has yet to be implemented but will be implemented in the future. The Town of Colma agrees that it is important to have high quality information about who is living in ADUs. The Town will participate in the ABAG or 21 Elements ADU monitoring system. The monitoring is projected to launch in January 2025 and will likely survey people about their plans for their ADU at the time permits are issued. Due to homeowner privacy concerns and the cost of engaging with thousands of homeowners every year, it would not be practical to have an ongoing verification system that checks the income of every resident of every ADU in the county.

**Recommendation 3:** By February 1, 2024, San Mateo County and each City should develop and adopt incentives for ADU owners which could be offered in exchange for deed restrictions that would include requirements for ADU tenants to participate in independent monitoring.

**Response:** This recommendation requires further analysis. The Town of Colma agrees with the goal of adopting an affordable ADU program. The Town is actively involved in the creation of an ADU nonprofit to serve San Mateo County jurisdictions and 21 Elements, working on behalf of the city, have been researching best practices. The draft work plan for the nonprofit calls for it to offer programs to incentivize the production of affordable ADUs and support homeowners in constructing ADUs in exchange for agreeing to rent at affordable levels. The nonprofit is projected to launch in July 2024 and will be financially supported by San Mateo County jurisdictions as well as private philanthropy if possible.

**Recommendation 4:** By February 1, 2024, San Mateo County and each City should track the intended use of ADUs – rented or non-rented – during the permitting process and offer incentives in exchange for deed restrictions that require ADUs to be used as rentals.

**Response:** This recommendation has yet to be implemented but will be implemented in the future. As part of the monitoring program referenced in response to Recommendation 2, The Town of Colma will track the intended use of ADUs. The Town will develop an incentive program that offers incentives in exchange for affordability requirements such as deed restrictions.

**Recommendation 5:** By April 1, 2024, San Mateo County and each City should develop and adopt a new ADU affordability distribution formula specific to each jurisdiction to the extent they are used for meeting the very low-, low-, and moderate-income housing requirements in their RHNA housing elements.

**Response:** This recommendation will not be implemented on a Town-specific basis in Colma, because it is not warranted or reasonable. While we agree with the importance of an accurate distribution formula, given the relatively small size of the Town of Colma, a more meaningful distribution formula can be attained by collecting data on ADUs constructed across all San Mateo County jurisdictions. The Town is supporting the creation of an ADU monitoring program through 21 Elements or ABAG which will collect data that can be used to revise the distribution formula based on actual observed income levels.

The UC Berkeley study surveyed thousands of homeowners statewide with repeat mailing... the data was aggregate to reduce the margins of errors. The margin of error would be too large if we were only surveying a dozen or couple of dozen households. There is also no evidence in the data to suggest significant variation from city to city. The recommendations of 30 percent very low income, 30 percent low income, 30 percent moderate income and 10 percent above moderate income had a significant cushion built in to ensure cities did not accidentally underproduce the amount of housing needed.

**Recommendation 6.** San Mateo County and each City should consider working together to address Recommendations 2 and 3.

**Response:** This recommendation has yet to be fully implemented but will be implemented in the future. San Mateo County jurisdictions work collaboratively through 21 Elements to develop, adopt, and implement housing policies and programs in the County. San Mateo County jurisdictions are already working together to address recommendations 2 and 3 by working to launch an ADU-focused nonprofit by July 2024 and an ADU affordability monitoring system by January 2025.

### **Council Adopted Values**

The discussion of Accessory Dwelling Units is consistent with the Council value of *responsibility* because it gathers information and considers actions to collaborate with the County and other San Mateo County cities for needed affordable housing in the form of Accessory Dwelling Units.

## **Sustainability Impact**

None.

## **Alternatives**

None

## **CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)**

Organizational or administrative activities of government that will not result in direct physical changes in the environment are not projects subject to CEQA review pursuant to CEQA Guideline 15378.

## **CONCLUSION**

Staff recommends the City Council, by motion, approve the Town's response to the Grand Jury findings and recommendations.

## **ATTACHMENTS**

- A. Draft Grand Jury Response Letter
- B. Grand Jury Report: Accessory Dwelling Units: Affordable Housing's Panacea or Prevarication?"





## TOWN OF COLMA

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

August 23, 2023

Honorable Nancy L. Fineman  
Judge of the Superior Court  
c/o Bianca Fasuescu  
Hall of Justice  
400 County Center; 2nd Floor  
Redwood City, CA 94063-1655

Re: Grand Jury Report: "Accessory Dwelling Units: Affordable Housing's Panacea or Prevarication?"

Dear Judge Fineman:

The City Council received the June 12, 2023, San Mateo Civil Grand Jury report titled, Accessory Dwelling Units: Affordable Housing's Panacea or Prevarication?".

The Town of Colma was requested to submit comments regarding the findings and recommendations no later than September 11, 2023.

The City Council of the Town of Colma has reviewed the recommendations in the Grand Jury Report that affect the Town and approved the responses at its public meeting on August 23, 2023.

### **Town's Response to the Findings:**

The Town agrees with findings F1, F5, F6, F7. Finding F3 does not apply to the Town. The Town partially agrees with findings F2 and F4. All responses to the findings are as follows:

**Finding 1:** Due to recent changes in California ADU-related laws, local governments cannot condition ADU permits in San Mateo County on complying with affordability monitoring and verification.

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

**Finding 2:** San Mateo County and most of its municipalities rely on ADUs to meet their affordable housing commitments in their RHNA-6 plans.

**Response:** The Town of Colma partially agrees with this finding. While the Town does not count ADUs to meet affordable housing commitments in RHNA, it is one of many strategies that HCD has authorized reliance on to meet the RHNA requirements.

Joanne F. del Rosario, Mayor  
John Irish Goodwin, Vice Mayor

Ken Gonzalez, Council Member • Carrie Slaughter, Council Member • Helen Fisicaro, Council Member

**Finding 3:** Atherton, Hillsborough, Portola Valley, and Woodside rely on ADUs to meet as much as 80 percent of their affordable housing commitments in their RHNA-6 plans.

**Response:** The Town of Colma neither agrees or disagrees with this finding as it is not named in this finding and therefore has no comment.

**Finding 4:** HCD has instructed San Mateo County jurisdictions to monitor and verify future ADU production and affordability every two years but has yet to specify how to verify whether very low-, low- or moderate-income households are occupying the ADUs as planned.

**Response:** The Town of Colma partially agrees with this finding. We do not expect HCD to specify how to verify the income levels of ADU occupants. Additionally, HCD is only asking for verification at the initial time of occupancy. The Town is planning on supporting a regional ADU affordability monitoring effort through ABAG or 21 Elements, a long-standing collaboration among the 21 jurisdictions of San Mateo County.

**Finding 5:** Other than Brisbane and Redwood City, San Mateo County and its jurisdictions have yet to articulate how they will monitor and verify ADU production or affordability.

**Response:** The Town of Colma agrees with this finding. San Mateo County jurisdictions met on June 20, 2023, to discuss potential strategies for monitoring ADU affordability levels. The Town is planning to support a regional ADU monitoring effort through ABAG or 21 Elements. We expect this monitoring effort to begin no later than two years after the Housing Element was due (early 2025).

**Finding 6:** Without effective ADU monitoring and verification, it will be impossible to evaluate whether the jurisdictions are meeting their RHNA-6 obligations for low-, very-low, and moderate-income housing units.

**Response:** The Town of Colma agrees with this finding. As stated above, the Town is planning to support a regional approach to monitoring ADU affordability.

**Finding 7:** ADU affordability and occupancy could be monitored by agencies such as HIP Housing which has proven systems and processes to verify occupancy of deed-restricted rental properties in San Mateo County.

**Response:** The Town of Colma agrees with this finding. HIP is one potential partner agency.

### **Town's Response to the Recommendations:**

The Town's responses to the Recommendations are as follows:

**Recommendation 1:** San Mateo County and each City should immediately stop using ADUs to meet their State-mandated very low-, low-, and moderate-income housing targets in their Housing Element submissions until they have also proposed an effective monitoring system that verifies how newly developed ADU's will be used.



**Response:** This recommendation requires further analysis. At this time, the Town of Colma has not included ADUs in the submitted Housing Element to meet the State-mandated housing targets. The Town is close to the final submission to HCD and does not plan to make a major change that would include ADUs to meet future targets. However, the Town is committed to following state housing law and to supporting the development of an effective regional ADU monitoring program which will be operated by 21 Elements or ABAG. The Town is also supporting the development of a new ADU nonprofit that will have programs to incentivize the production of affordable ADUs in San Mateo County. The Town will have this monitoring program in place for future Housing Element cycles.

**Recommendation 2:** By February 1, 2024, San Mateo County and each City should develop, adopt, and implement a verification system capable of monitoring and verifying how newly developed ADU's are being used.

**Response:** This recommendation has yet to be implemented but will be implemented in the future. The Town of Colma agrees that it is important to have high quality information about who is living in ADUs. The Town will participate in the ABAG or 21 Elements ADU monitoring system. The monitoring is projected to launch in January 2025 and will likely survey people about their plans for their ADU at the time permits are issued. Due to homeowner privacy concerns and the cost of engaging with thousands of homeowners every year, it would not be practical to have an ongoing verification system that checks the income of every resident of every ADU in the county.

**Recommendation 3:** By February 1, 2024, San Mateo County and each City should develop and adopt incentives for ADU owners which could be offered in exchange for deed restrictions that would include requirements for ADU tenants to participate in independent monitoring.

**Response:** This recommendation requires further analysis. The Town of Colma agrees with the goal of adopting an affordable ADU program. The Town is actively involved in the creation of an ADU nonprofit to serve San Mateo County jurisdictions and 21 Elements, working on behalf of the city, have been researching best practices. The draft work plan for the nonprofit calls for it to offer programs to incentivize the production of affordable ADUs and support homeowners in constructing ADUs in exchange for agreeing to rent at affordable levels. The nonprofit is projected to launch in July 2024 and will be financially supported by San Mateo County jurisdictions as well as private philanthropy if possible.

**Recommendation 4:** By February 1, 2024, San Mateo County and each City should track the intended use of ADUs – rented or non-rented – during the permitting process and offer incentives in exchange for deed restrictions that require ADUs to be used as rentals.

**Response:** This recommendation has yet to be implemented but will be implemented in the future. As part of the monitoring program referenced in response to Recommendation 2, The Town of Colma will track the intended use of ADUs. The Town will develop an incentive program that offers incentives in exchange for affordability requirements such as deed restrictions.

**Recommendation 5:** By April 1, 2024, San Mateo County and each City should develop and adopt a new ADU affordability distribution formula specific to each jurisdiction to the extent they are used for meeting the very low-, low-, and moderate-income housing requirements in their RHNA housing elements.

**Response:** This recommendation will not be implemented on a Town-specific basis in Colma, because it is not warranted or reasonable. While we agree with the importance of an accurate distribution formula, given the relatively small size of the Town of Colma, a more meaningful distribution formula can be attained by collecting data on ADUs constructed across all San Mateo County jurisdictions. The Town is supporting the creation of an ADU monitoring program through 21 Elements or ABAG which will collect data that can be used to revise the distribution formula based on actual observed income levels.

The UC Berkeley study surveyed thousands of homeowners statewide with repeat mailing... the data was aggregate to reduce the margins of errors. The margin of error would be too large if we were only surveying a dozen or couple of dozen households. There is also no evidence in the data to suggest significant variation from city to city. The recommendations of 30 percent very low income, 30 percent low income, 30 percent moderate income and 10 percent above moderate income had a significant cushion built in to ensure cities did not accidentally underproduce the amount of housing needed.

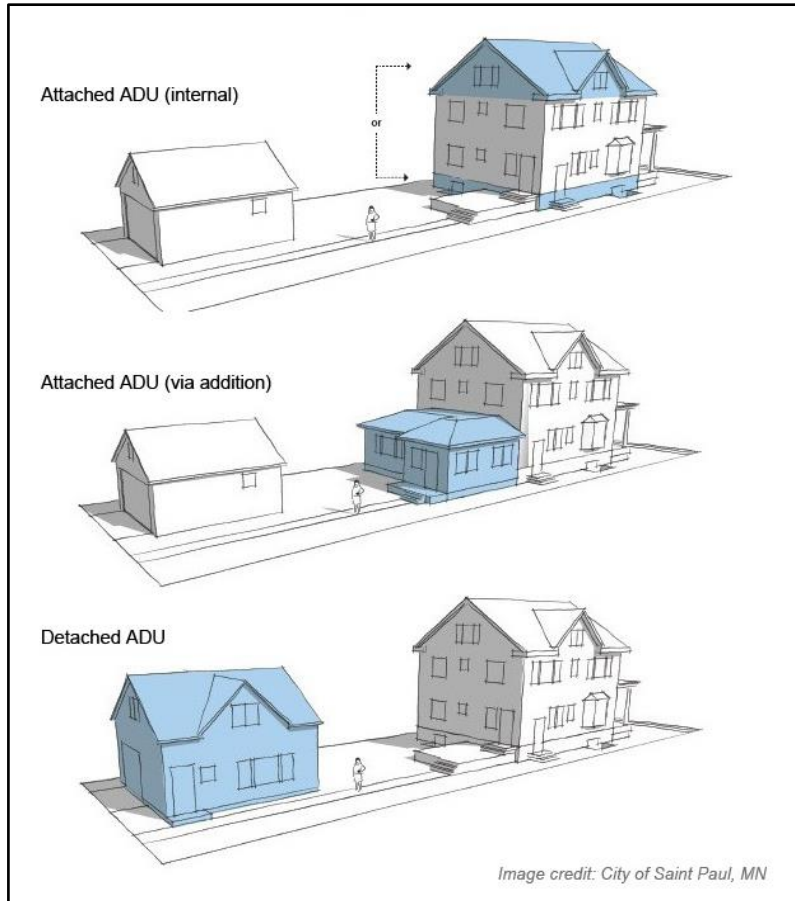
**Recommendation 6.** San Mateo County and each City should consider working together to address Recommendations 2 and 3.

**Response:** This recommendation has yet to be fully implemented but will be implemented in the future. San Mateo County jurisdictions work collaboratively through 21 Elements to develop, adopt, and implement housing policies and programs in the County. San Mateo County jurisdictions are already working together to address recommendations 2 and 3 by working to launch an ADU-focused nonprofit by July 2024 and an ADU affordability monitoring system by January 2025.

The Town appreciates the efforts of the Grand Jury. Please contact City Manager Brian Dossey should you require any additional information. He can be reached at (650) 997-8318 or by email: [brian.dossey@colma.ca.gov](mailto:brian.dossey@colma.ca.gov).

Sincerely,

Joanne F. del Rosario  
Mayor



# Accessory Dwelling Units: Affordable Housing's Panacea or Prevarication?

Release Date: June 12, 2023  
2022-2023 San Mateo County Grand Jury

***“You can always count on Americans to do the right thing – after they’ve tried everything else.” Winston Churchill***

***“Every man must decide whether he will walk in the light of creative altruism or in the darkness of destructive selfishness.” Martin Luther King, Jr.***

## ISSUE

Are some San Mateo County communities misusing Accessory Dwelling Units (ADUs) to avoid the construction of multifamily low-income housing over the next eight years?

## SUMMARY

Anointed the “epicenter of America’s housing dysfunction” by Harvard Business Review this year, the San Francisco Bay Area has faced an acute housing shortage at all levels for decades, especially for those who have the least.

And it is no longer news that many of the workers that San Mateo County communities depend upon daily – first responders, teachers, nurses, city employees, gardeners, and housekeepers, to name just a few – cannot afford a decent place to live and raise their families close to their jobs.

To address the issue, the State Legislature in 1969 passed the Housing Element Law, which says all California cities, towns, and counties, every eight years, must plan for the housing needs of all their residents regardless of income, which effectively requires development of affordable housing. Many changes and additions have been made to the law over the years, most recently eliminating zoning restrictions governing ADUs – small homes or apartments that share a single-family lot of a larger primary residence – and allowing communities to count them as affordable housing in their Regional Housing Needs Allocation (RHNA) plans.

At issue:

- Although their intentions have been good, the State has neglected to include any form of regulation to ensure low-income tenants ultimately use these ADUs as planned.
- Because owners often rent their ADUs to family and friends, they can exacerbate patterns of segregation and exclusion.<sup>1</sup>
- And perhaps most importantly – counting ADUs as affordable housing will likely result in cities issuing permits for fewer deed-restricted low-, very low-, and moderate-income apartments and homes.

Without accountability through oversight and regulations, low-, very low-, and moderate-income housing now planned in some San Mateo County jurisdictions may end up existing solely on paper and never in operation.

This problem is most acute in Atherton, Hillsborough, Portola Valley, and Woodside, where some residents are up in arms over the State-mandated housing requirements, and the city governments, trying to appease them, are proposing counting on ADUs to meet as much as 80 percent of their affordable housing targets.

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<sup>1</sup> Association of Bay Area Governments, “Final Regional Housing Needs Allocation (RHNA) Plan, San Francisco Bay Area, 2023-2031”, accessed May 27, 2023, [https://abag.ca.gov/sites/default/files/documents/2021-12/Final\\_RHNA\\_Allocation\\_Report\\_2023-2031-approved\\_0.pdf](https://abag.ca.gov/sites/default/files/documents/2021-12/Final_RHNA_Allocation_Report_2023-2031-approved_0.pdf)

Assembly Bill 72 (2017) gives the California Department of Housing and Community Development (HCD) enforcement capability on local government's land use, planning, and zoning requirements. In the current RHNA-6 (2023-2031) planning cycle, HCD demands that San Mateo County jurisdictions monitor and verify ADU affordability every two years. However, HCD has not specified how to prove the ADUs are rented to very low-, low- or moderate-income households, leaving it to the communities to find a solution.

So far, jurisdictions have yet to do so, even though local independent agencies such as HIP Housing have systems and services in place, which they use to verify affordability of deed-restricted affordable housing, and that could be adapted Countywide to monitor and verify ADUs' affordability and occupancy in a manner that adheres to fair housing guidelines.

California needs to build 2.5 million homes by 2030 to meet current housing demands, according to the HCD. But the State averages only about 125,000 new homes annually – a shortfall by nearly two-thirds.

ADUs can, indeed, provide affordable housing. And to many citizens of affluent communities, they are an appealing alternative to multi-family, deed-restricted affordable housing projects. However, just because the law makes it possible to count ADUs as affordable housing, it does not exempt cities and towns from credibly planning for badly needed affordable housing.

## **BACKGROUND**

One of the State's long-standing priorities has been to increase the availability of affordable housing for all economic segments.

HCD – the California Department of Housing and Community Development – focuses on making this happen by working with local jurisdictions to create rental and homeownership opportunities for all Californians, including individuals and families who are experiencing homelessness.

Beginning in 1969, the State mandated that all California cities, towns, and counties must plan for the housing needs of all Californians, regardless of income. They meet this mandate by developing and updating a Housing Element, part of a local jurisdiction's General Plan, which shows where they will allow new housing and describes the policies and strategies necessary to support building new housing.

The process of updating the Housing Element involves HCD working with various Councils of Governments (COG) to develop a RHNA plan that includes the Regional Housing Needs Determination (RHND), which assigns the number of housing units that each county and city are expected to facilitate being built in the subsequent eight years to accommodate projected growth.

In the case of the Bay Area, this Council of Governments is the Association of Bay Area Governments (ABAG), which represents all nine Bay Area counties, including San Mateo County and its 20 cities and towns. Components that ABAG considers in determining each Bay Area county's and city's allocation of housing units include population, employment potential, proximity to transportation centers, open space, inclusivity, and diversification, all of which are becoming increasingly important to the State, according to ABAG reports.

Multiple bills in both houses of the State Legislature have been proposed over the years to change the process and increase the amount of State control over housing development. Particularly significant changes occurred during the 2017 legislative session when senators and assembly members proposed approximately 150 housing bills. That year the Governor ultimately signed a package of 15 bills related to funding for housing, streamlining development approvals, and increasing accountability for meeting the requirements of the Housing Element Law. These included bills that significantly changed the RHNA process, requiring additional outreach and reporting, modifying how to calculate the RHND to reflect unmet housing needs better, increasing the number of topics to be considered in the allocation methodology, and giving HCD, on behalf of the State, the ability to sue individual counties or cities for not meeting requirements.

Updating the Housing Element every eight years is an iterative process involving HCD, the regional COGs, the State Department of Finance (DOF), and local jurisdictions. (See Appendix D.) But the ultimate authority for approval of the RHNA, the RHND, and the associated Housing Elements resides with HCD.

The current approved RHNA plan developed by ABAG is known as RHNA-6, which spans 2023 to 2031.

HCD requires each jurisdiction to submit its completed Housing Element for review and approval by a specific date. For RHNA-6, the due date for San Mateo County and its cities was January 31, 2023. Before the due date, the jurisdictions were able to send their draft Housing Elements to HCD for preliminary review and comments and make necessary modifications that HCD highlights. Any jurisdiction which fails to meet the deadline for submission of their completed Housing Element is subject to a potential "builders remedy" action that forces a city to allow building projects regardless of whether they meet most of the local zoning restrictions.

Once Housing Elements are approved, HCD monitors the progress of approved RHNA plans by requiring each jurisdiction to report its building permit activities annually. If progress is below expectations, the jurisdiction must develop alternative strategies for review and approval by HCD.

During the RHNA-5 (2015-2023) progress reviews submissions, cities began including ADUs as part of the overall housing inventory in their annual reports because State legislation (Government Code section 65852.150) that became effective in January 2017 stated that ADUs are a valuable form of housing in California, which also "provide housing for family members, students, the elderly, in-home health care providers, the disabled, and others, at below market prices within existing neighborhoods."

Numerous Senate and Assembly bills were enacted in 2018 and 2020, requiring local jurisdictions to streamline and allow for ease of ADU production to increase housing for all income categories. With these encouragements, ADUs being deemed a viable housing option, and facing stringent RHNA-6 requirements of approximately three times more housing units than in the RHNA-5 cycle, a few affluent San Mateo cities have proposed using ADUs to satisfy most of their plans to meet the required number of housing units in the various income categories.

"ADUs are not a panacea, but they're a good tool in the toolbox," said a planning consultant working for a San Mateo County city. "Most land on The Peninsula is single-family homes. ADUs are opening land that was not open before. But higher density housing near transit is better."

Added a city manager: “I think they (ADUs) are a piece of the solution, but not all of it. I think ADUs are an important way to provide opportunities for other things – where people want multigenerational living on-site, for caretakers, or other folks – they can reside in an ADU even if they’re not paying rent.”

## DISCUSSION

While HCD-approved RHNA Housing Elements do not require the cities and counties to build affordable housing, the jurisdictions must adjust zoning ordinances, issue permits to allow construction of affordable housing, and initiate programs that incentivize such construction.

However, as shown in Chart 1 below, significant portions of San Mateo County's affordable housing in RHNA-5 (2015-2023) plans did not materialize – most likely due to a lack of permit applications.

With RHNA-5's significantly lower targets, the less-than-expected performance during the RHNA-5 cycle foreshadows the enormous challenge the County's cities and towns now face in meeting the RHNA-6 goals for the next eight years, which are approximately three times larger, as shown in Chart 2 below.

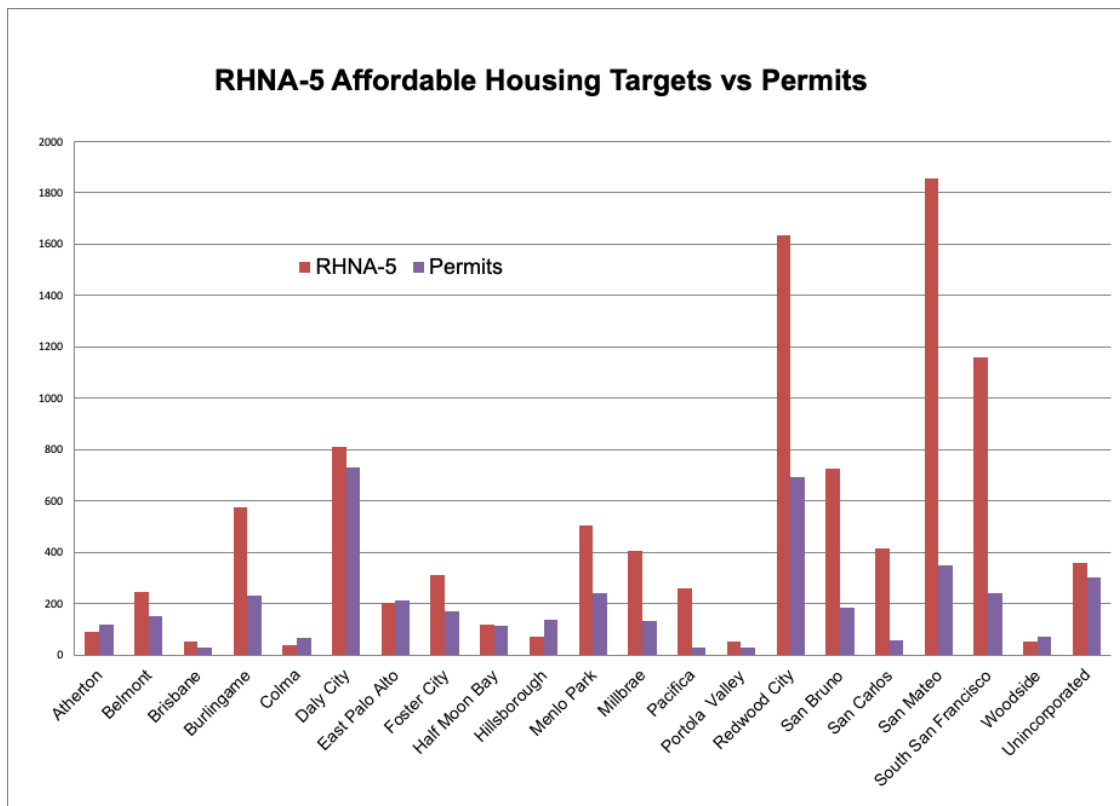


Chart 1: RHNA-5 Affordable Housing Required vs. Permitted



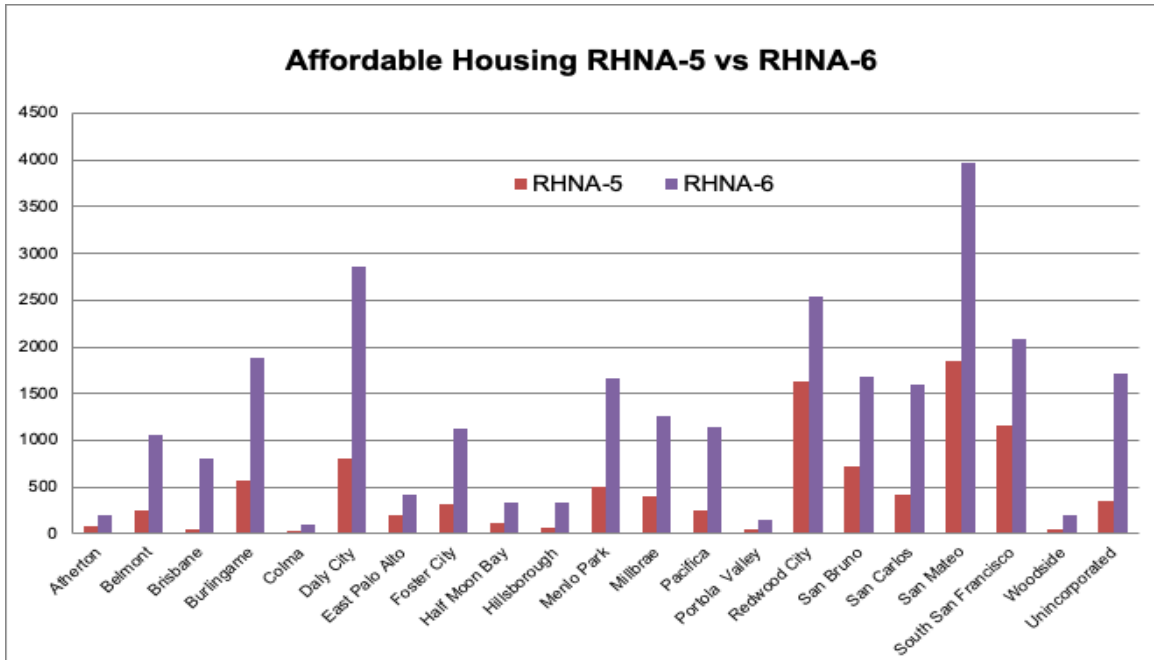


Chart 2: RHNA-5 Affordable Housing Allocations vs RHNA-6

Besides increasing affordable housing targets by nearly 300 percent, the State has made other significant changes in the ADU laws to address the current housing crunch.

Law	Year	Impact
AB671	2019	Through Housing Elements, HCD to promote ADUs for affordable rent
AB670	2019	Any local covenants and restrictions on new housing are void
AB587	2019	Deed-restricted sale of ADU is allowed separately from the main house
AB 68	2019	Removes local restrictions on minimum size, requirement of owner occupancy, parking requirements for garage conversion, and any impact fee.
AB 3182	2020	Permitting process within 60 days
SB9	2021	Facilitates lot split and allows more than 1 ADU per property
AB 345	2021	Allows owners to sell ADUs separately
AB 2221	2023	Pre-specific time permit frame for approval of ADU applications
SB 897	2023	Increases the ADU height limit to 18' and allows retro permitting of previous unauthorized ADUs.

The net effect of these changes was to minimize municipal-level regulations on ADUs – such as parking requirements, property line setbacks, height limits, or the number of ADUs on one property – and make

ADUs an acceptable means to meet affordable housing obligations. Given these changes, namely high mandatory targets for affordable housing, enthusiastic support by the State of ADUs as affordable housing, and requiring zero land use rezoning for ADUs, nearly all San Mateo County cities and towns include ADUs in their RHNA-6 Housing Elements.

The issue, however, is that for every ADU included in a Housing Element – regardless of whether the ADU is built and rented to very low-, low-, or moderate-income tenants – one verifiable, deed-restricted affordable housing unit will not be built in that jurisdiction by a developer.

**So, How Did We Get Here?**

California cities and counties can now use ADUs to help satisfy their RHNA requirements. But calculating how many ADUs to put into a Housing Element and how to distribute them into each income category, differ from other housing options.

ABAG instructs San Mateo County jurisdictions that the standard method is first to estimate the number of ADUs that homeowners will build in a planning period, which is 2023 through 2031 for RHNA-6.

In its technical memo “Using ADUs to Satisfy RHNA,” ABAG advises members that the estimate should be based on the average number of ADU building permits issued each year, multiplied by eight, because there are eight years in a housing element cycle.

“Most cities base their determination of annual ADU permits by averaging the building permits approved each year since 2019 when State law made it easier to construct the units,” the technical memo explains:

“There is a small amount of flexibility in the calculations,” the memo continues. “If numbers were low in 2019 but were high in 2020, 2021, and 2022, a jurisdiction could potentially use 2020-2022 as the baseline. This rationale would be bolstered if there was a logical explanation for the change, e.g., the jurisdiction further loosened regulations in 2020. Projecting a higher number of ADUs than what has been demonstrated through permit approvals in recent years may be possible, but more challenging. A slightly larger number may be warranted if a robust, funded, and clear plan to increase production has been put in place. However, you are strongly encouraged to coordinate with HCD before deviating from the standard methodology.”

Once cities complete their estimate, they must distribute those units into each income category.

To help its members, ABAG analyzed ADU affordability. Using data from a 2020 statewide survey of homeowners who had constructed ADUs in 2018 or 2019, ABAG concluded that the assumptions in the chart below are generally applicable in most jurisdictions. Many Bay Area jurisdictions chose to use these numbers instead of conducting their own affordability analysis.

Percent	Income Category
30%	Very Low Income
30%	Low Income
30%	Moderate Income
10%	Above Moderate

“UC Berkeley Turner Center did a statewide survey of ADU affordability, and they worked with ABAG to adjust it for the Bay Area specifically,” said a San Mateo County planner. “So those (numbers) are based on surveys and data analysis of actual ADUs that have been produced, and the rents that are being offered to tenants. We are just accepting their analysis as is.”

San Mateo County jurisdictions have almost unanimously adopted ABAG’s 30-30-30-10 formula.

However, a 2021 report and recommendations for RHNA-6 prepared by ABAG’s Housing Technical Assistance Team, titled “DRAFT Affordability of Accessory Dwelling Units,” says that although ADUs are often affordable, jurisdictions should be cautious about relying on them too heavily because of fair housing concerns:

“Many ADUs are affordable to lower and moderate-income households because they are rented to family and friends of the homeowners,” the report states. “If minorities are underrepresented among homeowners, the families and potentially friends of the homeowners will be primarily white. Therefore, relying too heavily on ADUs could inadvertently exacerbate patterns of segregation and exclusion.”

The report also acknowledges that ADUs often do not serve large families, another critical fair housing concern.

And while ADUs accomplish an essential fair housing goal by adding new homes in parts of the municipality that are more likely to be areas of opportunity, the report recommends that jurisdictions with fair housing concerns “may want to use more conservative assumptions based on open market rentals, excluding units made available to family and friends,” as summarized below:

Percent	Income Category
5%	Very Low Income
30%	Low Income
50%	Moderate Income
15%	Above Moderate

So far, 16 San Mateo County cities have chosen the 30-30-30-10 formula, implying there are no fair housing concerns in their jurisdictions.

Only two cities – San Carlos and San Mateo – use ABAG’s more conservative formula of 5-30-50-15 in their plans. One city – Belmont – used its own judgment.<sup>2</sup> And one – Colma – does not use ADUs in their plans at all to meet State requirements.

But in all cases, these statistical estimates may not reflect the actual usage of constructed ADUs. Determining that would require actual verification by each local jurisdiction.

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<sup>2</sup> City of Belmont, “General Housing Element Draft 2023-2031”, p. 25, accessed May 27, 2023, <https://www.belmont.gov/home/showpublisheddocument/21721/637968613354630000>

**ADUs planned in RHNA-6  
(May 11, 2023)**

City	Very Low	Low	Moderate	Above Moderate	Total ADUs	Total RHNA-6 Requirement
Atherton	56	56	56	112	280	348
Belmont	0	0	80	0	80	1785
Brisbane	12	12	12	4	40	1588
Burlingame	50	50	50	17	167	3257
Colma	-	-	-	-	0	202
Daly City	151	151	151	50	503	4838
East Palo Alto	35	34	34	12	115	829
Foster City	7	7	7	3	24	1896
Hillsborough	84	84	84	28	280	554
Menlo Park	26	25	26	8	85	2946
Millbrae	34	34	33	11	112	2199
Pacifica	56	56	56	19	187	1892
Portola Valley	28	28	28	8	92	253
Redwood City	152	152	152	50	506	4588
San Bruno	72	72	72	24	240	3165
San Carlos	10	61	102	30	203	2735
San Mateo	22	132	220	66	440	7015
South San Francisco	113	113	113	38	377	3956
Unincorporated San Mateo	107	107	107	36	357	2833
Woodside	36	36	36	12	120	328

*(This table includes all San Mateo County jurisdictions that have submitted Housing Element plans to HCD for review. As of June 1, 2023, Half Moon Bay and Daly City have not submitted RHNA-6 plans for HCD review.)*

Accordingly, if HCD approves cities and towns' current Housing Elements, San Mateo County may end up with many affordable housing units that exist only on paper because they are counted as affordable units by the State but never made available or occupied by people who need affordable housing:

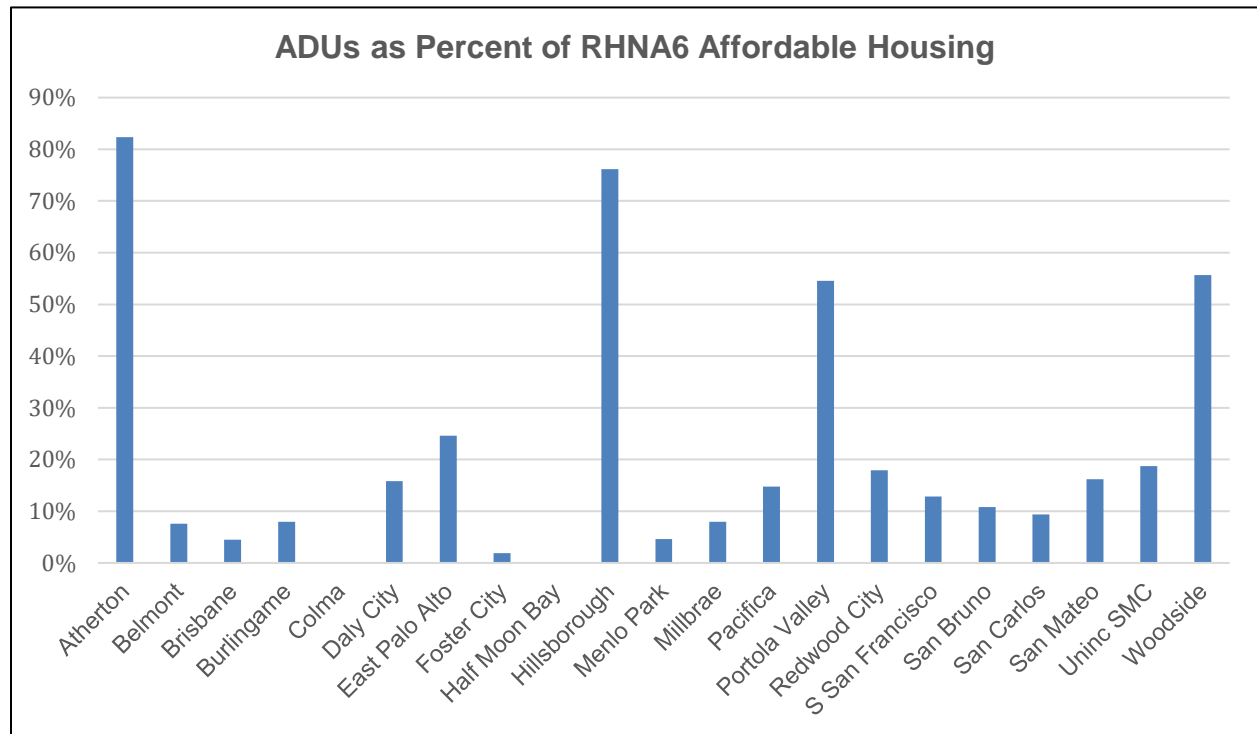
“BMR (below market rate) unit displacement is a legitimate issue,” said a city planning consultant. “RHNA looks at (the number of) units, not the number of people being housed. For the State, they’re all counted the same – an ADU or three-bedroom apartment, five vs. one or two people. In the eyes of the State, they’re all the same.”

Finally, the cities and towns relying primarily on ADUs to meet their RHNA-6 housing targets do not meet the overall objectives required by HCD and RHNA of:

- Increasing the housing supply and mix of housing types, tenure, and affordability
- Promoting infill development and socioeconomic equity, protecting environmental and agricultural resources, and encouraging efficient development patterns
- Promoting an improved intraregional relationship between jobs and housing
- Balancing disproportionate household income distributions
- Affirmatively furthering fair housing

**Housing and Community Development Pushes Back**

Four San Mateo County municipalities – Atherton, Hillsborough, Portola Valley, and Woodside – rely heavily on ADUs to meet low-income housing requirements in their RHNA-6 Housing Elements.



May 17, 2023

While HCD does not single out those four cities for their heavy reliance on ADUs to meet their affordable housing needs, throughout the process of submission and review of draft RHNA-6 plans, HCD consistently instructed San Mateo County cities and towns that they must monitor and verify ADU production and affordability at least every two years but has not specified an acceptable process for verifying the affordability level of ADUs as planned.

Should San Mateo County and its cities seek outside help on this issue, there are a handful of independent non-profit agencies and for-profit real estate management companies operating today in the Bay Area that have established systems and processes for monitoring and verifying rented occupied housing for continued affordability and adherence to fair housing guidelines while maintaining tenant and owner privacy – which was an issue continually raised by City Managers and other officials during Grand Jury interviews.

## ADU Affordability Monitoring Emphasized in HCD Review Letters to Jurisdictions

### **Atherton (4-4-23)**

Program 3.812 (New Construction of Affordable Accessory Dwelling Units): While the element was revised to include timing of each action, it is unclear how affordability will be established. The program should be revised to clarify actions to establish and track affordability.

### **East Palo Alto (4-25-23)**

Accessory Dwelling Units (ADU): As noted in the prior review, the element should include a program that commits to frequent monitoring (every other year) for production and affordability, and specific commitment to adopt alternative measures such as rezoning or amending the element within a specific time (e.g., six months) as needed.

### **Foster City (4-24-23)**

*Program H-D-4-h (ADU Monitoring)*: While the program commits to evaluating alternative actions by the end of 2026, it must commit to specific alternative actions and monitor production and affordability of ADUs more than once in the planning period (e.g., every two years).

### **Hillsborough (1-10-23)**

This analysis should specifically address whether the ADU strategy to accommodate lower-income households contributes to continued exclusion and disparities in access to opportunity and how the strategy promotes housing choice for a variety of households including lower-income households, and large families.

To support assumptions for ADUs in the planning period, the element should reduce the number of ADUs assumed per year and reconcile trends with HCD records, including additional information such as more recent permitted units and inquiries, resources and incentives, other relevant factors, and modify policies and programs as appropriate. Further, programs should commit to additional incentives and strategies, frequent monitoring (every other year), and specific commitment to adopt alternative measures such as rezoning or amending the element within a specific time (e.g., six months) if ADU production assumptions are not being achieved.

### **Millbrae (1-24-23)**

Accessory Dwelling Units (ADU): To support assumptions for ADUs in the planning period, programs should commit to additional incentives and strategies, frequent monitoring (every other year) of production and affordability and specific commitment to adopt alternative measures such as rezoning or amending the element within a specific time (e.g., 6 months) if needed.

Depending on the analysis, the element must commit to monitor ADU production and affordability throughout the planning period and implement additional actions if not meeting target numbers within a specified time period (e.g., within six months).

### **Redwood City (7-8-22)**

Programs must be expanded to include incentives to promote the creation and affordability of Accessory Dwelling Units (ADUs).

Examples include exploring and pursuing funding, modifying development standards and reducing fees beyond State law, increasing awareness, pre-approved plans and homeowner/applicant assistance tools. In addition, given the city's assumptions for ADUs, the element should include a program to monitor permitted ADUs and affordability every other year and take appropriate action such as adjusting assumptions or rezoning within a specified time period (e.g., 6 months).

### **San Bruno (3-29-23)**

Accessory Dwelling Units (ADU): While the element revised the ADU assumptions, Program 4-P must be revised to commit to additional incentives and strategies, frequent monitoring (every other year) and specific commitment to adopt alternative measures such as rezoning or amending the element within a specific time (e.g., 6 months) if needed. The element must also address affordability assumptions for ADU projections.

### **San Mateo (3-27-23)**

Accessory Dwelling Units (ADU): Program 1.4 must commit to also monitoring affordability of the ADU units that are permitted as well as provide additional incentives or identify additional sites if production and affordability assumptions are not met.

### **County of San Mateo (4-20-23)**

Accessory Dwelling Units (ADU): Further, programs should commit to additional incentives and strategies, frequent monitoring for production and affordability (every other year) and specific commitment to adopt alternative measures such as rezoning or amending the element within a specific time (e.g., 6 months) if needed. The element must also address affordability assumptions for ADU projections, by clarifying what ABAG assumptions are utilized.

### **South San Francisco (3-30-23)**

The element should include a commitment to reconcile trends with reported units within the Cities submitted annual progress report. Further, as Stated in the previous review, programs should commit to additional incentives and strategies, frequent monitoring (every other year) and specific commitment to adopt alternative measures such as rezoning or amending the element within a specific time (e.g., six months) if number and affordability assumptions are not met.

### **Woodside (10-14-22)**

Depending on the analysis, the element must commit to monitor ADU production and affordability throughout the planning period and implement additional actions if not meeting target numbers within a specified time period (e.g., within six months).

In their HCD approved housing plans, Brisbane and Redwood City aren't definitive about how they will monitor ADU affordability but imply they will use surveys to comply with HCD instructions.

Redwood City plans to collect ADU rental data during its permitting process. And Brisbane says, if available, it will participate in a regional forgivable ADU construction loan program in exchange for limiting rentals of the ADUs to extremely low-income households for 15 years. Brisbane said it is also exploring a possible city forgivable loan program if the regional program doesn't materialize.

"We can't force people to report to us or to be honest with us," said one jurisdiction's planner.

Another city's chief planner concluded that a deed restriction – any limitation on a property that affects the ability of the property owner to utilize the property as they wish, such as a requirement to verify a tenant's income and rent charged – "is the best way to (enforce) affordability." Alternatively, one city planning official suggested the formation of a Countywide nonprofit to income-qualify and match renters to available ADUs, thereby monitoring and enforcing affordability because the smaller towns and cities don't have the resources to perform that function on their own.

Finally, a fourth city planner offered an alternative view: "We're not a city hiding behind ADUs. ABAG gave us a formula. We plopped it in. If the State said you can't count ADUs at all, that would be fine."

### **A Long, Long Way to Go**

The Superior Court of California requires all San Mateo County Civil Grand Jury investigation reports to be completed and published by June 30 annually.

And although the law required San Mateo County cities and towns to submit their housing plans by January 31, 2023, as of June 1, Daly City has yet to adopt and submit a draft plan to HCD for review and approval.

Meanwhile, plans from Foster City, Half Moon Bay, Millbrae and Pacifica are now under HCD review.

So far, HCD has reviewed and rejected plans from 14 jurisdictions: Atherton, Belmont, Burlingame, Colma, East Palo Alto, Hillsborough, Menlo Park, Portola Valley, San Bruno, San Carlos, San Mateo, South San Francisco, Woodside, and San Mateo County, which is responsible for unincorporated areas.

As of the publication of this report, only Redwood City and Brisbane had completed the process and received the green light from HCD to proceed.

One reason cited for the delay is most San Mateo County cities and towns don't have a large enough staff to manage the workload that RHNA planning represents, so they outsource. And many could not find timely help because the consultants were busy preparing RHNA-6 plans for Southern California cities, which were due before San Mateo County municipalities. That caused many communities here to fall behind and are now out of compliance with the timing of their Housing Element submissions.

These delays, coupled with citizen objections to multifamily housing in their communities, almost guarantee RHNA-6 disputes will end up in the courts and remain unresolved for many years to come and postpone the building of sorely needed affordable housing indefinitely.

## **FINDINGS**

- F1. Due to recent changes in California ADU-related laws, local governments cannot condition ADU permits in San Mateo County on complying with affordability monitoring and verification.
- F2. San Mateo County and most of its municipalities rely on ADUs to meet their affordable housing commitments in their RHNA-6 plans.
- F3. Atherton, Hillsborough, Portola Valley, and Woodside rely on ADUs to meet as much as 80 percent of their affordable housing commitments in their RHNA-6 plans.
- F4. HCD has instructed San Mateo County jurisdictions to monitor and verify future ADU production and affordability every two years but has yet to specify how to verify whether very low-, low- or moderate-income households are occupying the ADUs as planned.
- F5. Other than Brisbane and Redwood City, San Mateo County and its jurisdictions have yet to articulate how they will monitor and verify ADU production or affordability.
- F6. Without effective ADU monitoring and verification, it will be impossible to evaluate whether the jurisdictions are meeting their RHNA-6 obligations for low-, very-low, and moderate-income housing units.
- F7. ADU affordability and occupancy could be monitored by agencies such as HIP Housing which has proven systems and processes to verify occupancy of deed-restricted rental properties in San Mateo County.

## **RECOMMENDATIONS**

- R1. San Mateo County and each City should immediately stop using ADUs to meet their State-mandated very low-, low-, and moderate-income housing targets in their Housing Element submissions until they have also proposed an effective monitoring system that verifies how newly developed ADU's will be used.
- R2. By February 1, 2024, San Mateo County and each City should develop, adopt, and implement a verification system capable of monitoring and verifying how newly developed ADU's are being used.
- R3. By February 1, 2024, San Mateo County and each City should develop and adopt incentives for ADU owners which could be offered in exchange for deed restrictions that would include requirements for ADU tenants to participate in independent monitoring.
- R4. By February 1, 2024, San Mateo County and each City should track the intended use of ADUs – rented or non-rented – during the permitting process and offer incentives in exchange for deed restrictions that require ADUs to be used as rentals.
- R5. By April 1, 2024, San Mateo County and each City should develop and adopt a new ADU affordability distribution formula specific to each jurisdiction to the extent they are used for meeting the very low-, low-, and moderate-income housing requirements in their RHNA housing elements.
- R6. San Mateo County and each City should consider working together to address Recommendations 2 and 3.



## REQUEST FOR RESPONSES

Pursuant to Penal Code Section 933.05, the Civil Grand Jury requests responses from San Mateo County and all 20 cities' governing bodies for each and every Finding and Recommendation.

The governing bodies should be aware that their comments or responses must be conducted subject to the Brown Act's notice, agenda, and open meeting requirements.

## RESPONSE REQUIREMENTS

California Penal Code Section 933.05 provides: For purposes of subdivision of Section 933, as to each Grand Jury finding, the responding person or entity shall report 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 disputed finding and shall include an explanation of the reasons.

For purposes of subdivision of Section 933, as to each Grand Jury recommendation, the responding person or entity shall report one of the following actions:

- (1) The recommendation has been implemented, with a summary regarding the implemented action.
- (2) The recommendation has yet to be implemented but will be implemented in the future, with a timeframe for implementation.
- (3) The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study and a timeframe for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This time frame shall be at most six months from the Grand Jury report's publication date.
- (4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefore.

## METHODOLOGY

The San Mateo County Civil Grand Jury used numerous approaches to develop this report.

- **Preliminary Research**

The Grand Jury studied RHNA-5 historical information and RHNA-6 Housing Elements submitted to HCD by the cities and towns in San Mateo County as they became available.

Before conducting in-depth research, the Grand Jury studied ABAG's reports on RHNA-6 housing allocations, introducing numerous issues and a means to understand how jurisdictions establish housing allocations. Additionally, the Grand Jury reviewed a 2021 ABAG report on ADU affordability for RHNA-6 and RHNA-5 annual progress reports to understand history.

The Grand Jury also reviewed a report on ADUs titled “A Solution on the Ground: Assessing the Feasibility of Second Units in Unincorporated San Mateo County, Implementing the Backyard Revolution: Perspectives of California’s ADU Owners,” April 22, 2021, Karen Chapple, Dori Ganetsos, Emmanuel Lopez, UC Berkeley Center for Community Innovation.

An additional resource for Preliminary Research has been the press. Particularly following the January 31, 2023 deadline for RHNA-6 submissions, nearly 60 articles provided insights and analysis the Grand Jury could not find elsewhere.

For a complete list of sources, see the Bibliography below.

- **Survey**

After conducting its Preliminary Research, the Grand Jury sent an eight-question survey in October 2022 to the city managers of the 20 San Mateo County cities and towns and the San Mateo County planning and building department responsible for the County's unincorporated areas.

See Appendix A for survey results.

- **Interviews**

Much of the time spent by the Grand Jury on this investigation was in more than 30 interviews with 21 city managers and planning managers, five heads of nonprofit housing entities in San Mateo County, and executives at ABAG, HCD, and several other government bodies.

- **Continued Research**

Because RHNA-6 submissions and HCD replies are ongoing, the Grand Jury has continued to monitor the status of RHNA-6 submissions and HCD responses.

This report reflects submissions received prior to the report's due date of June 30, 2023.

## GLOSSARY

### **Accessory Dwelling Units (ADUs)**

An accessory dwelling unit (ADU) is a legal and regulatory term for a secondary house or apartment that shares the building lot of a larger primary home. The unit is often used to provide additional income through rent or to house a family member. For example, an elderly parent could live in a small unit and avoid having to move to an assisted living facility. (Source: [Investopedia](#))

### **Affordable Housing: Very Low Income; Low Income; Moderate Income; Above Moderate Income**

Affordable housing is generally defined as housing on which the occupant is paying no more than 30 percent of gross income for housing costs, including utilities. (Source: [www.hud.gov](http://www.hud.gov))

Income Category Definitions	
Acutely Low	0 – 15% of area median income
Extremely Low	15% - 30% of area median income
Very Low	30%-50% of area median income
Lower <sup>2</sup>	50%-80% of area median income
Moderate	80%-120% of area median income
Above Moderate	Above 120% of area median income

San Mateo County Annual Income Limits (2021)					
Income Category	Number of Persons Per Household (Maximum Income)				
	1	2	3	4	5
Extremely Low	\$38,400	\$43,850	\$49,350	\$54,800	\$59,200
Very Low	\$63,950	\$73,100	\$82,250	\$91,350	\$98,700
Low Income	\$102,450	\$117,100	\$131,750	\$146,350	\$158,100
Median Income	\$104,700	\$119,700	\$134,650	\$149,600	\$161,550
Moderate Income	\$125,650	\$143,600	\$161,550	\$179,500	\$193,850

### Association of Bay Area Governments (ABAG)

The Association of Bay Area Governments (ABAG) is the Council of Governments (COG) for the nine-county Bay Area. One of California’s earliest COGs, ABAG was founded to protect regional assets from State control. ABAG continues to serve the Bay Area by providing a regional venue for collaboration and problem-solving. ABAG’s work program includes management over key regional assets, such as the San Francisco Estuary and the Bay Trail Project. It also offers a variety of cost-effective member services programs such as Pooled Liability Assurance Network (PLAN) Corporation (offering affordable liability, property insurance, claims management, risk management, and bond coverage to 30 municipalities) and financial services (offering tax-exempt capital financing for the acquisition, construction, and rehabilitation of affordable multifamily housing, health care facilities, schools, and other community facilities). ABAG POWER Natural Gas Pool conducts pooled purchasing of natural gas on behalf of 38 local governments and special districts. ABAG is also the COG that allocates the regional housing needs assessment (RHNA). (Source: [CALCOG](#))

### Below Market Rate (BMR)

A BMR unit is a housing unit that is priced to be affordable to households that are of moderate income or below. These housing units are often built by local government, nonprofits, or as a requirement of the developer (Inclusionary Affordable Housing Ordinance). As a result, these homes have certain deed restrictions recorded on the property, ensuring the home remains affordable for future generations. (Source: [County of San Mateo](#))

### California Department of Finance (DOF)

The California Department of Finance is a state cabinet-level agency within the government of California. The Department of Finance is responsible for preparing, explaining, and administering the state's annual financial plan, which the Governor of California is required under the California Constitution to present by January 10 of each year to the public. The Department of Finance's other duties include analyzing the budgets of proposed laws in the California State Legislature, creating, and monitoring current and future economic forecasts of the state, estimating population demographics and enrollment projections, and maintaining the state's accounting and financial reporting systems.

### California Department of Housing and Community Development (HCD)

The California Department of Housing and Community Development (HCD) develops housing policy and building codes (i.e., the California Building Standards Code), regulates manufactured homes and mobile home parks, and administers housing finance, economic development, and community development programs. (Source: <https://www.hcd.ca.gov/about-hcd>)

### **Council of Governments (COG)**

Councils of Governments (COGs) are voluntary associations representing member local governments, mainly cities, and counties, that seek to provide cooperative planning, coordination, and technical assistance on issues of mutual concern that cross jurisdictional lines. (Source: [WRCOG](#))

### **Deed Restrictions**

A deed restriction is a term widely used in real estate to refer to any limitation on a property that limits the ability of the property owner to utilize the property as they wish. (Source: [CA Realty Training](#))

### **General Plan**

State law requires every city and county in California to prepare a General Plan for its future growth and development. A General Plan covers land use, transportation, housing, open space, natural resources, and public services. Local General Plans have been mandatory in California since the 1950s. State law also requires the cities and counties to periodically update their General Plans in response to changing conditions. Each General Plan includes maps expressing the community's vision of how and where it will grow and change. The General Plan typically has a time horizon of about 20 years. Once a General Plan is adopted, it is used by the City Council, local commissions, and City Staff as they make day-to-day decisions about the community's future. (Source: [City of San Rafael](#))

### **Housing Element**

Since 1969, California has required that all local governments (cities and counties) adequately plan to meet the housing needs of everyone in the community. California's local governments meet this requirement by adopting housing plans as part of their General Plan (also required by the State). General Plans serve as the local government's blueprint for how the city or county will grow and develop and include eight elements: land use, transportation, conservation, noise, open space, safety, environmental justice, and housing. California's Housing Element Law acknowledges that, for the private market to address Californians' housing needs and demand, local governments must adopt plans and regulatory systems that provide opportunities for (and do not unduly constrain) housing development. As a result, housing policy in California rests mainly on the effective implementation of local General Plans and, in particular, local Housing Elements. (Source: [California Department of Housing and Community Development](#))

### **Jurisdiction (city, town, or county)**

- 1: the power, right, or authority to interpret and apply the law; a matter that falls within the court's jurisdiction
- 2: a: the authority of a sovereign power to govern or legislate  
b: the power or right to exercise authority: CONTROL
- 3: the limits or territory within which authority may be exercised (Source: [Merriam-Webster](#))

### **Regional Housing Needs Allocation (RHNA)**

Every eight years, ABAG develops the Regional Housing Needs Allocation (RHNA) plan approved by HCD and used to assign each city and county in the Bay Area their fair share of new housing units to build. These housing units are intended to accommodate existing needs and projected growth in the region. The RHNA process is critical because it requires all cities and counties to plan for the region's housing needs, regardless of income, to prepare for future growth and ease the California's acute housing crisis. (Source: [ABAG](#))

## Regional Housing Needs Determination (RHND)

The California Department of Housing and Community Development (HCD) identifies the total number of homes each region in California must plan to meet the housing needs of people at all income levels. They base the number on population projections produced by the California Department of Finance and adjustments incorporating the region's current housing needs. The jurisdictions separate the total number of housing units from HCD into four income categories that cover everything from housing for very low-income households to market-rate housing. ABAG is responsible for developing a methodology to allocate a portion of this housing need to every local government in the Bay Area. (Source: [ABAG](#))

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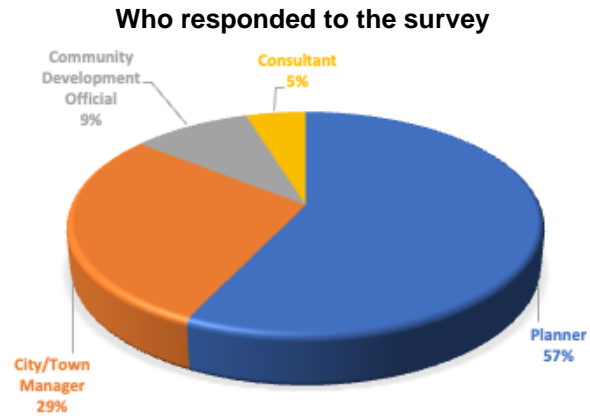
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## **APPENDICES**

- **A: Survey Results**
- **B: Timeline of Important Legislative Events**
- **C: ADUs: An American Tradition**
- **D: Housing Elements Are an Iterative Process**



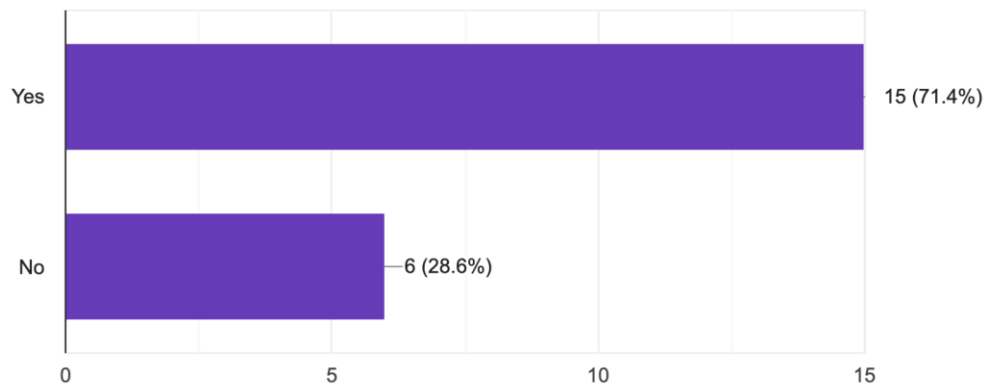
# APPENDIX A Survey Results



## Survey responses

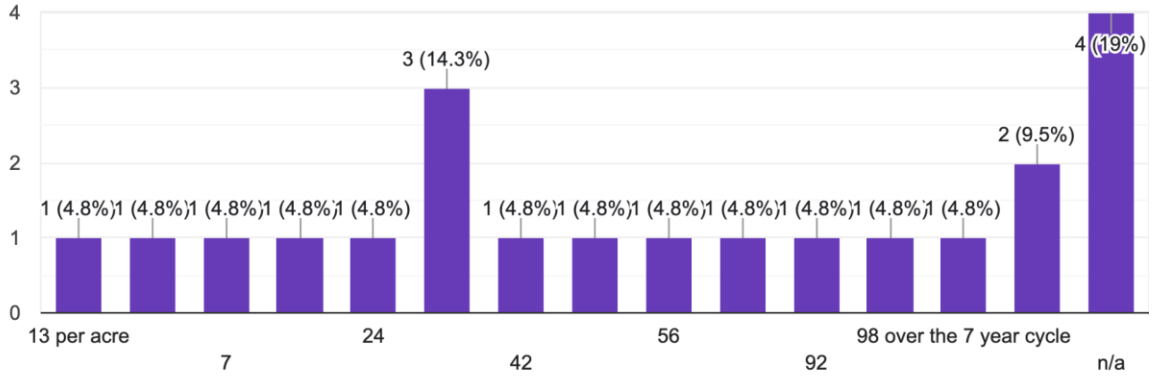
1. Did your city/town include ADUs in its Regional Housing Needs Allocation 5 (RHNA5) Housing Element plan?

21 responses



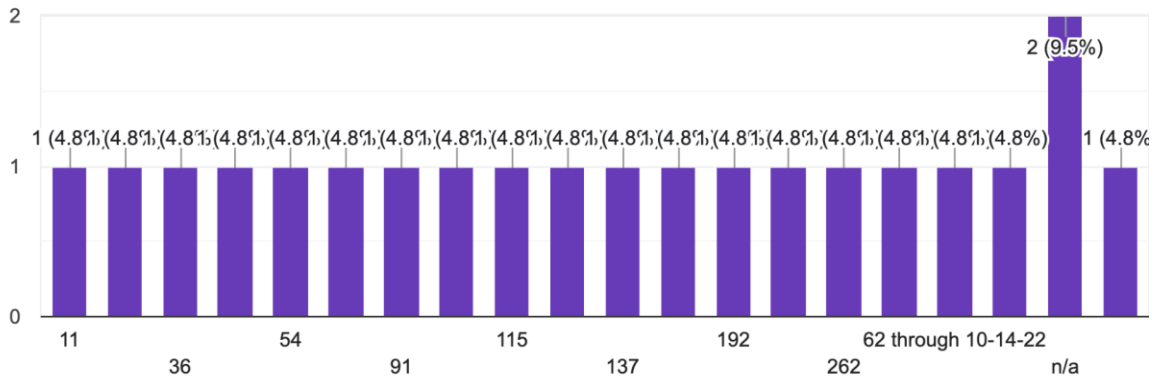
1A. If response was yes (indicate n/a if no): a. How many were planned?

21 responses



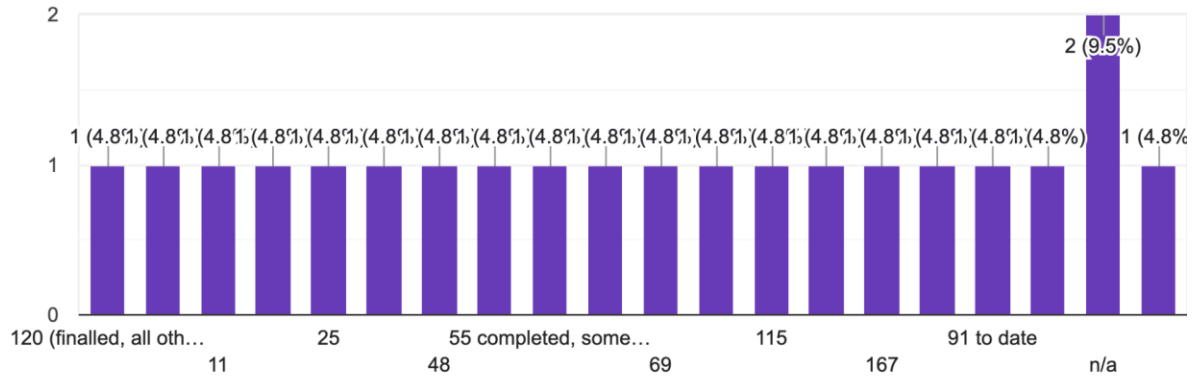
b. How many were permitted?

21 responses



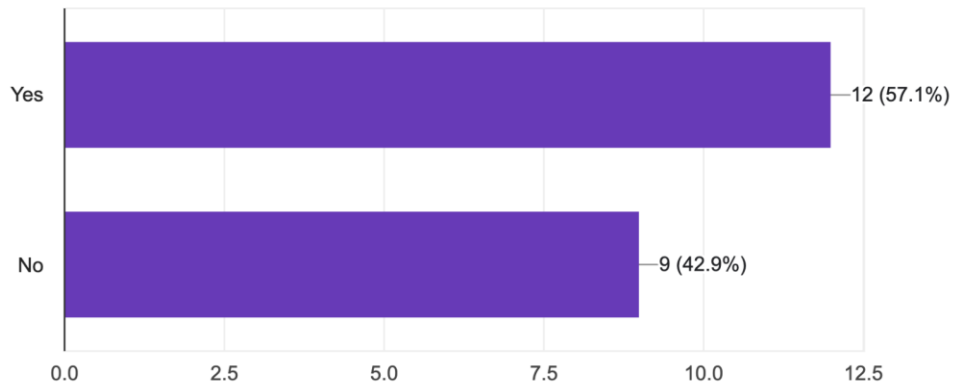
c. How many were built and completed?

21 responses



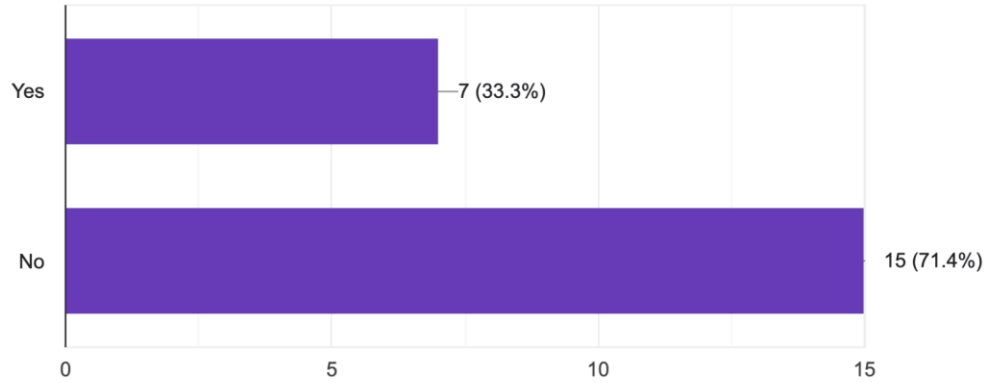
2. Were any of your city/town's RHNA5 ADUs designated to provide low, very low, and moderate income housing?

21 responses



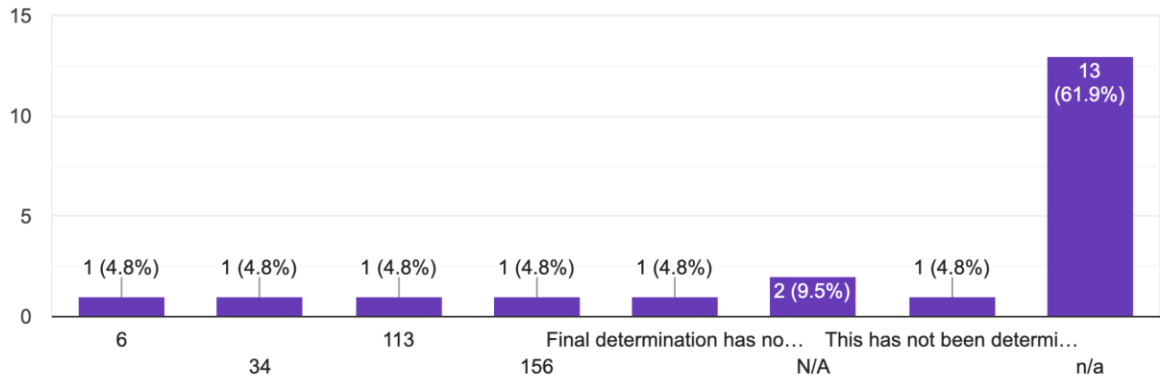
3. Is your city/town counting ADUs in RHNA6 Housing Element towards partial fulfillment of RHNA5 housing needs?

21 responses



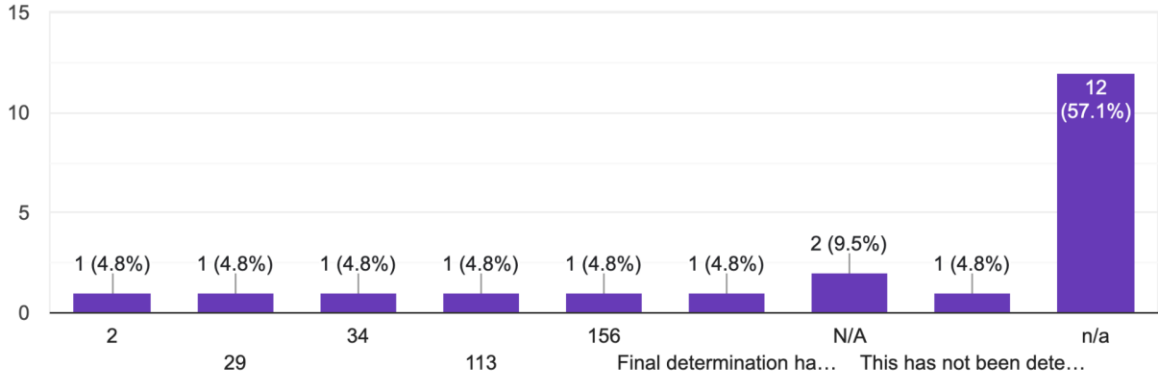
3A. If response was yes (indicate n/a if no): a. How many ADUs for very low-income housing?

21 responses



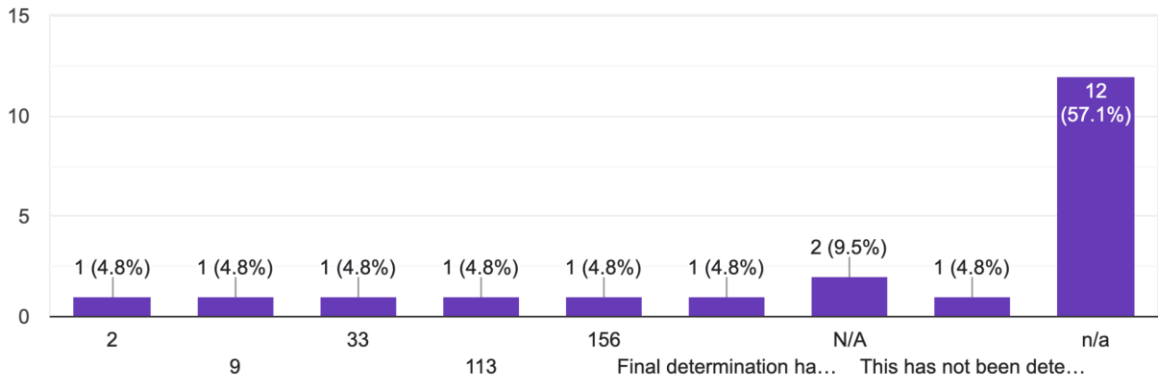
**b. How many ADUs for low-income housing?**

21 responses



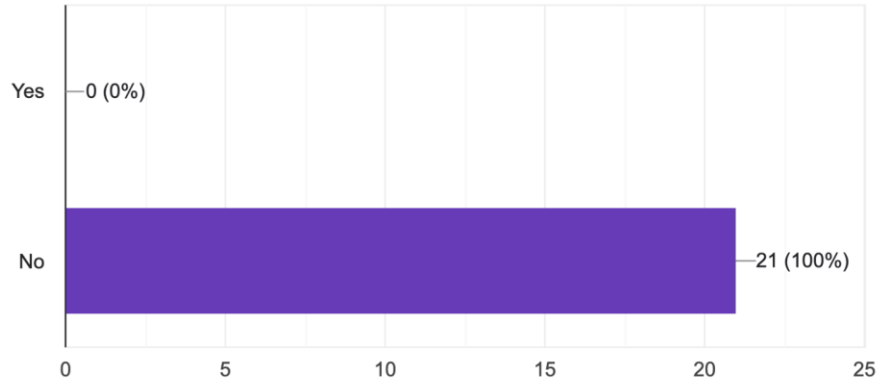
**c. How many ADUs for moderate-income housing?**

21 responses



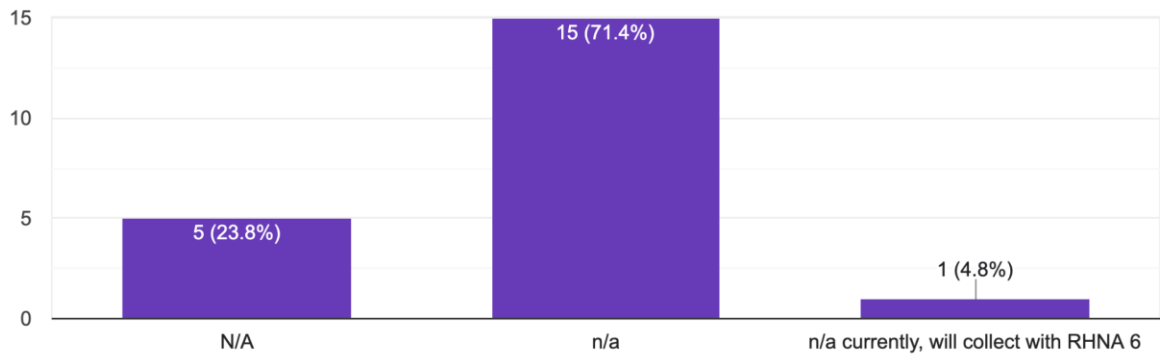
4. Does your city/town collect race and income data on who is renting or occupying ADUs in your city/town?

21 responses



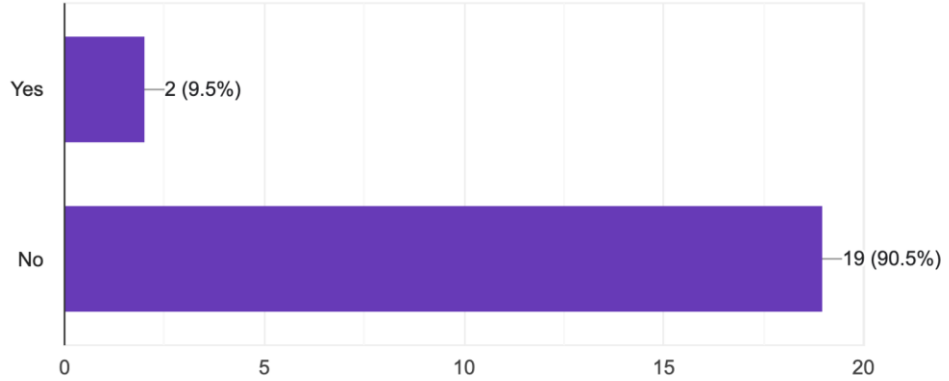
4A. If response was yes, when did you start collecting such data? (indicate n/a if no)

21 responses



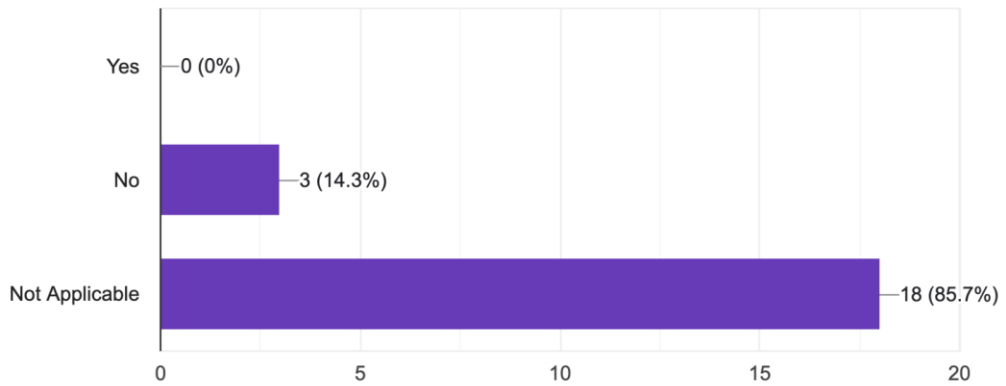
5. Does your city/town collect data on the range of the rents charged today for ADUs in your city/town?

21 responses



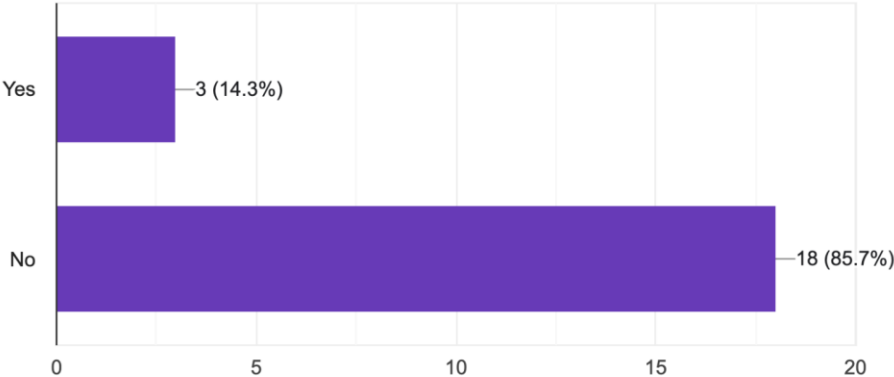
5A. If response was yes, does the data include details such as in-lieu services provided by the renter to the owner (i.e., landscaping, housekeeping, childcare services)?

21 responses



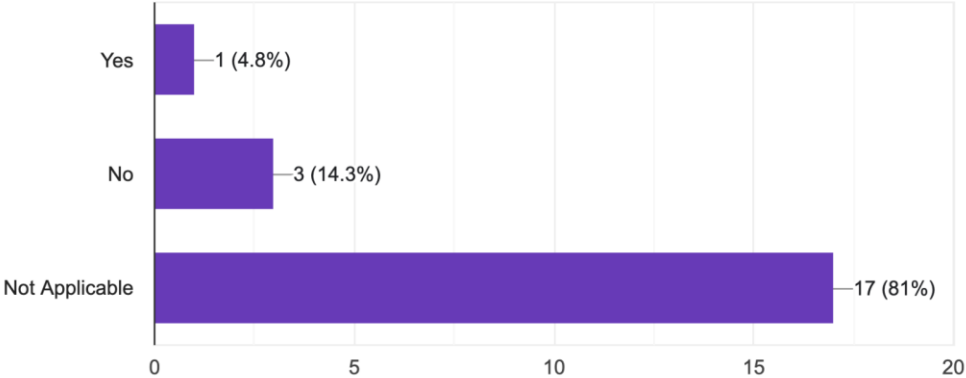
6. Are there any regulations or oversight systems in place in your city/town to monitor the status of very low-, low-, and moderate-income affordable ADUs?

21 responses



6A. If yes, does your city/town have regulations or oversight systems in place to monitor usage for ADUs over time, especially for ADUs in homes that are sold or remodeled or rebuilt?

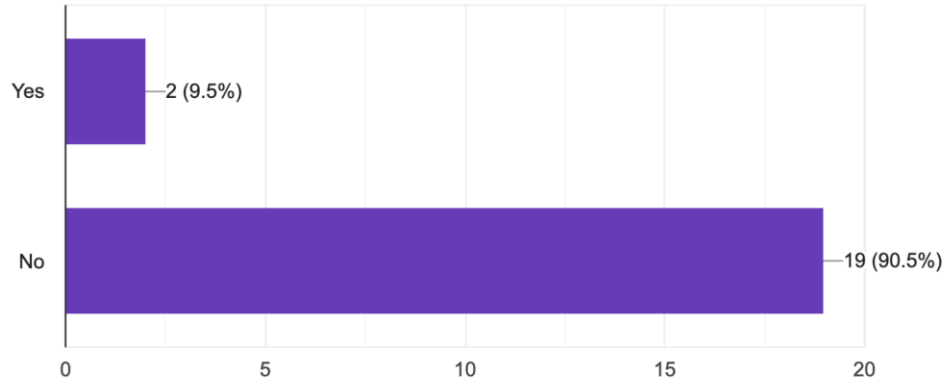
21 responses





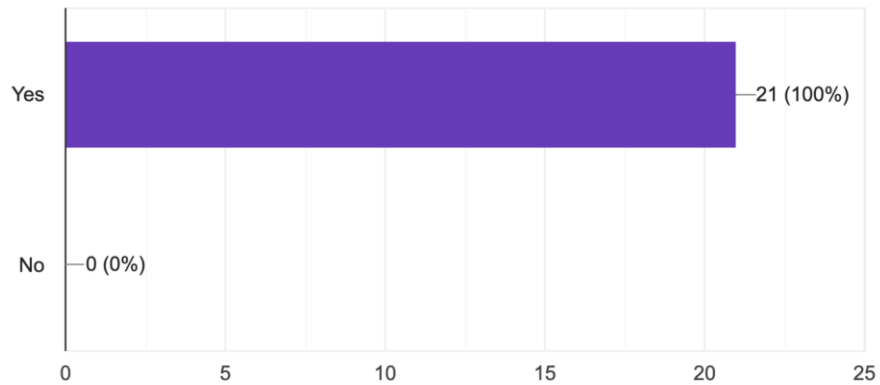
7. Does your city/town have long-term covenants for ADUs like those that regulate conventional low and very low-income housing units (e.g., tax-credits, voucher subsidized, or other)?

21 responses



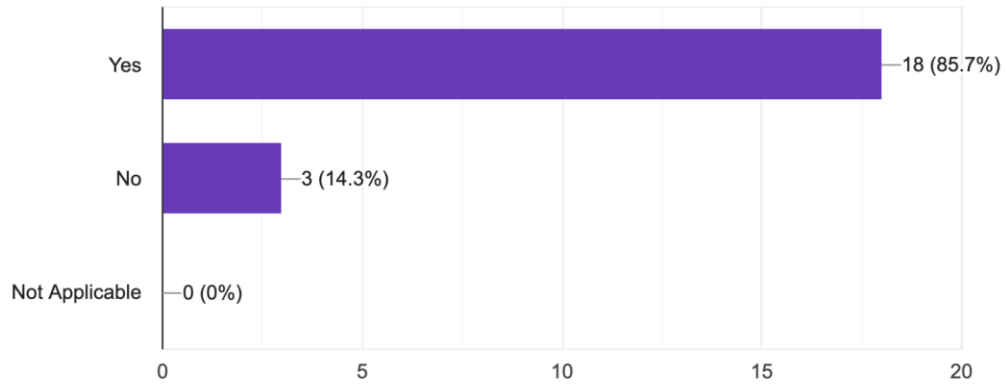
8. Does your city/town plan to include ADUs in its RHNA6 Housing Element submission?

21 responses



8A. If yes, will any of those ADUs be designated for very-low, low and moderate income, as defined by the U.S. Housing and Urban Development?

21 responses



## **APPENDIX B**

### **Timeline of Important Legislative Events**

1. 1970 — the Legislature directed HCD to develop guidelines for housing element preparation on one and five year cycles. SB 1489 (Moscone), emphasized housing need, passed in 1971, and ABX 1 of 1971 established more standards. The California Housing Finance Agency (CalHFA), which also assisted communities in providing affordable housing, was created in 1975. The legislation authorized HCD to review local housing elements for conformity to its guidelines.
2. 1976 — Fair-share was added to the guidelines by HCD. The COGs are now given the responsibility by HCD to distribute shares of low-income and moderate-income housing. The local housing element had to include these income requirements — whether or not communities wanted them. HCD also was given responsibility to review local housing elements. Statewide hearings in 1977 brought out a number of positions on housing elements and HCD requirements.
3. Mid 1980's — AB 2853 (Roos), provided for faster permit processing and higher densities, and allowed the housing element to meet State goals and be reviewed by HCD. COGs would continue to formulate the fair share for each community, but HCD had final approval of the numbers and each community was to revise its Housing Element every five years.
4. 1990s — Cities and counties looked at housing elements, if certified, as providing protection against lawsuits. In addition, this decade also created the concept of regional allocation “sharing burdens of lower- income households among geographic areas,” without mandated goals.
5. 1993 — The Senate Committee on Local Government held hearings on housing element progress and heard concerns that communities were not doing enough and that housing elements were despised by local governments. Bills changed the cycle timeframe, including AB 2172 (Hauser), SB 1703 (Costa) and SC 320 (Committee). Main topics for discussion by the Committee on Housing and Land Use hearings in 1995 were the housing allocations and the Department of Finance (DoF) projections. A common complaint was that the DoF projections were not complete enough for communities to develop appropriate allocations. The COGs projections also were criticized.
6. 1998 — AB 438 (Torlakson), allowing for the creation of sub-RHNA areas, looked at how housing units were counted. 2001 — SB 910 (Dunn) would have included imposing fines on jurisdictions not complying; and would have tied RHNA to transportation planning on a six year cycle. However, this bill did not pass. 2002 — SB 423 (Torlakson) created a jobs and housing balance incentive program, also known as Workforce Housing Incentive Program. In 2003, at HCD's request, a working group of stakeholders met to make recommendations, which included:
  - Develop more transparency in determining fair shares
  - Clarify land inventories of building sites
  - Ensure inventories were buildable
  - Increase HCD review consistency of local elements
  - Explore city self-certification
  - Devise better housing element enforcement that would penalize non-compliance.
7. 2004 — AB 2348 (Mullin) clarified the relationship between the land inventory and adequate sites requirement, provided guidance on the content of adequate land inventory, and provided greater development certainty. AB 2158 (Lowenthal) revised the process for determining allocation from just

DoF to include transportation planning numbers and created a review process.

8. 2005 — AB 1233 (Jones) assured that unmet need from previous RHNA cycles was added into the next cycle.
9. 2017 Housing Legislative Package  
Approximately 150 housing bills were submitted in 2017. Fifteen relating to funding, streamlining and accountability, were signed by the governor. These bills significantly changed how RHNA is conducted, requiring additional outreach and reporting, increasing the number of factors included, and the ability of HCD to sue individual cities for not meeting requirements.

SB 2 (Atkins) Building Homes and Jobs Act is projected to generate hundreds of millions of dollars annually for affordable housing, supportive housing, emergency shelters, transitional housing, and other housing needs via a \$75 to \$225 recording fee on specified real estate documents.

SB 3 (Beall) Veterans and Affordable Housing Bond Act of 2018 places a \$4 billion general obligation bond on the November 2018 ballot to fund affordable housing programs and the veterans homeownership program (CalVet).

SB 35 (Wiener) streamlines multifamily housing project approvals, at the request of a developer, in a city that fails to issue building permits for its share of the regional housing need by income category.

SB 35 city approval of a qualifying housing development on a qualifying site is a ministerial act, without need for CEQA review or public hearings.

AB 73 (Chiu) streamlines the housing approval process by allowing jurisdictions to create a housing sustainability district to complete upfront zoning and environmental review in order to receive incentive payments for development projects that are consistent with the ordinance.

SB 167 (Skinner), AB 678 (Bocanegra), and AB 1515 (Daly) are three measures that were amended late in the 2017 legislative session to incorporate changes to the Housing Accountability Act (HAA). The HAA significantly limits the ability of a jurisdiction to deny an affordable or market-rate housing project that is consistent with existing planning and zoning requirements.

AB 1505 (Bloom) allows a jurisdiction to adopt an ordinance that requires a housing development to include a certain percentage of rental units affordable to and occupied by households with extremely low, very low, low or moderate income.

AB 879 (Grayson) expands upon existing law that requires, by April 1 of each year, general law cities and charter cities to send an annual report to their respective city councils, the State Office of Planning and Research (OPR) and HCD that includes information related to implementation of the General Plan.

AB 1397 (Low) makes numerous changes to how a jurisdiction establishes its housing element site inventory.

AB 72 (Santiago) provides HCD broad new authority to find a jurisdiction's housing element out of substantial compliance if it determines that REGIONAL the jurisdiction fails to act in compliance with

its housing element and allows HCD to refer violations of law to the attorney general.

10. 2018 — SB 828 (Wiener) changed the way HCD determines each region's RHND, adding a number of new factors for consideration and accounting for "unmet need" in the existing housing stock by applying "adjustment factors" to a region's total projected households, not just the incremental housing growth.
11. 2018 — AB 1771 (Bloom) and AB 686 (Santiago) strengthened the mandate for regions and local governments to combat discrimination, overcome historic patterns of segregation, and create equal access to opportunity through housing planning and decision-making, in other words, to "affirmatively further fair housing." AB 1771 (Bloom) added to RHNA an enhanced focus on racial equity with an explicit mandate that COGs' housing distribution plans affirmatively further fair housing and required COGs to survey jurisdictions on their fair housing activities, to identify regional barriers to furthering fair housing, and to recommend strategies or actions to overcome those barriers. AB 686 (Santiago) created a mandate that local jurisdictions plan and administer housing and community development programs and activities in a manner that affirmatively further fair housing.
12. 2019 — AB 1486 (Ting) strengthened the Surplus Lands Act (SLA), which requires that local agencies provide right of first refusal to affordable housing developers when disposing of surplus land by expanding the scope of land subject to the right of first refusal requirement, updating the mechanics of the surplus land disposal process, extending HCD's enforcement mandate to include the SLA and establishing financial penalties for violation of the act.

AB 1487 (Chiu), authorized ABAG and MTC to place on the ballot regional housing measures to help fund affordable housing and established 3 REGIONAL HOUSING NEEDS ALLOCATION the Bay Area Regional Housing Authority. The 2019-20 State Budget also included significant new resources to support housing planning, including \$250 million for local governments and COGs for planning activities. The Bay Area is receiving approximately \$50 million in combined funds, split between ABAG and local jurisdictions.

SB 330 (Skinner) made further revisions to the HAA, establishing new criteria for housing approvals at the local level, including prohibiting a local agency from subjecting a project to new ordinances, rules or fees after an application is submitted and limiting the number of hearings on a project to five. The bill also prohibits a local agency from lowering the allowed residential density below that level in effect on January 1, 2018 in high rent, low-vacancy areas, as defined. The bill's provisions sunset in five years.

AB-881, "Accessory dwelling units," and AB-68, "Land use: accessory dwelling units": Makes many of the current restrictions that cities place on ADUs obsolete. It also provides for a streamlined process for approvals.

These bills require permits for ADUs added to single-family and multifamily homes to be approved or denied faster. Current law permits these decisions to take 120 days, but this new law requires decisions within 60 days. These approvals or denials must be issued ministerially, so that way, there are fewer potential issues to encounter. Cities and counties may establish minimum and maximum ADU size requirements, but the maximum size cannot be less than 850 square feet for a one-bedroom ADU or 1,000 square feet for more than one bedroom.

Most importantly, these bills prohibit any lot coverage, minimum lot size, etc. requirements that municipalities have. Cities have enacted these laws to have the effect of making it impossible to build an ADU. Cities cannot require the correction of nonconforming zoning conditions as part of the approval process.

SB-13 Accessory dwelling units are similar to AB-881 and AB-68 with a couple of significant differences. Before this bill, local agencies could require that the person applying for the ADU occupy either the primary residence or the proposed new structure. This bill exempts from these requirements all proposed ADUs until Jan. 1, 2025. Additionally, this bill removes the impact fee for ADUs smaller than 750 square feet. Even for ADUs larger than that, the impact fees assessed must correlate with the square footage of the primary residence.

SB-13 makes building ADUs cheaper and also removes an essential regulation. Now, landlords who rent their properties out can apply for an ADU for their rental properties.

AB-670, "Common interest developments: accessory dwelling units," makes it easier for people within HOA complexes to construct ADUs. Specifically, it prevents banning or unreasonably restricting on single-family lots on the construction of these units. Presently, many HOAs have CCRs ("conditions, covenants and restrictions") that prevent people from building ADUs. HOAs may worry about the uniformity of the properties if one has an ADU on it, or they might be concerned that they don't know who is and who isn't renting from an ADU. Regardless, HOAs now need to have a way for people to construct ADUs if they so choose.

HOAs will likely challenge this bill, at least to some degree, in court, but for now, if you live in an HOA complex with single-family homes, you can construct an ADU.

AB-671, "Accessory dwelling units: incentives," requires that general plans incentivize homeowners in some way to construct these ADUs and make them available for low-to-moderate-income households to rent. While it doesn't specify what these incentives will be, it does require local agencies to think about financial incentives and construct a plan.

## APPENDIX C

### ADUs: An American Tradition

**A**ccessory dwelling units have been around for centuries, going by dozens of names over time, such as in-law apartment, guest house, granny flat, and carriage house.

The American Association of Retired Persons (AARP) traces the tradition of ADUs in the U.S. to early settlers who built small homes to live in while constructing their larger, primary house nearby. When farming was a source of survival for most of the nation's households, families commonly built additional homes on their property to live in during planting or harvesting seasons. Wealthy people with large lots frequently built secondary homes and other independent structures for household staff and guests.

Until the 20th century, there were few or no zoning rules restricting people with land from building as many homes as they wished on their land.

According to AARP a historic precedent for the modern ADU is the carriage house, or coach house, intended for horse-drawn carriages, and often large enough to include living quarters for workers.

Many years later, in response to housing shortages and economic needs, carriage houses were converted into rental homes. Garages have a similar history, and over time, many have been converted – often illegally – into small living spaces.

During World War II, for example, the Bay Area experienced a defense boom that created a high demand for workforce housing, resulting in many illegally constructed second units. By 1960, San Francisco counted between 20,000 to 30,000 secondary units, of which 90 percent were built illegally, according to the San Francisco Planning and Urban Research Association.

With the rise of suburban single-family home developments in the 1950s and 1960s ADUs practically stopped being built legally because zoning codes typically allowed only one home per lot.

Since then, some cities have grandfathered in pre-existing ADUs if the residences remained consistently occupied. But even today, many communities still don't allow new ADUs.

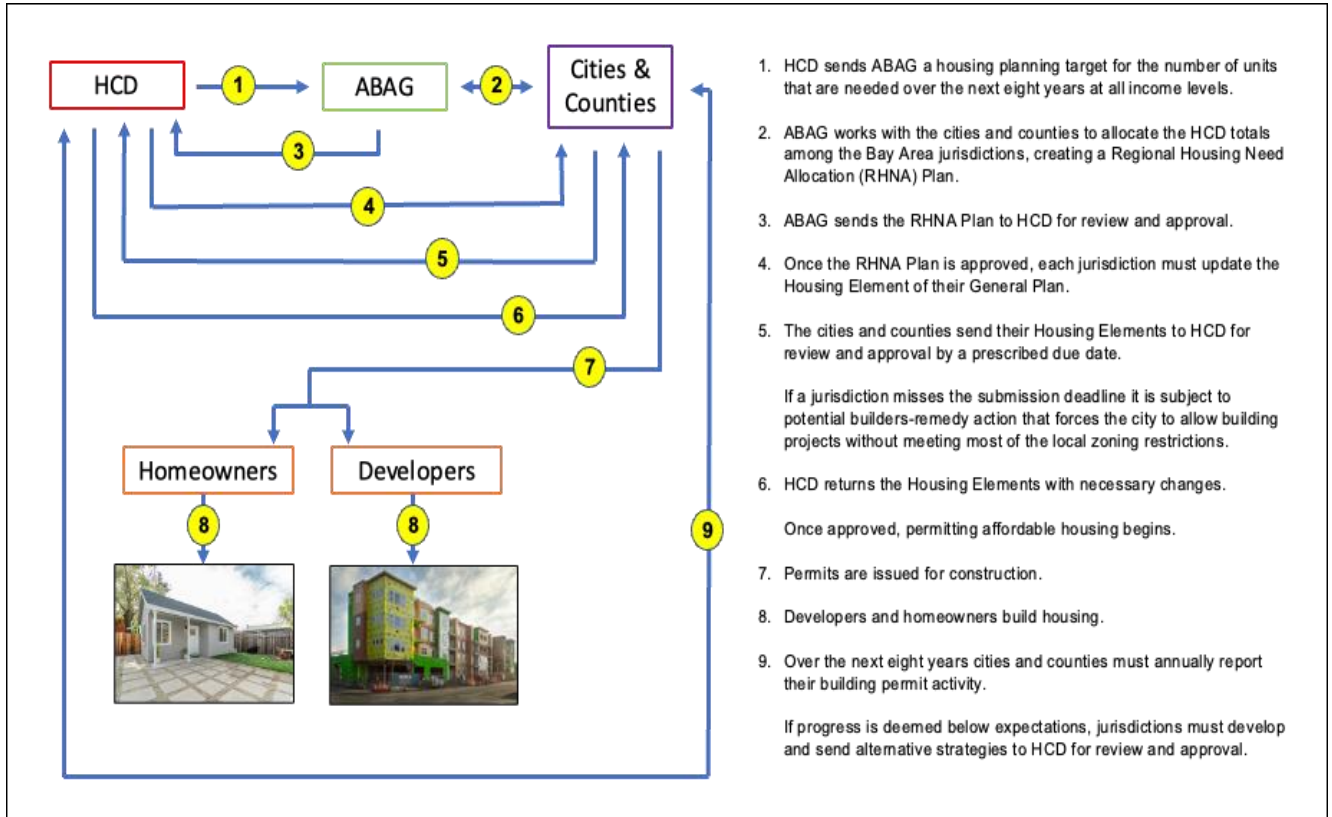
ADUs became popular again in the 1980s as cities looked for new sources of smaller and more affordable housing. And most recently, there's been increasing interest at the state and local levels in legalizing and encouraging the construction of ADUs, driven by the high cost of housing.

#### What is an ADU?

- An ADU is a small residence that shares a single-family lot with a larger, primary dwelling.
- As an independent living space, an ADU is self-contained, with its own kitchen or kitchenette, bathroom and sleeping area. An ADU can be located within, attached to or detached from the main residence.
- An ADU can be converted from an existing structure (such as a garage) or built anew.
- ADUs can be found in cities, in suburbs and in rural areas, yet are often invisible from view because they're positioned behind or are indistinct from the main house.
- Because ADUs are built on single-family lots as a secondary dwelling, they typically cannot be partitioned off to be sold separately.
- An ADU can provide rental income to homeowners and an affordable way for renters to live in single-family neighborhoods.
- An ADU can enable family members to live on the same property while having their own living spaces — or provide housing for a hired caregiver.
- Unlike tiny houses, ADUs are compact but not teeny, so they're a more practical option for individuals, couples and families seeking small, affordable housing.
- For homeowners looking to downsize, an ADU can be a more appealing option than moving into an apartment or, if older, an age-restricted community.
- ADUs can help older residents remain in their community and age in place.

*Source: AARP, 2019*

## APPENDIX D Housing Elements Are an Iterative Process







# STAFF REPORT

TO: Mayor and Members of the City Council  
 FROM: Brad Donohue, Director of Public Works  
 VIA: Brian Dossey, City Manager  
 MEETING DATE: August 23, 2023  
 SUBJECT: Notice of Completion - 2022 Mission Road Landscaping Project

## RECOMMENDATION

Staff recommends that the City Council make the following motion:

MOTION ACCEPTING THE MISSION ROAD LANDSCAPING PROJECT AS COMPLETE, DIRECTING THE DIRECTOR OF PUBLIC WORKS TO FILE A NOTICE OF COMPLETION FOR THE PROJECT WITH THE SAN MATEO COUNTY RECORDER'S OFFICE.

## EXECUTIVE SUMMARY

On or about July 24, 2023, Marina landscape Inc. (Marina) completed the Mission Road Landscape Project (Project). With the Project complete, the Town may now accept the Project and file a Notice of Completion for the Project.

## FISCAL IMPACT

City Council approved at their October 2022 City Council meeting a construction budget of \$318,824.00 for the Project, including \$289,840.00 for construction and \$28,984.00 in contingency. The final construction cost inclusive of all change orders totals \$291,623.85, a net savings in the amount of \$27,110.15

Cost	Amount
Original Construction Contract	\$289,840.00
Contingency (10%)	\$ 28,984.00
<b>Total Construct Budget</b>	<b>\$318,734.00</b>
Construction costs+ change orders	-\$291,623.85
<b>Total Construction Budget Remaining</b>	<b>\$ 27,110.15</b>

## BACKGROUND

The City Council awarded the Project to Marina on October 26, 2022. The 2022 Mission Road Landscape Enhancement Project consists of the following elements: miscellaneous demolition of proposed pedestrian and planting areas adjacent to the Right of Way frontage that fronts 1500 Mission Road in Colma (Holy Cross Cemetery); excavation and demolition of the existing surface, fine grading of project areas, installation of irrigation equipment (irrigation water supplied by Holy Cross) in the planting strip, planting, (Trees, shrubs and ground cover) and rest areas equipped with benches, trash receptacles and dog stations.

The intent of this project was to beautify this area giving both residents and business in the Mission Road neighborhood a fresh healthy look. The plan will accommodate seniors, the veteran population who live at Veterans Village, and other travelers rest and shade areas as they travel up and down Mission Road.

## ANALYSIS

Though the project was awarded in October of 2022, the Bay Area was entrenched with one of its heavier rain seasons in sometime. The ongoing weather dilemma delayed the start of the project. Substantial completion of the project was completed in May of 2023 and final project completion, (which includes the required 60-day plant maintenance period) was completed in July of 2023.

The change order work that was approved was for an added irrigation main valve and relocation the projects irrigation main across Holy Cross's driveway. The Change order work amounted to \$1,783.85.

Staff requests the City Council to accept work performed on the Project and authorize the Director of Public Works to file a Notice of Completion with the San Mateo County Recorder's Office.

The filing of the Notice of Completion means:

- The Town accepts the Project as complete.
- The time frame for the filing of stop payment notice claims is shortened once the Notice of Completion has been timely filed with the San Mateo County Recorder's Office.

To date there have been no stop notices or claims filed with the Town for the Project.

## Council Adopted Values

By accepting the Project as complete, the City Council has reviewed and approved the work performed by Marina Landscape Inc., thus taking a ***Responsible*** position requesting that the Notice of Completion be filed with the County Recorder's Office and that final payment be made to the Contractor.

## **Alternatives**

The City Council can choose not to accept the Project and direct the filing of the Notice of Completion for the Project. The Town would then not accept the Project as complete and file the Notice of Completion with the San Mateo County Recorder's Office. Such action would increase the time for subcontractors and material suppliers to file claims.

## **CONCLUSION**

Staff has reviewed the completed Project and recommends that the City Council make a motion to accept the Project as complete and authorize the Director of Public Works to file a Notice of Completion with the San Mateo County Recorder's Office.

## **ATTACHMENTS**

- A. Notice of Completion – 2022 F Street Pavement Rehabilitation Project



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

### NOTICE OF COMPLETION

PURSUANT TO CALIFORNIA CIVIL CODE 9204

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

NOTICE IS HEREBY GIVEN THAT:

1. The Town of Colma is the owner of a work of improvement consisting of the construction of improvements for the 2022 Mission Road Landscape Project as described in the project plan and specifications dated September 29, 2022 (hereafter, the "Work"), and of the real property on which the Work is situated, which real property is located in the County of San Mateo, State of California and specifically described as follows: Mid-Block on Mission Road between El Camino Real and the boarder of Colma and South San Francisco, Ca.
2. **Marina Landscape Inc.**, the Contractor, was awarded the construction contract by the Town of Colma for the Work, and
3. The Work was completed by Marina Landscape Inc. accepted by the Town of Colma in July of 2023; and
4. The nature of the interest of the Town of Colma is as a fee simple owner in the above-described real property; and
5. The name and address of the Town of Colma is 1198 El Camino Real, Colma, California 94014; and
6. I, Brad Donohue, Public Works Director of the Town of Colma, am authorized by the City Council of the Town of Colma to execute and file this Notice with the County Recorder of the County of San Mateo as an authorized agent of the Town of Colma. I have read the Notice of Completion and know the contents thereof; the same is true of my own knowledge.

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

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(Date and Place)

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Brad Donohue  
Director of Public Works



# STAFF REPORT

TO: Mayor and Members of the City Council  
FROM: Pak Lin, Administrative Services Director  
VIA: Brian Dossey, City Manager  
MEETING DATE: August 23, 2023  
SUBJECT: Designation of PLAN Representative

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## RECOMMENDATION

Staff recommends the City Council approve:

RESOLUTION APPOINTING DIRECTORS TO THE POOLED LIABILITY ASSURANCE NETWORK JOINT POWERS AUTHORITY (PLAN JPA), PURSUANT TO CEQA GUIDELINE 15378

## EXECUTIVE SUMMARY

The Town of Colma is a member of the Pooled Liability Assurance Network (PLAN). The PLAN has 28-member cities and is the Town's insurance pool. The PLAN's bylaws require the governing body of each member city to appoint its representative. The current Colma representatives are the Administrative Services Director as the primary and City Manager as the secondary. The prior designation included the name of the individual and only one primary and one secondary. Staff is recommending, with PLAN JPA approval, that the City Council appoints the following positions:

- Appointee: Administrative Services Director
- Alternate appointees: City Manager and Accounting Manager

## FISCAL IMPACT

There is no fiscal impact associated with this action.

## **BACKGROUND**

The Town of Colma is a member of the Pooled Liability Assurance Network (PLAN). The PLAN is a non-profit corporation whose purpose is to benefit the citizens of each member community by establishing a stable, cost-effective self-insurance, risk sharing and risk management programs for its members.

The board members meet frequently to make decisions that would impact the Town's insurance coverage, safety training, and premium costs. Participation in the board meeting is important to mitigate risk and to protect the Town from major liabilities and significant premium increases.

Some significant changes included joining a larger insurance pool to reduce premium cost and to increase overall coverage. The board also added optional participation in employment liability and cyber security services. The board will be evaluating the existing claim administrator, which will have significant impact on the Town's claims management. As such, decisions made by the board will greatly impact the Town and having adequate representation is essential.

The last designation changes was made in 2018 naming Brian Dossey, City Manager, as alternate and Pak Lin, Administrative Services Director as the primary representative. Since 2018, Pak Lin has acted as the Treasurer of the board and participates in the Finance Committee and the Executive Committee.

## **ANALYSIS**

Since Brian Dossey was named in the last designation, with the coming of the new City Manager, a new designation is required. With ABAG Plan changing to PLAN JPA, the Town can set its designation by position title without staff's name. Additionally, with the newly adopted Accounting Manager position, staff is recommending adding the Accounting Manager as a second alternate. This will make the Administrative Services Director the PLAN's representative and the City Manager and Accounting Manager as the alternate.

### **Alternatives**

Staff has identified the following options for Council's consideration:

- The Council could appoint the City Manager as the representative and the Administrative Services Director and the Accounting Manager as the alternate.

### **Values**

This action is consistent with the Council adopted value of Responsibility because it meets the requirements of the PLAN bylaws to which the Town committed, and it recognizes the Administrative Services Director's risk management skills.



## **CONCLUSION**

Staff recommends the City Council adopt a resolution designating Administrative Services Director as the Town's PLAN representative, and City Manager and Accounting Manager as the Alternate

## **ATTACHMENTS**

- A. Resolution



**RESOLUTION NO. 2023-##  
OF THE CITY COUNCIL OF THE TOWN OF COLMA**

**A RESOLUTION APPOINTING DIRECTORS TO THE POOLED LIABILITY  
ASSURANCE NETWORK JOINT POWERS AUTHORITY (PLAN JPA),  
PURSUANT TO CEQA GUIDELINE 15378**

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

**1. Background**

- (a) The Town of Colma has been a member of ABAG Pooled Liability Assurance Network (ABAG PLAN) Corporation.
- (b) On July 1, 2018, ABAG PLAN Corporation has been replaced by the Pooled Liability Assurance Network Joint Powers Authority (PLAN JPA).
- (c) PLAN JPA is a self-funded insurance pool serving public agencies.
- (d) The PLAN has 28-member cities and is the Town's insurance pool.
- (e) The operations of these programs are governed by a Board of Directors consisting of one representative from each member agency; and
- (f) Participation on the Board of Directors is carried out by the Town of Colma staff as part of its regular duties and does not result in any remuneration to the employee.

**2. Order**

- (a) The City Council hereby designates the Administrative Services Director as the appointee to the PLAN JPA Board of Directors, effective August 21, 2023.
- (b) The City Council hereby designates the City Manager and Accounting Manager as alternate appointees to the PLAN JPA Board of Director, effective August 21, 2023.

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### Certification of Adoption

I certify that the foregoing Resolution No. 2023-## was duly adopted at a regular meeting of the City Council of the Town of Colma held on August 23, 2023, by the following vote:

Name	Voting		Present, Not Voting		Absent
	Aye	No	Abstain	Not Participating	
Joanne F. del Rosario, Mayor					
John Irish Goodwin					
Ken Gonzalez					
Carrie Slaughter					
Helen Fisicaro					
<i>Voting Tally</i>					

Dated \_\_\_\_\_

\_\_\_\_\_  
Joanne F. del Rosario, Mayor

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



# STAFF REPORT

TO: Mayor and Members of the City Council  
 FROM: Brad Donohue, Director of Public Works  
 VIA: Brian Dossey, City Manager  
 MEETING DATE: August 23, 2023  
 SUBJECT: Measure A and W 2023 Highway Program Funding Application

## RECOMMENDATION

Staff recommends that the City Council adopt the following:

RESOLUTION SUPPORTING THE EL CAMINO REAL BICYCLE AND PEDESTRIAN IMPROVEMENT PROJECT AND AUTHORIZING THE SUBMITTAL OF AN APPLICATION FOR THE SAN MATEO COUNTY TRANSPORTATION AUTHORITY'S 2023 MEASURE A AND MEASURE W HIGHWAY PROGRAM CALL FOR PROJECTS PURSUANT TO CEQA GUIDELINE15306

## EXECUTIVE SUMMARY

The El Camino Real Bicycle and Pedestrian Improvement Project ("Project") is a State Route (SR-82) under Caltrans jurisdiction bounded by Albert M Teglia Blvd at the northerly end, and by Arlington Drive at the southerly end within the Town of Colma. The purpose of this Project is to improve multi-modal infrastructure, traffic operations, accessibility and safety along the El Camino Real (ECR) and meet future housing needs and demands.

The Caltrans project development process establishes the Caltrans approach to moving a project from the conceptual stage into a project that is ready to be implemented. Currently, the Town is working on the Project Initiation Document (PID) phase to develop the Project Study Report-Project Development Support (PSR-PDS) for the ECR corridor. The PSR-PDS approval will move the project into the Project Approval and Environmental Document (PA&ED) phase. All these studies are required when working within the State's Right of Way.

Per CalTrans requirements, PA&ED is required to be developed and approved by Caltrans before any major or high-complexity project can be designed and constructed on the State Highway System. The Town is requesting \$2,200,000 in funding (\$1.98 Million in grant funding, \$0.22 million in local match) to complete the PA&ED phase through the San Mateo County Transportation Authority's 2023 Measure A and W Highway Program.

## FISCAL IMPACT

The estimated cost of the preparation of the Project Approval and Environmental Document (PA&ED) for the El Camino Real Bicycle and Pedestrian Improvement Project is estimated to be in the range of \$2,200,000. If the Measure A and W 2023 Highway Program is accepted and funded, the Town's estimated funding plan for the PA&ED phase will be as follows:

• Measure A and W 2023 Highway Grant Program	\$1,980,000
• CIP Reserves (Local Match)	<u>\$ 220,000</u>
Estimated Project Total	\$2,200,000

Should the San Mateo County Transit Authority (TA) Board award Measure A and W 2023 Highway Program funds to the PA&ED phase, the TA will require that the Town of Colma commence work on the PA&ED phase within one year of TA Board action, which is anticipated in December 2023. Action on this item will have no fiscal impact for FY 2023-24 and the local match dollars in the amount of \$220,000 can be included during the Capital Improvement Program budget discussions for FY 2024-25.

## ENVIRONMENTAL

The City Council's action in adopting the resolution is exempt from environmental review under the California Environmental Quality Act (CEQA) pursuant to CEQA Guideline 15306 as information collection. The resolution will authorize information gathering for bike and pedestrian improvements along El Camino Real. Adoption of the resolution will not commit the Town to a course of action nor will it approve any actual physical improvements along El Camino Real. Instead, any improvements will only be considered for potential approval after CEQA review has been conducted.

## BACKGROUND

In 1988, San Mateo County voters passed the original Measure A sales tax, which included funding for specific highway projects listed in the 1988 Transportation Expenditure Plan. In 2004, the voters of San Mateo County reauthorized the Measure A Program and approved an extension of the existing half-cent transportation sales tax for 25 years from 2009 through 2033. The 2004 Transportation Expenditure Plan (TEP) provides that 27.5 percent of the sales tax revenue be dedicated to the highway program, with 17.3 percent committed to projects on state highways known as Key Congested Areas (KCA) and 10.2 percent for Supplemental Roadways (SR) for projects on highways and other roadways.

In 2018, the voters of San Mateo County approved Measure W, a new 30-year half-cent sales tax for transportation programs and projects that took effect July 1, 2019 and expires June 30, 2049. The Measure W Congestion Relief Plan (CRP) identifies that twenty-two and one-half percent of Measure W be dedicated to highway congestion improvements.

In 2021, the TA Board adopted the Short-Range Highway Plan (SRHP) and Capital Improvement Program (CIP) to support future investment decisions for the Measure A Highways & Measure W Countywide Highway Congestion categories. The SRHP incorporates the Measure A goals along with the new Measure W core principles and is the policy foundation for making highway program investment decisions. The SRHP uses the adopted Strategic Plan 2020-2024 evaluation criteria

to benchmark how projects align with funding priorities for Measure A and W. To be eligible for the Call for Projects a project must be included in the CIP.

Based on the requirements, the Colma El Camino Real Bicycle and Pedestrian Improvement Project qualifies as an eligible project due to this corridor being part of the SR 82 (El Camino Real), Safety and Operational Improvement Project.

In January 2021, with a grant from the Caltrans Sustainable Communities Program, the Town of Colma developed the El Camino Real Bicycle and Pedestrian Improvement Plan, which aims to improve safety and mobility for people who walk and bike along ECR corridor and to increase access to public transportation. The Plan was developed to serve the needs of all users of the corridor, including those of disadvantaged communities. Extensive community and technical stakeholder engagement were undertaken to understand existing issues and opportunities, discuss potential improvements, and ultimately arrive at a preferred set of recommendations that reflect the long-term local vision of the Colma community.

Currently, the Project Study Report-Project Development Support (PSR-PDS) is being prepared for the Colma El Camino Real Bicycle and Pedestrian Project. The PSR-PDS will serve as the Project Initiation Document (PID) for the Project in the Town of Colma, which is anticipated to be completed in April 2024 and submitted to Caltrans for review.

## **ANALYSIS**

The ultimate design and implementation of improvements along El Camino Real will require approval from Caltrans through the oversight process since El Camino Real is a state-owned roadway. The proposed improvements will require varying levels of documentation, additional studies, and review to receive approval. The Project Approval and Environmental Document (PA&ED) stage includes preliminary engineering, environmental documentation, more detailed study to determine design exceptions, environmental technical studies, Traffic Operations Analysis Report (TOAR), cost estimating, preliminary geotechnical studies and preliminary drainage report. The Project Study Report-Project Development Support (PSR-PDS) will serve as the starting point for PA&ED services.

Town of Colma staff will apply for the Measure A and W 2023 Highway Grant Program and submit a funding application for the above-described PA&ED phase for ECR Project. This application will be submitted to the San Mateo County Transportation Authority on August 25, 2023. The PA&ED phase funding requirement is approximately \$2,200,000. The funding application is for a requested amount of \$1,980,000 with a 10% local match requirement of \$220,000.

To complete the funding application for the PA&ED phase of the Project, a City Council adopted a resolution supporting the El Camino Real Bicycle and Pedestrian Improvement Project and authorizing the submittal of an application for 2023 Measure A and Measure W highway program funding is required.

## **COUNCIL ADOPTED VALUES**

The City Council approved a master plan that addresses bicycle and pedestrian safety and transportation deficiencies on El Camino Real in Colma. The master plan created a *vision* of how the highway could be reconstructed to accommodate all modes of transportation, a plan that

endorses safety and promotes healthy modes of travel along El Camino Real. The approval of the resolution is a continuation of the *vision* that ECR can be viable for all modes of travel.

## **CONCLUSION**

Staff is requesting that City Council adopt a resolution supporting the El Camino Real Bicycle and Pedestrian Improvement project and authorizing the submittal of an application for the San Mateo County Transportation Authority's 2023 Measure A and Measure W Highway Program to fund the PA&ED phase of the Project.

## **ATTACHMENTS**

- A. Resolution



**RESOLUTION NO. 2023-  
OF THE CITY COUNCIL OF THE TOWN OF COLMA**

**RESOLUTION SUPPORTING THE EL CAMINO REAL BICYCLE AND PEDESTRIAN  
IMPROVEMENT PROJECT AND AUTHORIZING SUBMITTAL OF AN APPLICATION FOR  
THE SAN MATEO COUNTY TRANSPORTATION AUTHORITY'S 2023 MEASURE A AND  
MEASURE W HIGHWAY PROGRAM CALL FOR PROJECTS PURSUANT TO CEQA  
GUIDELINE 15306**

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

**1. Background**

(a) The El Camino Real corridor in Colma includes narrow and missing sidewalks, long and infrequent crosswalks, absence of bicycle facilities, and high travel speeds, and

(b) The Town of Colma developed the El Camino Real Bicycle and Pedestrian Improvement Plan, which aims to improve safety and mobility for people who walk and bike along El Camino Real and to increase access to public transportation, and

(c) The Town is currently implementing the Project Initiation Documents (PID) phase to prepare the Project Study Report-Project Development Support (PSR-PDS), and

(d) The PSR-PDS approval will move the project into the Project Approval and Environmental Document (PA&ED) phase, and

(c) It will cost \$2,200,000 to implement the Project Approval and Environmental Document (PA&ED).

**2. Findings**

(a) The Town of Colma wishes to sponsor the submittal of an application for Measure A and Measure W 2023 Highway Program funds for the development of the El Camino Real Improvement Project, Approval and Environmental Document (PA&ED) phase as required by the California Department of Transportation (CalTrans) when developing a highway improvement project that is constructed on the California Highway system, and

(b) The Town of Colma seeks \$1,980,000 for PA&ED phase, and

(c) On June 7, 1988, the voters of San Mateo County approved a ballot measure to allow the collection and distribution by the San Mateo County Transportation Authority (TA) of a half-cent transactions and use tax in San Mateo County for 25 years, with the tax revenues to be used for highway and transit improvements pursuant to the Transportation Expenditure Plan presented to the voters (Original Measure A); and

(d) On November 2, 2004, the voters of San Mateo County approved the continuation of the collection and distribution by the TA of the half-cent transactions and use tax for an additional 25 years to implement the 2004 Transportation Expenditure Plan beginning January 1, 2009 (New Measure A); and

(e) On November 6, 2018, the voters of San Mateo County approved a ballot measure known as "Measure W," which increased the sales tax in San Mateo County by 1/2 percent, and tasked the TA with administering four of the five transportation program categories pursuant to the Congestion Relief Plan presented to the voters; and

(f) The TA issued a Call for Projects for the Measure A and Measure W Highway Program funds on July 5, 2023, and

(g) The TA requires applicants for Measure A and/or Measure W funds to submit a resolution in support of the application, in this case for \$1,980,000 in Measure A Highway Program funds for PA&ED phase, and

(h) The TA also requires applicants to submit a resolution committing to the completion of the proposed project scope, in this case PA&ED phase, and

(i) If the TA Board awards Measure A and/or Measure W Highway Program funds to the PA&ED phase, the TA will require that the Town of Colma commence work on the PA&ED phase within one year of TA Board action.

### **3. Order**

The City Council of the Town of Colma hereby:

(a) Directs staff to submit an application for TA 2023 Measure A and Measure W Highway Program funds for \$1,980,000 for the Project Approval and Environmental Document (PA&ED) phase.

(b) Authorizes the City Manager to execute a funding agreement with the San Mateo County Transportation Authority for the Town of Colma to receive any Measure A and/or Measure W 2023 Highway Program funds awarded.

(c) Commits \$220,000 in Town matching funds for the completion of Project Approval and Environmental Document (PA&ED) phase, if awarded the requested TA 2023 Measure A and/or Measure W Highway Program funds.

(d) Directs the Town of Colma to commence work on Project Approval and Environmental Document (PA&ED) phase within one year of receiving an award of Measure A and/or Measure W Highway Program Funds.

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### Certification of Adoption

I certify that the foregoing Resolution No. 2023-\_\_ was adopted at a regular meeting of the City Council of the Town of Colma held on August 23, 2023 by the following vote:

Name	Voting		Present, Not Voting		Absent
	Aye	No	Abstain	Not Participating	
Joanne F. del Rosario, Mayor					
John Irish Goodwin					
Ken Gonzalez					
Carrie Slaughter					
Helen Fisicaro					
<i>Voting Tally</i>					

Dated \_\_\_\_\_

\_\_\_\_\_  
Joanne F. del Rosario, Mayor

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





# STAFF REPORT

TO: Mayor and Members of the City Council

FROM: Farhad Mortazavi, City Planner  
Edith Robles, Associate Planner  
Leila Carver, PTP, Senior Planner

VIA: Brian Dossey, City Manager

MEETING DATE: August 23, 2023

SUBJECT: Adoption of the 2023 Bicycle and Pedestrian Master Plan

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## RECOMMENDATION

Staff recommends that the City Council adopt the following:

RESOLUTION ADOPTING THE TOWN OF COLMA BICYCLE AND PEDESTRIAN  
MASTER PLAN PURSUANT TO CEQA GUIDELINE 15301, 15060, AND 15061

## EXECUTIVE SUMMARY

The Town of Colma Bicycle and Pedestrian Master Plan 2023 is the first of its kind for the Town. Over the past 10 years, several plans and policy documents have been developed in specific areas of the Town. However, none of these plans have brought together all the recommendations, policies, and improvement projects for safe active transportation networks in the Town.

This Master Plan is a compilation of existing (adopted) documents from the Town and regional partners, and feedback gathered through public outreach. By bringing together all these resources, the Town is better positioned to leverage federal, state, and local funds to provide a connected, safe, and effective active transportation system.

The Plan focuses on developing a safe network of bikeways and walkways, identifying roadway improvements, and documenting programs and policies that will support the Town's goal of becoming a more bicycle- and pedestrian-friendly community. The development of this Master Plan will ensure consistency with the California Active Transportation Program (ATP) and aid the Town's efforts to pursue outside funding for bicycle and pedestrian projects. The purpose of the Plan is to encourage an increased use of active modes of transportation, such as biking and walking by achieving the following goals:

1. Increase the proportion of trips accomplished by biking and walking;

2. Improve safety and mobility of non-motorized users;
3. Advance the active transportation efforts of the Town and regional agencies to achieve greenhouse gas (GHG) reduction;
4. To promote bicycling and walking as healthy and sustainable modes of transportation;
5. Ensure that disadvantaged communities (DAC) fully share in the benefits of the program;
6. To connect bicycling and walking facilities throughout the Town;
7. Provide a broad spectrum of projects to benefit many types of active transportation users.

The Master Plan was developed in collaboration with the community and includes input from a variety of stakeholders, including residents, businesses, and regional transportation agencies. At a local level, the Plan complements and supports existing plans and policies. At a regional level, this plan incorporates state and regional policies that help meet the overarching goal of increasing walking and bicycling throughout California by preserving the active transportation system and reducing the number of accidents and fatalities amongst bicyclist and pedestrians.

The Master Plan is a living document that will be updated as needed to reflect changes in the community and the needs of bicyclists and pedestrians. The Town is committed to implementing the Plan and making the Town a more bicycle- and pedestrian-friendly community.

The Master Plan is broken up into four key project components.

1. **Context and existing conditions** section will compile existing data on local, regional, and state plans, as well as prior outreach efforts and existing datasets, programs, and initiatives.
2. **Public engagement** section provides a summary of the community engagement and input provided for the Master Plan.
3. **The Proposed System and Improvement** section provides a summary of the proposed bicycle and pedestrian improvements planned for future implementation by the Town. It's important to note that no specific project is being approved by adoption of the Master Plan. Instead, the Master Plan merely details potential projects that could be approved in the future by the Town after conducting the required environmental analysis under the California Environmental Quality Act (CEQA).
4. **The Implementation** section will identify additional recommendations for making progress toward the active transportation network in the Town.

## **FISCAL IMPACT**

The project was initially funded with \$90,000 TDA, Article 3 funds and a local match of \$10,000, refer to Table 1 below. These funds were expended in Fiscal Year (FY) 2022-2023.

**Table 1: Total Project Funding**

<b>Local Funds</b>	<b>Transportation Development Act Article 3</b>
\$10,000	\$90,000

The project will require additional expenditures through Summer 2023, which will be covered through the Towns FY 2023-2023 Long Range Planning Budget.

**BACKGROUND**

On November 15, 2021, The Town responded to the City/County Association of Governments of San Mateo's Transportation Development Act (TDA): Article 3 Pedestrian and Bicycle Program Call for Projects through a project planning application. The application included a funding request of \$90,000 with a \$10,000 local match for the development of its first Bicycle and Pedestrian Master Plan.

Upon approval, the Town's staff and consultant kicked off the project in Winter 2022. The initial phases of the project included data collection and followed with public outreach and awareness.

The data collection began with the review of background documents pertaining to bicycle and pedestrian plans in and around Colma. Staff reviewed regional and local planning documents including but not limited to, Colma General Plan, California Transportation Plan 2040, El Camino Real Bicycle and Pedestrian Improvement Plan, and Active South San Francisco. Collectively these plans provide the foundation for the Final Master Plan.

Following the data collection phase, the team began outreaching to the public. The public outreach commenced with a web-based survey made available via Mentimeter.com and a quick response (QR) code which launched March 1, 2023, and was made available through April 26, 2023. The survey was shared through social media, Livewire, email blast to stakeholders and business owners and flyers that were distributed to local stakeholders and at the subsequent public meetings.

The public outreach meetings included a Coffee with the Community at the local Starbucks, a Pop-Up event at the Colma BART Station, and staff's participation at the Veteran's Village pancake breakfast. The in-person events gave residents and Colma neighbors the opportunity to have one-on-one discussions with City staff and provide recommendations based on their personal experience walking and biking, or hoping to do so, through Colma.

The project to be completed by Summer of 2023. The following timeline for the project is as follows.

**Table 2: Bicycle and Pedestrian Master Plan Project Timeline**

<b>Phase</b>	<b>Timeline</b>	<b>Purpose</b>
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**Table 2: Bicycle and Pedestrian Master Plan Project Timeline**

<b>Data Collection</b>	Winter 2022	The project team researched existing documents to gather data, previous work conducted and provide the foundation to the Final Plan.
<b>Public Outreach</b>	Winter 2022 - Spring 2023	The project team provided residents and neighboring Colma residents the opportunity to have one-on-one conversations with City Staff and also anonymous input through a web-based survey.
<b>Document Preparation</b>	Summer 2023	The data, comments, and recommendations collected to date will be analyzed and compiled to create a Draft report for the Town's review and public review period.
<b>Final Plan</b>	Summer2023	The final Draft Master Plan to be presented for the Council's consideration and adoption.

The public outreach phase concluded with the Town's City Council study session of the Draft Document. The Draft document was also made available for public consumption starting July 7, 2023. The Final Draft Master Plan is provided as part of Attachment B (and on the Town's webpage, <https://www.colma.ca.gov/bike-and-pedestrian-master-plan/>).

**ANALYSIS**

The analysis of data and information gathered resulted in a summary of planned projects throughout the Town, as well as recommendations for new improvements and amenities for bicyclists and pedestrians in the Town. These recommendations were based on an understanding of the Town's existing conditions and needs.

Identifying existing conditions involved collecting and analyzing geographical and census data to understand the population, layout, and land use of the town. Town of Colma Land Use and Major Designations in the Final Plan provides a visual of the town's layout, including where residents live and play, the major destinations, and regional transit centers.

The project team also identified the pedestrian and bicyclist network and services available in the town. This included all sidewalks, bicycle facilities including bike lanes and storage, transit stops and routes. The team reviewed recent automobile accidents involving bicyclists and pedestrians provided by the Colma Police Department. Finally, the team analyzed big data to understand how many people are walking and biking in the Town on a daily basis (on average) to get a comprehensive picture of how and where people are moving throughout the Town.

Based on the information collected, the project team concluded the following:

- Colma's unique land use makes it a tourist destination for surrounding jurisdictions. The Town's 75% cemeteries/memorial parks, 14% commercial, and 2% residential land use is a major draw for tourists who are interested in visiting the final resting places of famous



people and loved ones. Colma is also home to a number of commercial businesses, including auto dealerships and shopping centers which attract residents from all over the Bay Area. In addition to being a tourist destination, Colma is also a major employment center. The Town employs over 4,000 people, many of whom are from surrounding jurisdictions. Colma's location along El Camino Real - one of the longest corridors in the state - makes it a convenient place for businesses to locate. The town's connectivity and accessibility to major transportation routes is also a major asset for businesses and residents. Colma's diverse economy and unique land use, tourism, and employment make connectivity a critical part of the Town's accessibility.

- The existing pedestrian and bicycle network is incomplete and fragmented, with some areas that are well-served and others that are not. The Town has invested in several projects that have improved existing services and routes through the Town, however, the community is experiencing some disconnect with the projects, resulting in a lack of connectivity between different parts of the town or to neighboring jurisdictions. Network connectivity between jurisdictions can often be a challenge due to funding constraints, policies, and priorities. However, those imaginary boundaries put up by these barriers are often the burden of residents. Participants want to be able to connect to nearby neighborhoods, shopping centers, and resources without worrying about what jurisdiction they are entering or leaving. This is especially true in Colma, where more people work, shop, and visit than live. As a result, locals are not using the available network as much as they could be, or they are not feeling safe when they do use it.
- There were automobile accidents involving bicyclists and pedestrians near the major shopping centers, based on recent accident data provided by Colma Police Department.
- The public outreach results suggest that people are being discouraged from walking and biking by aggressive driving behavior, lack of infrastructure, lack of connectivity, and insufficient lighting. All of these discouraging factors contribute to bicycle and pedestrian safety.

The Master Plan includes a summary of planned/future bicycle and pedestrian improvements provided in various documents that have been adopted by the Town, regional agencies (I.e., San Mateo County C/CAG), and the State (I.e., Caltrans). A comprehensive list of documents and sources is available for public review. It's important to note that no specific project is being approved by adoption of the Master Plan. All recommended improvement projects and implementation measures may need additional technical analysis, environmental study under the California Environmental Quality Act (CEQA), and targeted outreach before implementation. All recommended improvement projects and implementation measures may need additional technical analysis, environmental study under the California Environmental Quality Act (CEQA), and targeted outreach before implementation.

Based on the information gathered, the Town conducted further analysis of the data to identify additional potential gaps and opportunities in bicycle and pedestrian improvements and amenities. The following priority projects should be considered and implemented by the Town:

1. Repair and ongoing maintenance of the bicycle fix-it station at the Community Center. This station provides a valuable service to cyclists, and it is important to keep it in good condition.

2. Implementation of a proposed Class IV bicycle track along Junipero Serra Blvd. (see Table 5 and Figure 17, Project H. This track would provide a safe and separated route for cyclists, and it would be a great addition to the Town's transportation network.
3. Continued coordination with Veterans Village (Mercy Housing) to plan and implement future bicycle and pedestrian facilities and amenities in proximity to the Veterans Village along Mission Road. This would improve access to public transit for Veterans and make it easier for them to get around the Town.
4. The Town should also continue to coordinate with SamTrans to implement bus accessibility and reliability enhancements along ECR.
5. Continued coordination with South San Francisco and school district to plan and implement future bicycle and pedestrian improvements for Safe Routes to School program. This would make it safer and easier for children to walk and bike to school.
6. Wayfinding signage program throughout the Town for both bicycle and pedestrian facilities and access. This would help people find their way around the Town on foot or by bicycle, and it would make it easier for them to use the Town's bicycle and pedestrian infrastructure.
7. Provide additional improvements and amenities for bicyclists and pedestrians along the entire length of Hillside Blvd.

The Town of Colma, with the Public Works Department as the lead for CIP program implementation, is actively working on improvement projects that enhance the roadway network in the Town of Colma for a more safe, sustainable, multimodal transportation for all users of the road. Table 3 below provides a summary of ongoing Capital Improvement Projects (CIP) with information about current grant funding being utilized to complete phases of improvement projects for the Town of Colma. The Town of Colma is constantly seeking new sources of funding for its upcoming road construction projects. The Town is continuing to partner with other agencies, including the County and Caltrans, to fund and complete important improvement projects that include bike and pedestrian enhancements.

**Table 3: Summary of Funding/Grant Status' for Town of Colma Public Works Projects (As of 08/11/2023)**

Improvement Project Location:	Project Description:	Funding/Grant Status:
El Camino Real (ECR) segment A from Daly City to Mission Rd (Y Section)	Project Study Report-Project Development Support (PSR-PDS) is underway. Road diet is proposed for E.C.R Segment A from Daly City to Mission Rd (Y Section).	Measure W Highway 2021. Requested funds of \$1,800,000. Local Match of \$200,000. Total Budget of \$2,000,000

Improvement Project Location:	Project Description:	Funding/Grant Status:
ECR Segment B from Mission Rd to South San Francisco, including "Y" section	Design and construction of ECR Segment B	Design: Pedestrian and Bicycle Program, Cycle 6 (San Mateo County Transportation Authority) Requested funds of \$670,000, Local Match of \$67,000. Total budget of \$737,000 Construction: One Bay Area Grant (OBAG3) funding, Requested Funds of \$4,649,000, Local Match of \$1,160,000. Total Budget of \$5,800,000  ECR/Mission Rd Access to Transit Multimodal Crossing Improvement: ACR/TDM Cycle 1, Requested \$162,000, Local Match of \$18,000, Total Budget of \$180,000
Serramonte Blvd. West Phase 1 (from El Camino Real to Junipero Serra Blvd)	A Quick-build project is proposed for Serramonte Blvd. including Traffic signal installation at Serra Center driveway (two mid-block crosswalks and RRBFs included) Road diet is proposed from ECR to Serra Center driveway. Slip-in Lane improvement at Serramonte/Collins.	Pedestrian and Bicycle Program, Cycle 6. Requested funds of \$1,831,000, Local Match of \$203,500. Total Budget of \$2,035,000. Kick-off meeting August 2023.
Colma Blvd (from ECR to Best Buy/Home Depot driveways)	Road diet is proposed. Town will proceed with master plan pending grant approval by end of summer	Sustainable Transportation Planning Grant Program FY 23-24 (Caltrans). Requested funds of \$200,000. Local Match of \$25,912. Total budget of \$225,912
Hillside Blvd Improvement Project	Phase II Improvements	Funding applied for, not awarded. (Local Partnership Program, California Transportation Commission - CTC)
ECR @ Collins Ave intersection	Traffic signal installation will be considered for ECR/Collins Ave intersection as part of ECR Segment A	Part of ECR Improvement Project. No funds for Segment A, Segment B is funded
Junipero Serra Blvd.	Pavement rehabilitation	No current grants/funding per Public Works Department. However, there is a potential opportunity for construction of bike facility on Junipero Serra Blvd. See Table 5 and Figure 17 in Master Plan.

**ENVIRONMENTAL**

The City Council's action in adopting the Master Plan is exempt from the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines Section 15301, Class 1 – Existing Facilities as it involves potential bike and pedestrian improvements along existing roadways. The Council's action is also exempt under CEQA Guideline 15060(b)(3) as the Master Plan does not commit the Town to any specific projects, and does not even appear to suggest any new projects. Rather, the Master Plan collects and gathers all the proposed improvements found in various other plans

and master plans and centralizes them in a single Master Plan. Finally, the City Council's action is also exempt pursuant to CEQA Guideline 15061(b)(3) the common sense exemption, again, because the Master Plan itself does not commit the Town to any specific project.

### **RECOMMENDATION**

Staff recommends that the City Council adopt Resolution No. 2023-\_\_adopting the 2023 Town of Colma Bicycle and Pedestrian Master Plan.

### **ATTACHMENTS**

- A. Resolution
  
- B. Final Draft Town of Colma Bike and Pedestrian Master Plan

**RESOLUTION NO. 2023-\_\_**  
**OF THE CITY COUNCIL OF THE TOWN OF COLMA**

**RESOLUTION ADOPTING THE TOWN OF COLMA BICYCLE AND  
PEDESTRIAN MASTER PLAN PURSUANT TO CEQA GUIDELINE 15301,  
15060, AND 15061**

**1. Background**

(a) The Town of Colma (Town) is adopting its first townwide Bike and Pedestrian Master Plan (Master Plan or the Project) that will be used in conjunction with the mobility element recently adopted by the Town, within the General Plan 2040.

(b) The purpose of the Master Plan is to address active transportation connectivity issues in the Town with the intention of creating a more safe, accessible, and convenient transportation system for the Colma community.

(c) The Master Plan will be used as a resource to guide bicycle and pedestrian improvement projects and integrate consideration for multimodal transportation into subsequent plans and projects.

(d) On November 15, 2021, the Town received funding from the City/County Association of Governments as part of the Transportation Development Act, Article 3, call for Pedestrian/Bicycle Projects in the amount \$90,000.

(e) Staff began the initial phases of the Project in Winter of 2022 which included data collection and review of existing and background documents pertaining to existing bicycle and pedestrian plans in the area.

(f) This data was used to identify corridors, intersections, and general areas where current bicycle and pedestrian facilities were insufficient and not serving the community effectively.

(g) Staff conducted multiple public outreach events to engage the local community and worked closely with key constituency groups in the area.

(h) Staff incorporated the input from the public and stakeholders with the findings of the data collection to develop a draft document that included recommendations to create a safer and more accessible multimodal transportation system in the Town.

(i) The project was found to be exempt from the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines Section 15301, 15060, and 15061 primarily because the Master Plan details potential projects along existing roadways that are not yet approved and will only be approved by the Town after conducting any required CEQA analysis.

(j) On July 12, 2023, the City Council and members of the public participated in a study session at a regular council meeting where Staff presented the draft Master Plan and outlined the key findings and recommendations.

(k) The Town notified affected public entities and agencies of the draft Master Plan and posted notices at public noticing sites across the Town.

(l) On August 23, 2023, the Town conducted a public hearing at which time all who were wishing to testify were heard and the plan was fully considered.

WHEREAS, all other legal prerequisites to the adoption of this Resolution have occurred.

**2. Order**

The City Council hereby adopts the Colma Bike and Pedestrian Master Plan.

**Certification of Adoption**

I certify that the foregoing Resolution No. 2023-\_\_ was duly adopted at a regular meeting of said City Council held on August 23, 2023 by the following vote:

Name	Voting		Present, Not Voting		Absent
	Aye	No	Abstain	Not Participating	
Joanne F. del Rosario, Mayor					
John Irish Goodwin					
Kenneth Gonzalez					
Carrie Slaughter					
Helen Fisicaro					
<i>Voting Tally</i>					

Dated \_\_\_\_\_

\_\_\_\_\_  
Joanne del Rosario, Mayor

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



# Town of Colma

## Bicycle and Pedestrian Master Plan



August 2023 Draft







DRAFT

*Prepared for:*

**Town of Colma**  
1198 El Camino Real  
Colma, California 94014  
*Contact: Farhad Mortazavi*

# Draft Colma Bicycle and Pedestrian Master Plan

*Prepared by:*



**CSG CONSULTANTS**  
550 Pilgrim Drive  
Foster City, California 94404  
*Contact: Leila Carver, PTP, Senior Planner*  
*Edith Robles, Associate Planner*

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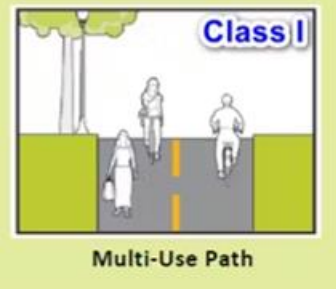
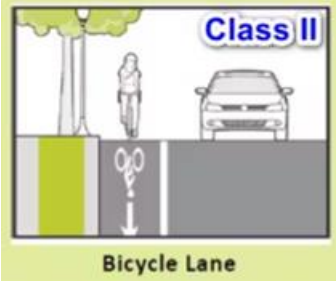
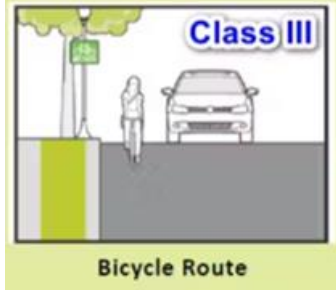
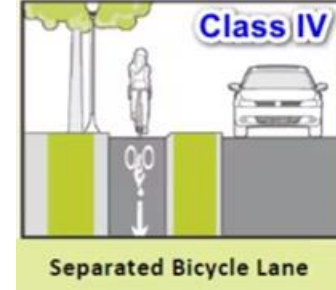
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## ACRONYMS, ABBREVIATIONS, AND DEFINITIONS

Acronym/Abbreviation	Definition
2021 Bipartisan Infrastructure Law (BIL)	The legislation reauthorizes surface transportation programs for FY 2022-2026 and provides advance appropriations for certain programs. The Bipartisan Infrastructure Law authorizes up to \$108 billion to support federal public transportation programs, including \$91 billion in guaranteed funding.
Active Transportation	A means of getting around that is powered by human energy, primarily walking and bicycling, also known as non-motorized transportation.
Active Transportation Program (ATP)	Program that focuses on increasing active modes of transportation, by combining both Federal and State funds.
Bay Area Rapid Transit (BART)	The rapid transit system serving the San Francisco Bay Area.
Bicycle and Pedestrian Advisory Committee (BPAC)	Provides advice and recommendations to the C/CAG Board of Directors on matters relating to bicycle and pedestrian improvement projects. The BPAC advises the C/CAG Board on priority projects for funding through the Transportation Development Act Article 3 grant program and the One Bay Area Grant program.
Bicycle Boulevard	Streets with low traffic volumes and speeds, designated and designed to give bicyclist travel priority (variation of Class III bikeway)
Bicycle Tracking through Intersection	Bicycle pavement markings (i.e. paint, striping) through intersections indicate the intended path of bicyclists through an intersection or across a driveway or ramp.
California Department of Transportation (Caltrans)	The State of California government agency responsible for the design, construction, maintenance, and operation of the California State Highway System, as well as that portion of the Interstate Highway System within the state's boundaries. Caltrans manages more than 50,000 miles of California's highway and freeway lanes, provides inter-city rail services, permits more than 400 public-use airports and special-use hospital heliports, and works with local agencies. Caltrans 2020-2024 Strategic Plan can be found at this link: <a href="https://dot.ca.gov/-/media/dot-media/programs/risk-strategic-management/documents/sp-2020-16p-web-a11y.pdf">https://dot.ca.gov/-/media/dot-media/programs/risk-strategic-management/documents/sp-2020-16p-web-a11y.pdf</a> .
California Transportation Commission (CTC),	An independent government transportation commission responsible for programming and allocating funds for the construction of highways, passenger rail, transit and active transportation improvements throughout California.
Capital Improvements Project (CIP)	Any major improvement to City facilities and infrastructure. Examples include the construction of transportation, stormwater, water, wastewater projects, along with buildings like fire stations, libraries and recreation centers.
Carpool	An arrangement between people to make a regular journey in a single vehicle, typically with each person taking turns to drive the others.
City/County Association of Governments (C/CAG) of San Mateo County	A governmental body, made up of 21 members with one from each city (20) and the County of San Mateo, that deals with issues that affect the quality of life in general; transportation, air quality, stormwater runoff, hazardous waste, solid waste and recycling, land use near airports, and abandoned vehicle abatement.

Acronym/Abbreviation	Definition
Class I Multi-use Path	<p>Bike paths or shared-use paths with exclusive right of way for bicyclists and pedestrians, away from the roadway and with cross flows by motor traffic minimized.</p> 
Class II Bike Lane	<p>Bike lanes established along streets and defined by pavement striping, and signage to delineate a portion of a roadway for bicycle travel. Buffered bike lanes provide greater separation from an adjacent traffic lane and/or between the bike lane and on-street parking.</p> 
Class III Bike Route	<p>Bike routes that designate a preferred route for bicyclists on streets shared with motor traffic not served by a dedicated bikeway provide continuity to the bikeway network.</p> 
Class IV Separated Bike Lane/ Cycle Track	<p>Separated bikeway, referred to as a cycle track or protected bike lane, for the exclusive use of bicycles. Physically separated from motor traffic with vertical features such as grade separation, flexible posts, inflexible posts, or on-street parking.</p> 
Clean Mobility Vouchers	<p>Vouchers to develop and launch zero-emission mobility projects, such as bike sharing and ride-on-demand services, that fill a community's transportation gaps and provide access to key destinations.</p>
Complete Streets	<p>Approach to planning, designing, building, operating, and maintaining streets that enables safe access for all people who need to use them, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities.</p>
Congestion Mitigation and Air Quality Improvement (CMAQ)	<p>Provides federal funds to States for transportation projects designed to reduce traffic congestion and improve air quality, particularly in areas of the country that do not attain national air quality standards</p>



Acronym/Abbreviation	Definition
Developer Impact Fee (DIF)	Locally imposed fees on specific development projects to defray the cost of new or additional public facilities that are needed to serve those developments
Disadvantaged Communities (DAC)	Areas throughout California which most suffer from a combination of economic, health, and environmental burdens.
El Camino Real (ECR)	A 600-mile commemorative route connecting the 21 Spanish missions in California (formerly the region Alta California in the Spanish Empire), along with a number of submissions, four presidios, and three pueblos
Grand Boulevard Initiative (GBI)	A collaboration of 19 cities, counties, local and regional agencies united to improve the performance, safety and aesthetics of El Camino Real. Starting at the northern Daly City limit (where it is named Mission Street) and ending near the Diridon Caltrain Station in central San Jose (where it is named The Alameda), the initiative brings together for the first time all of the agencies having responsibility for the condition, use and performance of the street.
Greenhouse Gas (GHG) Emissions	A greenhouse gas is any gas that has the ability to retain heat in the atmosphere. The primary greenhouse gases include carbon dioxide, methane, and nitrous oxide. While these gases occur naturally, human activities have significantly increased their concentrations in the atmosphere, creating long-lasting climate change. The term "greenhouse gas emissions" refers to the quantity of greenhouse gases released into the atmosphere as a result of specific activities such as the combustion of fossil fuels to produce electricity.
Greenway	Linear open spaces that are designed for multiple uses, including non-motorized transportation, recreational activities, and ecological benefits.
Highway Safety Improvement Program (HSIP)	A core Federal-aid program with the purpose of achieving a significant reduction in traffic fatalities and serious injuries on all public roads, including non-State-owned roads and roads on tribal land.
Levels of Service (LOS)	A qualitative measure used to relate the quality of motor vehicle traffic service. It is used to analyze roadways and intersections by categorizing traffic flow and assigning quality levels of traffic based on performance measures like vehicle speed, density, congestion, etc.
Local Grant Program	A competitive statewide program was created to beautify and clean up local streets and roads, tribal lands, parks, pathways, transit centers, and other public spaces.
Local Streets and Roads Program (LSRP)	State funds made available for basic road maintenance, rehabilitation, and critical safety projects on the local streets and roads system.
Measure A	Local tax measure that imposed a half-cent sales tax for funding transportation facilities, services, and programs.
Measure M	Local tax measure that imposed an annual fee of ten dollars (\$10) on motor vehicles registered in San Mateo County.
Metropolitan Transportation Commission (MTC)	Government agency responsible for regional transportation planning and financing in the San Francisco Bay Area.
Micromobility	Shared-use fleets of small, fully, or partially human-powered vehicles such as bikes, e-bikes and e-scooters. These vehicles are generally rented through a mobile app or kiosk, are picked up and dropped off in the public right-of-way and are meant for short point-to-point trips.

Acronym/Abbreviation	Definition
Mid-Block Crossing	Facilitate crossings to places that people want to walk to but that are not well served by a typical intersection crossing due to large block size
Multi-Modal Impact Fee or VMT Mitigation Fee – DIF	Locally imposed Fee that provides flexibility to expand capital facilities for bicycle, pedestrian, and transit modes in addition to funding automobile capacity along with the classified roadway network.
Multi-Use Path	A shared path designed for use by pedestrians, cyclists, and other non-motorized users.
Multimodal Transportation	The movement of people and goods using several modes of transportation, including but not limited to, walking, biking, transit, rail, cars, and trucks.
Office of Traffic Safety (OTS)	Government organization that provides an effective means of eliminating fatalities, injuries, and economic losses resulting from crashes
One Bay Area Grant 3 (OBAG 3) Program	The policy and programming framework for investing federal Surface Transportation Block Grant Program (STP), Congestion Mitigation and Air Quality Improvement (CMAQ), and other fund programs throughout the San Francisco Bay Area.
Pedestrian Facility	Infrastructure specifically designed for pedestrian use, such as sidewalks, crosswalks, pedestrian bridges, and tunnels.
Public Participation Plan (PPP)	Establishes a model for effective public involvement and contains written procedures for including the public in a community's planning process.
Push-button activated mid-block Rectangular Rapid Flashing Beacon (RRFB)	Two, rectangular-shaped yellow indications, each with a light-emitting diode (LED)-array-based light source. They flash with an alternating high frequency when activated to enhance conspicuity of pedestrians at the crossing to drivers.
Right-of-Way	The legal right of a pedestrian or vehicle to proceed first in a particular situation or on a particular roadway.
Road Diet	To reduce the number of travel lanes and/or effective width of the road is reduced in order to achieve systemic improvements.
Safe Routes to School (SRTS)	An approach that promotes walking and bicycling to school through infrastructure improvements, enforcement, tools, safety education, and incentives to encourage walking and bicycling to school.
Safe Streets and Roads for All (SS4A)	Funds regional, local, and Tribal initiatives through grants to prevent roadway deaths and serious injuries.
SamTrans	Public transport agency in and around San Mateo, California, in the San Francisco Bay Area. It provides bus service throughout San Mateo County and into portions of San Francisco and Palo Alto
Silicon Valley Bike Coalition (SVBC)	A 501(c)3 nonprofit that works to support healthier and more just communities in San Mateo and Santa Clara counties by making biking safe and accessible through education, advocacy and fun.
Single Occupancy Vehicles (SOV)	A vehicle that is being operated by only one occupant.
Stakeholders	A person, group of persons or organizations with an interest or concern in something.

Acronym/Abbreviation	Definition
State Controller's Office (SCO)	Prepares and releases warrants (another word for checks or payments) and electronic fund transfers from the State Treasury.
Surface Transportation Block Grant Program (STBG)	Provides flexible funding that may be used by States and localities for projects to preserve and improve the conditions and performance on any Federal-aid highway, bridge and tunnel projects on any public road, pedestrian and bicycle infrastructure, and transit capital projects, including intercity bus terminals.
Sustainable Transportation Planning Grants	Funding created to support the California Department of Transportation's (Caltrans) Mission: Provide a safe and reliable transportation network that serves all people and respects the environment.
Transit-Oriented Development	Compact, mixed-use development centered around public transit stations, designed to encourage walking, cycling, and transit use.
Transportation Demand Management (TDM)	A set of strategies aimed at maximizing traveler choices and encouraging multimodal transportation to reduce single occupancy vehicles on the road.
Transportation Development Act (TDA)	State law that provides funding to be allocated to transit and non-transit related purposes that comply with regional transportation plans. TDA established two funding sources; the Local Transportation Fund (LTF), and the State Transit Assistance (STA) fund.
Vehicle Miles Traveled (VMT)	Vehicle Miles Traveled measures the amount and distance people drive by personal vehicle to a destination.
Wayfinding	Signage, maps, and other information systems designed to help pedestrians and cyclists navigate a city or a specific route.
World Health Organization (WHO)	The United Nations agency working to promote health, keep the world safe and serve the vulnerable.

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# 1 INTRODUCTION, VISION, AND GOALS

## 1.1 Goals

Encouraging bicycling and walking in the Town of Colma (“Town”) promotes healthy lifestyles, reduces traffic congestion, improves air quality, and provides greater connectivity to major destinations and transit facilities and better opportunities to socialize in public spaces.

The Town Bicycle and Pedestrian Master Plan 2023 (“the Plan”) is primarily a coordinating and resource document. The Plan focuses on developing a safe network of bikeways and walkways, identifying roadway improvements, and documenting programs and policies that will support the Town’s goal of becoming a more bicycle- and pedestrian-friendly community. The development of this Plan will ensure consistency with the California Active Transportation Program (ATP) and aid the Town’s efforts to pursue outside funding for bicycle and pedestrian projects. The purpose of the Plan is to encourage an increased use of active modes of transportation, such as biking and walking by achieving the following goals:

- Increase the proportion of trips accomplished by biking and walking.
- Improve safety and mobility of non-motorized users.
- Advance the active transportation efforts of the Town and regional agencies to achieve greenhouse gas (GHG) reduction.
- To promote bicycling and walking as healthy and sustainable modes of transportation.
- Ensure that disadvantaged communities (DAC) fully share in the benefits of the program.
- To connect bicycling and walking facilities throughout the Town.
- Provide a broad spectrum of projects to benefit many types of active transportation users.

The Plan was developed in collaboration with the community and includes input from a variety of stakeholders, including residents, businesses, and regional transportation agencies. At a local level, the Plan complements and supports existing plans and policies. At a regional level, this plan incorporates state and regional policies that help meet the overarching goal of increasing walking and bicycling throughout California by preserving the active transportation system and reducing the number of accidents and fatalities amongst bicyclist and pedestrians.

The Plan is a living document that will be updated as needed to reflect changes in the community and the needs of bicyclists and pedestrians. The Town is committed to implementing the Plan and making the Town a more bicycle- and pedestrian-friendly community. For continued updates on the Plan progress towards implementation of this plan, visit: <https://www.colma.ca.gov/bike-and-pedestrian-master-plan/>.

All recommended improvement projects and implementation measures may need additional technical analysis, environmental study, and targeted outreach before implementation.

## 1.2 Benefits of Walking and Bicycling

Bicycling and walking (and any form of active transportation) provides multiple benefits to the individual and their community as summarized here. According to the World Resources Institute (2021),<sup>1</sup> “high rates of active mobility lead to greater connectivity, reduced traffic and parking congestion, more reliable travel times and increased public transit ridership.”

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<sup>1</sup> Ohlund, Hannah, Siba El-Samra, Claudia Adriaola-Steil, Giovanni Zayas, and Felipe Targa. “Invest in Walking and Cycling for Sustainable, Safe Cities. Here’s How.” World Resources Institute, December 3, 2021. <https://www.wri.org/insights/invest-walking-cycling-sustainable-safe-cities>.

## ENVIRONMENTAL BENEFITS

Traditional, car-centric transportation planning has increased GHG emissions and impacted air quality, road injuries and fatalities, and traffic congestion. Active transportation, such as walking and bicycling, is the lowest-carbon mode of transportation. It is also one of the most powerful changes communities can make to achieve their sustainability, economic, and social goals. Prioritizing pedestrians and cyclists over motor vehicles and ensuring the safety of all road users is best achieved by investing in active mobility infrastructure and initiatives. However, walking and cycling remain grossly underfunded, while car-centered planning and design continue to dominate. Active travel can help reduce Vehicle Miles Traveled (VMT) and GHG emissions to achieve global targets. Per the 2030 Town of Colma Climate Action Plan Update, the Town's transportation emissions accounted for approximately 74% of total GHG emissions in Colma as of 2017. Travel on local roads accounted for 55% of transportation emissions. Shifting to walking and cycling can reduce GHG emissions and is the most efficient way to decarbonize transportation (World Resources Institute 2021).

## COMMUNITY AND PUBLIC HEALTH BENEFITS

Increased sense of community: Biking and walking can help to increase social interaction and a sense of community. This can be beneficial for both physical and mental health. Traveling by foot or bike can improve equity, social cohesion, perceptions of security and livability. Many low-income populations also live with little transportation access or unsafe and inconvenient routes to their destinations. Constructing safe active travel networks can improve access to opportunities and services for these disadvantaged groups. People's physical, mental, social and economic health benefits from the ability to walk or bike in safe environments (World Resources Institute 2021).

- Traveling by foot or bike can improve equity, social cohesion, perceptions of security, and livability.
  - Equity: By making transportation more accessible and affordable, people from all walks of life can participate in their communities and reach their destinations safely and easily.
  - Social cohesion: When people can get around their communities on foot or bike, they have more opportunities to interact with their neighbors and build stronger relationships.
  - Perceptions of security: When people feel safe walking or biking in their communities, they are more likely to get out and about, which can lead to a more vibrant and livable community.
- Many low-income populations also live with little transportation access or unsafe and inconvenient routes to their destinations.
  - Transportation access: Many low-income people do not have access to a car or reliable public transportation, which can make it difficult to get to work, school, or other essential services.
  - Unsafe and inconvenient routes: Even when low-income people do have access to transportation, they may have to travel long distances or take unsafe routes to get to their destinations.
- Constructing safe active travel networks can improve access to opportunities and services for these disadvantaged groups.
  - Active transportation networks: Safe active travel networks include sidewalks, bike paths, and other infrastructure that make it easy and safe for people to walk or bike.
  - Opportunities and services: By improving access to opportunities and services, safe active transportation networks can help to break the cycle of poverty and improve the quality of life for low-income people.
- Physical, mental, social, and economic health benefits from the ability to walk or bike in safe environments.

- Physical health: Walking and biking are great forms of exercise that can help people stay healthy and reduce their risk of chronic diseases.
- Mental health: Walking and biking can also improve mental health by reducing stress and anxiety and promoting feelings of well-being.
- Social health: Walking and biking can help people connect with their community and build relationships with their neighbors.
- Economic health: Walking and biking can save people money on transportation costs and improve their productivity at work.

Improved economic development: Safe active travel networks can help to improve economic development by making it easier for people to get around and attracting businesses to the area. According to the World Resources Institute (2021), cities and towns have observed boosts to their economy upon improving pedestrian and bicycling infrastructure, "...such as increased sales, commercial rent and job creation." A study conducted by Political Economy Research Institute (2010), "estimated that 11 to 14 jobs are created per \$one million invested in cycling and walking projects compared to the seven jobs created when investing in highways."

Public Health Benefits: Safe walking and bicycling infrastructure have positive impacts on public health. For example, the World Health Organization (WHO) found that increasing sustainable mobility could reduce pre-mature deaths with improvements to air quality and increased physical activity and saving of health care costs.

According to the United States (US) Department of Transportation (DOT), one-fourth (1/4) of adults reported that they do not engage in any physical activity outside of their job, which can be a contributing factor to the two thirds (2/3) of adults who are overweight in the US. Studies show that exercise by walking and biking can help increase blood flow, release endorphins to reduce stress, and can reduce the risk of heart and circulatory disease by as much as 30%. Biking and walking are great forms of exercise that can lead to a reduction in obesity, heart disease, stroke, and other chronic diseases. Biking and walking can also have a positive impact on mental health by reducing stress, anxiety, and depression. They can also improve mood, self-esteem, and overall well-being.

## 1.3 Desired Plan Outcomes

The Town of Colma Bicycle and Pedestrian Master Plan 2023 is the first of its kind for the Town. Over the past 10 years, several plans and policy documents have been developed in specific areas of the Town. However, none of these plans have brought together all the recommendations, policies, and ideas for safe active transportation networks in the Town.

This Plan is a compilation of existing (adopted) documents from the Town and regional partners, and feedback gathered through public outreach. By bringing together all these resources, the Town is better positioned to leverage federal, state, and local funds to provide a connected, safe, and effective active transportation system.

Section 2.2 of the Plan provides a summary of the documents used to formulate this Plan. Section 6 of the Plan includes a link to easily access the full documents and resources referenced in the summary.

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## 2 CONTEXT AND EXISTING CONDITIONS

The Town is the smallest city in San Mateo County, in size and population, being only 1.98 square miles with 1,492 residents. The Town is bordered by Daly City to the north and west, the City of South San Francisco (South City) to the south, and San Bruno Mountains to the east, (Figure 1, Town of Colma San Francisco Peninsula).

Residential land uses make up approximately 2% of the land use in the Town, with single-family residential uses located in the in the Sterling Park neighborhood and along Hillside Boulevard, and residential medium density uses along Mission Road.

The Town's primary land use is cemeteries (76%) holding 1.5 million people buried in its 17 cemeteries. In addition to providing cemetery and ancillary uses for the San Mateo County region, the Town provides key commercial corridors (i.e., El Camino Real, Serramonte Boulevard, Junipero Serra Boulevard) to major destinations including commercial shopping and auto-dealerships). Together these commercial uses make up 14% of the land use. These key corridors employ over 4,000 local and neighboring residents (2040 General Plan, 2020 Census). Figure 2, Town of Colma Land Uses and Major Destinations

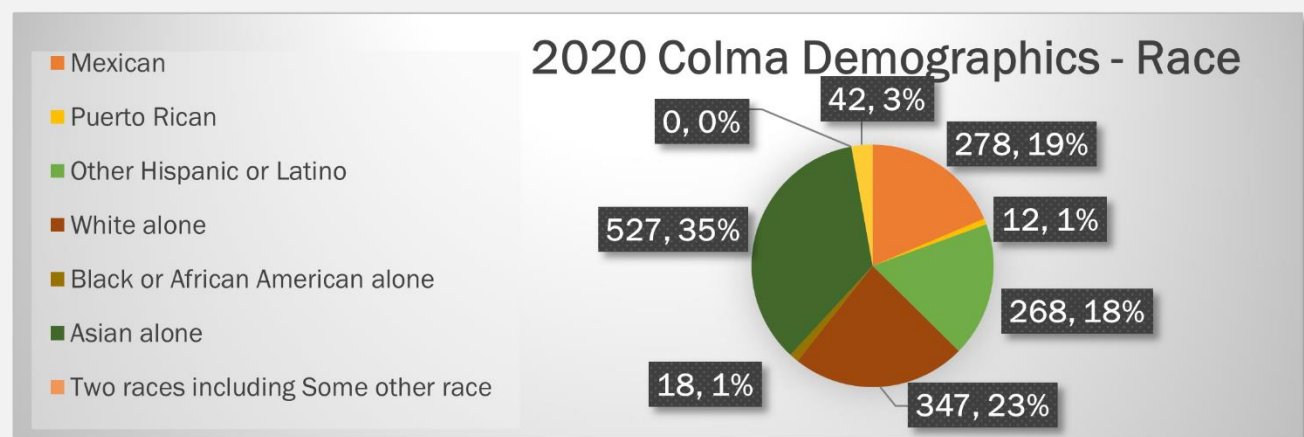
The Town is also part of one of the longest corridors in the state, El Camino Real (ECR) or California State Route (SR) 82, which goes directly through the heart of the Town. This corridor sees an upward of 25,000 vehicles per day making it uninviting to pedestrians and bicycles due to its high volume of traffic and car-centric design.

In addition to land use factors, the Town has unique environmental factors including proximity to a high fire hazard severity zone, special flood zone areas, and diverse topographic elevation changes that are shown on the Environmental Factors Map (Figure 3).

### 2.1 Community and Demographic Context

Although the Town is home to over 1.5 million souls, the population in 2020 was just below 1,500, with a majority of the population being Asian (35%) and White (23%) (2020 ACS Data). A breakdown of the demographics, as reported by the 2020 American Census Survey (ACS) is presented below in Exhibit 1. The age demographics in Colma includes a substantial portion of its residents to be middle aged (421) and seniors (273).

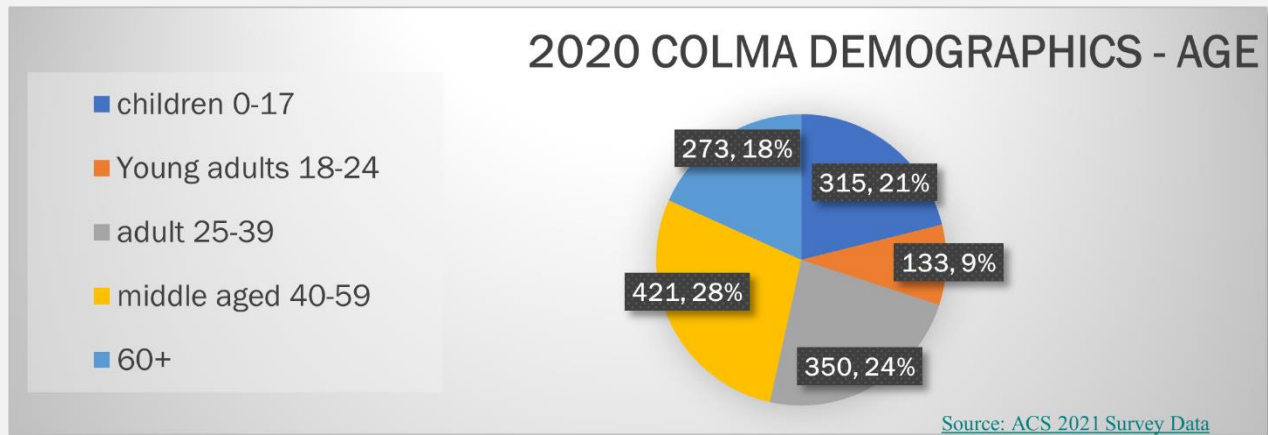
**Exhibit 1.** Town of Colma Demographics by Race



**Source:** U.S. Census Bureau, CSG Consultants 2023

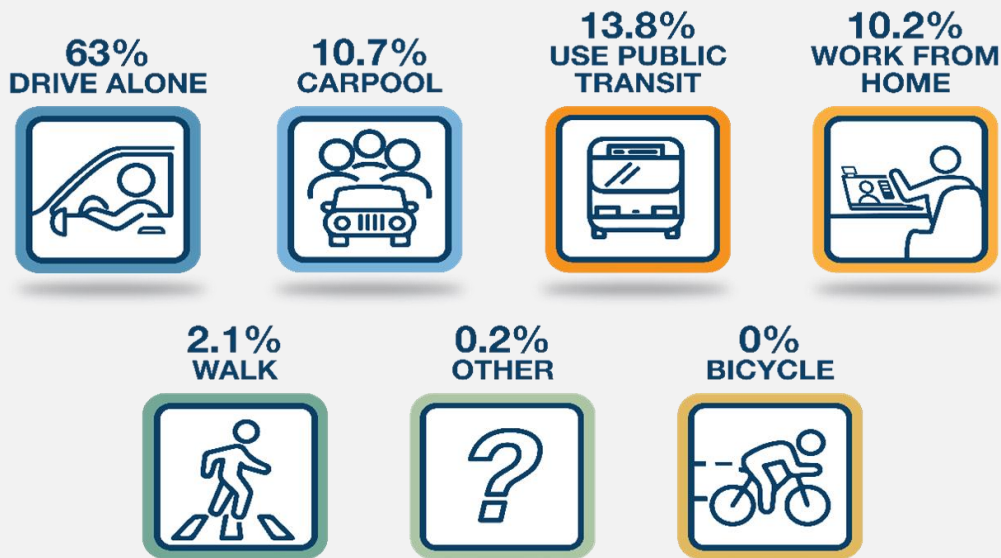
Of its 1,492 residents in 2020, 854 (over the age of 16) reported to have been employed (at least part time). Their average commute time was 28.5 minutes, consistent with the States average of 27.6 minutes. However, despite commuting for less than 30 minutes on average, most residents choose to drive alone. Exhibits 2 and 3 below, show a breakdown of the commuting habits for Colma Residents (ACS 2020 Data).

**Exhibit 2. Town of Colma Demographics by Age**



Source: U.S. Census Bureau, CSG Consultants 2023

**Exhibit 3. Commuting Demographic**



Source: U.S. Census Bureau, CSG Consultants 2023

# Figure 1

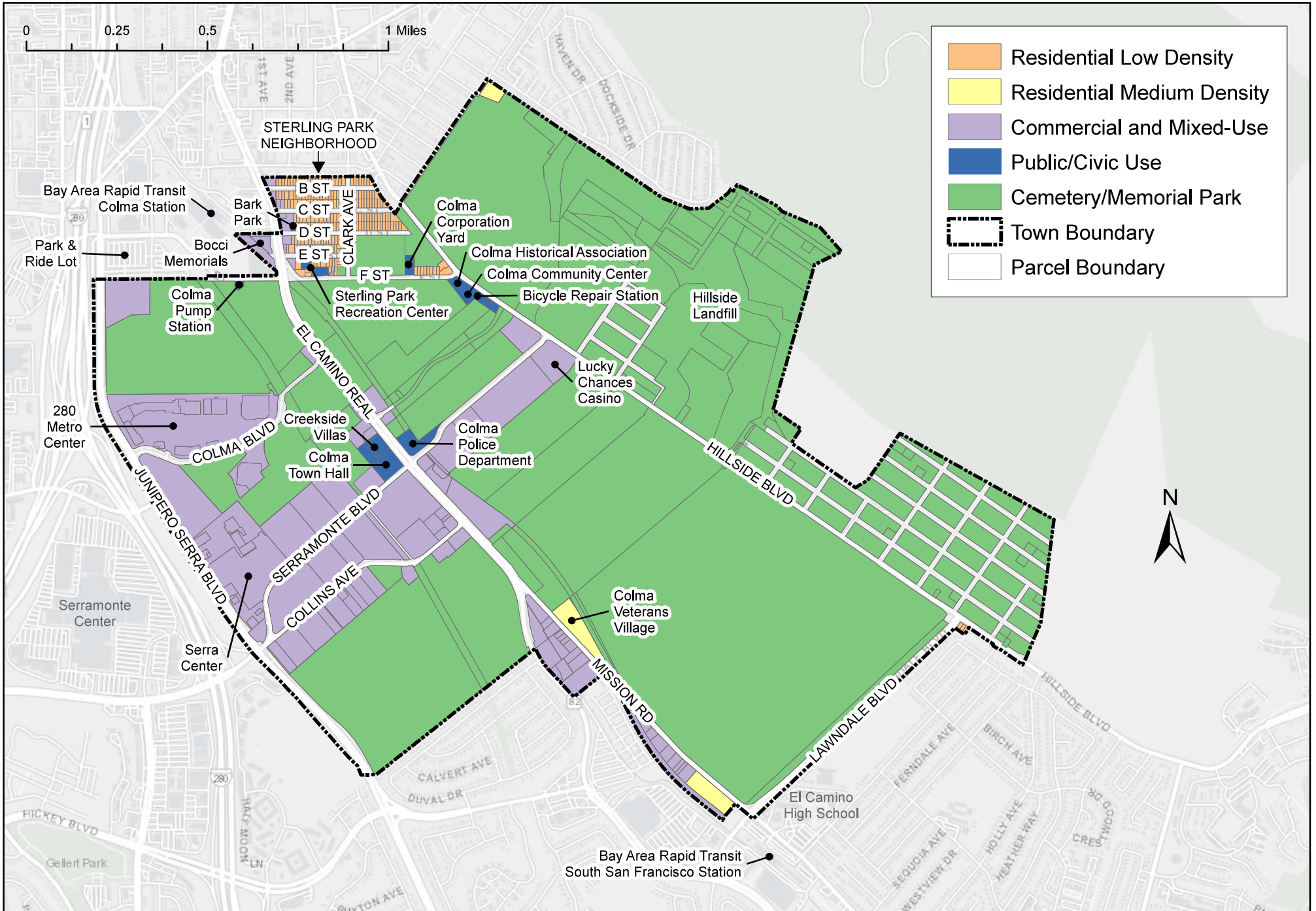
## Town of Colma San Francisco Peninsula



Data Sources: Town of Colma; County of San Mateo; Bay Area Rapid Transit.

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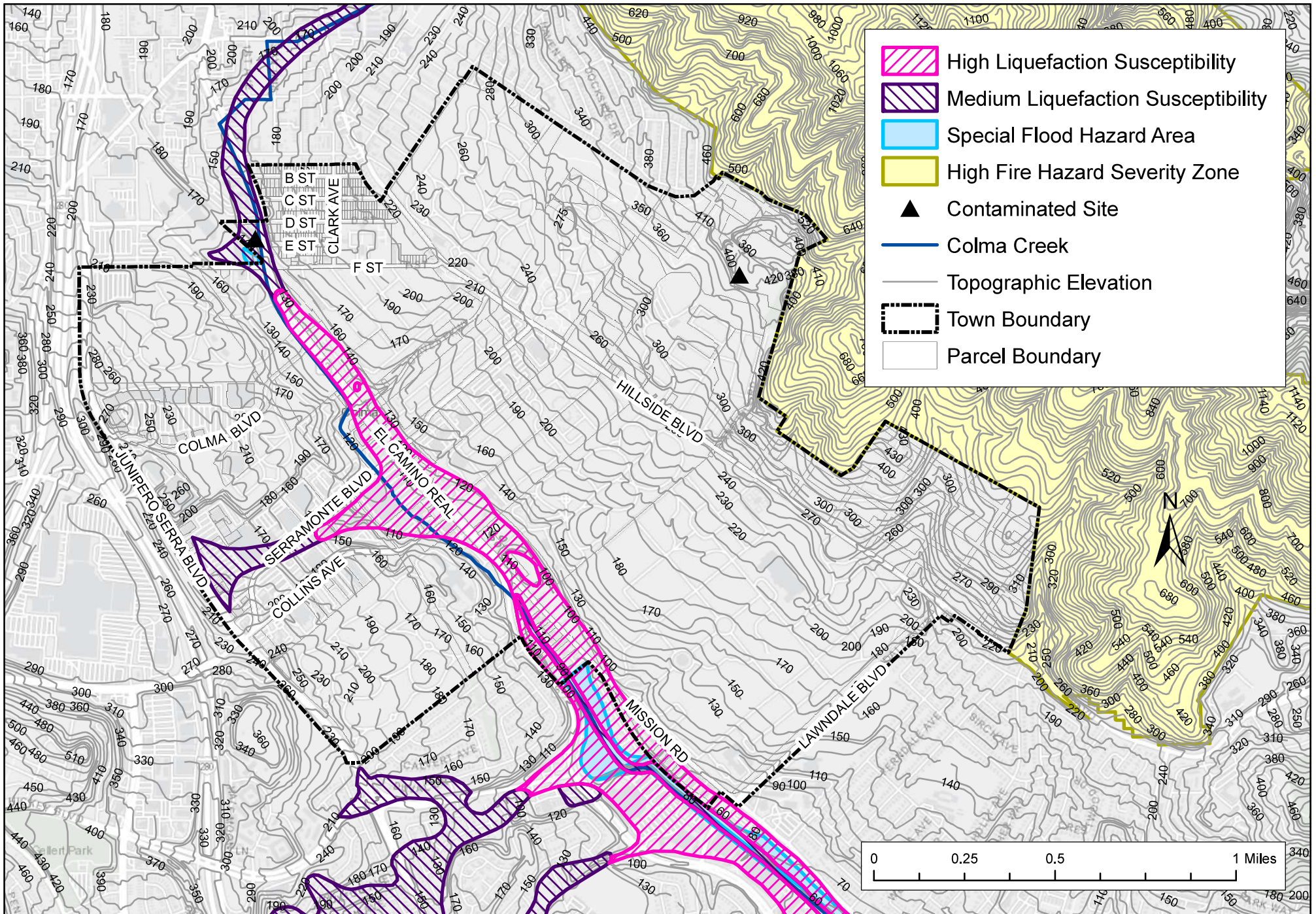
## Figure 2 Town of Colma Land Uses and Major Destinations



Data Source: Town of Colma General Plan.

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# Figure 3 Town of Colma Environmental Factors



Data Sources: Town of Colma General Plan; County of San Mateo.

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Table 1 and Table 2 provide a summary of commuting trends and data based on the American Community Survey (ACS) 2021, Census data.

Table 1 Town of Colma Commuting Trends		
Current Commuting Stats	Bike Value	Walk Value
Current Population	1,353	
Number of Commute Trips per Day (all modes)	575	
Number of Bicycle/Walk- to-Work Commute Trips	0	21
Bicycle/Walk-to-Work Mode Share per Day	0.00%	3.60%
Number of College Students	41	
Estimated College Bicycle/Walk Commute Trips per Day	N/A	N/A
School Children (K-12)	132	

Source: U.S. Census Bureau, American Community Survey (ACS) 2021

Table 2 Potential Future Bicycle and Pedestrian Commuter based on Existing Conditions	
Potential Future Bicycle/Walk Commuters	Value
Number of Commute Trips per Day less than 10 minutes	51
Existing Bicycle/Walk-to-Work	21
Number of Potential Bicycle/Walk Commute Trips per day	30
Estimated Number of New Future Bicycle/Walk Commute	5

Source: U.S. Census Bureau, American Community Survey (ACS) 2021

## 2.2 Existing Reports

The information from the following plans and reports was incorporated into this Master Plan to build upon and complement existing planning documents. Together, these plans will better position the Town when leveraging federal, state, and local monies to achieve its goal of providing a connected, safe, effective active transportation system in the Town of Colma. A link to access a full copy of these reports can be found as part of Section 6 References of this document.

### COLMA EL CAMINO REAL BICYCLE AND PEDESTRIAN IMPROVEMENT PLAN

Colma El Camino Real Bicycle and Pedestrian Improvement Plan focused exclusively on ECR or California State Route 82 (SR-82), which goes directly through the heart of the Town, connecting Daly City to South San Francisco. Although SR-82 carries over 25,000 vehicles a day, this corridor has become more of a local arterial as opposed to the destination corridor the Grand Boulevard Initiative (GBI) is working towards achieving. The plan also mentions that the land use profile along the corridor, auto-oriented focus, and streetscape design have made ECR unwelcoming to pedestrians and bicyclists.

Taking into consideration the Town's unique demographic characteristics that house 1,500 residents but employs 4,131 local and neighboring residents, the plan proposes a series of recommendations to improve the travel experience which includes a road diet. The proposed recommendations consist of removing a travel lane in both directions between F Street to the north and ECR's intersection with Mission Road to the south, Figure 4, Issues and Potential Improvements on El Camino Real.

The ECR Bicycle and Pedestrian Improvement Plan also provides recommendations to move SamTrans bus stops and install bus boarding islands. As of this report's preparation date draft of the Colma Bicycle and Pedestrian Master Plan, SamTrans recently conducted a ECR Bus Speed & Reliability Study that SamTrans shared with us last year for your information.

## **SERRAMONTE BOULEVARD AND COLLINS AVENUE MASTER PLAN**

The Serramonte Boulevard and Collins Avenue Master Plan focuses on the town's primary commercial corridors between Serramonte Boulevard (Blvd.) and Collins Avenue (Ave.), also known as the Town's economic engine. The corridor is located between Juniper Serra Boulevard and El Camino Real, as shown in Figure 3 Serramonte Boulevard and Collins Avenue Corridor.

Serramonte Blvd. and Collins Ave. are key commercial corridors for the Town. These two vital corridors provide access to the auto rows (car dealerships) in the Bay Area, commercial centers on the western end, and the Town's City Hall at the eastern end. However, despite their importance, the roads lack cohesion in urban design due to setbacks, landscaping, and public realm treatment. This makes the corridor uninviting to pedestrians and bicyclists.

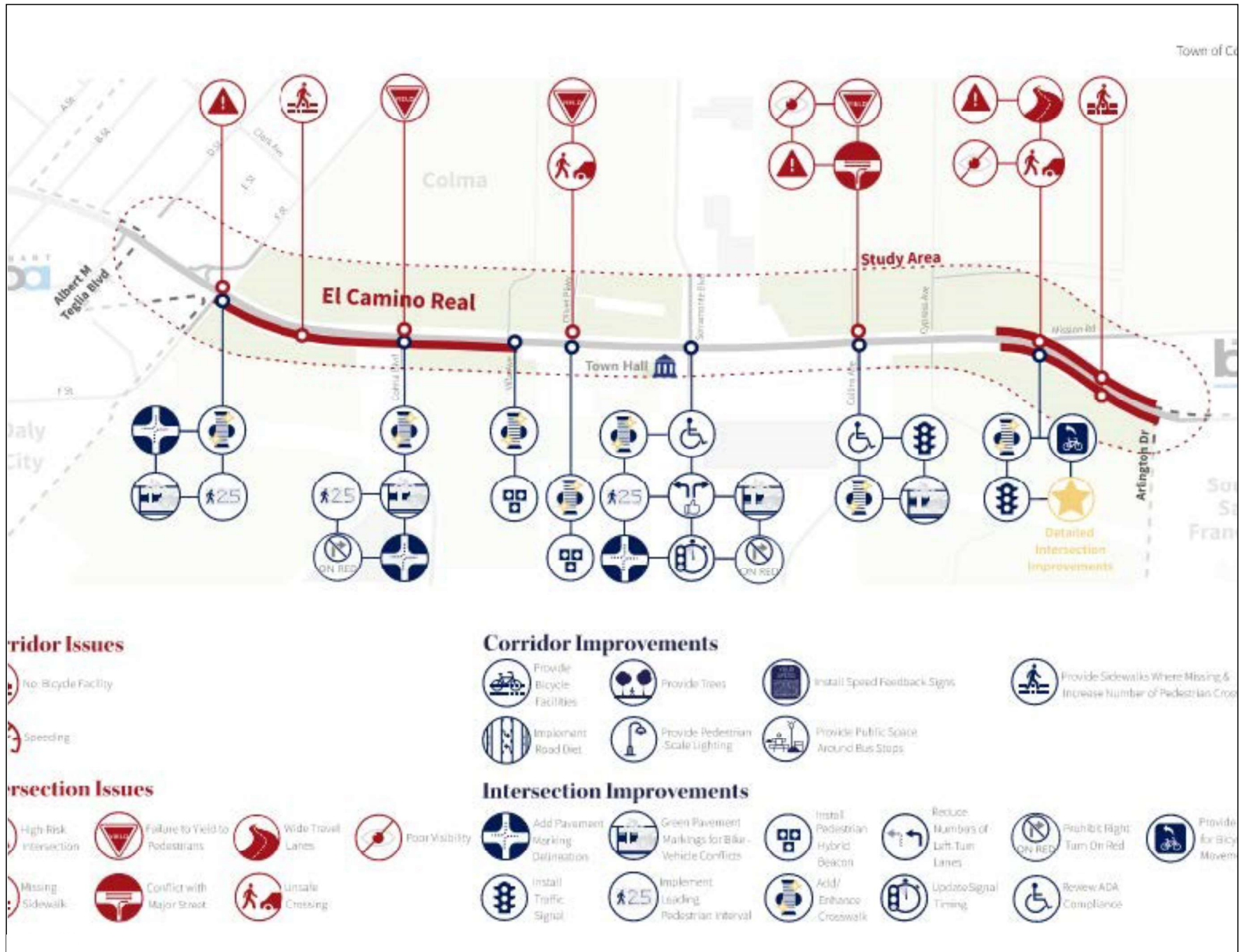
The plan further highlights dangerous conditions for pedestrians crossings due to lack of visual cues to slow down traffic, lack of crosswalks at intersections, the absence of marked bicycle lanes on shared traffic lanes and lack of bicycle and pedestrian facilities. Although there are shared roads, there are no designated bicycle lanes or right of way. As a result, bicycle traffic in the Town is extremely low.

Furthermore, both Serramonte Boulevard and Collins Avenue were found to have excess vehicular roadway capacity. As such, the plan details a series of recommendations throughout the corridor which include:

- **A road diet:** This would reduce the number of travel lanes on Serramonte Blvd. from four (4) to three (3), and on Collins Avenue from two (2) to one (1). The additional space would be used to widen sidewalks, add bicycle lanes, and install pedestrian amenities.
- **Push-button activated mid-block Rectangular Rapid Flashing Beacon (RRFB):** These beacons would be installed at mid-block crosswalks to alert drivers to pedestrians crossing the street.
- **Crossing pedestrian refugee islands and pedestrian crossing beacons:** These islands and flashing beacons would be installed at intersections to provide a safe crossing area for pedestrians.
- **Installation of more lighting and traffic signals:** This would improve visibility and make it easier for pedestrians and cyclists to cross the street.
- **Restriping along the corridor:** This would improve the visibility of crosswalks and other pedestrian amenities.

# Figure 4

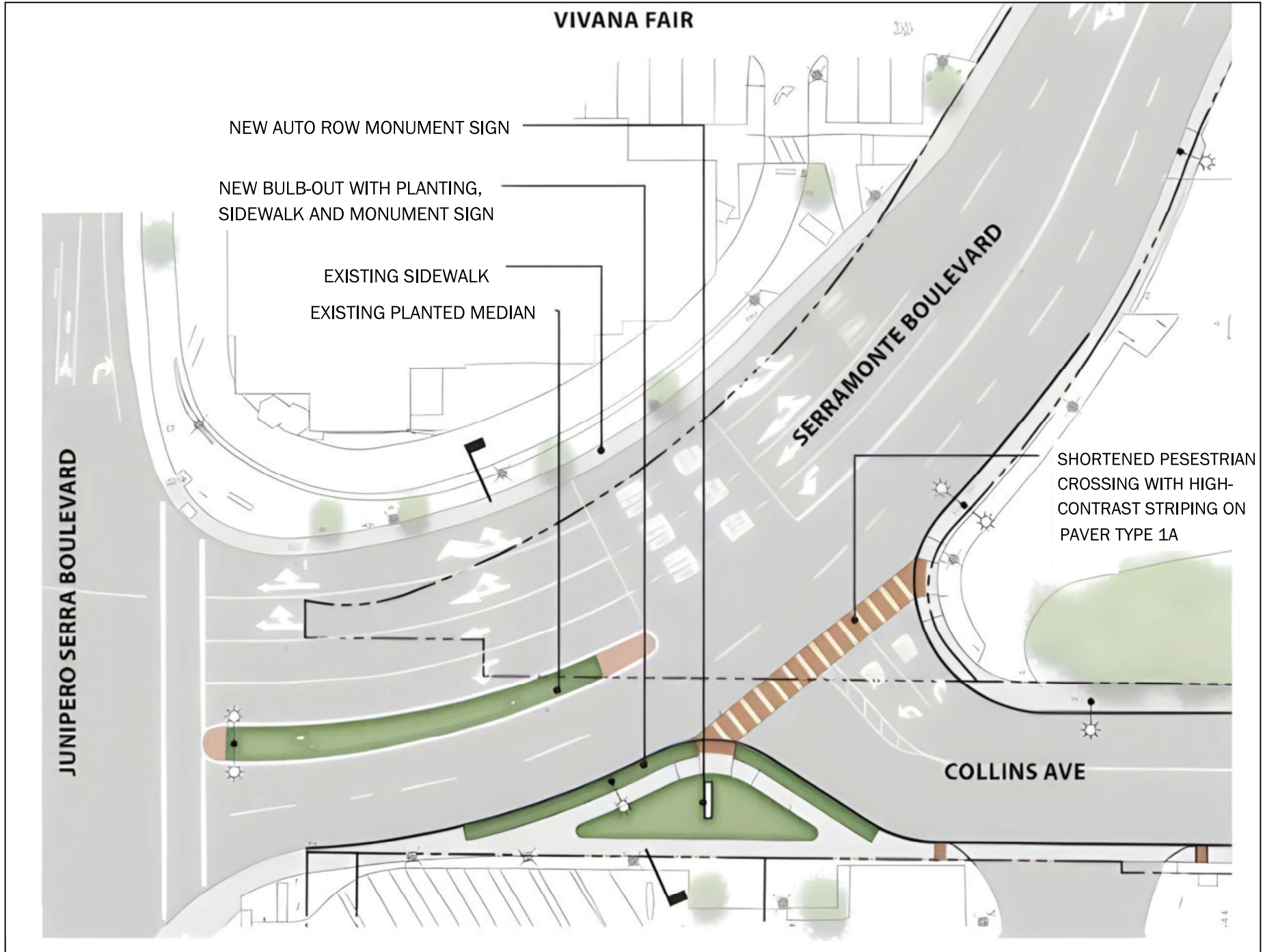
## Issues and Potential Improvements on El Camino Real – El Camino Real Bicycle and Pedestrian Master Plan



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**Figure 5**

**Town of Colma Proposed Serramonte, Collins, Junipero Serra Boulevard Intersection**



Data Source: Serramonte Boulevard and Collins Avenue Master Plan

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## **COLMA TRANSPORTATION SAFETY ACTION PLAN FINAL SYSTEMIC SAFETY ANALYSIS REPORT**

The Colma Transportation Safety Action Plan Final Systemic Safety Analysis Report (SSAR) analyzed the crash history on roadways to determine the cause and how to take appropriate measures in improving road safety. The Town's SSAR was completed in 2018 and looked at crash data from 2011 through 2016. The data used was gathered from Statewide Integrated Traffic Reporting System (SWITRS), University of California, Berkeley Transportation Injury Mapping System (TIMS), Colma Police Department reported crash data, Local roadway, traffic volume, roadway/intersection characteristics, transit data, and field counts.

The SSAR identifies 121 reported crashes and concluded the following, as it relates to bicyclist and pedestrians:

- Five (5), or 4%, involved pedestrians.
- Four (4), or 3%, involved bicyclists.
- Roadside crashes (71%), vehicle/pedestrian crashes (67%), and head-on crashes (50%) resulted in the highest proportion of injuries.
- The most frequently cited primary collision factors include improper turning (22%) and unsafe speed (19%).
- Two (2) of five (5) reported pedestrian crashes were coded as occurring in the road (including the shoulder), indicating the pedestrian was likely walking along the road or shoulder rather than trying to cross.
- Of the thirty-eight (38) crashes reported to have occurred in the dark, 2% occurred where no streetlights were present.

The SSAR identifies a series of projects to improve road safety in each of the corridors within the Town such as El Camino Real, Juniper Serra, Hillside, Mission Road, Serramonte, Collins Ave, Colma, Lawndale, and F Street. Many of the projects require capital improvements but are broken down by corridor and could be completed in phases based on priority. The report also identifies strategies to implement road safety through policies, education, and enforcement. The report further prioritizes the proposed projects and analyses the projects' benefit-cost ration.

## **CALIFORNIA TRANSPORTATION PLAN 2040**

The California Transportation Plan 2040 (CTP 2040) serves as the long-range policy plan for the California's transportation system with the goal of enhancing Californian's quality of life through more equitable and sustainable transportation options. The plan describes major trends that will impact transportation over the next twenty-five (25) years and identifies goals, policies, strategies, performance measures, and recommendations to create a safe, sustainable, universally accessible, and globally competitive transportation system. CTP 2040 incorporates several state and planning documents such as the Regional Transportation Plan (RTP) throughout California, Environmental Goal and Policy Report, and Smart Mobility Framework.

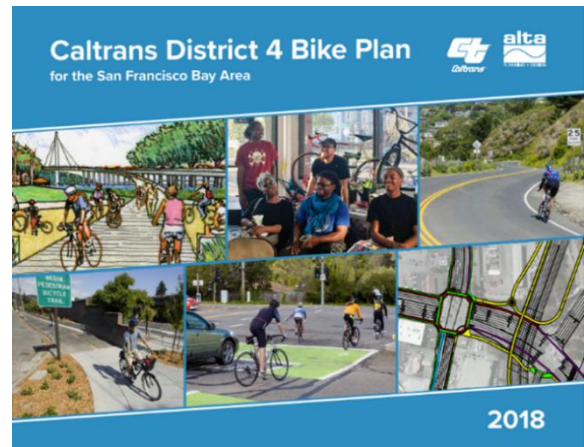
## **GRAND BOULEVARD INITIATIVE MULTIMODAL TRANSPORTATION CORRIDOR PLAN**

The Grand Boulevard Initiative Multimodal Transportation Corridor Plan was created in 2010 to guide El Camino Real away from an auto oriented streetscape and towards a pedestrian and transit friendly, safe, and efficient multimodal arterial. The plan analyzes the existing node/link street design and the challenges that communities face due to disconnected communities. Based on existing conditions and planned corridor improvements, the plan presents a multimodal access strategy that recommends creating space in the right of way for multiple travel modes, providing facilities for multimodal travel, differentiating mobility policies to reflect corridor development policies, and applying performance measure in project planning and evaluation.

## CALTRANS DISTRICT 4 BIKE PLAN FOR THE SAN FRANCISCO BAY AREA

The California Department of Transportation (Caltrans) District 4 Bike Plan looks at the eight (8) counties surrounding the San Francisco Area; Sonoma, Napa, Solano, Contra Costa, Alameda, Santa Clara, San Mateo, and Marin, to identify infrastructure improvements that can enhance bicycle safety and mobility of its residents.

The plan acknowledges the lack of dedicated bikeways on several urban conventional State highways such as El Camino Real (State Route 82), making this route uninviting to bicyclists and pedestrians. Consistent with the previous documents, this plan noted that the state highways often pass by several cities making them the City's "backbone" by serving concentrated land use and commercial land. However, the lack of pedestrian pathways and bicycle lanes creates a challenge even when the destinations are within walking/biking distance. The plan proposes a Class IV separated bikeway on El Camino Real/State Route 82.



Source: Caltrans Webpage

## TOWN OF COLMA GENERAL PLAN 2040

The Town of Colma General Plan 2040 (GP 2040) serves as the long-range plan which directs the town in its decision making when considering land use, circulation/transportation, housing, conservation, open space, noise, and safety.

The Town is one of San Mateo's smallest cities but has the largest expanses of open space created by cemeteries, giving the Town its name of "City of Souls". The town is approximately two (2) miles south of City of San Francisco and midway between San Francisco Bay and the Pacific Ocean. Of its approximately 1,500 residents, only 1% work in the town despite there being three (3) times the number of jobs in the City (2,900). The Town serves as a regional shopping destination for retail goods, automobiles, cemeteries needs and associated services, and has a card room. The GP 2040, in its entirety, considers the Town's unique attributes to develop a plan that straightens the Town's identity, enhances the residential environment, while preserving the regional center for cemeteries and commerce.

## MOBILITY ELEMENT – TOWN OF COLMA GENERAL PLAN 2040 & COMPLETE STREETS POLICIES

As part of GP 2040, the Mobility Element focuses on the transportation system in the Town. The Mobility Element provides the goals, policies, and actions to develop a safe, efficient, and environmentally responsible multimodal transportation system in the town of Colma, ensuring that these facilities reflect the land uses contemplated by the Land Use Element, and ensuring appropriate facilities that enhance mobility for pedestrians, bicycles, automobiles and which encourages the use of public transit. California State law (Government Code Section 65302(b)) mandates that a city or county adopts a general plan with a mobility (circulation) element that consists of the general location and extent of existing and proposed major thoroughfares, transportation routes, and terminals.

The street system within Colma is structured around State Highway 82 (El Camino Real) and Interstate 280, (I-280, Junipero Serra Freeway) which carry traffic into and out of town in a generally north to south direction. The internal street system consists of arterial streets, collector streets and local streets. Usable road width, sight distance, and travel speed generally decrease from major highways to local streets.



“Vision Zero” is the simple notion that any loss of life on city streets is unacceptable. Humans, by nature, make mistakes. Vision Zero includes design practices to keep and make road networks safer for human activity and protect all users of the street and adjacent spaces. Colma has established a Vision Zero goal incorporating three key efforts: (1) project prioritization through Capital Improvement Plan projects, (2) engineering, and (3) enforcement to create safer streets by slowing vehicle traffic and reducing the impacts associated with vehicle travel.

## **SAN MATEO COUNTYWIDE BICYCLE AND PEDESTRIAN PLAN**

The San Mateo Countywide Bicycle and Pedestrian Plan was developed by the City/County Association of Governments (C/CAG) of San Mateo in partnership with the Technical Advisory Group and the C/CAG Bicycle and Pedestrian Advisory Committee (BPAC). This plan was developed with six (6) goals in mind: Establish a connected network of facilities for bicyclists and pedestrians, Promote more people bicycling and walking for transportation and recreation, Improve safety for walking, bicycling, and accessing transit, Advance Complete Streets principles and the accommodation of all roadway users, Develop, prioritize, and fund projects to advance equity, and Promote collaboration and technical support and will serve as a guide for the local jurisdictions to make the roads safer, reduce congestion, and promote residents to walk and bike more throughout the County.

The project recommendations include infrastructure improvements, policies, and programs while focusing on the following four (4) key recommendations.

- **The Bicycle Backbone Network** whose goal is to address gaps between city limits to provide continuous, low-stress bikeways across the county.
- **Pedestrian Focus Area** (areas with high pedestrian activity) projects that focus on transit access and Complete Street corridor improvements.
- **Visionary** projects that focus on long-term planning efforts which includes, Bay to Sea Trail, the Grand Boulevard Initiative, the Dumbarton Rail Corridor Trail, the Coastal Trail, and the Crystal Springs Regional Trail, and
- **Policies and Programs** to facilitate the implementation of bicycle and pedestrian networks. This plan focused on the following four, Local Jurisdiction Training and Grant Support, Micromobility Strategies, High Injury Network and Systemic Safety Approach, First- and Last-Mile Transit Connections.

To achieve the goals, this plan provides a detailed analysis of the existing network, connectivity, transportation options, safety, gaps, and provides recommendations based on those needs.

## **HILLSIDE BOULEVARD COMPLETE STREETS IMPROVEMENT PROJECT**

The Hillside Boulevard Complete Streets Improvement Project proposed a two-phase implementation of complete streets infrastructure, including bike lanes and sidewalks, on Hillside Boulevard. Phase I was completed in 2014 and began at the northern city limit and ended at the driveways of Lucky Chances Casino near the Hillside Blvd./Serramonte Blvd. intersection. Phase II proposes similar improvements from Lucky Chances Casino to the Hillside Blvd./Lawndale Blvd. intersection near the southern city limit. The project aims to increase safety while enhancing mobility and connectivity for all modes of transportation. The Town applied for grant funding at the end of 2022 with the goal of construction completion by the end of 2027.

## MISSION ROAD IMPROVEMENT PROJECT

The Mission Roads Improvement project included pedestrian, bicycle, and roadway improvements on Mission Road. This was completed in 2021.

## ACTIVE SOUTH SAN FRANCISCO BICYCLE AND PEDESTRIAN PLAN MASTER PLAN

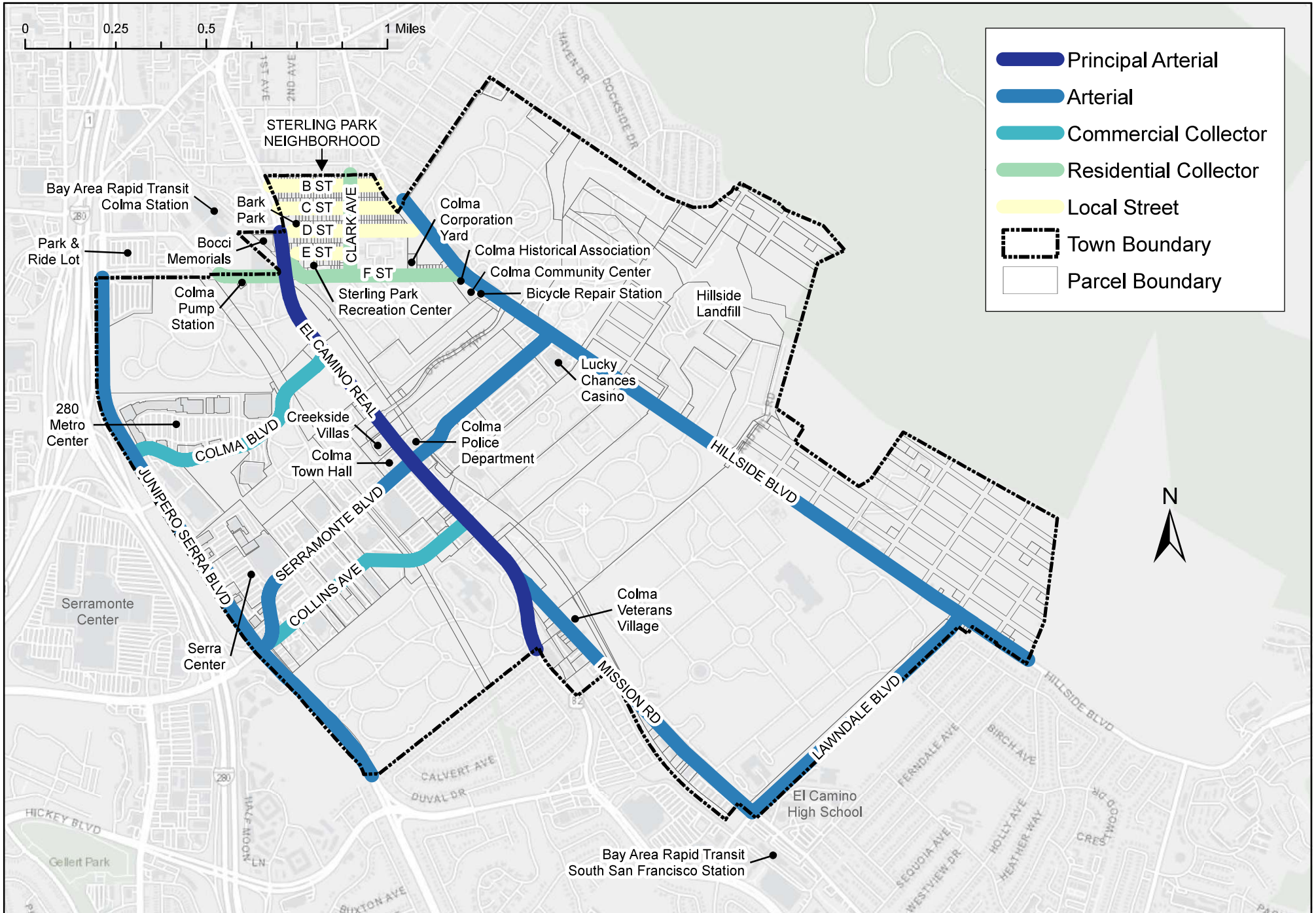
The Active South San Francisco (South City) Bicycle and Pedestrian Plan was complete in June 2022. The plan is an update to the City's previous plan and integrates several modes of transportation such as walking, biking, mobility assistance devices, human powered devices (e-scooters, e-bikes, skateboards, etc.). South City lies south of the Town bordering it on Lawndale, El Camino, and Arlington Dr. South City provides Colma residents access to the South San Francisco BART station on the corner of Lawndale and Mission Blvd.

The South City Plan proposes a series of recommendations for bikeways, some of which connect into the Town, those recommendations are as follows:

- **Class III** buffered Bicycle Lane on Mission Rd. and McLellan Dr. which would connect to Mission Road and Lawndale Blvd.
- **Class IV** Separated Bikeway on Junipero Serra Blvd.
- **Class III** buffered Bicycle Lane on Hillside Blvd. connecting to the South end of Hillside Blvd in Colma.

The plan also proposes several pedestrian improvements focus areas, program, policies, and infrastructure improvements in areas surrounding the Town.

# Figure 6 Town of Colma Roadway Network



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## 2.2.1 Previously Adopted Policies, Programs, and Implementation Measures

A list of previously adopted goals, policies and implementation measures are provided into a summary table in Appendix C of this document. related to Complete Streets, Transportation Demand Management (TDM) strategies, Development Impact Fees (DIF) related to reduction of Vehicle Miles Traveled (VMT) and encouraging and implementing program and projects to encourage walking and biking in and around the Town.

## 2.3 Transportation Existing Conditions

This section includes a summary of existing conditions and background related to active transportation in the Town including existing and proposed pedestrian and bicycle facilities in section 2.3.1. and existing street volumes for pedestrian and bicycle trips.

### 2.3.1 Pedestrian Facilities, Bicycle Facilities, Public Transit Facilities, and Park and Ride Lots

**Pedestrian Facilities.** The Town has a number of pedestrian facilities and amenities, including:

**Sidewalks:** Most of the streets in Colma have sidewalks, although there are some gaps. The sidewalks are generally in good condition, but they can be narrow in some areas. Figure 7 provides a map of the Towns pedestrian network.

**Crosswalks:** There are pedestrian crosswalks at most intersections in Colma. The crosswalks are marked with signs and painted lines, and they are generally well-lit.

The town is actively working to improve its pedestrian facilities and infrastructure including projects to improve pedestrian safety and access such as widening sidewalks, adding more crosswalks and flashing beacons, and creating a network of pedestrian trails.

The town is also working to make its streets more pedestrian-friendly by reducing speed limits and implementing traffic calming measures and installing pedestrian safety measures. These measures are also intended to make the town more accessible for everyone.

**Bike Facilities.** In 2017, the Town of Colma installed a Bicycle repair “fix it” station along Hillside Blvd. in front of the Colma Community Center, 1520 Hillside Blvd., Colma. The bicycle “fix it” station was donated by Kaiser Permanente as part of the Town’s sustainability program and is owned and maintained by the Town. During the community engagement phase of the project (Plan), Staff conducted a site visit to the fix it station and noticed temporary repairs (patched) and maintenance is needed on the station, Exhibit 4. The station is in need of repairs and should be incorporated into the Town’s inventory for regular maintenance as needed. Repairs for the Fix is station could be funded with a variety of funding made available to the City such as, but not limited to, STBGP, SS4A, and ATP.

**Exhibit 4.** Town of Colma Fix it Station

**Source:** CSG Consultants, Photos taken April 2023

Currently, there are bike stations at both BART stations located at the north and south end of the Town and the Target at Serra Center. Bike stations allow bicyclists to safely park and secure their bike while they complete their shopping/social activities. The BART stations also provide an extra level of security with bike lockers as part of the BikeLink Network. Bike Lockers are lockable bike storage facilities that protect bikes from inclined weather and allow for storage of additional gear such as helmets, lighting, panniers, etc. More information on the BikeLink Networks can be accessed at, <https://bikelink.org/maps>. The Town currently does not provide bike lockers or stations at the 280 Metro Shopping Center, Board Room, Auto Dealerships or Community Centers.

**Bike Lanes.** As noted in the Town’s General Plan 2040, there are currently Class II bicycle facilities throughout the Town, Figure 8 (Bicycle Network Map).

The following roadways are designated as Class II Bike Lanes in the Town of Colma:

Hillside Boulevard provides connectivity from the north end of the town, down to the South end of Town and has Class II lanes on both sides of the road from Hoffman Street to Serramonte Blvd. Bicycle and pedestrian improvements on Hillside Blvd. between the northern city limit and the Lucky Chances Casino near the Hillside Blvd/Serramonte Blvd. intersection were completed in 2014 as part of the Hillside Boulevard Complete Streets Improvement Project. Phase 1. Phase II proposes similar improvements from Lucky Chances Casino to the Hillside Blvd/Lawndale Blvd. Intersection near the southern city limit.

Lawndale Boulevard provides connectivity from Hillside Blvd. to Mission Street near El Camino Real High School. Class II bike lanes are provided in both directions and are in need of repair including restriping and bike signage/markings and pavement rehab,

Mission Boulevard starts at the south end of Town on Lawndale Blvd., where the roadway intersects with El Camino Real. Class II bike lanes are provided in both directions and are in good condition. Striping and pavement markings are visible throughout Mission Blvd. Bicycle and pedestrian improvements on Mission Blvd. were completed in 2018/2019 as part of the Mission Road Safe Routes to School (SRTS) and Green Streets Infrastructure Pilot Project.

Junipero Serra Boulevard starting on the D street (right before the Town’s City limits) to Arlington Dr. (the edge of town). Class II bike lanes are provided in both directions and are in moderate condition.

The town does not have any roadways classified as a Class III Bicycle Routes, but there is a Class III route in Daly City on Serramonte Blvd., which merges/transitions with the Town’s Class II bike Lane on Junipero Serra Blvd. at Serramonte Blvd. intersection at City limits. Per the General Plan 2040 Mobility Element, the Town plans to improve El Camino Real as a Class IV Separate Bikeway, and F St. as Class II or Class III bicycle facility. The existing bicycle network, as described above, is shown in Figure 8, Bicycle Network Map.

**Public Transit.** The City of Colma is currently served by SamTrans and BART. Service is as follows.

Bay Area Rapid Transit (BART) is accessible on the North and South side of the Town. The Colma BART Station is located at 365 D Street just to the north (in Unincorporated San Mateo County), and the South San Francisco BART station is located at 1333 Mission Road, South San Francisco, and provides connectivity throughout San Mateo County and beyond. The station(s) shares service with SamTrans and provides parking, bike racks and lockers, and is easily accessible for pedestrians and nearby residents in Colma. Colma BART station serves both the “Yellow” (Antioch-SFO + Millbrae) and “Red” (Richmond-Millbrae + SFO) lines. Headway (service frequency) for the “Yellow” line averages 15 minutes for stops between 5:00 AM and 8:00 PM, and 30 minutes for stops between 8:00 PM-1:30 AM. The “Red” line sees similar headway (frequency of service), with 15 minutes between stops at 5:50 AM-8:30 PM. More information on BART and how to ride BART can be viewed at, <https://www.bart.gov/>.

San Mateo County Transit (SamTrans) provides 14 stops throughout the Town of Colma and shares a transit hub with the Colma BART station. More information on transit connections and how to ride SamTrans can be viewed at, <https://www.samtrans.com/>.

SamTrans has three (3) bus stops in the Town of Colma located on El Camino Real (cross streets Colma Blvd, Serramonte Blvd and Old Mission Rd). These stops have varying headway (frequency of service) depending on the time of day and day of the week. Between midnight and 5:00 AM on weekdays, the headway is approximately one (1) hour. This time decreases to 15 minutes between stops during the hours of 5:00 AM to 7:00 AM, with 10-minute stop frequencies between 7:00 and 7:30 AM. 15-minute headway resumes from 7:30 AM to 6:45 PM, where afterwards frequency increases to 20-30 minutes per stop. Weekend frequencies range from 20 minutes during peak hours to 30 minutes in the later evening.

SamTrans buses can accommodate cyclists, with bike racks equipped on the exterior and storage for a select number of bicycles inside of the bus depending on passenger load/demand. SamTrans buses also offer free on-board Wi-Fi and accommodate well-behaved service animals under supervision on all lines.

A Park and ride Lot is available via SamTrans, located adjacent to the Colma BART Station at D St. and Hill St. The lot offers over 8,000 parking spaces for a \$3 daily parking fee per vehicle. More information on the Park and Ride Lot can be found at, <https://www.samtrans.com/rider-information/colma-park-and-ride-lot>.

Figure 9, Town of Colma Public Transit Network Map, shows the location of transit stops including BART and SamTrans transit service, and the Transit Priority Areas (TPA) located within half ( $\frac{1}{2}$ ) Mile of Major Transit Stop in and around the Town.

## 2.4 Travel Behavior – Trip Volumes and Roadway Safety

This section describes the travel behavior of pedestrians and bicycles in the Town based on existing conditions. Specifically, it provides the estimated average volumes of pedestrian trips and bicycle trips that occur daily on the Town’s roadway system; and it discusses how the spatial variations and distributions of estimated trips relate to the existing land uses and major destinations in and around Colma. This section includes trip volume maps which use size-gradient symbols, where the widths of line symbols represent the quantity of trips on specific street segments. These flowline symbols are also labeled with the corresponding estimated trip values. The maps provide visualizations of the relative differences between trip volumes on various roadways, and they facilitate comparative analysis.

Pedestrian travel behavior is described in section 2.4.1. Bicycle travel behavior is covered in section 2.4.2. Recent data on the number and location of reported automobile accidents involving either a pedestrian or a bicyclist in the Town of Colma, as provided by the Colma Police Department, is included in section 2.4.3.

**Methodology.** The average daily trip (ADT) volume numbers contained in this report are projections based on analysis of real, “raw” data and according to specific parameters including, but not limited to, those described below. These data projections are prepared for the purpose of obtaining a “big picture” view of pedestrian and bicycle traffic in the Town of Colma. The data projections are not intended to provide the basis for evaluating specific roadway conditions or improvements. Prior to implementing new improvements or designs, field verification is recommended.

The estimated ADT volumes were obtained from StreetLight Insight, a “big data” web platform that harnesses connected device data and Internet data to measure vehicle, transit, bicycle, and pedestrian traffic. StreetLight Data, Inc.<sup>2</sup> (StreetLight) runs a proprietary data processing engine to algorithmically transform data inputs into contextualized, aggregated, and normalized travel patterns. The resulting metrics are validated against external sources, including permanent and temporary sensors, household surveys, and the Census.

<sup>2</sup> StreetLight Data. <https://www.streetlightdata.com/>



For this study, the ADT volumes were generated based on the data gathered during specific time periods as recommended by StreetLight. The recommended time periods represent typical months that are not impacted by seasonal events and are the most recent typical year. For pedestrian trip data, the time parameters included September to November of 2019 and April to June of 2020, inclusive. For bicycle trip data, the time parameters included March-May and September-November of 2019, inclusive. The data includes weekdays and weekend days, which do not vary significantly in traffic volumes.

The spatial parameters for generating the trip data include all the major roadways in the Town. The analysis excluded local residential roads with very low traffic volumes and private roads. The StreetLight application generated the results of the trip data analysis based on numerous selected predefined street segments, which were further normalized and averaged to represent larger street segments for the purposes of this report and its map figures.

### 2.4.1 Pedestrian Travel Behavior

The estimated ADT volumes of pedestrian trips on major public rights-of-way in the Town of Colma are provided on the map in Figure 10 (Pedestrian Trips Volume Daily Map). It is assumed that most pedestrian trips occurring in Colma involve an origin and/or a destination within the Town. This is because routes that entirely cross Colma involve travelling multiple miles; and few routes offer efficient cut-throughs for pedestrians travelling between locations that lie outside of the Town.

As shown in the Pedestrian Trips Volume Daily Map, the highest volume of pedestrian activity occurs on the west side of the Town. These higher pedestrian volumes correspond to the streets connecting the major retail commercial centers: 280 Metro Center and Serra Center, located east of Junipero Serra Boulevard in the Town, and Serramonte Center, located west of Junipero Serra Boulevard in Daly City. Around the intersection of Junipero Serra and Colma boulevards, daily pedestrian volumes reach approximately 3,000; and around the intersection of Junipero Serra and Serramonte boulevards, the volumes range from approximately 1,000 to 2,000. On Serramonte Boulevard, which is a major commercial corridor that extends through the center of town, the pedestrian ADT volumes range from over 1,000 west of El Camino Real, to nearly 700 daily trips east of El Camino Real. These patterns of higher pedestrian volumes indicate a positive correlation to major retail commercial uses in and around the Town.

Colma Boulevard and the northern segment of El Camino Real provide a pedestrian connection between the highest-volume major commercial areas on the west side of Colma (see above) and major destinations in the vicinity of northern Colma, including the Sterling Park residential neighborhood of Colma, residential areas of Daly City, and the nearby BART Colma Station. The average daily pedestrian trip volumes on these connecting segments exceed 500.

At the south end of the Town, high pedestrian activity occurs in the vicinity of the residential townhomes located along Mission Road, and El Camino High School and the BART South San Francisco Station, both of which are located south of the Town. In this localized area around the intersection of Mission Road and Lawndale Boulevard, the pedestrian ADT volume exceeds 1,100. The southernmost segment of Hillside Boulevard, which connects to South San Francisco neighborhoods, also has localized high pedestrian activity with an ADT count that exceeds 600.

In the rest of the Town, daily pedestrian trip volumes on the major roadways are generally between approximately 200 and 500. The exceptions are Collins Avenue and Hillside Avenue, between Serramonte Boulevard and Lawndale Boulevard, where no numerically significant pedestrian activity was reported. These extremely low-traffic streets contain long segments with no existing sidewalks on either side.

## 2.4.2 Bicycle Travel Behavior

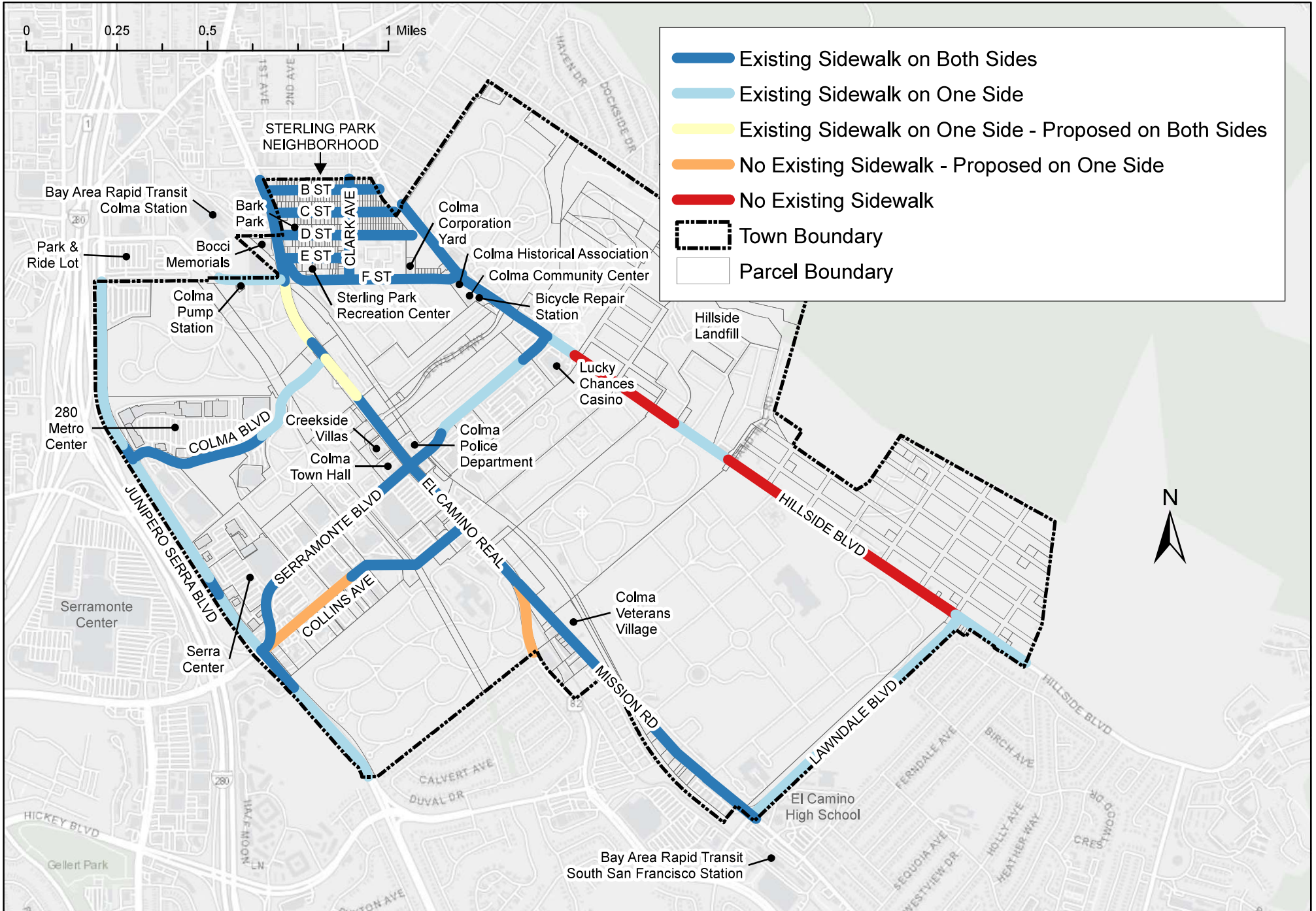
The estimated average daily volumes of bicycle trips on major public rights-of-way in the Town of Colma are shown on the map in Figure 11 (Bicycle Trips Volume Daily Map). Unlike pedestrian travel behavior which is assumed to be Colma-based, it is presumed that most bicycle trips do not necessarily include an origin or destination within the Town. It is likely that most bicycle trips pass through Colma between origins and destinations that lie outside of the Town.

The map shows that the highest volumes of bicycle activity occur on the major north-south thoroughfare of Junipero Serra Boulevard. The base level of through-traffic on Junipero Serra Boulevard is approximately 500 bicycle trips per day, which is higher than the volumes on any other roadway in Colma. In addition, the traffic volumes on Junipero Serra Boulevard increase significantly to approximately 700 to 900 trips on segments that access the commercial retail centers of 280 Metro Center and Serra Center. These retail centers appear to be the only major destinations for bicyclists within Colma.

Bicycle traffic volumes on El Camino Real, a secondary north-south thoroughfare that runs through the center of Colma, range from approximately 300 to 400 trips per day. At the “Y” split of El Camino Real/Mission Road in southern Colma, the traffic volume divides, and substantial numbers of bicyclists use each segment. On Hillside Boulevard, the third north-south thoroughfare in Colma, the bicycle traffic volumes are significantly less than on Junipero Serra Boulevard and El Camino Real. The traffic volumes on Hillside Boulevard are fewer than 100 bicycle trips per day, except at the north end of Colma where the traffic volume exceeds 100.

Colma Boulevard and Serramonte Boulevard are the most utilized east-west connections between the major north-south thoroughfares of Junipero Serra Boulevard and El Camino Real. These corridors carry bicycle traffic on the order of approximately 200-300 trips per day. On Serramonte Boulevard, between El Camino Real and Hillside Boulevard, bicycle volumes drop to over 100. On Collins Avenue, another east-west connector between Junipero Serra Boulevard and El Camino Real, traffic volumes are less than 100 bicycle trips per day. At the north and south ends of Colma, respectively, the east-west roadways of “F” Street and Lawndale Boulevard reported no numerically significant bicycle traffic.

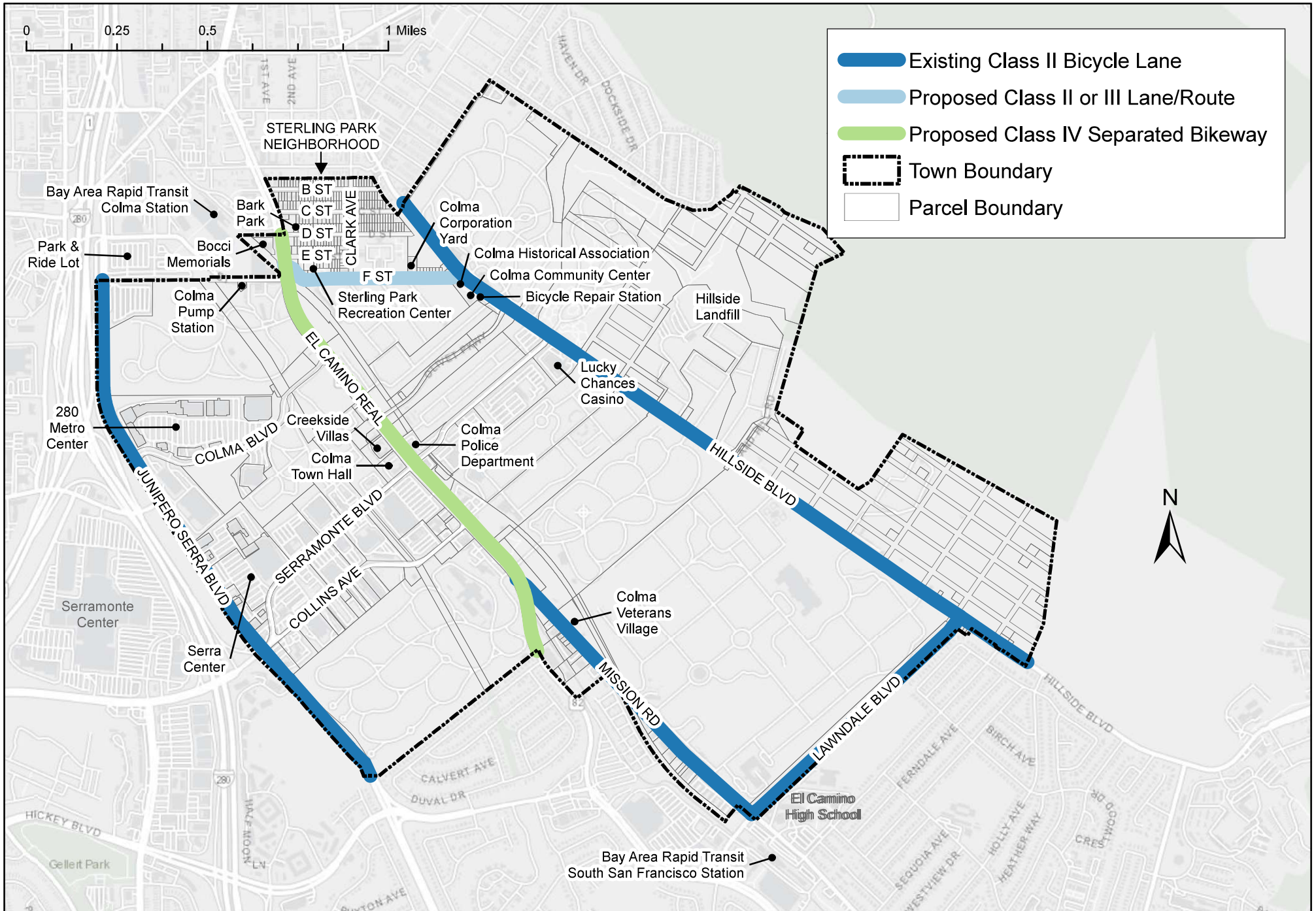
# Figure 7 Town of Colma Pedestrian Network



Data Source: Town of Colma General Plan.

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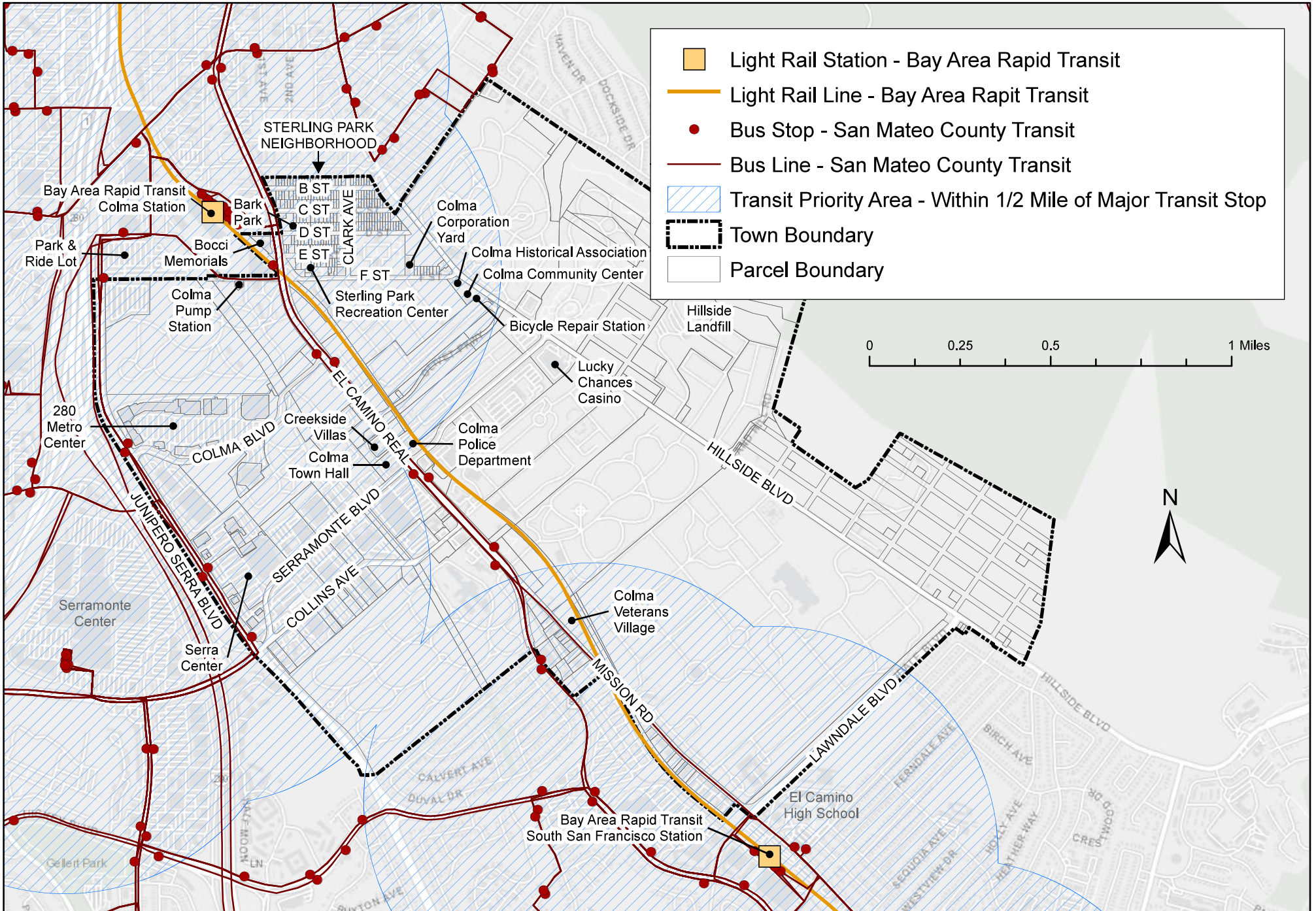
# Figure 8 Town of Colma Bicycle Network



Data Source: Town of Colma General Plan.

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# Figure 9 Town of Colma Public Transit Network



Data Sources: San Mateo County Transit District; Bay Area Rapid Transit District; Metropolitan Transportation Commission.

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### 2.4.3 Pedestrian and Bicycle Safety

The Colma Police Department provided data on the number and location of reported automobile accidents involving either a pedestrian or a bicyclist in the Town since the beginning of 2021 (see Table 3.). In total, six (6) automobile accidents involving either a pedestrian or a bicyclist were recorded in 2021 and 2022, combined. No accidents were reported in 2023 as of this report's preparation date.

Map Key Number	Accident Date	Accident Location	Accident Description
1	01/09/21	4915 Junipero Serra Boulevard (Serra Center)	Vehicle did not make a complete stop and hit pedestrian as they began crossing the intersection in parking lot.
2	04/01/21	Junipero Serra Boulevard/Colma Boulevard	A vehicle traveling at a high rate of speed hit a bicyclist who was crossing the street.
3	07/06/21	5045 Junipero Serra Boulevard (Serra Center).	Vehicle backed out of parking stall and hit pedestrian.
4	11/28/21	4915 Junipero Serra Boulevard (Serra Center)	A vehicle making a right turn onto Junipero Serra Blvd. hit a bicyclist who did not have a bicycle headlight.
5	12/17/21	4925 Junipero Serra Boulevard (Serra Center)	Vehicle hit a pedestrian due to vision obstruction.
6	05/15/22	El Camino Real/Mission Road	Vehicle hit bicyclist who made an unsafe lane change.

**Source:** Colma Police Department 2023

Figure 12 (Pedestrian and Bicycle Accidents, 2021-2022 Map) shows the location of each automobile accident involving either a pedestrian or a bicyclist in the Town since the beginning of 2021. As indicated on the map, most of these accidents occurred in the vicinity of Junipero Serra Boulevard between Colma and Serramonte boulevards, which is the area of greatest traffic volume for both pedestrian and bicycle traffic in the Town. It's important to note that all three (3) accidents involving pedestrians did not occur on a Colma public roadway, but within the Serra Center commercial property just west of Junipero Serra Boulevard. Of the three (3) reported accidents involving bicycles, two occurred on Junipero Serra Boulevard at intersections with other streets or driveways. One accident involving a bicycle occurred at the El Camino Real/Mission Road "Y" split.

### 2.4.4 Safe Routes to School

Walking and biking to school are great ways for students to get exercise, learn about their community, and reduce their environmental impact. The San Mateo County Office of Education's Safe Routes to School (SRTS) program is working to make it easier and safer for students to walk and bike to school by partnering with local governments, schools, and community groups. "By continuing to invest in education, encouragement, and infrastructure that supports safe walking and biking, there will be a change in transportation among school children in San Mateo County."

The San Mateo County Office of Education (SMCOE) recently conducted a youth-based high injury network (HIN) Report as part of the SRTS program. The report analyzed collision data from 2014 through 2020 to identify roadways near schools with the highest frequencies of pedestrian and bicycle collisions. This information can help local jurisdictions prioritize safety improvements and make walking and biking to school safer for students.

According to the HIN Report, there were seven (7) pedestrian-involved accidents and one (1) bicycle-involved accident in the Town from 2014 through 2020. Figure 13<sup>3</sup> (Town of Colma Safety Analysis Infographics - SRTS HIN Report) provides a safety analysis summary for the Town of Colma.

Collision data provided in the HIN Report is from the Transportation Injury Mapping System (TIMS), which has all injury and higher severity collisions reported to the California Highway Patrol (CHP) by local and government agencies from the Statewide Integrated Traffic Records System (SWITRS).

A speed analysis for priority corridors was also incorporated into the HIN Report to identify roadway segments or areas with reported vehicle speeding near schools. Figure 14 (Town of Colma Speeding Analysis - SRTS HIN Report) shows the reported speeding near schools in and around the Town, including roadway segments on Lawndale Boulevard near El Camino Real High School, and Hillside Boulevard, Junipero Serra Boulevard and El Camino Real at the northern end of the Town.

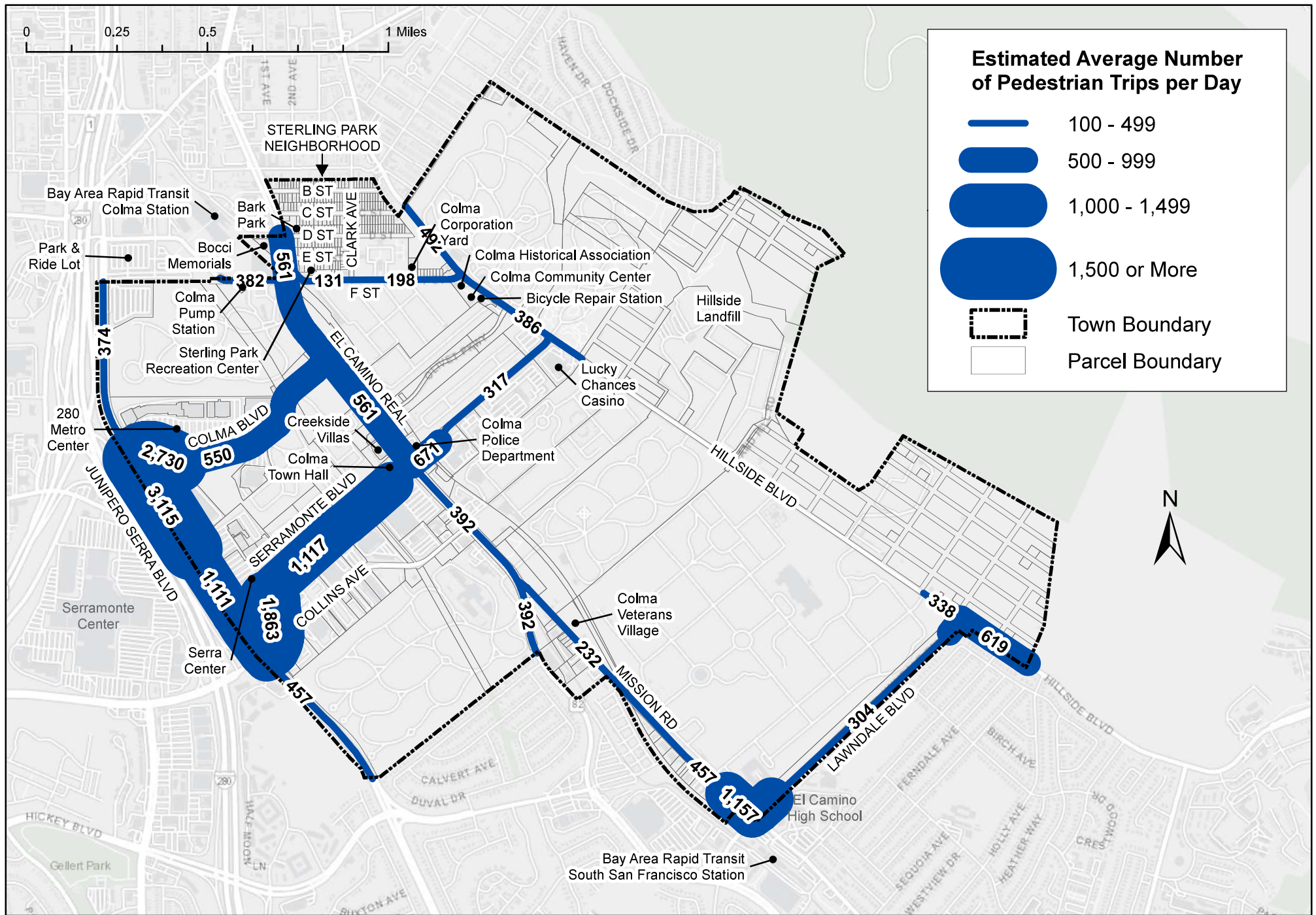
The HIN Report also provides a robust summary of key countermeasures, as shown on Exhibit 5a and 5b (Recommended Countermeasures table), "...selected to focus on speed management, pedestrian safety improvements, intersection improvements, and programmatic strategies that have proven safety benefits."<sup>4</sup>

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<sup>3</sup> Source: San Mateo County Office of Education SRTS HIN Report

<sup>4</sup> Day-Kapell, Hannah, Kristen Haukom, David Wasserman, and Grace Young (Alta Planning + Design). Rep. *San Mateo County Safe Routes to School High Injury Network Report*, n.d.

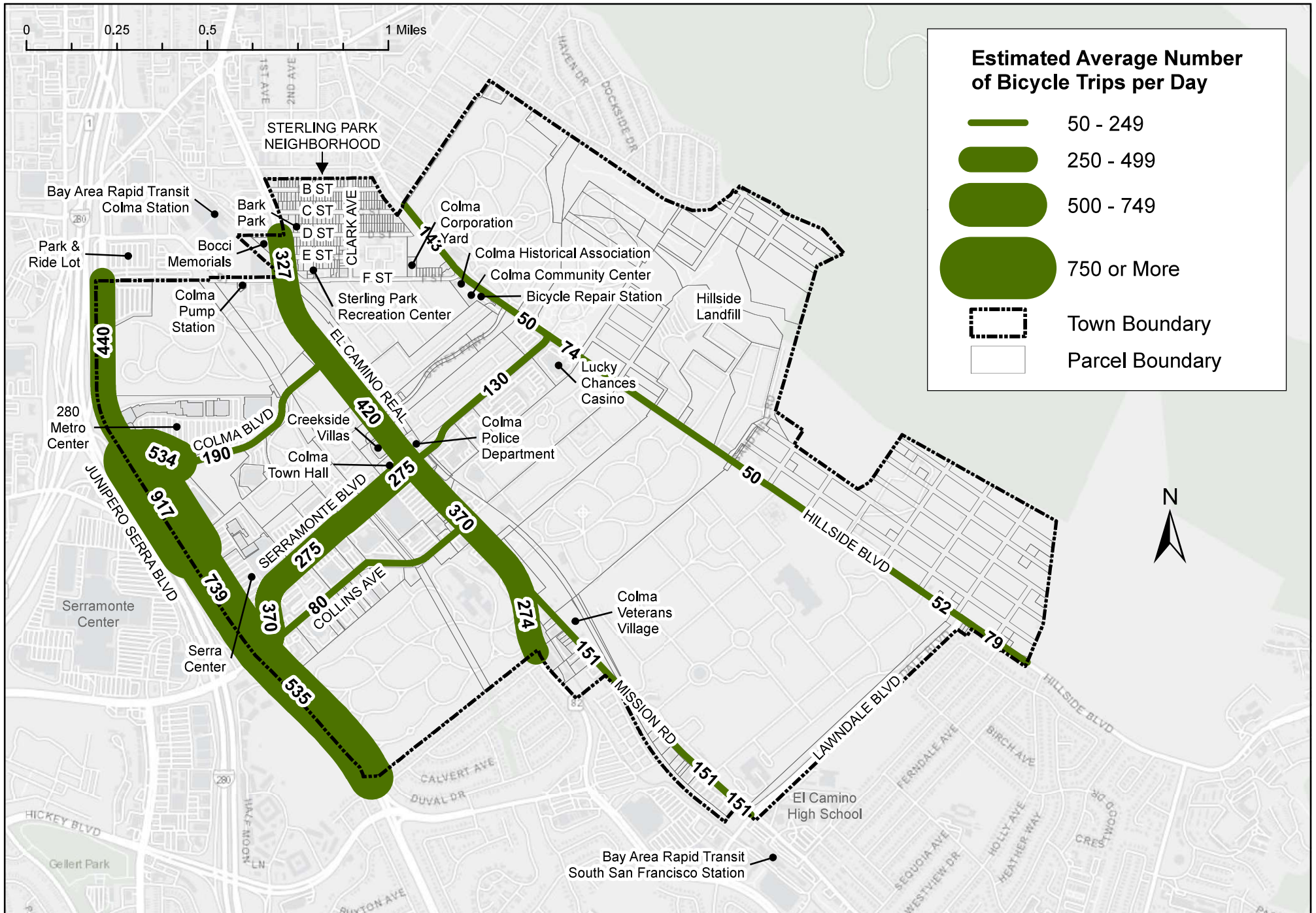
# Figure 10 Town of Colma Pedestrian Trip Volumes



Data Source: StreetLight Data, Inc.

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**Figure 11**  
Town of Colma Bicycle Trip Volumes

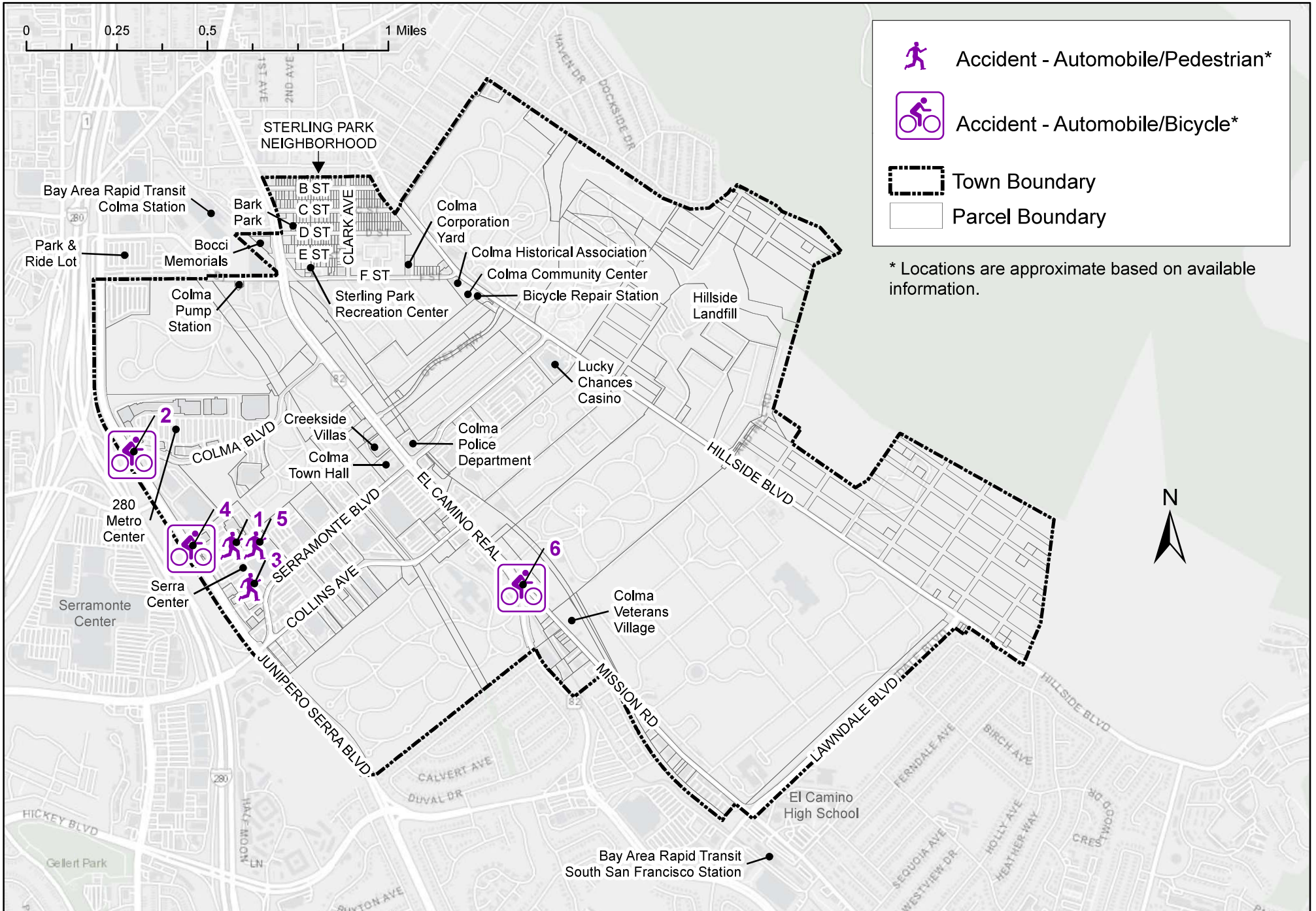


Data Source: StreetLight Data, Inc.

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# Figure 12

## Town of Colma Pedestrian and Bicycle Accidents, 2021-2022



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Exhibit 5a. Recommended Countermeasures Table

Countermeasures	Description	Cost Efficiency <sup>1</sup>	Effectiveness <sup>2</sup>	Co-Benefits <sup>3</sup>
<b>Actuated Beacons (RRFBs/PHBs)</b>	Rectangular Rapid Flashing Beacons (RRFBs) and Pedestrian Hybrid Beacons (PHBs) are actuated traffic control devices designed to help pedestrians safely cross higher-speed roadways at midblock crossings and uncontrolled intersections (Zegeer et al., 2013). Both countermeasures have demonstrated the ability to increase pedestrian yield rates dramatically and reduce pedestrian and total collisions (Albee and Bobitz, 2021). PHBs are more suited to high-volume roads with an annual average daily traffic in excess of 9,000 and with speed limits exceeding 35 miles per hour. RRFBs are more appropriate on multilane roads with speed limits less than 40 miles per hour (Albee and Bobitz, 2021).	★ ★ ★	★ ★ ★	★
<b>Speed Humps and Tables</b>	Speed humps are raised portions of street surface with height tapering near the drain gutter to allow unimpeded bicycle travel, while speed tables are typically long and flat raised surfaces used to provide enhanced pedestrian crossings. These vertical speed control measures have predictable impacts on speeds but are often a traffic calming measure of last result. Design considerations include impacts to emergency access and to drainage that require evaluation (Zegeer et al., 2013).	★ ★	★ ★	★
<b>Markings and Crosswalk Enhancements</b>	Marked crosswalks indicate preferred locations for pedestrians to cross and can help designate right-of-way for motorists to yield to pedestrians. Enhancements to crosswalks including advanced yield lines (stop bars, shark teeth, etc.), high-visibility continental crosswalk designs, and signage have demonstrated safety benefits at relatively low cost (Zegeer et al., 2013).	★ ★ ★ ★	★ ★	★

Source: SMCOE SRTS HIN Report

Exhibit 5b. Recommended Countermeasures Table

Countermeasures	Description	Cost Efficiency <sup>1</sup>	Effectiveness <sup>2</sup>	Co-Benefits <sup>3</sup>
<b>Actuated Beacons (RRFBs/PHBs)</b>	Rectangular Rapid Flashing Beacons (RRFBs) and Pedestrian Hybrid Beacons (PHBs) are actuated traffic control devices designed to help pedestrians safely cross higher-speed roadways at midblock crossings and uncontrolled intersections (Zegeer et al., 2013). Both countermeasures have demonstrated the ability to increase pedestrian yield rates dramatically and reduce pedestrian and total collisions (Albee and Bobitz, 2021). PHBs are more suited to high-volume roads with an annual average daily traffic in excess of 9,000 and with speed limits exceeding 35 miles per hour. RRFBs are more appropriate on multilane roads with speed limits less than 40 miles per hour (Albee and Bobitz, 2021).	★ ★ ★	★ ★ ★	★
<b>Speed Humps and Tables</b>	Speed humps are raised portions of street surface with height tapering near the drain gutter to allow unimpeded bicycle travel, while speed tables are typically long and flat raised surfaces used to provide enhanced pedestrian crossings. These vertical speed control measures have predictable impacts on speeds but are often a traffic calming measure of last result. Design considerations include impacts to emergency access and to drainage that require evaluation (Zegeer et al., 2013).	★ ★	★ ★	★
<b>Markings and Crosswalk Enhancements</b>	Marked crosswalks indicate preferred locations for pedestrians to cross and can help designate right-of-way for motorists to yield to pedestrians. Enhancements to crosswalks including advanced yield lines (stop bars, shark teeth, etc.), high-visibility continental crosswalk designs, and signage have demonstrated safety benefits at relatively low cost (Zegeer et al., 2013).	★ ★ ★ ★	★ ★	★

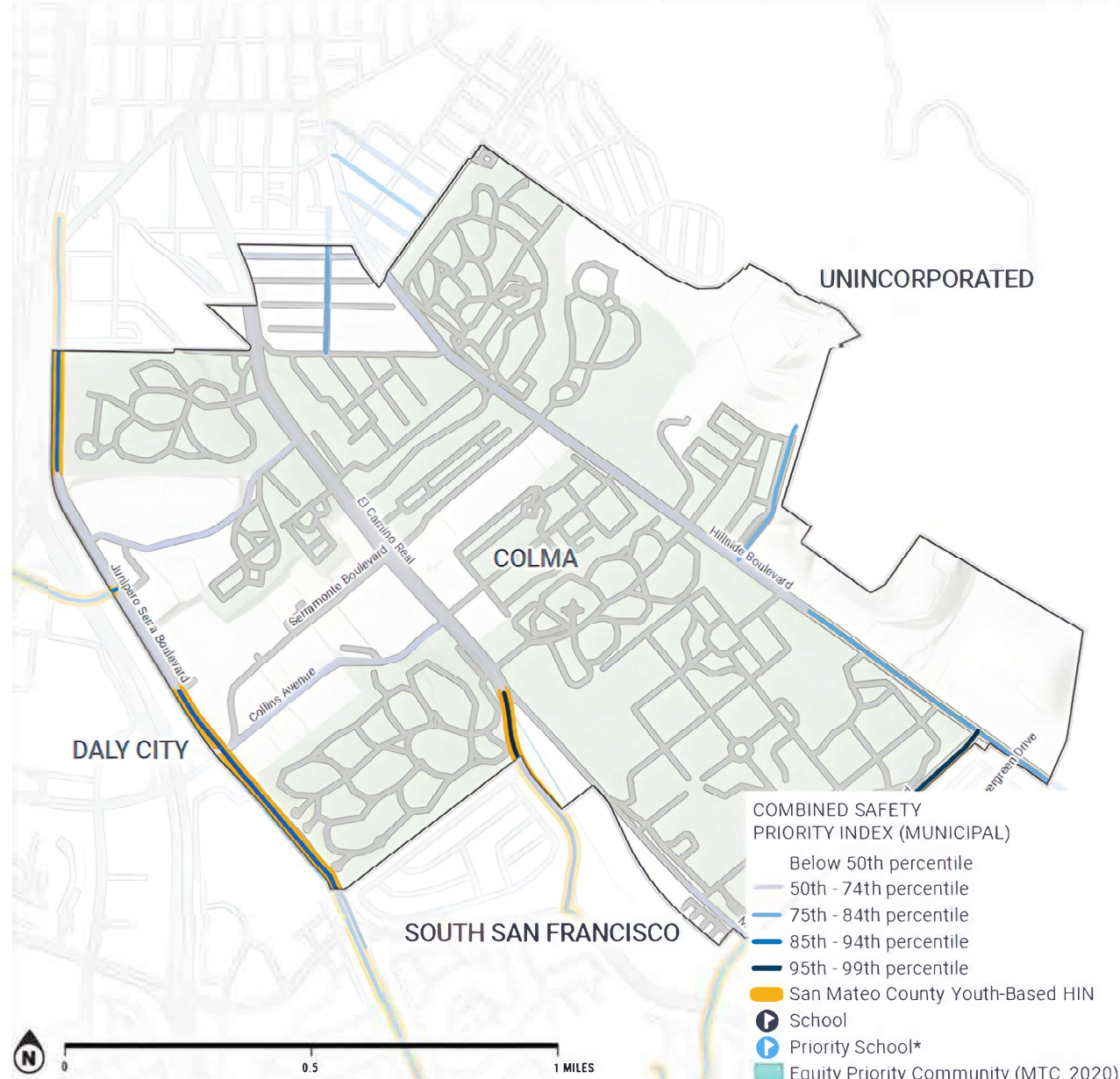
Source: SMCOE SRTS HIN Report

# Figure 13

## Town of Colma Safety Analysis Infographics

### COLMA SCHOOL SAFETY ANALYSIS

YOUTH-BASED HIGH INJURY NETWORK (HIN) - TOP CORRIDORS



### TOP 5 SAFETY PRIORITY CORRIDORS

Corridor	Number of Collisions				
	All Collisions	Fatal or Severe (KSI)	Pedestrian-Involved	Bicyclist-Involved	Youth-Involved
State Highway 82	22	1	3	0	5
Junipero Serra Blvd	18	3	1	1	2
Southgate Ave	11	3	3	0	3
Villa St	2	1	0	0	1
Hillside Blvd	2	1	0	0	1

Segments are sorted by their Combined Safety Priority Index scores. Columns may not add up because collisions may be counted in multiple columns. Prepared 6/10/2022 1:17 PM

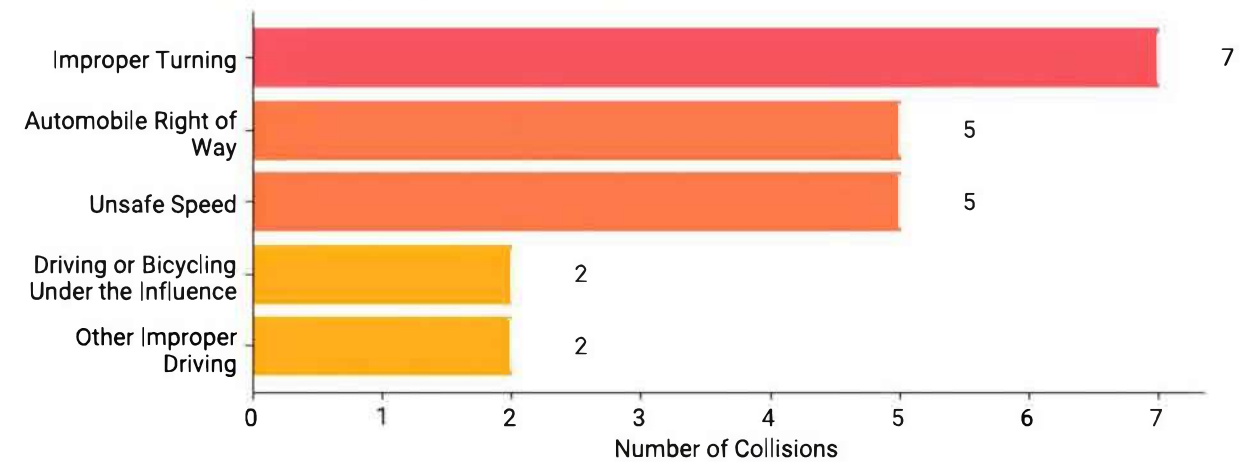
### COLLISION STATISTICS FOR COLMA, 2014-2020

See the San Mateo County SRTS High Injury Network Report for additional context and guidance on countermeasures.

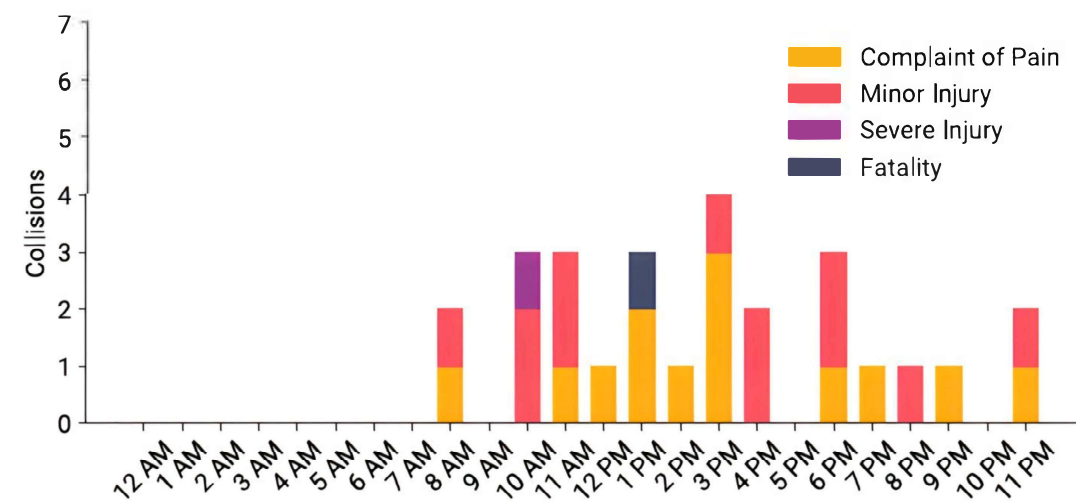
### COLLISION TYPES BY LOCATION

	City-Wide				Within 1/4 Mile of a School			
	All	KSI	Youth	Active	All	KSI	Youth	Active
All Collisions	28	2	7	5	6	0	1	1
Alcohol Involved	3	0	0	1	1	0	0	0
Speeding Involved	5	1	2	0	0	0	0	0
Mid-Block Collision	15	1	3	4	3	0	1	1

### TOP 5 COLLISION FACTORS, ALL COLLISIONS



### ALL COLLISIONS BY TIME OF DAY



Collision data from 2014 to 2020 was downloaded from the statewide Transportation Injury Mapping System (TIMS) which reports all collisions resulting in an injury. 2020 data was provisional at the time of download.

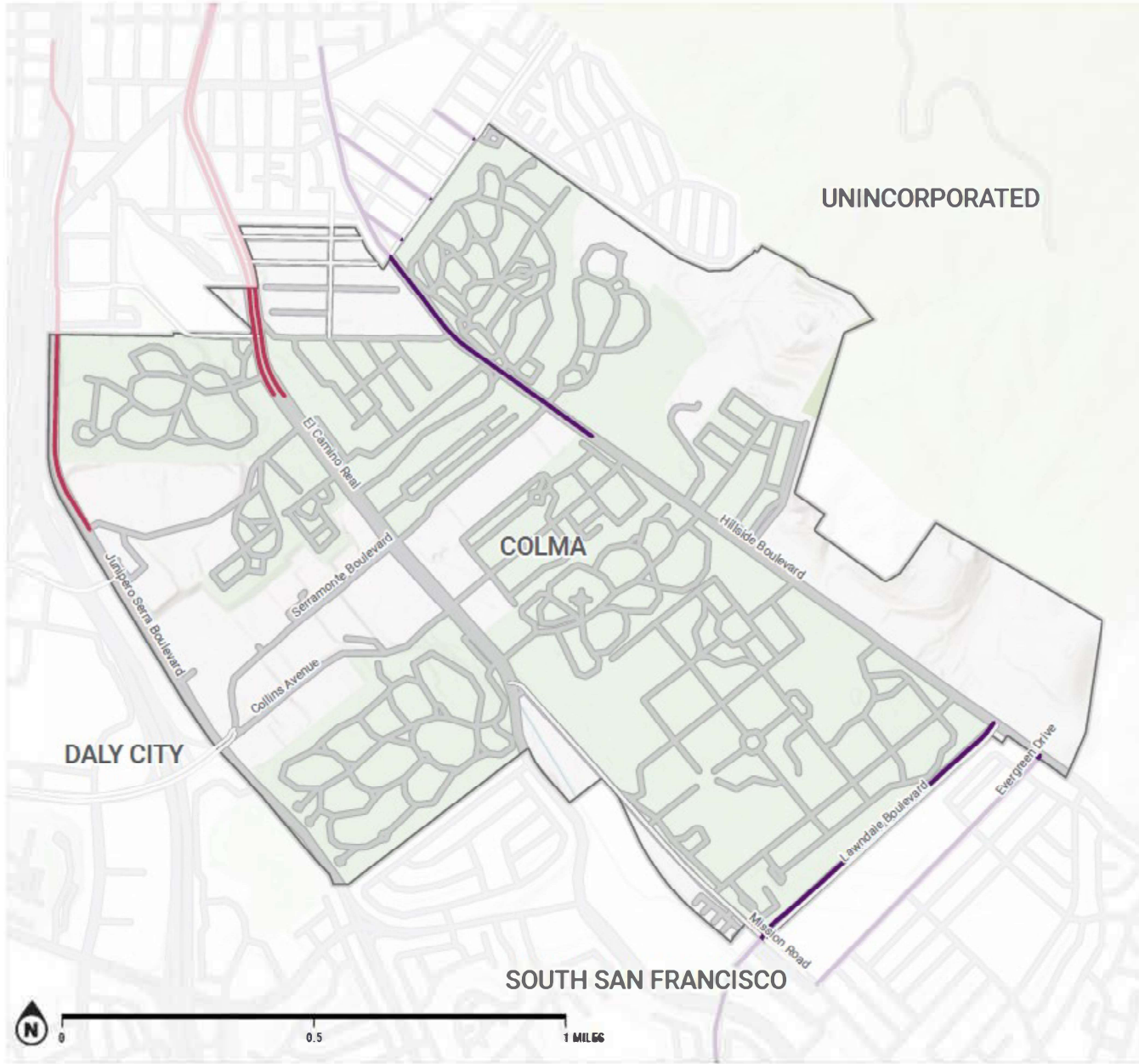
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# Figure 14

## Town of Colma Speeding Analysis

### COLMA SPEEDING ANALYSIS

SPEEDING ANALYSIS NEAR SCHOOLS



Data provided by TMS (2014-2020) and the California Department of Education. Document: N:\Shared\PROJECTS\2021002021-129\_San\_Mateo\_CA\_SRTS\_Strategy\GIS\Data\HVN\HVN.aprx. Date saved: 1/13/2022.

- REPORTED SPEEDING\***
- No Speeding Measured
  - 1-5 MPH
  - 6 - 10 MPH
  - 11 - 15 MPH
  - More than 15 MPH
  - No Streetlight Data Available

- SCHOOLS**
- School
  - Priority School\*

\*Speeding is reported as the difference between the 95th and 85th percentile vehicle speeds per Streetlight data, where the 85th percentile is a proxy for the posted speed limit.

\*Priority schools are defined as those with 75% or greater eligibility for Free and Reduced Price Meal (FRPM) programs during the 2020-2021 school year.

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### 3 PUBLIC ENGAGEMENT

When planning and programming funds, it is important to involve the public in a way that is open, transparent, and accessible. This means providing clear and concise information, giving people the opportunity to provide feedback, and considering their input when making decisions. By involving the public, planners and decision-makers can ensure that the plans and programs are effective and meet the needs of the community.

In addition to ensuring that projects meet community needs, public engagement can also help build public support for planned projects. When the public understands the rationale behind a project and how it will benefit the community, they are more likely to support it. This can be especially important for controversial projects, such as new bike lanes, road diets, and street scape.

Finally, public engagement can help to educate the public about active transportation planning and the tradeoffs and constraints that planners face. This can help to build public understanding of the challenges of transportation planning and the need for creative solutions.

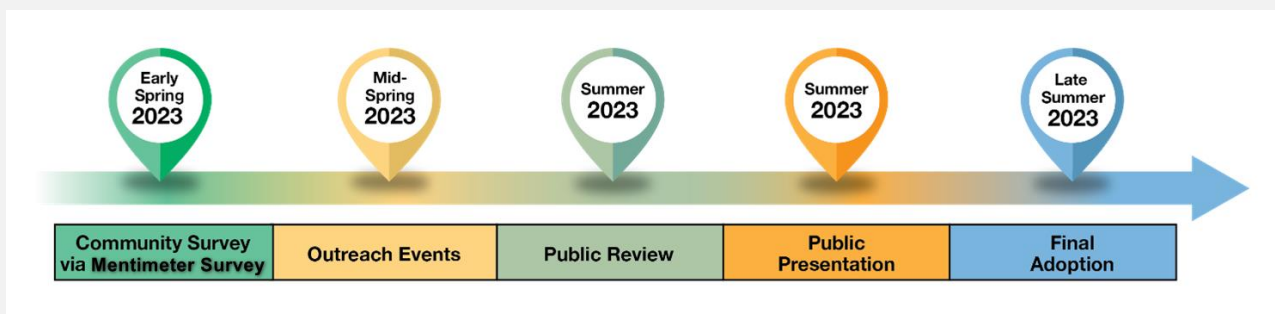
The project team developed the Public Participation Plan (PPP) for the development of this plan. The PPP served as a guide for engaging the public through the development of the Final Master Plan. The outreach efforts in this plan were intended to engage and gather input from all segments of the community, including disadvantages communities and organizations that represent those with special needs, in addition to active stakeholders, local business owners, and the transit districts, with a combination of virtual content, in person meetings, a web-based survey, and promotional materials.

#### 3.1 Outreach Strategy and Events Timeline

The outreach for this plan commenced with the distribution of a web-based survey in early spring 2023. The survey was made available through a quick response code (QR Code) and web link.

The project team worked with local law enforcement to put on a Coffee with a Cop: Bike and Pedestrian Safety. This event took place at the local Starbucks and provided residents with the opportunity to voice their concerns when it came to bicycle and pedestrian safety in the Town. Following this event, the project team worked with community members on several other outreach opportunities. The outreach activities are described in the following section.

**Exhibit 6. Recommended Countermeasures Table**



Source: Town of Colma

The following section provides a summary of all of the outreach conducted, the stakeholders involved, and feedback received.

### 3.2 Outreach Events Summary

#### WEB-BASED SURVEY

The public engagement process began with a review of the engagement strategies of previous plans to determine best practices in the community. The project team then built a comprehensive stakeholders list (Appendix D) including public agencies, business owners, and activist groups. To begin outreach to identified stakeholders, a web-based survey was developed. The survey, which was available in English and Spanish, went live March 1, 2023, via mentimeter.com. A quick response (QR) code was also created and shared with stakeholders. The survey was distributed via email, social media blast, the Town’s monthly newsletter (Livewire) in March and April, and bookmark flyers. The bookmark flyer, shown in Exhibit 8, includes a summary of the survey’s purpose, the survey link, and QR code. They were shared with local businesses and posted inside their local community bulletins, such as the Veterans Village, Starbucks, Philz Coffee, Colma BART station, and the Town Community Center.

The survey was made available until April 26, 2023. It consisted of multiple choice and open-ended questions. Below is a summary of the results. Appendix B provides the full survey results.

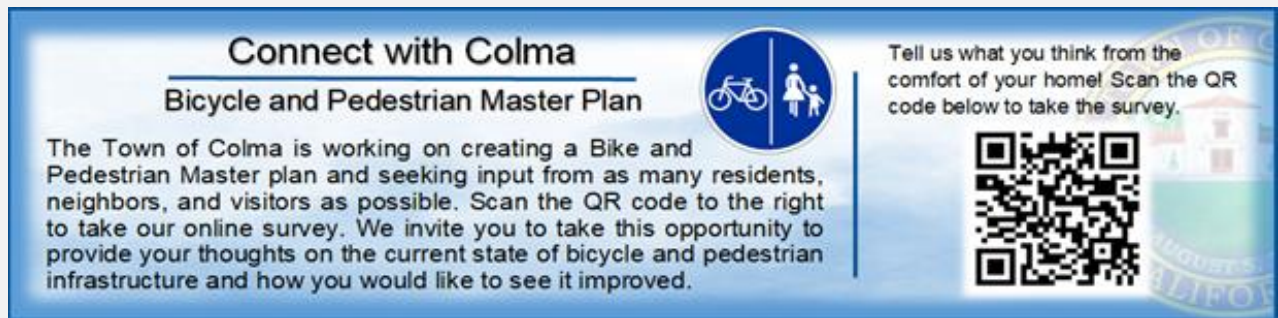
**Exhibit 7.** Bicycle and Pedestrian Master Plan Survey



Source: Mentimeter Survey



Exhibit 8. Bookmark



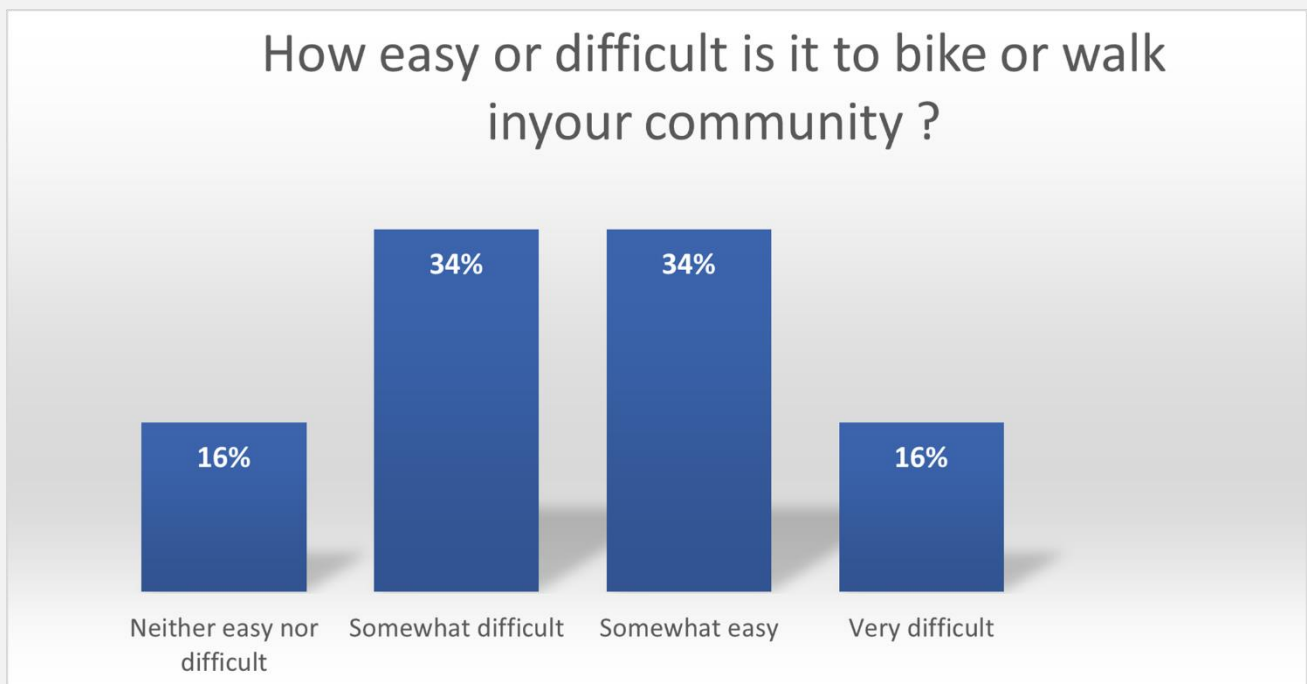
Source: Town of Colma, CSG Consultants

## COMMUTING

When asked about commuting habits, 69% of respondents said they drive alone, 19% ride their bicycle, 6% ride transit while the other 6% walk. However, 42% of the total respondents agreed that they would like to travel by bicycle more often.

When asked about the difficulty of walking and biking, the results were split evenly between difficult and easy as shown on Exhibit 9 below.

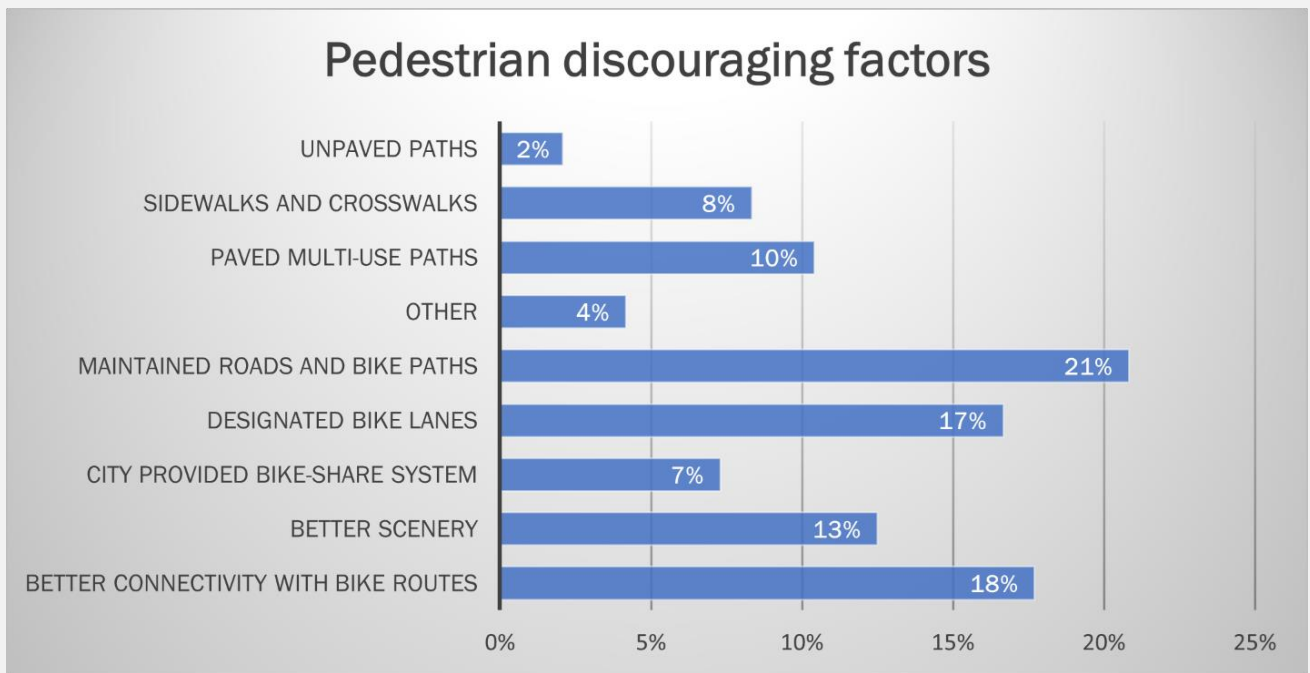
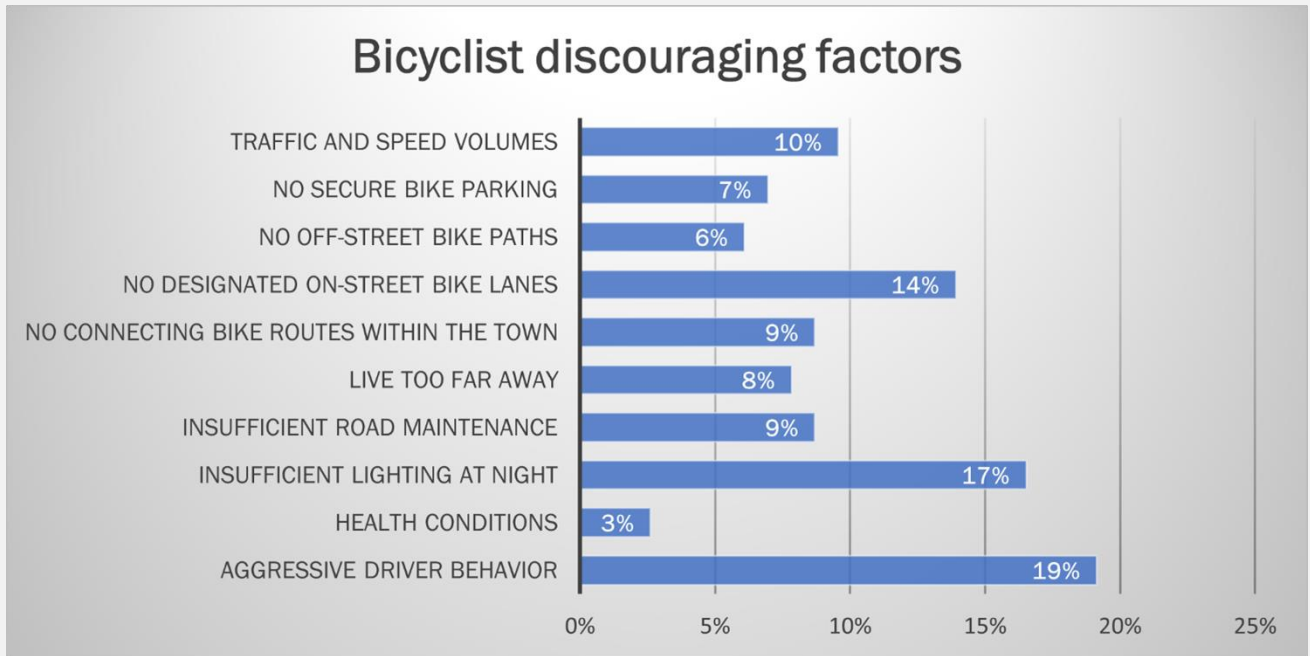
Exhibit 9. Survey Questions



Source: Mentimeter Survey

While it seems that walking and biking is not difficult in the Town, there are a few discouraging factors that may contribute to the low pedestrian and bicyclist rates. These factors include hazardous conditions, such as insufficient lighting and debris; aggressive driver behavior; no designated bike lanes; and travel time/distance to get to the destination.

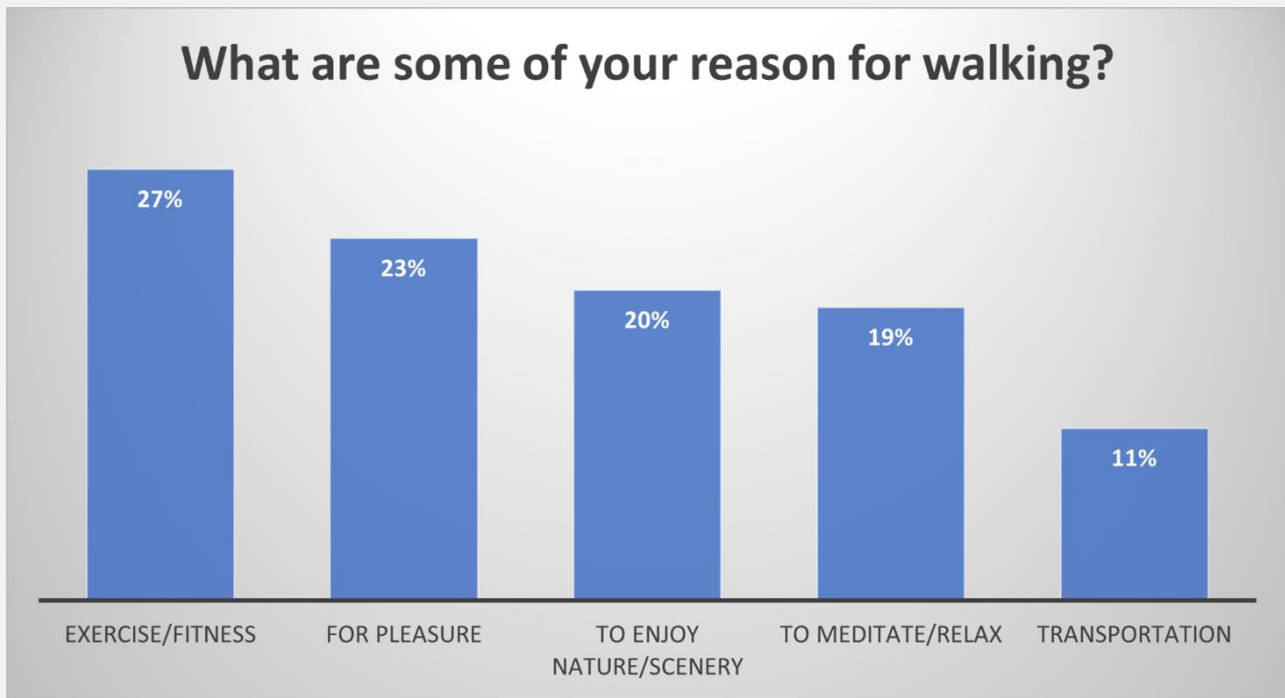
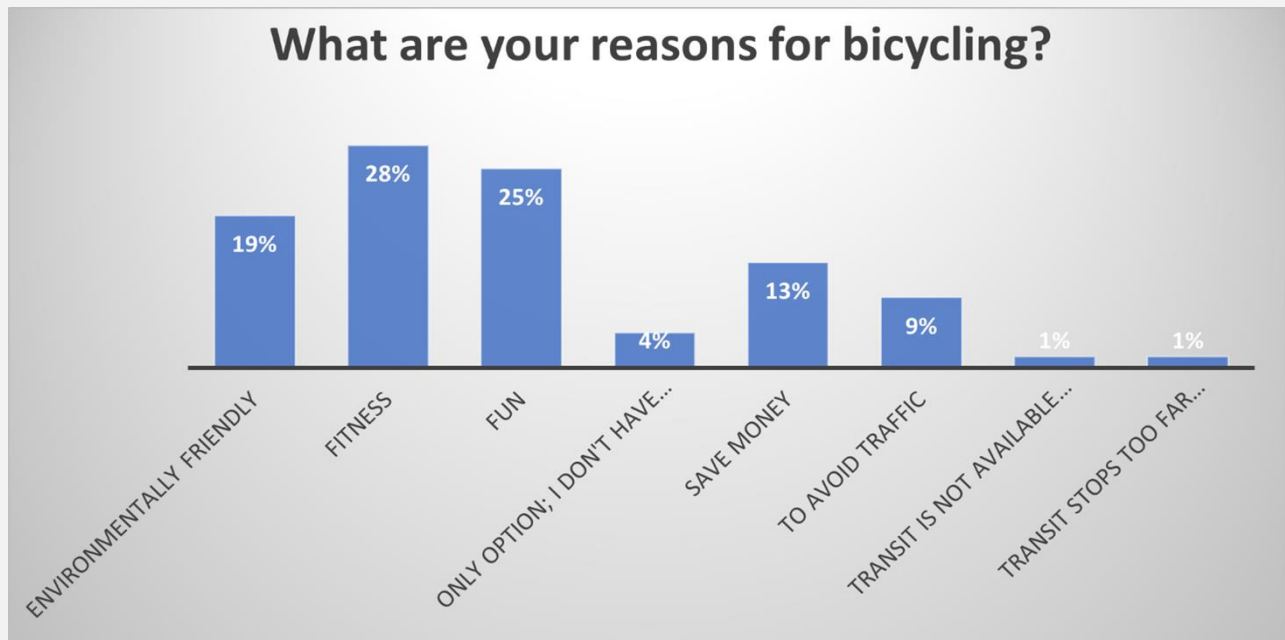
**Exhibit 10.** Bicycle and Pedestrian Discouraging Factors



Source: Mentimeter Survey

According to the survey results, people who bike and walk do so for various reasons. 28% of bikers and 27% of pedestrians said they bike and walk for fitness. 25% of bikers and 23% of pedestrians said they bike and walk for fun. And 19% of bikers and 20% of pedestrians said they bike and walk because it is environmentally friendly, and they enjoy the scenery.

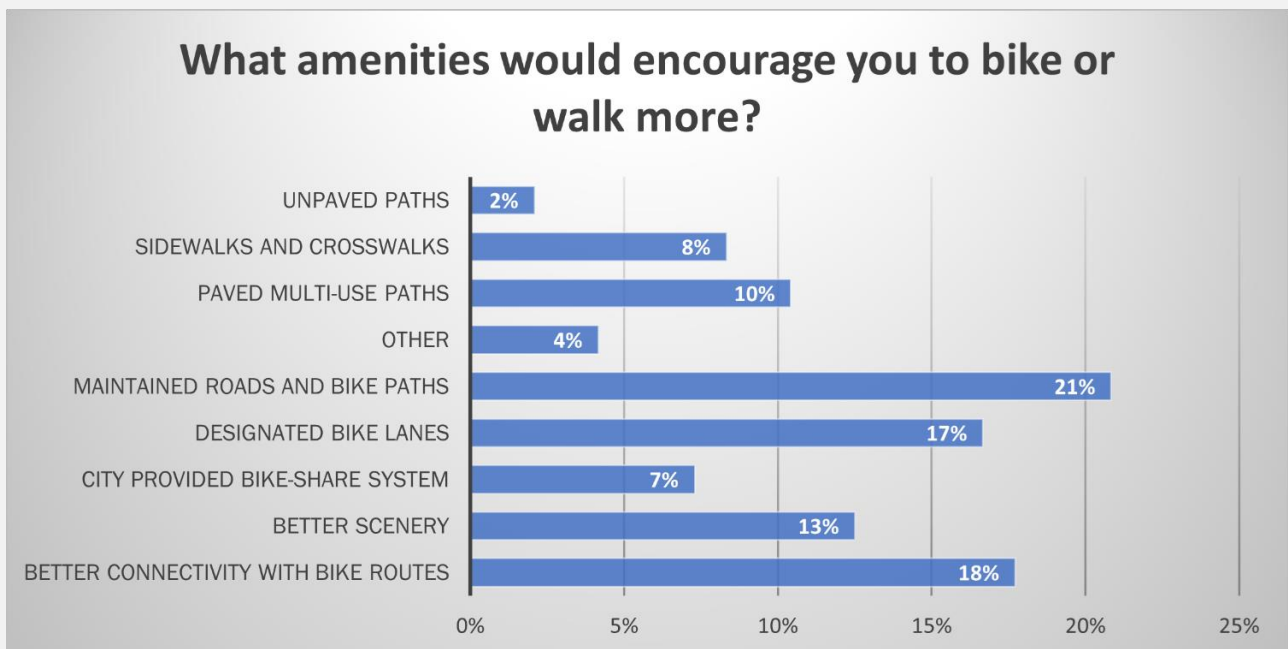
**Exhibit 11.** Reasons for Bicycling and Walking



Source: Mentimeter Survey

Exhibit 12 provides a summary of recommendations to increase bicycle and pedestrian activity in the Town.

**Exhibit 12.** Amenities to encourage Bicycling and Walking



**Source:** Mentimeter Survey

Participants were also asked what the top three (3) important things that the city can do to improve the bicycle and pedestrian network, and specific facilities or amenities needed to encourage more bicycle and pedestrian transportation.

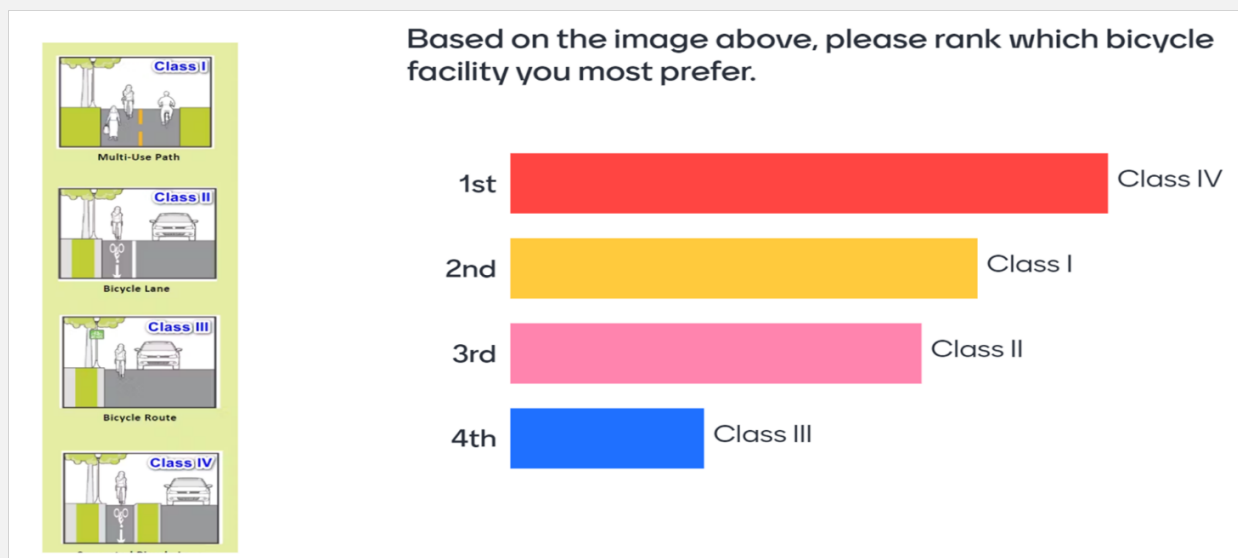
The responses encompassed a diverse range of suggestions, including the [addition of lanes](#), [improved amenities](#), [enhanced connectivity](#), and [aesthetic improvements](#). A majority of the feedback centered around amenities, safety and the provisions of bike lanes. Figure 15, Public Input Word Art, provides a graphic/visual representation of survey responses.

Participants emphasized the need for various encouraging factors, such as installation of:

- Bike racks/stations;
- well-placed signage; and
- the inclusion of street furniture.

It was noted in Section 2 that the Town has a sizable population of vulnerable individuals, including children and youth (ages 0 - 19) and the elderly (over 50 years of age). Ensuring they have safe and convenient resting points along their routes could potentially motivate them to walk or cycle more frequently. To this end, implementing [amenities like benches, planters, water bottle fill-up stations, bike repair stations, and dedicated bike parking lots or racks throughout the corridors would be beneficial](#). Additionally, incorporating destination maps and wayfinding signage specifically designed for bicyclists and pedestrians would enable safer navigation, eliminating the need to consult mobile devices for directions. This would mitigate the risk of distracted cycling, similar to the hazards posed by distracted driving. Furthermore, respondents highlighted the importance of protected lanes, including demands for the creation of new lanes and improvements to existing ones, to foster safer and more convenient cycling and walking routes. Safety emerged as another prominent topic, with participants expressing a need for safety-focused amenities and road enhancements. Suggestions included [improved lighting](#), [secure bicycle parking and lanes](#), [protective barriers](#), and [additional signage](#). The accompanying images below provide visual representations of the comments and response received by members of the public, reinforcing the significance of these safety-related requests.

**Exhibit 13. Bike Facilities Preference**



Source: Mentimeter Survey

In addition to recommendations on potential facilities and amenities for bicycle and pedestrian improvements, the survey asked members of the public where they recommended bicycle and pedestrian improvements in the Town. Figure 16 (Locations of requested Bicycle and Pedestrian Improvements Map) and Table 4 provides a summary of recommendations for bicycle and pedestrian improvements within and around the Town.

Table 4 Summary of requested bicycle and pedestrian improvements <sup>5</sup>		
MAP ID	Location of requested improvement.	Improvement Request/Recommendation
1	San Pedro Road & Washington Street intersection (near Colma Fire Dept)	Needs bicycle/pedestrian facilities, connections, or improvements
2	Hill Street & Albert Teglia Boulevard intersection (near Colma BART station)	Needs bicycle/pedestrian facilities, connections, or improvements at critical intersection for BART accessibility
3	Hillside Boulevard & A Street intersection (Daly City)	Needs bicycle/pedestrian facilities, connections, or improvements at intersection just outside of the Town.
4	El Camino Real, near BART Station	BART connection at B Street, D Street
5	Hillside Boulevard & Serramonte Boulevard intersection	Needs bicycle/pedestrian facilities, connections, or improvements
6	Serramonte Boulevard @ CarMax access driveway intersection	Needs bicycle/pedestrian facilities, connections, or improvements
7	Colma Blvd @ Greenlawn Memorial Park access driveway	Needs bicycle/pedestrian facilities, connections, or improvements
8	El Camino Real & Serramonte Boulevard intersection	Improve crosswalk visibility
9	El Camino Real & Collins Avenue intersection	Needs bicycle/pedestrian facilities, connections, or improvements
10	Serramonte Boulevard @ Serra Center access driveway	Improve crosswalk visibility People do not stop at intersection
11	El Camino & Mission Road intersection	Needs bicycle/pedestrian facilities, connections, or improvements
12	Hillside Boulevard & Lawndale Boulevard intersection	Needs bicycle/pedestrian facilities, connections, or improvements; Crosswalk and connection with SSF (South San Francisco) improvement project/coordination with SSF needed.
13	Junipero Serra Boulevard & Serramonte Boulevard intersection	Needs bicycle/pedestrian facilities, connections, or improvements
14	280 and Serramonte	Needs bicycle/pedestrian facilities, connections, or improvements
15	El Camino Real & Hickey Boulevard intersection (South San Francisco)	"Too much going on"; Needs bicycle/pedestrian facilities, connections, or improvements

<sup>5</sup> Source: Town of Colma 2023 Bicycle and Pedestrian Master Plan survey conducted on Mentimeter.com

**Table 4**  
**Summary of requested bicycle and pedestrian improvements<sup>5</sup>**

MAP ID	Location of requested improvement.	Improvement Request/Recommendation
16	Mission Road & McClellan Drive/ Lawndale Boulevard intersection near El Camino Real High School (South San Francisco)	Needs bicycle/pedestrian facilities, connections, or improvements
A	El Camino Real roadway corridor	Needs bicycle/pedestrian facilities, connections, or improvements;
B	Hillside Boulevard roadway corridor	Area between Lawndale and Market needs to improve bike safety
C	Serramonte Boulevard roadway corridor	Needs Midblock crosswalk with lighting

Source: Mentimeter survey, 2023

### COFFEE WITH A COP AND PLANNER



Source: Town of Colma

The project team coordinated with local law enforcement and Starbucks to organize an engaging "Coffee with the Community: Bike and Pedestrian Safety." event. The event took place on Tuesday, March 8, 2023, from 9:00 a.m. - 10:30 a.m. at the Starbucks located at 900 Serramonte Blvd. Starbucks donated free coffee for all participants. The primary objective of this event was to provide residents with a valuable platform for addressing their concerns regarding bicycle and pedestrian safety, facilitated by the presence of esteemed members from the Colma Police Department and Planning staff. Staff had an extensive conversation with a Colma resident who was an avid bicyclist and provided recommendations for improvements throughout the Town. All comments received were considered when drafting the project recommendations, policies, and goals.

In an effort to gather input from a wider range of participants, bookmark flyers were also distributed in the drive through and over the counter. This allowed individuals who were unable to stay for the event to still contribute and provide input. Recognizing the importance of inclusivity, the initiative aimed to capture the perspectives of as many community members as possible. It is worth highlighting that many individuals who participated in the event took the initiative to share their insights through the survey. This dual engagement approach provided them with multiple avenues to express their opinions and ideas. The feedback will be carefully considered and thoughtfully incorporated into the final Master Plan. This inclusive approach ensures the outcome reflects a comprehensive and representative strategy, considering the valuable contributions of the community members.





Source: CSG Consultants

To better engage with transit riders who prioritize active transportation, staff set up a pop-up event at the Colma BART station located on the North end of the Town, 365 D St, Colma Ca. to gather input from commuters and BART and SamTrans transit riders, a strategic location to understand ensures connectivity and accessibility for bicyclists and pedestrians in and around Colma. By setting up the pop-up event at this bustling transit station, the staff seized the opportunity to gather input from the diverse community of transit riders and observe.

## SILICON VALLEY BIKE COALITION COORDINATION

The Silicon Valley Bike Coalition (SVBC) is a bike activist organization that advocates for safe and accessible bicycling in San Mateo and Santa Clara Counties to build healthier and more just communities. In the past, the SVBC has provided public comment and letters of support for bicycle improvement plans in the Town. In April 2023, staff met with a representative of the coalition

to introduce the Plan and discuss best practices for public outreach and how the goals of the plan aligned with the vision of the SVBC. The representative from the SVBC provided the following recommendation for the Plan:

Recommendation to improve Hillside Blvd. as a Class II "b" facility to provide a physical buffer between vehicle lane and bike lane (i.e., raised median, not just bollards/channelization), which could be improved as a Class IV bike facility in the future once additional funding is available.

In addition to the meeting in April, Staff have interacted with the SVBC and their outreach events on multiple occasions. In August of 2022, Staff attended the annual Silicon Valley Bike Summit which provided a great opportunity to connect and collaborate with active transportation leaders and local government officials. The event included numerous panels and presentations covering active transportation topics ranging from E-bikes to more meaningful and effective community engagement. In April 2023, Staff attended one of SVBC's Smart Cycling courses offered as a free resource to the public. The program began with fundamentals including equipment terminology and adjustments, followed by the rules of the road and handling basics. After providing a strong foundation, the course delved into traffic tips for all types of road and intersection conditions. Overall, the course provided Staff with valuable bike safety information and the opportunity to gain a greater understanding of some of the challenges bicyclists face on the road.

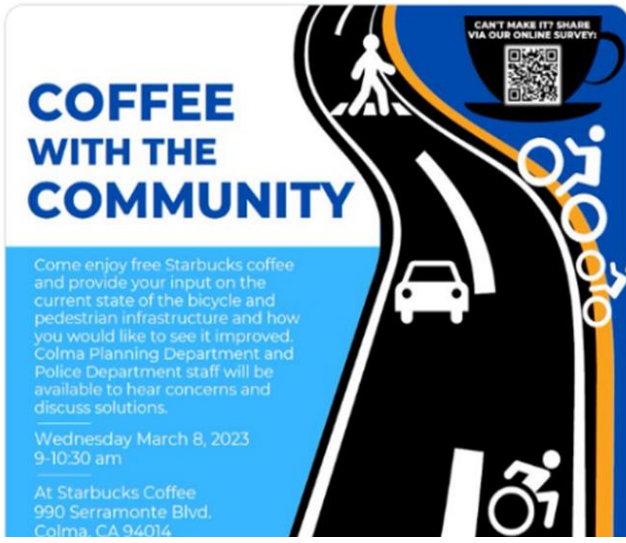
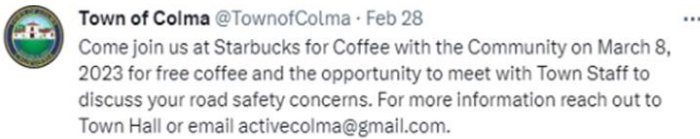
## LIVEWIRE

The Town of Colma consistently maintains an effective means of communication through its monthly newsletter, LiveWire. This newsletter serves as a comprehensive source of up-to-date news, events, job opportunities, and ongoing projects within the Town and its surrounding areas. In the March edition of LiveWire, a dedicated section was included to announce the Starbucks event, providing a brief description of the Plan and informing readers about how they could participate by taking the Mentimeter Survey. The newsletter is distributed by the Town to individuals who have voluntarily subscribed to the mailing list, ensuring that the information reaches an engaged audience.

In the subsequent April edition of LiveWire, the bookmark flyer was included to encourage residents to actively participate in the survey and share their valuable feedback on bicycle and pedestrian safety. By providing a physical reminder of the survey and its importance, the Town aimed to generate increased response rates and ensure that the perspectives of the community were well-represented. Appendix A includes copies of the March and April LiveWire editions for reference, allowing interested parties to review the content in greater detail. This communication approach through LiveWire ensures that residents are kept informed and actively involved in the ongoing initiatives and decision-making processes of the Town.



## SOCIAL MEDIA BLAST



Source: Town of Colma/Twitter

The Town's outreach efforts were effectively announced and promoted through its active presence on popular social media platforms such as Facebook, Twitter, and Instagram. These platforms served as valuable channels to reach a wide audience and engage with the community on a digital platform. By leveraging the Town's official social media accounts, important updates about the events, including the Starbucks event and other related initiatives, were disseminated to followers and residents. Furthermore, the Colma Police Department played an integral role in amplifying the outreach efforts by sharing the events on their own social media channels. This collaboration ensured a broader reach and increased visibility among the community members who follow the police department's accounts.

Through these collective efforts, the Town effectively used social media to inform, engage, and encourage participation from residents and interested individuals. By leveraging these popular

platforms, the Town and the Colma Police Department ensured that important announcements and initiatives regarding bicycle and pedestrian safety reached a wide audience and garnered meaningful community involvement.

## INTERGOVERNMENTAL COORDINATION

Staff's proactive and comprehensive outreach efforts have yielded valuable opportunities for intergovernmental coordination. During the Coffee with the Community event, staff engaged in a meaningful discussion with Staff from other agencies. The focus of this discussion centered around future coordination with adjacent cities including South San Francisco on upcoming and ongoing Capital Improvement Projects. This exchange provided a platform for sharing insights, ideas, and potential collaborations that would benefit both communities.

Furthermore, while distributing surveys at the Colma BART Station, staff had the opportunity to connect with the BART Sustainability Coordinator. This interaction allowed for a discussion on future coordination efforts related to micromobility and improving connectivity and accessibility to BART stations. This contact led to the connection with the BART Bike Task Force staff liaison and committee members, establishing a valuable link to a specialized group dedicated to promoting bicycling initiatives within the BART system. Appendix A includes a list of Design Guidelines and Resources including a guideline for regulating Shared Micromobility).



Source: Town of Colma/Twitter



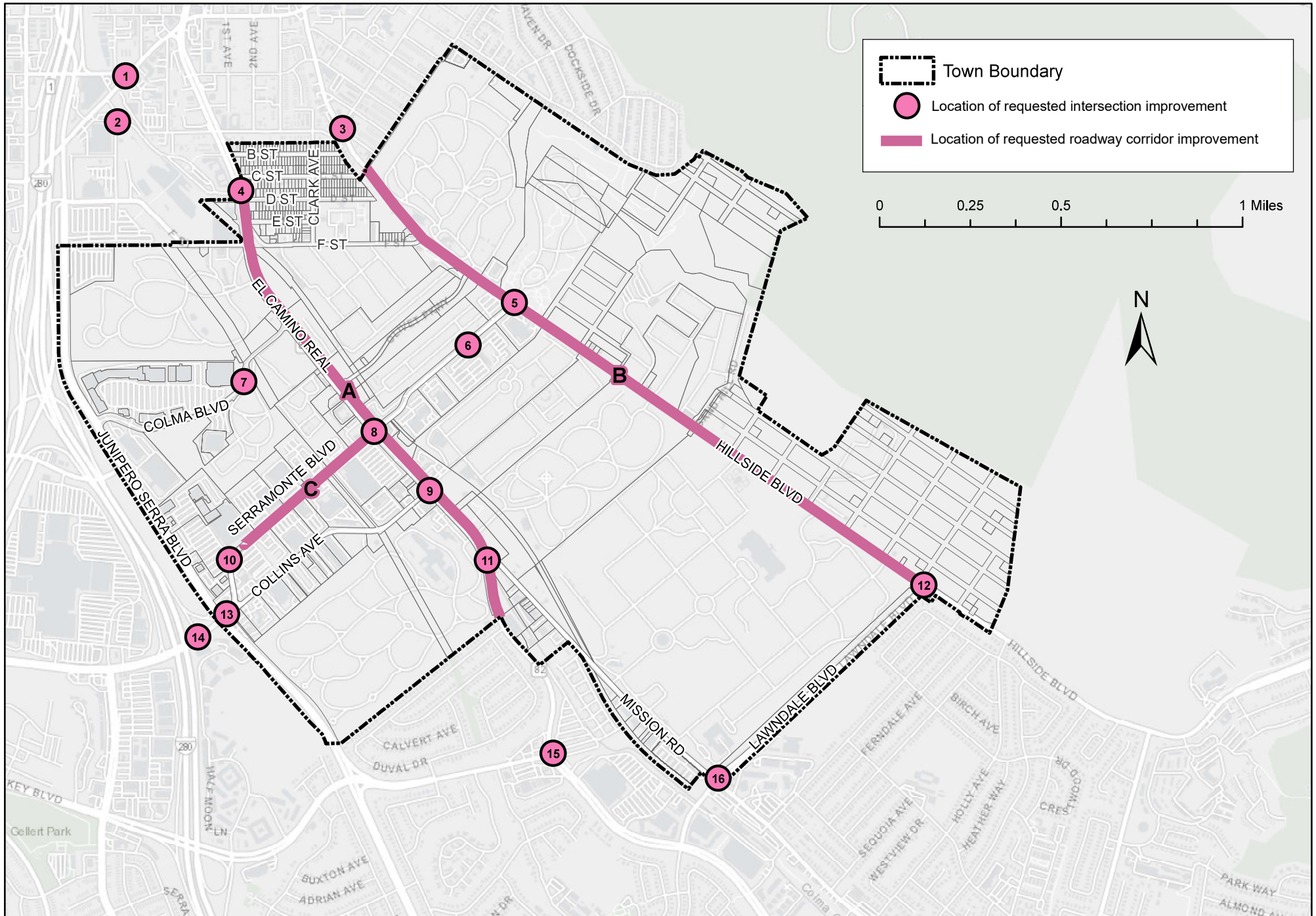
These intergovernmental connections and collaborations provide opportunities for shared knowledge, coordinated efforts, and enhanced transportation planning and infrastructure development. By leveraging these opportunities for coordination, City staff are better equipped to address the needs and aspirations of the community while fostering valuable partnerships with neighboring jurisdictions and regional transportation agencies.

**Source:** Colma Police Department/Facebook



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# Figure 16 Town of Colma Requested Bicycle and Pedestrian Improvements



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## 4 PROPOSED SYSTEMS AND IMPROVEMENTS

The Town, San Mateo County, and Caltrans have adopted multiple policy documents for near term and future implementation of bicycle and pedestrian improvements and amenities. This section summarizes projects that can be implemented by the Town, in addition to the bicycle and pedestrian networks identified in the Town’s 2040 General Plan.

### 4.1 Proposed Bikeways, Sidewalks, and Crossings

Figure 17<sup>6</sup> (Town of Colma Planned/Future Bicycle and Pedestrian Improvements Map) and associated table (Table 5) provides a summary of the planned/future bicycle and pedestrian improvements provided in various documents that have been adopted by the Town, regional agencies (i.e., San Mateo County C/CAG), and the State (i.e., Caltrans). A comprehensive list of documents and sources are provided in Section 2.2 Existing Reports and references are available for public review.

Document: Figure 17 & Table X Project ID:	Type	Location	Improvement	Source
1	Intersection	Serramonte and Hillside Blvd	<ul style="list-style-type: none"> <li>▪ Update bike lane tracking through intersection.</li> </ul>	Serramonte Boulevard and Collins Avenue Master Plan
2	Intersection	El Camino Real and Serramonte Blvd	<ul style="list-style-type: none"> <li>▪ Update the signal infrastructure and timing in conjunction with the proposed change in phasing.</li> <li>▪ Construct pedestrian refuge median on El Camino Real with a raised “nose” with pedestrian push buttons.</li> <li>▪ Convert the eastbound and westbound Serramonte Boulevard approaches to protected left-turn phasing from split phase.</li> <li>▪ Reconfigure the east and westbound approaches.</li> <li>▪ Expand the sidewalk at Serramonte Boulevard/El Camino Real and add high-visibility crosswalk striping.</li> </ul>	Serramonte Boulevard and Collins Avenue Master Plan
3	Intersection	El Camino Real and Collins Ave	<ul style="list-style-type: none"> <li>▪ Install a traffic signal.</li> <li>▪ Construct pedestrian refuge median on El Camino Real with a raised “nose” to provide an area for pedestrians to wait.</li> </ul>	Serramonte Boulevard and Collins Avenue Master Plan

<sup>6</sup> Source: Town of Colma, San Mateo County/CCAG, Caltrans

**Table 5**  
**List of Town of Colma Planned Bicycle and Pedestrian Improvements**

Document: Figure 17 & Table X Project ID:	Type	Location	Improvement	Source
4	Intersection	Serramonte Blvd and Serra Center	<ul style="list-style-type: none"> <li>Install a traffic signal with protected-permitted left-turn phasing on eastbound Serramonte Boulevard.</li> </ul>	Serramonte Boulevard and Collins Avenue Master Plan
5	Intersection	El Camino Real and Mission Rd	<ul style="list-style-type: none"> <li>Add bicycle and pedestrian facilities, provide pedestrian-scale lighting.</li> <li>Traffic Control needed. Recommendation to evaluate the existing intersection to consider changes in the traffic control.</li> <li>The evaluation should consider geometric modifications and applications including stop, yield (roundabout), or signalized control.</li> </ul>	Colma El Camino Real Bicycle and Pedestrian Improvement Plan
6	Intersection	Serramonte Blvd and Collins Ave	<ul style="list-style-type: none"> <li>Remove slip right-turn lane to construct raised pedestrian plaza or gateway feature.</li> <li>Add marked crosswalk and accessible curb ramps.</li> <li>Realign the Serramonte Boulevard/Collins Avenue intersection to improve sight distance.</li> <li>Add a pedestrian marked crosswalk and minimize pedestrian crossing distance across Collins Avenue.</li> </ul>	Serramonte Boulevard and Collins Avenue Master Plan
7	Intersection	Junipero Serra Blvd, Collins Ave, and Serramonte Blvd intersection	<ul style="list-style-type: none"> <li>Construct pedestrian refuge median on Serramonte Boulevard with a raised “nose” to provide an area for pedestrian refuge on Junipero Serra Boulevard.</li> <li>Add bicycle markings through the intersection along Junipero Serra Boulevard.</li> <li>Simplify intersection to improve safety.</li> <li>Signal coordination with Serramonte Boulevard/Collins Avenue intersection</li> </ul>	Serramonte Boulevard and Collins Avenue Master Plan
A	Corridor	F St.	<ul style="list-style-type: none"> <li>Create Class II/III bike lanes/routes</li> </ul>	Town of Colma 2040 General Plan



**Table 5**  
**List of Town of Colma Planned Bicycle and Pedestrian Improvements**

Document: Figure 17 & Table X Project ID:	Type	Location	Improvement	Source
<b>B</b>	Corridor	El Camino Real	<ul style="list-style-type: none"> <li>▪ Add sidewalks on South bound side of roadway between F St and Colma Blvd and Mission Road to southern Town limit.</li> <li>▪ Add North and South Bound Class IV separated bike lanes/tracks.</li> <li>▪ Create safe crossing opportunities, trees, and separate bike lanes through the entire corridor.</li> <li>▪ Implement road diet.</li> </ul>	Town of Colma 2040 General Plan
<b>C</b>	Corridor	Colma Blvd	<ul style="list-style-type: none"> <li>▪ Provide consistent intersection control throughout the corridor (I.e All Way Stop Control, etc)</li> </ul>	Colma Systemic Safety Analysis Report
<b>D</b>	Corridor	Serramonte Blvd East	<ul style="list-style-type: none"> <li>▪ Expanded sidewalk at Serramonte Boulevard/El Camino Real</li> <li>▪ Add high-visibility crosswalk striping with lighting.</li> </ul>	Serramonte Boulevard and Collins Avenue Master Plan
<b>E</b>	Corridor	Hillside Blvd	<ul style="list-style-type: none"> <li>▪ Reconfigure roadway cross-section to install sidewalk and striped bike lane.</li> <li>▪ Consider on-street parking and pedestrian and bike access to businesses and cemeteries.</li> </ul>	Colma SSAR
<b>F</b>	Corridor	Serramonte Blvd West	<ul style="list-style-type: none"> <li>▪ Implement a road diet that would convert the existing four lane roadway to one lane in each direction with a center two-way left turn lane.</li> <li>▪ Add a push-button activated mid-block Rectangular Rapid Flashing beacon (RRFB) crossing with a pedestrian refugee island and pedestrian crossing beacon between the Chevrolet dealership and the new Cadillac Dealership.</li> <li>▪ Add a push-button activated midblock RRFB crossing with a pedestrian refugee island and pedestrian crossing beacon at the location of the Water District easement.</li> <li>▪ Expand the sidewalk at Serramonte Boulevard/El Camino Real and add high-visibility crosswalk striping.</li> </ul>	Serramonte Boulevard and Collins Avenue Master Plan

**Table 5**  
List of Town of Colma Planned Bicycle and Pedestrian Improvements

Document: Figure 17 & Table X Project ID:	Type	Location	Improvement	Source
<b>G</b>	Corridor	Collins Ave (Serramonte Side)	<ul style="list-style-type: none"> <li>▪ Reduce travel lane width to promote safety, decrease speeds, and increase parking capacity.</li> <li>▪ Construct bulb-outs at existing utilities to maintain adequate sidewalk width.</li> <li>▪ Implement new green infrastructure areas.                             <ul style="list-style-type: none"> <li>• Add a push-button activated midblock RRFB crossing with a pedestrian refuge island and pedestrian crossing beacon at the location of the Ford auto service and storage lot.</li> </ul> </li> <li>▪ Create sidewalks on eastbound side of roadway from Serramonte Blvd to halfway to Junipero Serra Blvd</li> </ul>	Serramonte Boulevard and Collins Avenue Master Plan
<b>H</b>	Corridor	Junipero Serra Blvd between Southgate Ave and Westborough Blvd	<ul style="list-style-type: none"> <li>▪ Add Class IV separated bike lanes</li> </ul>	2021 C/CAG San Mateo County Comprehensive Bicycle and Pedestrian Plan

## 4.2 Education Campaign and Materials



Source: FHWA Website

As noted in the Colma Systemic Safety Analysis Report (SSAR), bicycle and pedestrian safety in the Town is a priority. The SSAR provided a summary of roadway related “safety policies, education and enforcement strategies” including the following:

## Roadway Safety Related Policies

- Town should consider developing and adopting a Vision Zero policy. The purpose of such a policy is to serve as a call for action and enable collaboration across Town functions.

## Education Strategies

Education strategies are focused on teaching road users traffic safety. The Town could apply for grants to help develop the content for these strategies. There are also materials readily available and distributed for free through national resources such as the National Highway Traffic Safety Administration (NHTSA) and additional resources noted below. Some of these resources include interactive activities, teaching notes, and information on road safety messages and concepts that can be taught at school or in off-school activities. The recommended strategies are as follows:

- Road Safety Education to Children;
- Speed Monitoring Awareness Radar Trailer; and
- Vulnerable Road User Education.

## Enforcement Strategies

Enhanced police enforcement be deployed on roadway segments with speeding-related crashes and driving under the influence of alcohol related crashes at the specific locations and during the recurring time periods identified from the crash data. The strategies recommended are as follows:

- Enhanced Police Enforcement;
- Photo Enforcement; and
- Speed Survey and Enforcement Campaigns.

## Additional Resources

The following are resources for bicycle and pedestrian safety campaigns and educational materials made available by transportation planning partners.

The Federal Highway Administration (FHWA) created a Pedestrian Safety Campaign in 2003. The campaign consists of ready-made outreach materials (TV ads, Radio Ads, pamphlets, Media Releases, etc..) that are made available for jurisdictions to download and use. The materials can be downloaded directly from FHWA website and updated to include the city's logo. More information on FHWA's Pedestrian Safety Campaign can be accessed at, <https://highways.dot.gov/safety/local-rural/national-pedestrian-safety-campaign>.

Caltrans has a dedicated bicycle and pedestrian safety webpage which includes information and resources on developing programs that improve the infrastructure for pedestrians and bicyclists throughout California. More information on the Caltrans Bicycle and Pedestrian safety initiative, please visit, <https://dot.ca.gov/programs/>.

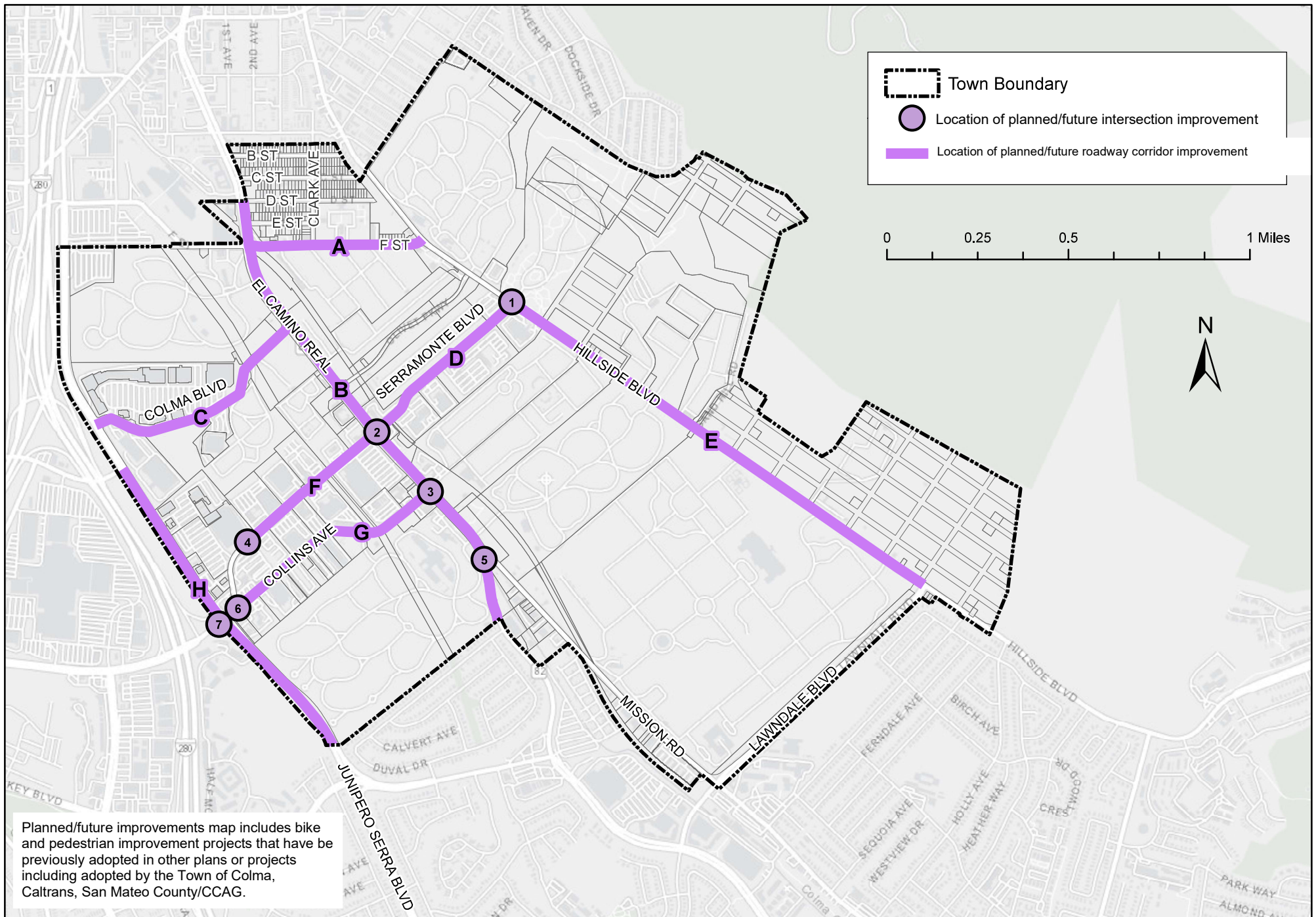
San Mateo County Office of Sustainability has developed a biking safety brochure made available on their web page. The brochure provides information on bike safety and resources for cyclists. The brochure can be downloaded at this link: [https://www.smcsustainability.org/wpfd\\_file/san-mateo-county-biking-safety-brochure/](https://www.smcsustainability.org/wpfd_file/san-mateo-county-biking-safety-brochure/).

The Silicon Valley Bike Coalition (SVBC) provides bicycle safety training and classes. The classes are provided as part of Santa Clara County Valley Transit Authority (VTA) and Measure B funding. Classes are free and can be taken either online or in person. More information on the bike safety classes can be found on the SVBC webpage at this link: <https://bikesiliconvalley.org/>.

Safe Routes to School Partnership prepared a guide that provides the necessary background information to fully understand the benefits of teaching bicycle and pedestrian education in the classroom. The guide can be downloaded at this link: [https://saferoutespartnership.org/sites/default/files/pdf/Curr\\_Guide\\_2011\\_lo.pdf](https://saferoutespartnership.org/sites/default/files/pdf/Curr_Guide_2011_lo.pdf).

Safe Routes to School Partnership also provides resources and programs for walking and bicycling traffic safety training programs. Additional information can be found at this link: <https://www.saferoutespartnership.org/state/best-practices/curriculum>.

# Figure 17 Town of Colma Planned Bicycle and Pedestrian Improvements



Planned/future improvements map includes bike and pedestrian improvement projects that have been previously adopted in other plans or projects including adopted by the Town of Colma, Caltrans, San Mateo County/CCAG.

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## 5 IMPLEMENTATION AND FUTURE FUNDING OPPORTUNITIES

### 5.1 Implementation

#### NEAR TEAM PLAN FOR BICYCLE AND PEDESTRIAN IMPROVEMENTS

The Town of Colma, with the Public Works Department as the lead for CIP program implementation, is actively working on improvement projects that enhance the roadway network in the Town of Colma for a more safe, sustainable, multimodal transportation for all users of the road. Table 6 provides a summary of ongoing Capital Improvement Projects (CIP) with information about current grant funding being utilized to complete phases of improvement projects for the Town of Colma. The Town is constantly seeking new sources of funding for its upcoming road construction projects. The Town is continuing to partner with other agencies, including the County and Caltrans, to fund and complete important CIP that include bike and pedestrian enhancements.

**Table 6**  
**Funding/Grant Status for Town of Colma Public Works (PW) Projects**  
**(As of 08/11/2023)**

Project ID (referenced in Figure 17)	Improvement Project Location:	Project Description:	Funding/Grant Status:
<b>B</b>	ECR segment A from Daly City to Mission Rd (Y Section)	Project Study Report-Project Development Support (PSR-PDS) is underway. Road diet is proposed for E.C.R Segment A from Daly City to Mission Rd (Y Section).	Measure W Highway 2021. Requested funds of \$1,800,000. Local Match of \$200,000. Total Budget of \$2,000,000
<b>B</b>	ECR Segment B from Mission Rd to South San Francisco, including "Y" section	Design and construction of ECR Segment B	Design: Pedestrian and Bicycle Program, Cycle 6 (San Mateo County Transportation Authority) Requested funds of \$670,000, Local Match of \$67,000. Total budget of \$737,000  Construction: One Bay Area Grant (OBAG3) funding, Requested Funds of \$4,649,000, Local Match of \$1,160,000. Total Budget of \$5,800,000  ECR/Mission Rd Access to Transit Multimodal Crossing Improvement: ACR/TDM Cycle 1, Requested \$162,000, Local Match of \$18,000, Total Budget of \$180,000

**Table 6**  
**Funding/Grant Status for Town of Colma Public Works (PW) Projects**  
**(As of 08/11/2023)**

Project ID (referenced in Figure 17)	Improvement Project Location:	Project Description:	Funding/Grant Status:
<b>FG</b>	Serramonte Blvd. West Phase 1 (from El Camino Real to Junipero Serra Blvd)	A Quick-build project is proposed for Serramonte Blvd. including: Traffic signal installation at Serra Center driveway (two mid-block crosswalks and RRBFs included) Road diet is proposed from ECR to Serra Center driveway. Slip-in lane improvement at Serramonte/Collins.	Pedestrian and Bicycle Program, Cycle 6. Requested funds of \$1,831,000, Local Match of \$203,500. Total Budget of \$2,035,000. Kick-off meeting August 2023.
<b>C</b>	Colma Blvd (from ECR to Best Buy/Home Depot driveways)	Road diet is proposed. Town will proceed with master plan pending grant approval by end of summer	Sustainable Transportation Planning Grant Program FY 23-24 (Caltrans). Requested funds of \$200,000. Local Match of \$25,912. Total budget of \$225,912
<b>E</b>	Hillside Blvd Improvement Project	Phase II Improvements	Funding applied for, not awarded. (Local Partnership Program, California Transportation Commission - CTC)
<b>B</b>	ECR @ Collins Ave intersection	Traffic signal installation will be considered for ECR/Collins Ave intersection as part of ECR Segment A	Part of ECR Improvement Project. No funds for Segment A, Segment B is funded
	Junipero Serra Blvd.	Pavement rehabilitation	No current grants/funding per Public Works Department. However, potential opportunity for construction of bike facility on Junipero Serra Blvd. See project <b>H</b> in Table 5.

**FUTURE OPPORTUNITIES TO IMPLEMENT BICYCLE AND PEDESTRIAN IMPROVEMENTS AND AMENITIES**

The Town has conducted an analysis of the data collected for the Master Plan to identify potential gaps in bicycle and pedestrian improvements and amenities. The following priority projects should be implemented by the Town to address these gaps:

1. Repair and ongoing maintenance of the bicycle fix-it station at the Community Center. This station provides a valuable service to cyclists, and it is important to keep it in good condition.



2. Implementation of a proposed Class IV bicycle track along Junipero Serra Blvd. (see Table 5 and Figure 17, Project H. This track would provide a safe and separated route for cyclists, and it would be a great addition to the Town's transportation network.
3. Continued coordination with Veterans Village – Mercy Housing – to plan and implement future bicycle and pedestrian facilities and amenities in proximity to the Veterans Village along Mission Road. This would improve access to public transit for Veterans and make it easier for them to get around the Town.
4. The Town should also continue to coordinate with Samtrans to implement bus accessibility and reliability enhancements along ECR.
5. Continued coordination with South San Francisco and school district to plan and implement future bicycle and pedestrian improvements for Safe Routes to School program. This would make it safer and easier for children to walk and bike to school.
6. Wayfinding signage program throughout the Town for both bicycle and pedestrian facilities and access. This would help people find their way around the Town on foot or by bicycle, and it would make it easier for them to use the Town's bicycle and pedestrian infrastructure.
7. Provide additional improvements and amenities for bicyclists and pedestrians along the entire length of Hillside Blvd.
8. See Appendix C for Goals, Policies, and Implementation Measures matrix for additional opportunities to implement bike and pedestrian improvements and amenities.

## 5.2 Grant Funding

The Town of Colma is eligible for several different types of funding opportunities available through the County, State, and Federal funding partners, related to increased pedestrian and bicycle safety and improvements. The following includes local and state funding opportunities and a summary table of federal funding opportunities.



**Source:** C/CAG Website

The OBAG3 Program was initially adopted in November 2015 and included over \$238 million in federal funds to address climate change and improve air quality in the San Francisco Bay Area over a 5-year span. The program is divided into a Regional Program that is managed by the Metropolitan Transportation Commission (MTC), the transportation planning, financing, and coordinating agency for the nine-county San Francisco Bay Area, and a County & Local Program managed by MTC in partnership with the nine Bay Area County Transportation Agencies (CTAs). The program is in its third funding cycle.

The third round of OBAG3 funds, adopted by MTC in January 2022, includes over \$730 million in federal funds for projects from 2023-2026. The program funds are expected to increase due to regional apportionments from the 2021 Bipartisan Infrastructure Law (BIL) and will be programmed as funds become available. More information will be provided by MTC on their dedicated OBAG3 webpage at this link: <https://mtc.ca.gov/funding/federal-funding/federal-highway-administration-grants/one-bay-area-grant-obag-3>.

Currently, the program includes \$375 for the Regional Program and focuses on meeting the goals of the Bay Area Plan 2050 which include climate initiatives, complete streets policy, and regional safety/vision zero policy.

The County and Local Program held its regional call projects in May 2022 and project recommendations were brought to the Commission in January 2023. The call for projects included \$375 million, applications can be viewed at MTC’s OBAG3 webpage.

**MEASURE A**

San Mateo County became a Self-Help County when its voters approved Measure A in 1988 by a 67.1% and re-authorized in 2004. Measure A is a half (½) cent sales tax for funding transportation facilities, services and programs. Measure A includes 22.5% for local streets and transportation projects and 3% for bicycle and pedestrian projects. More information on Measure A can be found at this link: <https://www.smcta.com/about-us/funding-overview/measure>.

**MEASURE M**

Measure M was approved by San Mateo County votes in 2018 and imposed an annual fee of ten dollars (\$10) on motor vehicles registered in the County. The funds, estimated at \$6.7 million annually over a 25-year period, would be used for transportation-related traffic congestion and water pollution mitigation programs.

The measure includes 50% of the funds allocated to cities/County for local streets and roads and 5% for Bicycle and pedestrian projects. More information and future project selections can be found on the C/CAG website at this link: <https://ccag.ca.gov/>.

**MEASURE W**

Measure M Ordinance was approved by San Mateo County voters in 2018 to provide the county with additional resources to improve transit and relieve traffic congestion raised from a ½ cent sales tax. Half of those funds are administered by the San Mateo County Transportation Authority (TA) while the remaining half are administered by SamTrans. The measure includes 50% of the funds allocated to County public transportation systems and 5% for Bicycle & Pedestrian projects.

A summary of both County measures related to ½ cent sales tax can be found in table below.

<p><b>Table 7</b>  <b>San Mateo County Measures related to ½ cent sales tax</b></p>	
<p><b>Measure A</b></p>	<p><b>Measure W</b></p>
<p>Funding for capital facilities only</p>	<p>Funding not limited to capital facilities and <b>can include city/area-wide pedestrian/bicycle master plans</b>, and promotion of active transportation, including safe routes to school education and encouragement programs.</p>
<p><b>Goals and Vision:</b></p>	<p><b>Core Principles</b></p> <p>a) Relieve traffic congestion countywide,</p>

**Table 7  
San Mateo County Measures related to ½ cent sales tax**

Measure A	Measure W
a) Reduce commute corridor congestion. b) Make regional connections, c) Enhance safety. d) Meet local mobility needs. e) <b>Encourage walking and bicycling.</b>	b) Invest in a financially sustainable public transportation system that increases ridership, embraces innovation, creates more transportation choices, improves travel experience, and provides quality, affordable transit options for youth, seniors, people with disabilities, and people with lower incomes. c) Implement environmentally friendly transportation solutions and projects that incorporate green stormwater infrastructure and plans for climate change. d) Promote economic vitality, economic development, and the creation of quality jobs, e) Maximize opportunities to leverage investment and services from public and private partners, f) Enhance safety and public health, g) Invest in repair and maintenance of existing and future infrastructure, h) Facilitate the reduction of VMT, travel times, and GHG emissions, i) Incorporate the inclusion and implementation of complete street policies and other strategies that encourage safe accommodation of all people using the roads, regardless of mode of travel, j) <b>Incentivize transit, bicycle, pedestrian, carpooling, and other shared-ride options over driving alone,</b> k) Maximize potential traffic reduction potential associated with the creation of housing in high-quality transit corridors...

### ACTIVE TRANSPORTATION PROGRAM (ATP)

ATP is a statewide program established by Senate Bill (SB) 99 that focuses on increasing active modes of transportation, by combining both Federal and State funds. The program originally included \$123 million a year but was recently increased by an additional \$100 million annually from Senate Bill (SB) 1’s Road Repair and Accountability Act. ATP’s goals include increasing the proportion of trips accomplished by walking and biking and is made available through the regional transportation agencies to local jurisdictions.

ATP funding supports infrastructure, non-infrastructure (education and encouragement programs), capital, quick build, and planning projects that further the purpose and goals of ATP and the Climate Action Plan for Transportation Infrastructure (CAPTI).

ATP purpose and Goals are as follows.

- Increase the proportion of trips accomplished by biking and walking.
- Increase the safety and mobility for nonmotorized users.



Source: California Transportation Commission

- Advance the active transportation efforts of regional agencies to achieve greenhouse gas reduction goals as established pursuant to SB 375 (Chapter 728, Statutes of 2008) and SB 391 (Chapter 585, Statutes of 2009).
- Enhance public health, including reduction of childhood obesity through the use of programs including, but not limited to, projects eligible for Safe Routes to School Program funding.
- Ensure that disadvantaged communities fully share in the benefits of the program.
- Provide a broad spectrum of projects to benefit many types of active transportation users.

ATP is its sixth cycle and is administered by the California Transportation Commission (CTC), bi-annual apportionments and guidelines are released through the CTC website. at this link: <https://catc.ca.gov/>.

## VEHICLE TRIP REDUCTION GRANT PROGRAM

The Vehicle Trip Reduction Grant Program is funded through the Air District's Transportation Fund for Clean Air Regional Fund and is made available within the nine counties in the Bay Area. The funds focused on projects that improve air quality and reduce GHG emissions by reducing vehicle trips and miles traveled. Qualifying projects include bicycle facility projects that promote active transportation methods for residents and commuters.

The program is currently closed but more information will be posted on the Bay Area Air Quality Management District website at this link: <https://www.baaqmd.gov/>

## LOCAL STREETS AND ROAD PROGRAM



**Source:** California Transportation Commission

Local Streets and Roads Program (LSRP) is funded through SB1 and makes approximately \$1.5 billion available for basic road maintenance, rehabilitation, and critical safety projects on the local streets and roads system. The funds are apportioned annually by the State Controller's Office (SCO) but administered by CTC. Cities and Counties must submit their proposed project to CTC for project approval before being awarded their allocated funds.

The annual cycle begins in the fall, FY22-23 Program Cycle commenced August 2022.

## SAFE ROUTES TO SCHOOL PROGRAMS

Safe Routes to School (SRTS) promotes walking and bicycling to school by improving infrastructure, safety education, and providing incentives for walking and bicycling. The program is administered by C/CAG who partners with San Mateo Office of Education as lead agency for day-to-day operations. The C/CAG provides the foundation for SRTS through funding from the federal Congestion Mitigation and Air Quality Improvement Program (CMAQ) and Local Measure M funds. In the 2021-2022 school year, 19 grantees from San Mateo County school districts were awarded \$236,000 in non-infrastructure funding from the San Mateo County C/CAG and \$105,000 from the San Mateo County Transportation Authority (TA) for infrastructure and special projects. More information on the next funding cycle can be accessed on C/CAG's Safe Route to Schools webpage at this link: <https://ccag.ca.gov/programs/transportation-programs/safe-routes-to-school/>.

## **HIGHWAY SAFETY IMPROVEMENT PROGRAM (HSIP)**

HSIP is a federally funded program with three different components, Strategic Highway Safety Plan (SHSP), Program of Highway Safety Improvement Projects, and Railroad-Highway Grade Crossing Program all of which are administered by the California Department of Transportation (Caltrans) and local partners. The Program of Highway Safety Improvement Projects focuses on addressing the safety concerns on state highway systems and local roadways through engineering projects. Information on the next funding cycle and program guidelines can be found on the Caltrans HSIP webpage at this link: <https://dot.ca.gov/programs/safety-programs/hsip>.

## **URBAN GREENING PROGRAM**

Urban Greening Program was created through SB 859 in 2016, to help meet AB32 goals of reducing GHG levels by 2020 and continues through SB32's goals of reducing GHG levels by 2030. These funds are made available to a city, county, special district, non-profit, or an agency formed through the Joint Exercise of Powers Act.

Priority is given to projects that support SB 859, and those that provide benefits to disadvantaged communities. Eligible projects include non-motorized urban trails that provide safe routes for travel between residences, workplaces, commercial centers, and schools; recreational trails; and tree-canopy/shade trees.

Future calls for projects and project information can be found at this link: <https://resources.ca.gov/grants/urban-greening/>.

## **BICYCLE & PEDESTRIAN FUNDS TRANSPORTATION DEVELOPMENT ACT ARTICLE 3 (TDA 3)**

Transportation Development Act Article 3 (TDA 3) funds provide annual funding for bicycle and pedestrian projects through MTC's annual TDA call for projects. Projects applications are submitted to MTC and reviewed by the City or County Bicycle Advisory Committee before project selection. TDA 3 focuses on projects that encourage and improve bicycling and walking conditions in San Mateo County, reduce commute corridor congestion, make regional connections, enhance safety, and meet local mobility needs.

Policies and procedures can be found on MTC's website, <https://mtc.ca.gov/funding/regional-funding/tda-sta/bicycle-pedestrian-funds-tda-3>.

## **SAFE STREETS AND ROADS FOR ALL (SS4A) GRANT PROGRAM**

The SS4A grant program was established by the Bipartisan Infrastructure Law (BIL), the Infrastructure Investment and Jobs Act (2021), and provides over \$5 billion dollars in grant funding over the next five (5) years. The program is broken down into two components, action plan grants and implementation grants, both with the goal to reach zero deaths and serious injuries on the roadways.

SS4A supports planning, infrastructure, behavioral, and operational initiatives to prevent death and serious injury on roads and streets involving all roadway users, including pedestrians; bicyclists; public transportation; and micromobility users.

The first round of funding allocated \$800 million to 474 projects. The Notice of Funding Opportunity (NOFO) for the second round of funding (fiscal year 2023) was open through July 10, 2023.

## **SURFACE TRANSPORTATION BLOCK GRANT PROGRAM (STBG)**

STBG funds are apportioned through the BIL and apportioned by the Federal highway Administration (FHWA). Funds are available through Caltrans for cities, counties, and other local agencies recognized by Caltrans through a master agreement. STBG provides flexible funds for a wide variety of projects that improve public road, pedestrian and bicycle infrastructure such as trails, sidewalks, bike lanes, crosswalks, pedestrian signals, and other ancillary facilities. Modification of sidewalks to comply with the requirements of the Americans with Disabilities Act (ADA) is also an eligible activity.

More information is available on the FHWA webpage at this link: <https://www.fhwa.dot.gov/specialfunding/stp/>.

## **CONGESTION MITIGATION AND AIR QUALITY (CMAQ) IMPROVEMENT PROGRAM**

CMAQ funds are made available for projects and programs in air quality nonattainment and maintenance areas for ozone, carbon monoxide, and particulate matter which reduce transportation related emissions. Funds can be used to build pedestrian and bicycle facilities that reduce travel by automobile. These funds are administered by Caltrans; however, Caltrans assigns a significant portion of the CMAQ to MTC to be used at their own discretion, subject to federal regulations.

MTC develops policies and requirements associated with the programming of STP and CMAQ funds and delegates the management of the program, at the county level, to CMAs (Congestion Management Agency). CMAs perform project solicitations, selection, and programming in the county. Program details can be found on MTC's webpage at this link: <https://ccag.ca.gov/funding/federal/>

## **OFFICE OF TRAFFIC SAFETY (OTS) GRANTS**

The OTS Highway Safety Program grants are administered by California Office of Traffic Safety OTS, California's lead traffic safety organization. Funds are made available annually, with project announcements in December. The funds are made available to public entities whose projects focus on the National Highway Program Priority Areas with include roadway safety, traffic, and pedestrian & bicycle safety. Full project details can be found on the California Office of Traffic Safety webpage at this link: <https://www.ots.ca.gov/grant-program-manual/?emrc=63f01c34aa8c7>.

## **LOCAL GRANT PROGRAM**

The Local Grant Program is part of the Clean California Beautification Projects administered by Caltrans. The programs provide funds to clean and beautify public spaces and underserved communities through its goals and objectives. The Local Grant Program goals include enhancing public health by improving public spaces for walking and recreation. The Local Grant Program is in its second funding cycle (as of February 2023). Project information can be accessed via the Caltrans Local Grants Program webpage at this link: <https://cleancalifornia.dot.ca.gov/local-grants/local-grant-program>.

## **SUSTAINABLE TRANSPORTATION PLANNING GRANTS**

The Sustainable Transportation Planning Grant Program is derived from SB 1 with approximately \$25 million in funds being made available annually. The program is administered by Caltrans and focuses on providing safe and reliable transportation networks for all. Eligible projects include active transportation initiatives, bike and pedestrian safety plans and or studies, complete streets projects, context-sensitive streetscapes or town center plans, and plans that advance the initiative to reduce SOV trips.

The program is broken down into three separate grants, Sustainable Communities Competitive, Sustainable Formula, and Climate Adaption Planning and funds are made available annually through a call for projects. Annual call for projects and guidelines can be found on the Caltrans web page at this link: <https://dot.ca.gov/programs/transportation-planning/division-of-transportation-planning/regional-and-community-planning/sustainable-transportation-planning-grants>.

## **CLEAN MOBILITY VOUCHERS**

The Clean Mobility Options Pilot Program (CMO) provides funding for two types of projects: clean mobility projects and community transportation needs assessments for government entities, non-profit organizations and California Native American Tribal Governments. Clean Mobility projects include bike sharing and ride-on-demand services, that fill a community's transportation gaps and provide access to key destinations. To qualify for funding, applicants must include a recent Community Transportation Needs Assessments (Needs Assessment) which identifies and develops community-driven solutions that address their unique transportation needs. The Needs Assessment can be funded with the second set of funding provided by CMO Vouchers.

The program closed Dec 7, 2022, with project announcements scheduled for early 2023. More information on the funding available and future calls for projects can be found via the clean mobility website at this link: <https://cleanmobilityoptions.org/>.

## **FEDERAL FUNDING OPPORTUNITIES:**

Figure 18 Federal USDOT Funding Sources provides a summary table of federal funding opportunities and key terminology for bicycle and pedestrian infrastructure, amenities and policy activity from the United State Department of Transportation (USDOT).

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# Figure 18 Federal USDOT Funding Sources

## Federal USDOT Funding Sources

### Pedestrian and Bicycle Funding Opportunities: U.S. Department of Transportation Transit, Safety, and Highway Funds

September 9, 2022

This table indicates potential eligibility for pedestrian and bicycle activities and projects under U.S. Department of Transportation surface transportation funding programs. Activities and projects need to meet program eligibility requirements. See notes and basic program requirements below, with links to program information. Project sponsors should integrate the safety, accessibility, equity, and convenience of walking and bicycling into surface transportation projects.

<b>Pedestrian and Bicycle Funding Opportunities: U.S. Department of Transportation Transit, Safety, and Highway Funds</b>																													
Key: \$ = Activity may be eligible. Restrictions may apply, see program notes and guidance. ~\$ = Eligible, but not competitive unless part of a larger project.																													
Activity or Project Type	OST Programs					Federal Transit					NHTSA		Federal Highway Administration																
	RAISE	INFRA	RCP	SS4A	Thrive	RRIF	TIFIA	FTA	ATI	TOD	AoPP	402	405	BFP BIP BRR	CRP	CMAQ	HSIP	RHCP	NHPP	PRO TECT	STBG	TA	RTP	SRTS	PLAN	NSBP	FLTP	TTP	TTPSE
Access enhancements to public transportation (benches, bus pads)	\$	\$	\$	\$		~\$	~\$	\$	\$		~\$				\$	\$			\$	\$	\$	\$			\$	\$	\$		
Americans with Disabilities Act (ADA)/504 Self Evaluation / Transition Plan				\$	TA					\$	\$				\$						\$	\$	\$		\$		\$	\$	
Barrier removal for ADA compliance	\$	\$	\$	\$		~\$	~\$	\$	\$	~\$	~\$			\$	\$				\$	\$	\$	\$	\$	\$		\$	\$	\$	
Bicycle plans			~\$	\$				\$		\$	\$				\$						\$	\$	\$		\$		\$	\$	\$
Bicycle helmets (project or training related)												\$									\$	SSRTS		\$				\$	
Bicycle helmets (safety promotion)																					\$	SSRTS		\$					\$
Bicycle lanes on road	~\$	~\$	\$	\$		~\$	~\$	\$	\$		~\$				\$	\$	\$	\$	\$	\$	\$	\$		\$		\$	\$	\$	
Bicycle parking (see <a href="#">Bicycle Parking Solutions</a> )	~\$	~\$	\$	\$		~\$	\$	\$	\$		~\$				\$	\$			\$		\$	\$	\$	\$		\$	\$	\$	
Bike racks on transit	~\$		\$	~\$			~\$	\$	\$		~\$				\$	\$					\$	\$					\$	\$	
Bicycle repair station (air pump, simple tools)	~\$		\$	~\$		~\$	~\$	\$	\$						\$						\$	\$					\$	\$	
Bicycle share (capital and equipment; not operations)	~\$	~\$	\$	~\$		~\$	~\$	\$	\$						\$	\$			\$		\$	\$					\$	\$	
Bicycle storage or service centers (example: at transit hubs)	~\$		\$	~\$		~\$	\$	\$	\$						\$	\$					\$	\$					\$	\$	
Bridges / overcrossings for pedestrians and/or bicyclists	\$	\$	\$	\$		~\$	~\$	\$	\$					\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$			\$	\$	\$
Bus shelters and benches	\$	\$	\$	~\$		~\$	~\$	\$	\$						\$	\$			\$	\$	\$	\$				\$	\$	\$	
Coordinator positions (State or local) (limits on CMAQ and STBG)				\$							\$					\$					\$	SSRTS		\$					\$
Community Capacity Building (develop organizational skills/processes)				\$	TA					\$	\$														\$				\$
Crosswalks for pedestrians, pedestrian refuge islands (new or retrofit)	\$	\$	\$	\$		~\$	~\$	\$	\$						\$	~\$	\$	\$	\$	\$	\$	\$	\$	\$		\$	\$	\$	\$
Curb ramps	\$	\$	\$	\$		~\$	~\$	\$	\$						\$	\$	~\$	\$	\$	\$	\$	\$	\$	\$		\$	\$	\$	\$
Counting equipment		\$	\$	\$			~\$	\$	\$										\$		\$	\$	\$	\$	\$		\$	\$	\$
Data collection and monitoring for pedestrians and/or bicyclists	\$	\$	\$	\$			~\$	\$	\$	\$					\$			\$		\$	\$	\$	\$	\$	\$		\$	\$	\$
Emergency and evacuation routes for pedestrians and/or bicyclists	\$	\$	\$	~\$			\$	\$	\$	~\$	~\$				\$				\$	\$	\$	\$	\$	\$			\$	\$	
Historic preservation (pedestrian and bicycle and transit facilities)	~\$		~\$	~\$		~\$	~\$	\$	\$		~\$				\$						\$	\$				\$	\$	\$	
Landscaping, streetscaping (pedestrian/bicycle route; transit access); related amenities (benches, water fountains); usually part of larger project	~\$	~\$	~\$	~\$		~\$	~\$	\$	\$	~\$	~\$				\$				~\$	\$	\$	\$					\$	\$	
Lighting (pedestrian and bicyclist scale associated with pedestrian/bicyclist project)	\$	\$	\$	\$		~\$	~\$	\$	\$		~\$				\$	~\$	\$	\$	\$	\$	\$	\$	\$	\$		\$	\$	\$	\$
Maps (for pedestrians and/or bicyclists)				\$				\$	\$	\$	~\$				\$	\$					\$	\$		\$	\$		\$	\$	
Micromobility projects (including scooter share)	\$		\$	~\$		~\$	~\$				~\$				\$	\$					\$	\$					\$	\$	
Paved shoulders for pedestrian and/or bicyclist use	\$	~\$	\$	\$		~\$	~\$								\$	\$	\$	\$	\$	\$	\$	\$	\$	\$		\$	\$	\$	
Pedestrian plans	\$	~\$	~\$	\$				\$		\$	\$				\$						\$	\$	\$	\$	\$		\$	\$	\$
Rail at-grade crossings	\$	\$	\$	~\$		\$	\$	\$	\$						\$			\$	\$	\$	\$	\$	\$	\$			\$	\$	\$
Recreational trails	\$		\$	~\$			~\$														\$	\$	\$	\$		\$	\$	\$	
Resilience Improvements for pedestrians and bicyclists	\$	\$	\$	~\$		~\$	~\$			\$	~\$			~\$	~\$	~\$			\$	\$	\$	\$	\$	\$		\$	\$	\$	
Road Diets (pedestrian and bicycle portions)	\$	\$	\$	\$		~\$	\$								\$	\$	\$		\$	\$	\$	\$		\$			\$	\$	\$

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## 6

## REFERENCES

Day-Kapell, Hannah, Kristen Haukom, David Wasserman, and Grace Young. Rep. San Mateo County Safe Routes to School High Injury Network Report, n.d.

Ohlund, Hannah, Siba El-Samra, Claudia Adiazola-Steil, Giovanni Zayas, and Felipe Targa. “Invest in Walking and Cycling for Sustainable, Safe Cities. Here’s How.” World Resources Institute, December 3, 2021. <https://www.wri.org/insights/invest-walking-cycling-sustainable-safe-cities>.

StreetLight Data, April 3, 2023. <https://www.streetlightdata.com/>.

References by Document	
Document Name	Link to access the document
Colma El Camino Real Pedestrian & Bicycle Improvement Plan	<a href="https://www.colma.ca.gov/documents/ecr-improvement-plan/">https://www.colma.ca.gov/documents/ecr-improvement-plan/</a>
Serramonte Boulevard Collins Avenue Master Plan	<a href="https://www.colma.ca.gov/documents/serramonte-boulevard-collins-avenue-master-plan/">https://www.colma.ca.gov/documents/serramonte-boulevard-collins-avenue-master-plan/</a>
Town of Colma Land Use and Urban Design Strategy	<a href="https://www.colma.ca.gov/documents/land-use-urban-design-strategy/">https://www.colma.ca.gov/documents/land-use-urban-design-strategy/</a>
Town of Colma Transportation Safety Action Plan Final Systemic Safety Analysis Report (SSAR), 2018	<a href="https://storage.googleapis.com/proudcity/colmaca/uploads/2017/06/RFP-SSAR-Town-of-Colma.pdf">https://storage.googleapis.com/proudcity/colmaca/uploads/2017/06/RFP-SSAR-Town-of-Colma.pdf</a>
California Transportation Plan 2040	<a href="https://dot.ca.gov/-/media/dot-media/programs/transportation-planning/documents/f0004899_ctp2040_a11y.pdf">https://dot.ca.gov/-/media/dot-media/programs/transportation-planning/documents/f0004899_ctp2040_a11y.pdf</a>
Grand Boulevard Initiative Multimodal Transportation Corridor Plan	<a href="https://grandboulevard.net/projects/multi-modal-corridor-plan">https://grandboulevard.net/projects/multi-modal-corridor-plan</a>
Caltrans District 4 Bike Plan for the San Francisco Bay Area	<a href="https://dot.ca.gov/caltrans-near-me/district-4/d4-popular-links/d4-bike-plan">https://dot.ca.gov/caltrans-near-me/district-4/d4-popular-links/d4-bike-plan</a>
San Mateo County Comprehensive Bicycle and Pedestrian Plan	<a href="https://performance.smcgov.org/Livable-Community/San-Mateo-County-Comprehensive-Bicycle-and-Pedestr/r4g3-aghc">https://performance.smcgov.org/Livable-Community/San-Mateo-County-Comprehensive-Bicycle-and-Pedestr/r4g3-aghc</a>
The Town of Colma General Plan 2040	<a href="https://www.colma.ca.gov/2040-general-plan/">https://www.colma.ca.gov/2040-general-plan/</a>
Hillside Boulevard Complete Streets Improvement Project Phase I	<a href="https://www.colma.ca.gov/documents/hillside-boulevard-complete-streets-phase-i/">https://www.colma.ca.gov/documents/hillside-boulevard-complete-streets-phase-i/</a>
Hillside Boulevard Complete Streets Improvement Project Phase II	<a href="https://www.colma.ca.gov/documents/hillside-boulevard-complete-streets-improvement-project-phase-ii/">https://www.colma.ca.gov/documents/hillside-boulevard-complete-streets-improvement-project-phase-ii/</a>
Mission Road Bicycle and Pedestrian Improvements Project	<a href="https://www.colma.ca.gov/documents/mission-road-bicycle-and-pedestrian-improvements-project/">https://www.colma.ca.gov/documents/mission-road-bicycle-and-pedestrian-improvements-project/</a>
Active South City is the Bicycle and Pedestrian Master Plan	<a href="https://activesouthcity.com/">https://activesouthcity.com/</a>

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# Appendix A

Design Guidelines and Resources



## SHARED MICROMOBILITY

National Association of City Transportation Officials (NACTO)'s Guidelines for Regulating Shared Micromobility outlines best practices for cities and public entities regulating and managing shared micromobility services on their streets. Its recommendations were developed to reflect the wide variety of experiences that North American cities have had in regulating and managing shared micromobility. This document is explicitly meant to help cities establish guidelines for formal management of public-use mobility options that are not managed through traditional procurement processes (the management mechanism for most docked bike share programs in North America). The rapid growth in the number of shared micromobility trips and the introduction of e-scooters has required cities to focus new attention on how best to regulate these new services in order to achieve the best public outcomes. [https://nacto.org/wpcontent/uploads/2019/09/NACTO\\_Shared\\_Micromobility\\_Guidelines\\_Web.pdf](https://nacto.org/wpcontent/uploads/2019/09/NACTO_Shared_Micromobility_Guidelines_Web.pdf).

Lyft's Annual Multimodal Report can be found at this link: <https://www.lyft.com/impact/multimodal-report>.

## BICYCLE

Caltrans Class IV Bikeway Guidance (Separated Bikeways/Cycle Tracks) at this link: <https://dot.ca.gov/-/media/dot-media/programs/design/documents/dib-89-02-final-a11y.pdf>

Caltrans Highway Design Manual Chapter 1000 for Bicycle Transportation Design at this link: <https://dot.ca.gov/-/media/dot-media/programs/design/documents/chp1000-a11y.pdf>

Pocket Guide to Bike Parking (bike storage) at this link: <http://www.mikeontraffic.com/pocket-guide-bike-parking/>

## WALKING/PEDESTRIAN

AARP Walk Audit Tool Kit has been created for use by individuals, local leaders, large groups and teams of just two people. The toolkit can be used by anyone who is concerned about the safety and walkability of a street, neighborhood or community. A copy of the tool kit can be found at this link: <https://www.aarp.org/content/dam/aarp/livable-communities/getting-around/2022/AARP%20Walk%20Audit%20Tool%20Kit-singles-1302023.pdf>

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# Appendix B

Survey Results



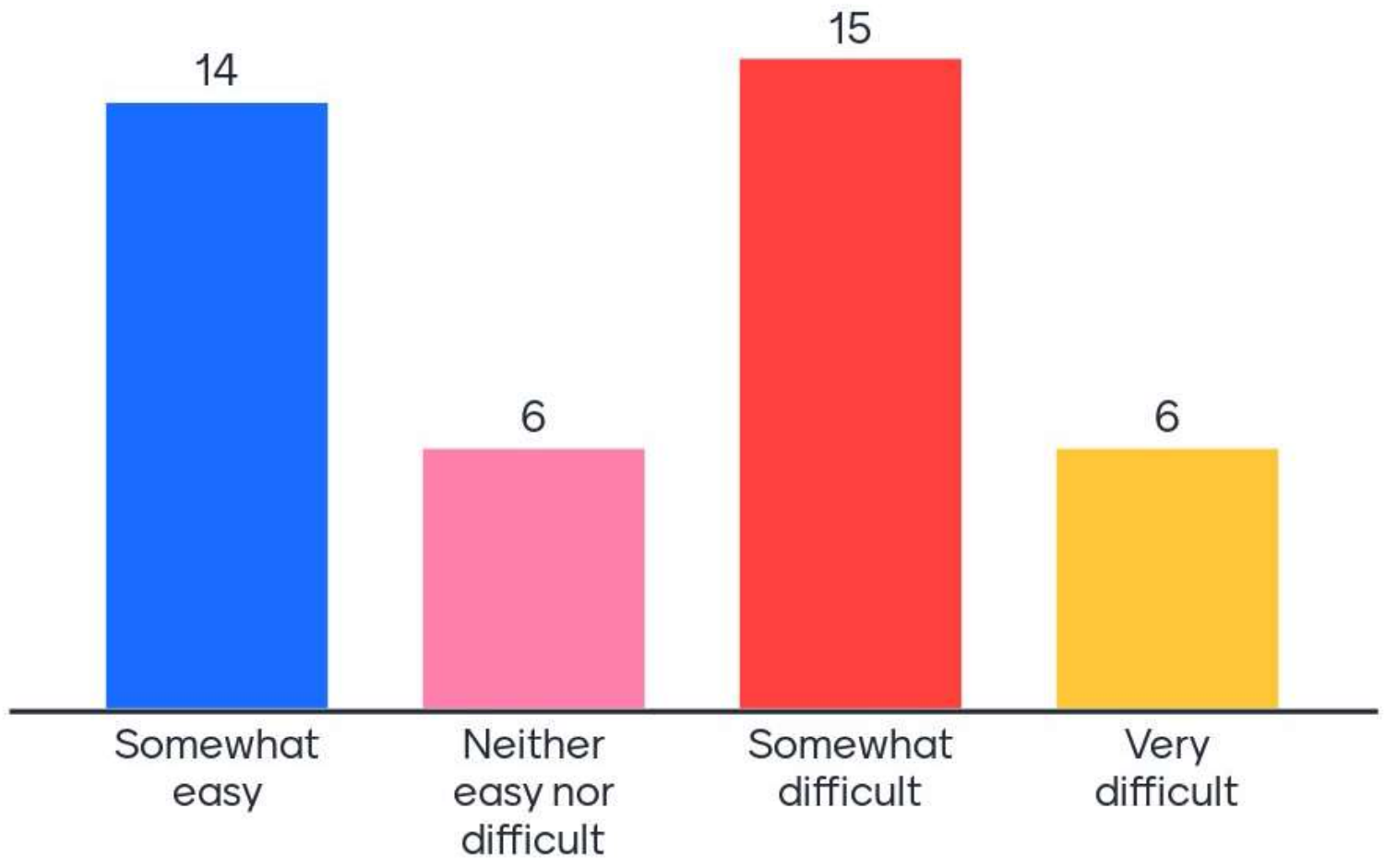
# Active Colma

Bicycle & Pedestrian Master Plan

Community Outreach

Click next to start the survey

# How easy or difficult is it to bike or walk in your community?



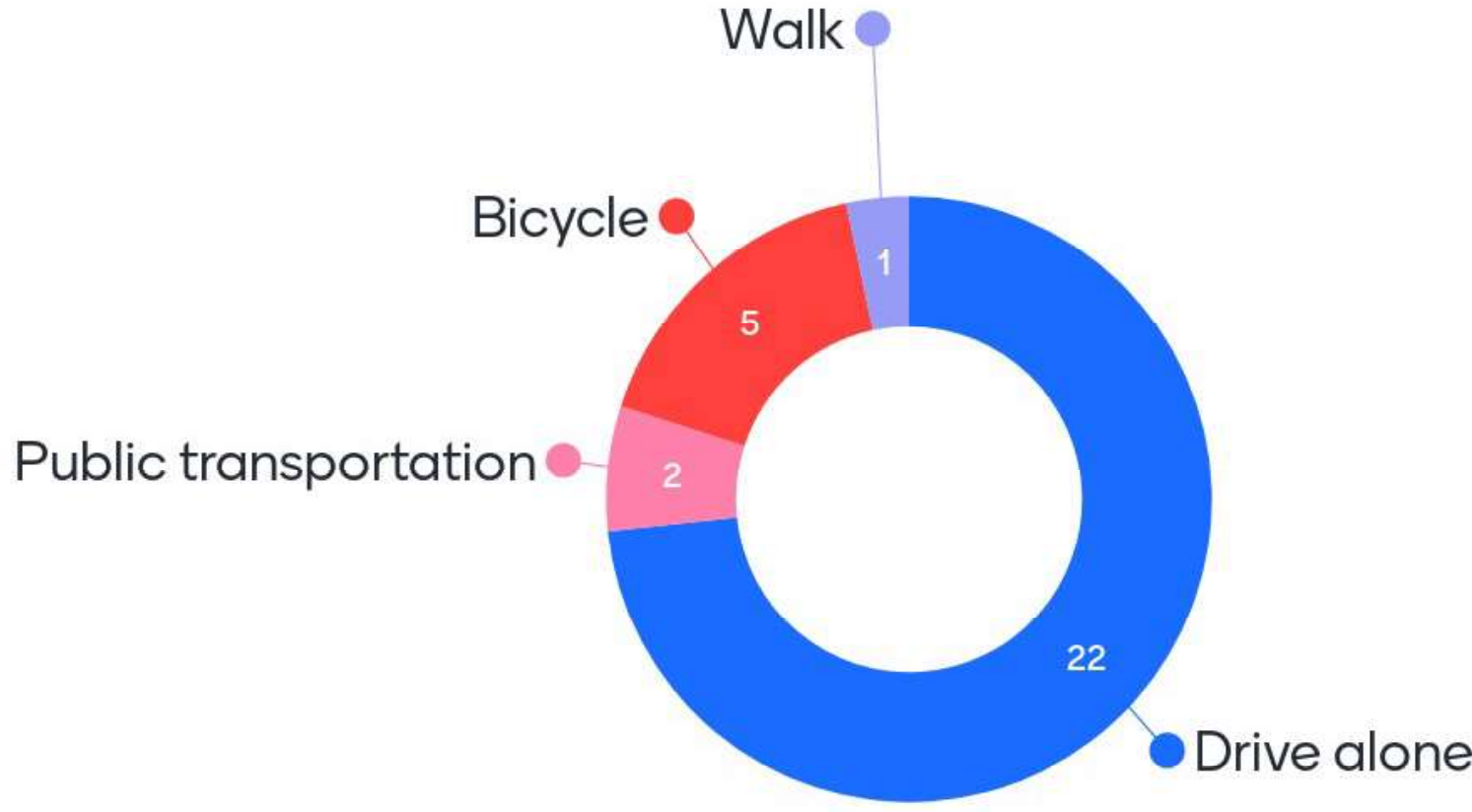
# What are three most important things that the city can do to improve the bicycle and pedestrian network in your neighborhood or city-wide?



# What are some specific facilities needed to encourage more bicycle and pedestrian transportation?



# How do you commute to work/school (if you commute at least 3 days per week)?



# If you ride a bicycle (for any purpose), what are your reasons? Check all that apply.



Fitness



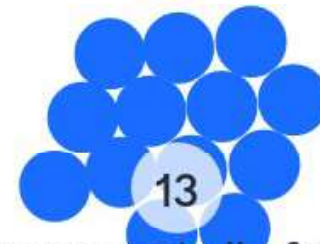
Fun



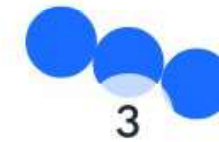
Save money



To avoid traffic



Environmentally friendly



Only option; I don't have a vehicle

0

Don't know how to drive



1

Transit stops too far away

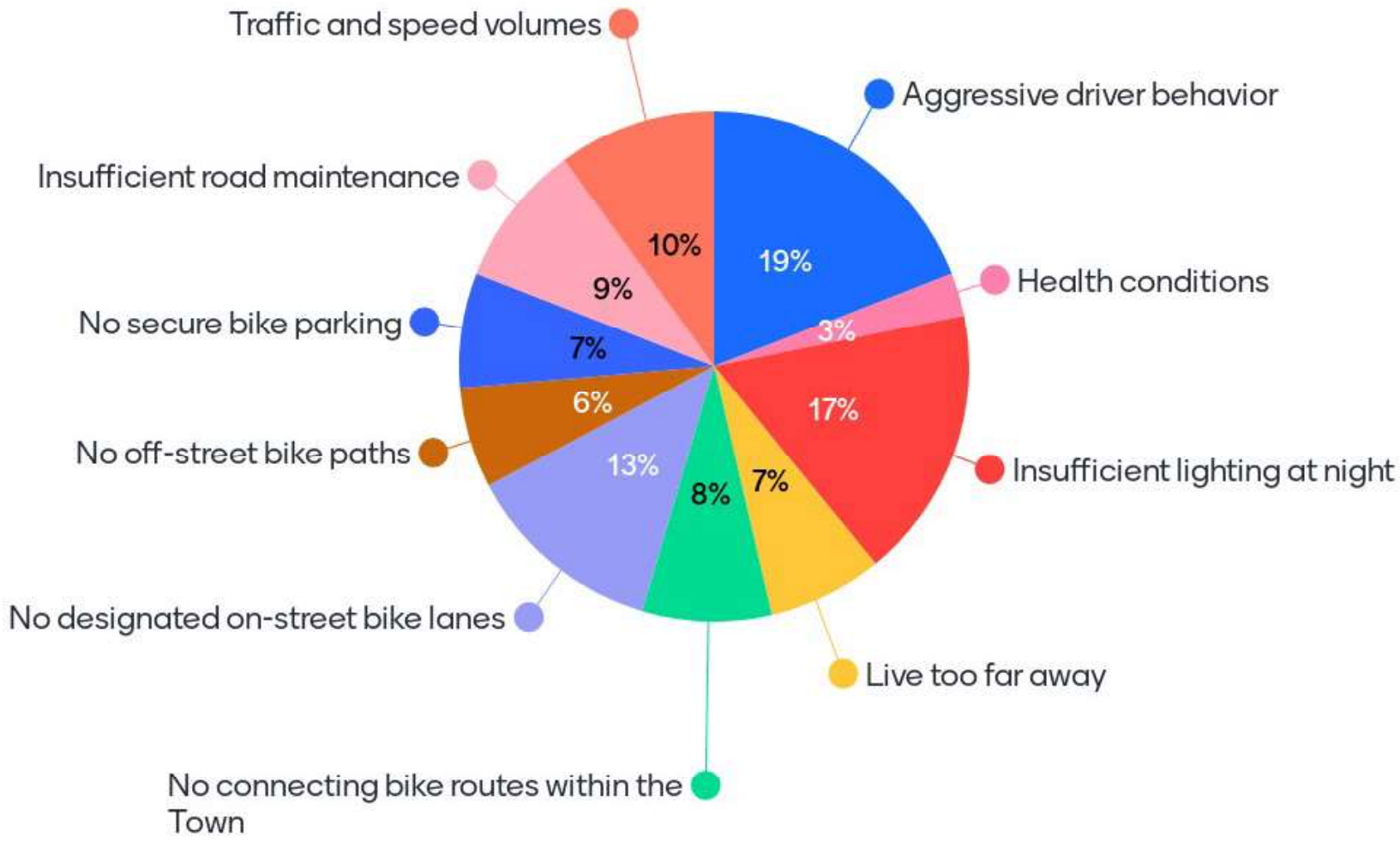


1

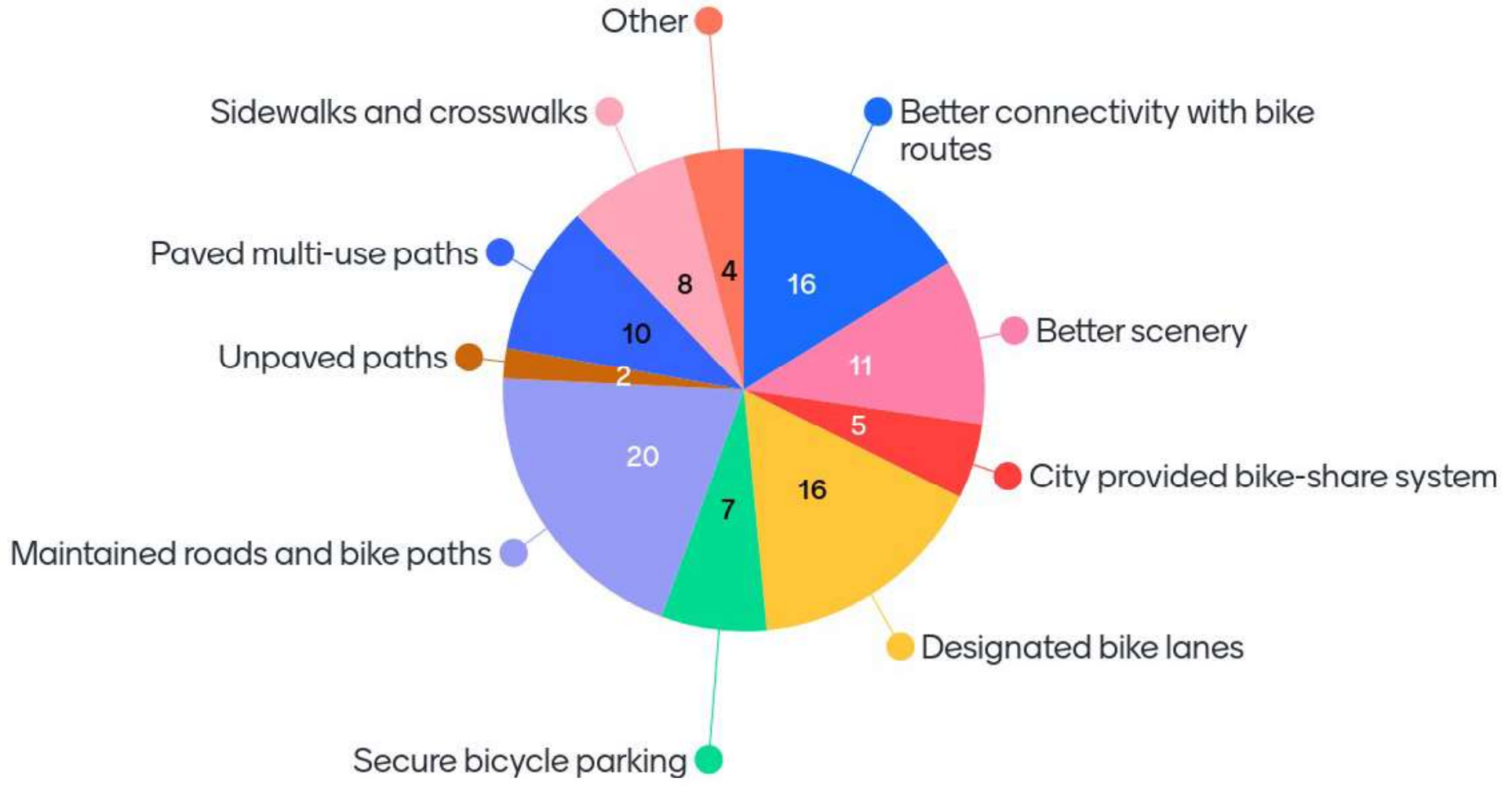
Transit is not available at night



# What are some discouraging factors limiting bicycling?



# What amenities would encourage you to bike or walk more? Check all that applies.



If "other" was selected in Question #7, please provide your recommendations for amenities to encourage walking or biking.

7 Answers

Problem intersection: Old Mission Road x Mission Road x El Camino Real. Bicyclist on Mission Road southbound must cross ECR to Old Mission Road. Suggest making Serramonte Blvd x Mission Road intersection a scramble crosswalk.

Traffic separation

Family friendly options

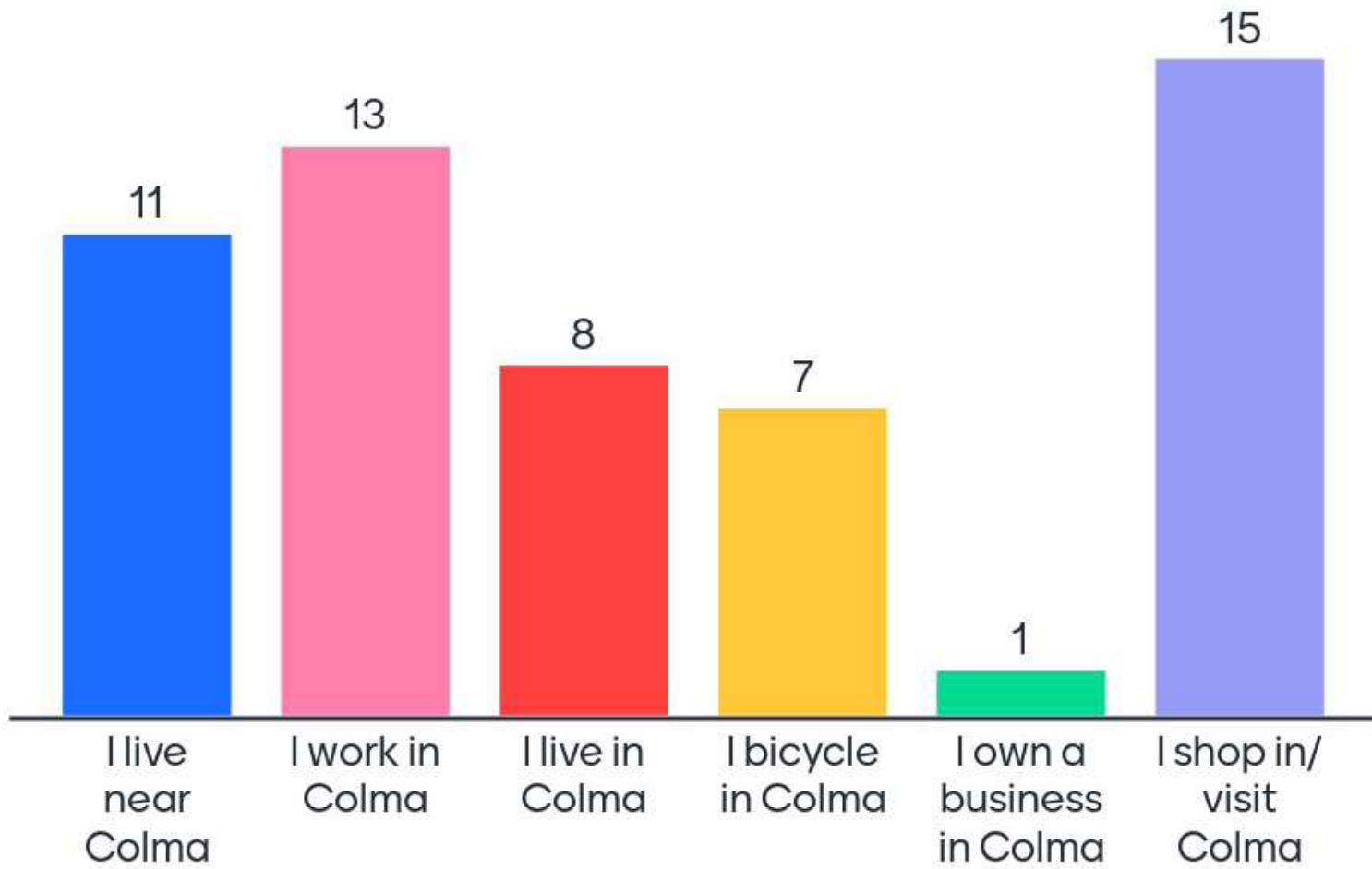
which one is #7 ?

No need to bike

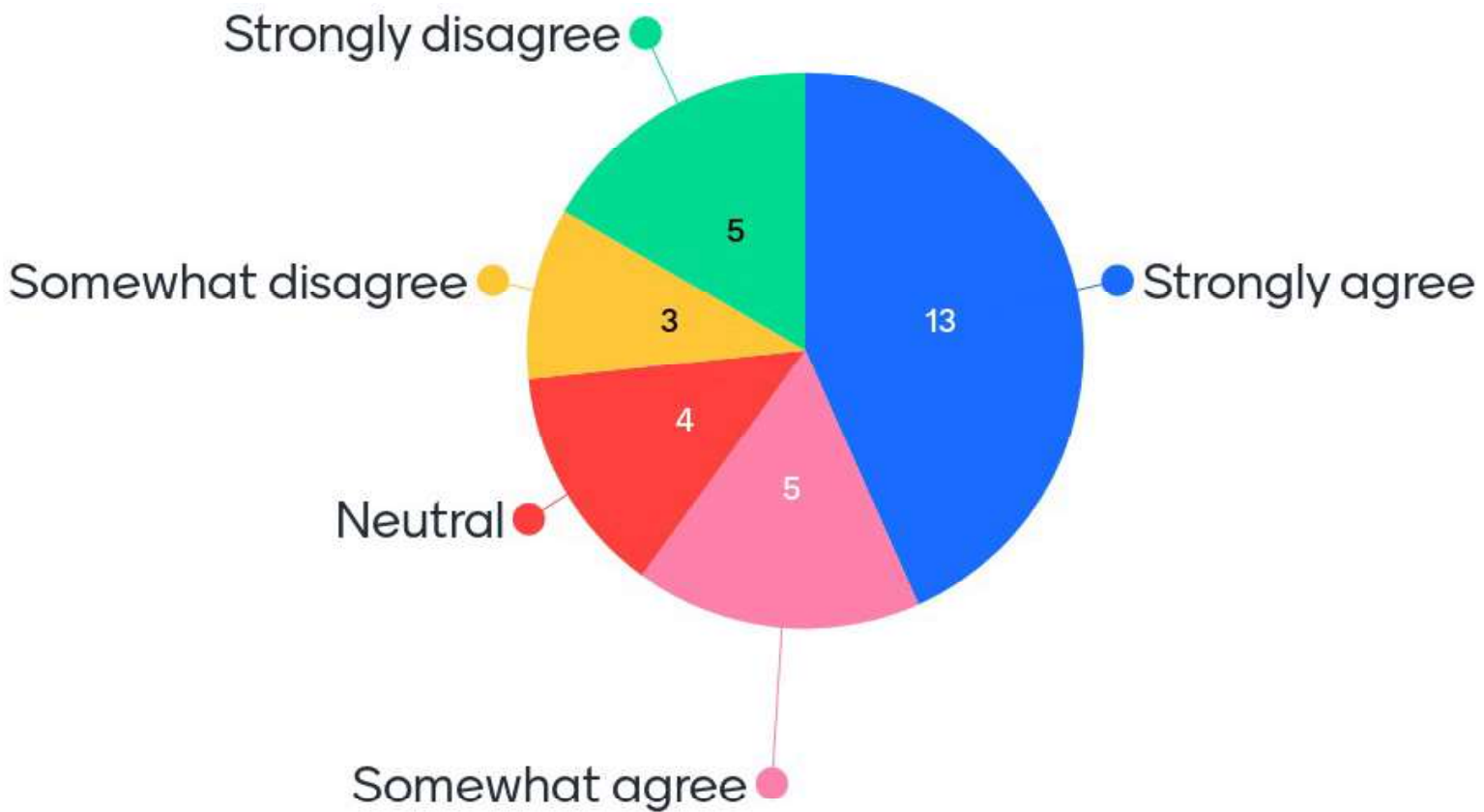
Signage

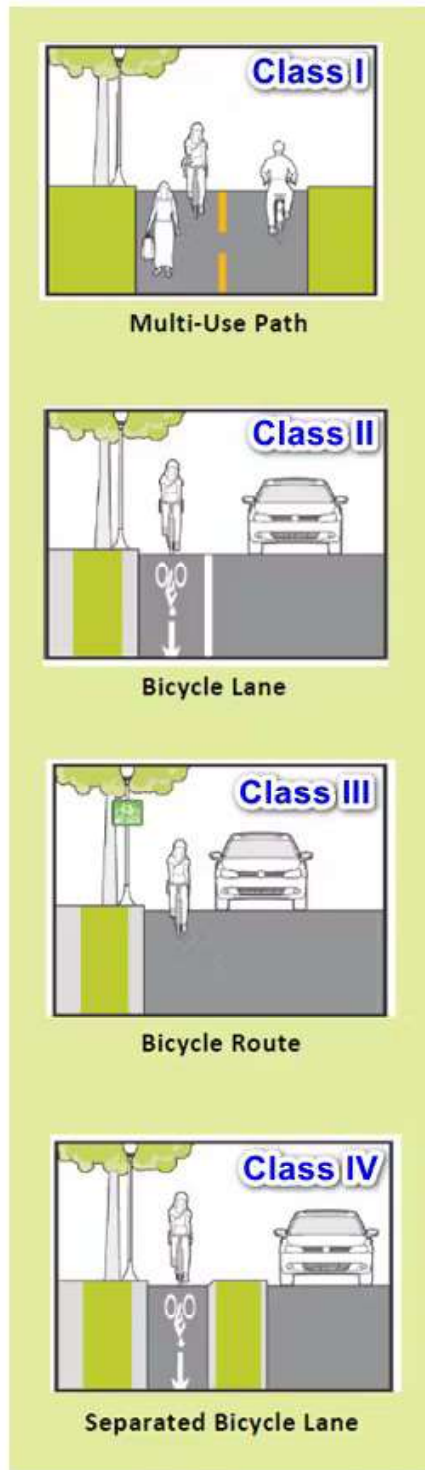
N/a

# Please describe your connection to the Town of Colma (check all that applies).

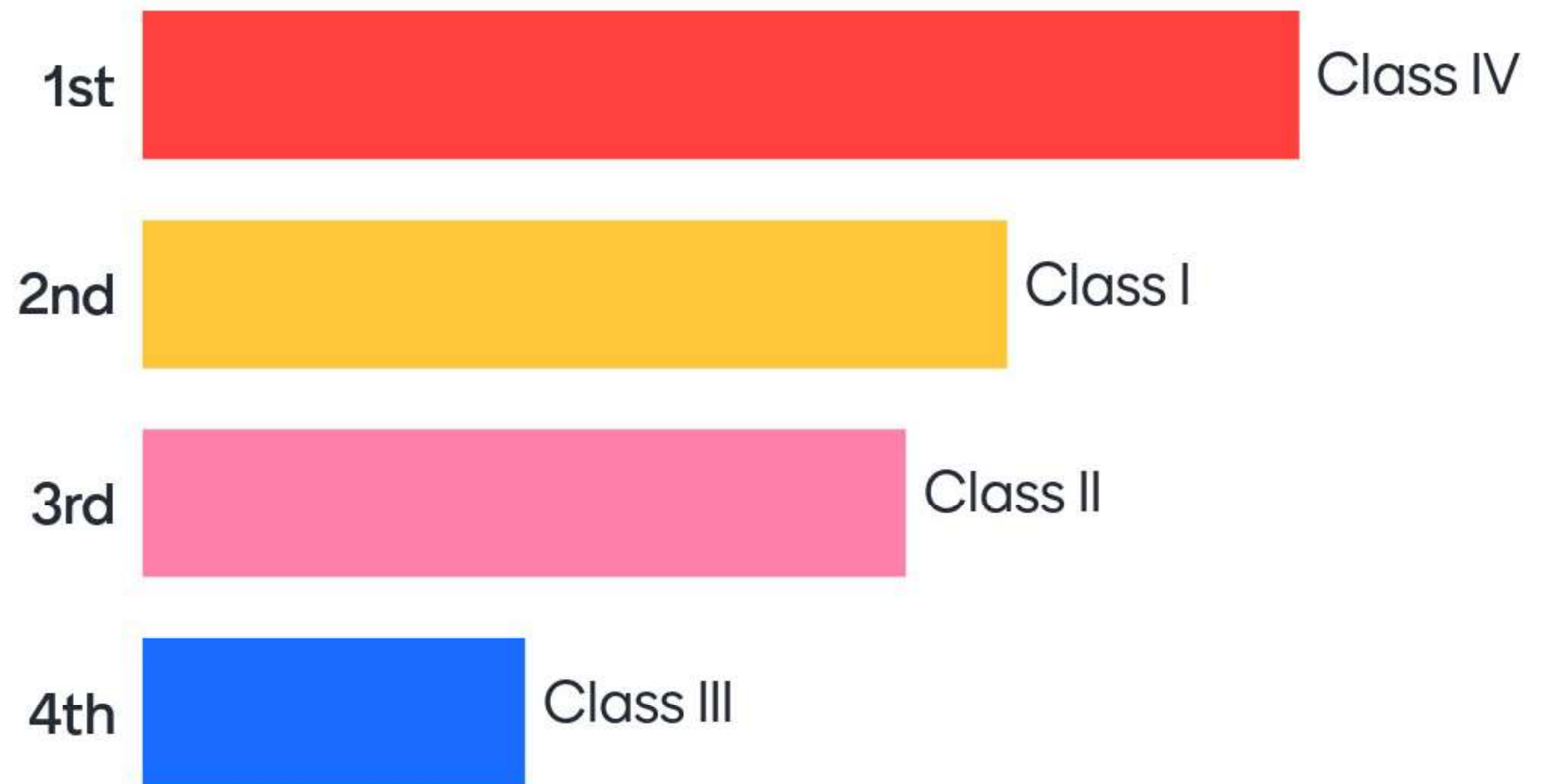


Do you agree/disagree with the following statement: "I would like to travel by bicycle more often for my daily commute, errands, or other activities."

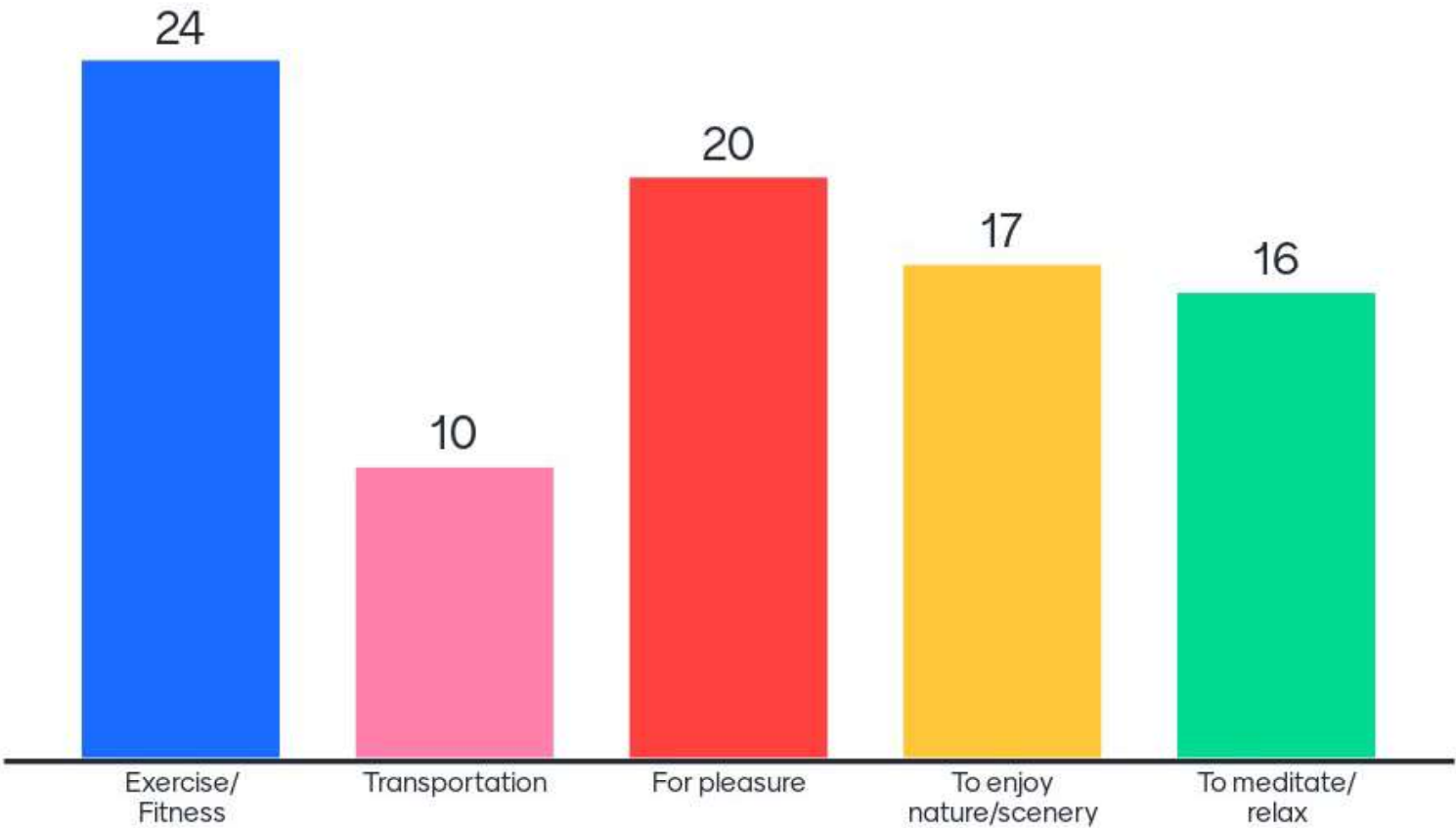




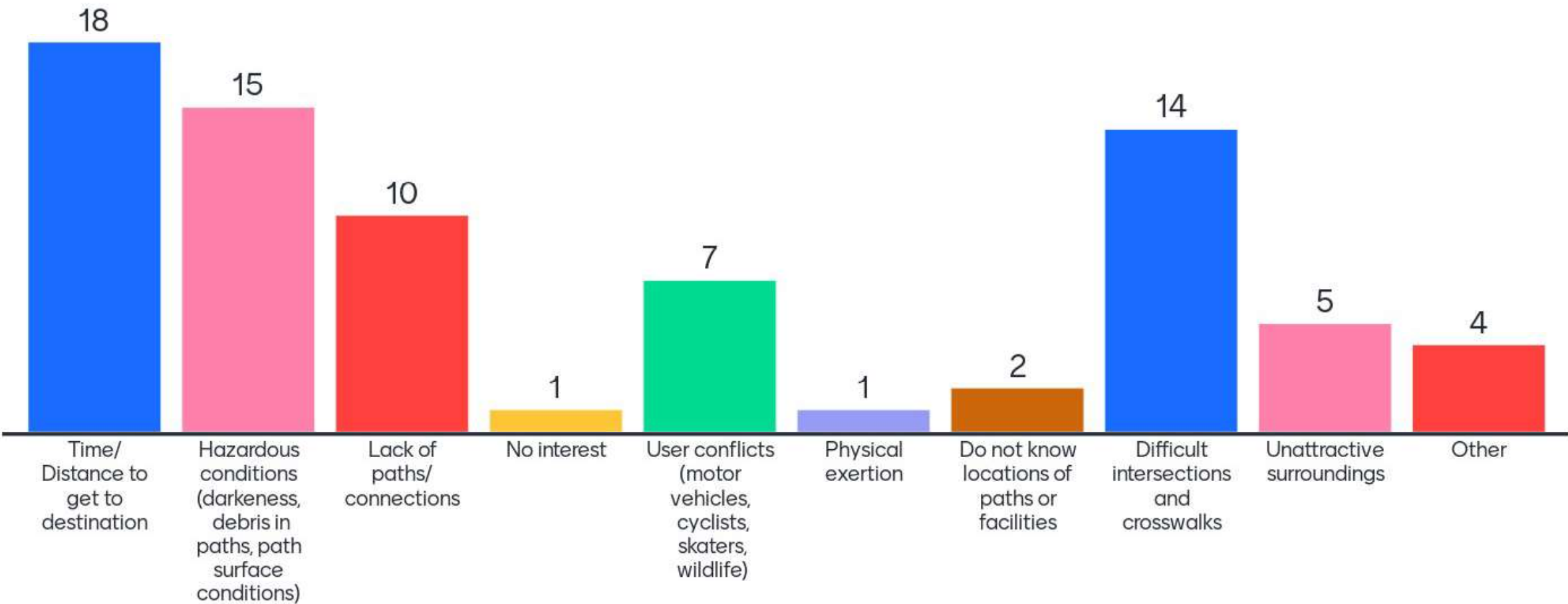
Based on the image above, please rank which bicycle facility you most prefer.  Mentimeter



# What are your reasons for walking? Check all that apply.



# What are your reasons for NOT walking? Choose all that apply.





# How can accessibility be improved to increase your preferences for walking or biking?



# Are there specific intersections or locations that need bicycle or pedestrian facilities, connections, or improvements?

26 Answers



Connections to BART: Hill St, D St, Albert Teglia, B St. Also Washington/San Pedro and Collins/El Camino

almost everything near El Camino immediately comes to mind

El Camino Real x Mission Road x Old Mission Road

Junipero Serra at border of Colma and Daly City

El Camino and all the intersections in Colma

Colma blvd at Greenlawn Memorial park

n a

Colma Blvd at Greenlawn Memorial Park

1) On Hillside between Lawndale and Market. Lot of parking spots so cyclists are always right next to cars2) Cypress and el Camino. Mission Rd in Colma is great, but once you get to El Camino it's not usable. Bart is not very accessible



# Are there specific intersections or locations that need bicycle or pedestrian facilities, connections, or improvements?

26 Answers



Junipero Serra/Serramonte

El Camino Real and Hickey

No

No

Lawndale/HILLSIDE

Lawndale/Hillside xwalk and connection to SSF improvement

Hickey Blvd, el Camino Blvd - too much going on

Serramonte and Junipero Serra

El Camino Real

# Are there specific intersections or locations that need bicycle or pedestrian facilities, connections, or improvements?

26 Answers



El Camino and Serramonte needs the crosswalks to be more visible. Serramonte and the Serra Center intersection also needs the crosswalk to be more visible

Hillside and A street

Restore the pavement that is not working in the streets

Hillside and Serramonte

People do not stop completely at Target and Serramonte Blvd. intersection.

El Camino Real within Town of Colma; corner of Mission Rd and McLellan Dr.

ECR and Mission

280/ Serramonte Daly City

# Appendix C

Goals, Policies and Implementation Measures



<b>Goals Policies and Implementation Measures</b>			
<b>Subject Area</b>	<b>Relevant Policies, Programs, and Initiatives</b>	<b>Source</b>	<b>Implementation Measures</b>
<b>8 80 Cities<sup>i</sup></b>	Goal M-5-4: Accessibility and Universal Design. Prioritize implementation of pedestrian facilities that improve accessibility consistent with guidelines established by the Americans with Disabilities Act (ADA), allowing mobility-impaired users, such as the disabled and seniors, to travel safely and effectively within and beyond the town.	2040 General Plan	Incorporate into development review checklist for all new entitlement applications.
<b>8 80 Cities</b>	Goal M-5-5: Design of New Development. Require new development to incorporate design that prioritizes safe pedestrian and bicycle travel and accommodates senior citizens, people with mobility challenges, and children.	2040 General Plan	Incorporate into the development review checklist for all new entitlement applications.
<b>8 80 Cities</b>	SENIOR WALKING PROGRAM  Senior walking programs can encourage older residents to walk together on safer walking routes, and to build relationships at the same time.	Active South City	*Continued coordination with regional agencies and neighboring cities.  *Interagency/department collaboration.
<b>Capital Improvement projects (CIP), Regional coordination</b>	Goal OSC-1-4: Pedestrian Trails, Bikeways Walkways. Expand and improve pedestrian trails, bikeways, and walkways to connect trails and allow access to open space land and regional trail facilities.	2040 General Plan	Seek funding and utilize existing funding sources.
<b>Complete Streets</b>	Goal M-5-2: Design for All Travel Modes. Plan, design, and construct transportation projects to safely accommodate the needs of pedestrians, bicyclists, transit riders, motorists, people with mobility challenges, and persons of all ages and abilities.	2040 General Plan	*Seek funding and utilize existing funding sources.  *Development review for all new entitlement applications.  *Use best practices and adopted design guidelines for complete streets including Caltrans design guidelines and National Association of City Transportation Officials (NACTO) guidelines.
<b>Complete Streets</b>	M-IP3: Implement Grand Boulevard Initiative principles, where appropriate, along El Camino Real within town limits.	2040 General Plan	*Colma El Camino Real Bicycle and Pedestrian Improvement Plan

Subject Area	Relevant Policies, Programs, and Initiatives	Source	Implementation Measures
<b>Complete Streets</b>	M-IP5: Assess the maintenance of sidewalks, pavement and markings, pedestrian crossing signals, and lighting on an on-going basis and prioritize projects based on need and available funding.	2040 General Plan	* Use best practices and adopted design guidelines for complete streets including Caltrans design guidelines and National Association of City Transportation Officials (NACTO) guidelines.
<b>Complete Streets</b>	Mobility Element Implementation Program (M-IP) MI-P2: Review proposed improvement plans to ensure that roadway projects, retrofits, and maintenance projects incorporate Complete Streets elements which support multiple modes of travel.	2040 General Plan	* Interagency/department collaboration;  *Use best practices and adopted design guidelines for complete streets including Caltrans design guidelines and National Association of City Transportation Officials (NACTO) guidelines.
<b>Complete streets, 8 80 Cities</b>	UDG-4 Promote safer and more operationally efficient intersections for both pedestrians and vehicles through geometry changes, signalization, and pedestrian features.	Serramonte Boulevard and Collins Avenue Master Plan	Use best practices and adopted design guidelines for complete streets including Caltrans design guidelines and NACTO guidelines.
<b>Complete Streets, Beautification</b>	Expand walkable and bikeable street landscape and green infrastructure: Modify landscape to make walking and biking more desirable. Install bike lanes, bike parking, traffic calming measures, beautification, etc.	2030 Climate Action Plan Update	* Use best practices and adopted design guidelines for complete streets including Caltrans design guidelines and NACTO guidelines.  * Seek funding and utilize existing funding sources
<b>Complete Streets, Beautification</b>	Goal M-5-1: Incorporate Complete Streets infrastructure elements into new streets, street retrofits and certain maintenance projects to encourage multiple modes of travel..., as appropriate to the context and determined reasonable and practicable by the Town.	2040 General Plan	*M-IP5: Assess the maintenance of sidewalks, pavement and markings, pedestrian crossing signals, and lighting on an on-going basis and prioritize projects based on need and available funding.
<b>Complete Streets, Beautification</b>	six core goals:  1. Improve multimodal mobility and accessibility for all people  2. Preserve the Multimodal Transportation System 3. Support a vibrant economy 4. Improve public safety and security 5. Foster livable and healthy communities and promote social equity 6. Practice Environmental Stewardship	CA Transp. Plan 2040	* Use best practices and adopted design guidelines for complete streets including Caltrans design guidelines and NACTO guidelines.  * Seek funding and utilize existing funding sources



Subject Area	Relevant Policies, Programs, and Initiatives	Source	Implementation Measures
<b>Complete Streets, Beautification</b>	UDG-2: Foster a more unified identity and increase economic vitality and private property investment through strategic public realm and streetscape improvements such as consistent landscaping and tree planting, street lighting, street furnishings, and signage.	Serramonte Boulevard and Collins Avenue Master Plan	* Seek funding and utilize existing funding sources for complete streets and beautification projects.
<b>Complete Streets, Beautification</b>	UDG-3: Support the development of a safer and more aesthetically pleasing pedestrian realm while preserving automobile capacity and access through pedestrian-oriented design features such as mid-block crossings and wider sidewalks.	Serramonte Boulevard and Collins Avenue Master Plan	*Use best practices and adopted design guidelines for complete streets including Caltrans design guidelines and NACTO guidelines.
<b>Developer Impact Fee (DIF)</b>	M-IP4: Consider adopting a transportation impact fee for new development which does not satisfy VMT goals to generate funds for improving all modes of transportation.	2040 General Plan	* DIF for VMT projects and programs.
<b>DIF</b>	Mobility Implementation Program M-IP4: Consider adopting a transportation impact fee for new development which does not satisfy VMT goals to generate funds for improving all modes of transportation.	2040 General Plan	* DIF for VMT projects and programs.
<b>Regional Coordination, safe routes to school</b>	Support Safe Routes to School (SRTS) Program by collaborating with neighboring jurisdictions to enhance pedestrian routes to local schools.	2030 Climate Action Plan Update	* Utilize the San-Mateo-County SRTS High Injury Network (HIN) Report findings to continue to seek funding for Town's Youth-based HIN top corridors.
<b>Regional Coordination</b>	Goal M-5-3: Bicycle Connection Coordination. Coordinate with BART, South San Francisco, Daly City, Caltrans, and San Mateo County to plan and implement bicycle and pedestrian improvements which connect with improvements to BART facilities and regional networks.	2040 General Plan	<p>* Continued coordination with neighboring jurisdictions and regional agencies and entities.</p> <p>* On a quarterly basis meet with:</p> <ul style="list-style-type: none"> <li>- regional and state partner,</li> <li>- neighboring counties and cities, and</li> <li>- stakeholders</li> </ul> <p>The meeting would focus on regional collaboration for projects bordering city lines and how to improve regional connectivity and services.</p>
<b>Regional Coordination</b>	Network connectivity.	2021 San Mateo County C/CAG Comprehensive Bicycle and Pedestrian Plan	<p>*Continued coordination with neighboring jurisdictions and regional agencies and entities.</p> <p>* On a quarterly basis meet with:</p> <ul style="list-style-type: none"> <li>- regional and state partner,</li> <li>- neighboring counties and cities, and</li> <li>- stakeholders</li> </ul>

Subject Area	Relevant Policies, Programs, and Initiatives	Source	Implementation Measures
			The meeting would focus on regional collaboration for projects bordering city lines and how to improve regional connectivity and services.
<b>Regional Coordination</b>	Policy 2.5: Explore feasibility of micromobility programs (e.g., bikeshare) to increase access and convenience of walking, bicycling, and riding transit.	2021 San Mateo County C/CAG Comprehensive Bicycle and Pedestrian Plan	Coordinate with C/CAG and BART to explore micromobility options. (Studies, pilot programs, evaluations, etc.)
<b>TDM Strategy</b>	Create places to park bicycles short and long term, showers and lockers for commuters, and other amenities can eliminate some of the barriers that make bicycling impractical for many people.	Caltrans Bike and Ped Plan Report	Require new development to provide places to park bicycles short and long term, showers and lockers for commuters, and other amenities that can eliminate some of the barriers that make bicycling impractical for many people.
<b>TDM Strategy</b>	Encourage and incentivize bike and car sharing companies to operate in the Town: Develop policies and incentives that attract bike and car sharing companies to establish or expand services.	2030 Climate Action Plan Update	<p>*Continue the TDA program activities that promote active/multimodal transportation and safer pedestrian pathways</p> <p>*As part of the TDM strategies, create a developer impact fee for new developments/major businesses that would be used for continuous TDM strategies that promote multimodal transportation options and improve all modes of transportation.</p> <p>*Require new development and redevelopment projects within Colma or that connect to Colma to construct or pay their fair share towards improvements for all travel modes that provide enhanced connectivity to existing transportation facilities.</p>
<b>TDM Strategy</b>	Goal M-7 Implement Transportation Demand Management (TDM) strategies that reduce vehicle trips and encourage the use of transportation modes that reduce vehicle miles traveled and greenhouse gas emissions.	2040 General Plan	Continue existing TDM program.

Subject Area	Relevant Policies, Programs, and Initiatives	Source	Implementation Measures
<b>TDM Strategy</b>	<p>Policy 2.4: Promote integration of bicycle and walking-related services and activities into broader countywide transportation demand management and commute alternatives programs. This could include encouraging local jurisdictions and major employers to provide locker rooms, showers, and other amenities for changing and storing clothes and equipment to support walking and bicycling.</p> <p>Policy 6.5: Collaborate with San Mateo County Public Health, San Mateo Police Department, and other County departments to implement programs, policies, and projects identified in this plan.</p> <p>Policy 6.8: Encourage collaboration between local jurisdictions to support seamless bicycle and pedestrian travel between jurisdictions within and adjacent to San Mateo County.</p>	<p>2021 San Mateo County C/CAG Comprehensive Bicycle and Pedestrian Plan</p>	<p>*Continue the TDA program activities that promote active/multimodal transportation and safer pedestrian pathways</p> <p>*As part of the TDM strategies, create a developer impact fee (DIF) for new developments/major businesses that would be used for continuous TDM strategies that promote multimodal transportation options and improve all modes of transportation.</p> <p>*Require new development and redevelopment projects within Colma or connect to Colma to construct or pay their fair share towards improvements for all travel modes that provide enhanced connectivity to existing transportation facilities.</p>
<b>TDM Strategy, regional coordination</b>	<p>Goal M-7-3: Vehicle Trip Reduction.</p> <p>Support vehicle trip reduction strategies, including building safer and more inviting transportation networks, supporting connections to high frequency and regional transit, implementing TDM programs, and integrating land use and transportation decisions.</p>	<p>2040 General Plan</p>	<p>*The Town recently adopted the VMT guidelines, continue to implement the recommended mitigation strategies proposed in the plan.</p> <p>* Continue implementing the TDM program</p>

Subject Area	Relevant Policies, Programs, and Initiatives	Source	Implementation Measures
<b>Walkable Neighborhoods</b>	<p>Goal LU-3-6: Walkable Neighborhoods.</p> <p>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.</p>	2040 General Plan	<p>* Mobility Implementation Program (M-IP)4: Consider adopting a transportation impact fee for new developments.</p> <p>* Seek funding and utilize existing funding sources for complete streets projects</p>
<b>Walkable Neighborhoods, TDM Strategy, Complete Streets,</b>	<p>A Walkable Town Center Destination.</p> <p>There is demand for a retail, dining, and entertainment district within the Town of Colma... A central location that is accessible by local residents, workers, visitors, and travelers is preferred. The district should include pedestrian-oriented streets and/or paths; incorporate a density that sustains pedestrian traffic;</p>	Town of Colma Land Use and Urban Design Strategy	<p>*Mobility Implementation Program (M-IP)4: Consider adopting a transportation impact fee for new developments.</p> <p>* Seek funding and utilize existing funding sources for complete streets projects</p>
<b>Walkable Neighborhoods, TDM Strategy, Complete Streets,</b>	<p>Goal M-2-1: Reduce Vehicle Miles Traveled. Require new development projects to achieve a reduction in VMT per capita or VMT per service population compared to both baseline VMT performance conditions and General Plan 2040 VMT performance conditions. The Town will regularly monitor baseline VMT to provide updated benchmarks for project applicants. Encourage use of VMT reduction strategies and methods to encourage non-automobile travel.</p>	2040 General Plan	<p>* Mobility Implementation Program (M-IP)4: Consider adopting a transportation impact fee for new developments.</p>
<b>Safety</b>	<p>Goal M1-1: Vision Zero.</p> <p>Eliminate traffic fatalities and reduce the number of non-fatal collisions by 50 percent by 2040.</p>	2040 General Plan	<p>*M-IP1: Regularly monitor collisions to respond to safety problems and changing conditions. Prioritize locations with high collision rates for safety improvements.</p> <p>*M-IP2: Review proposed improvement plans to ensure that roadway projects, retrofits, and maintenance projects incorporate Complete Streets elements which support multiple modes of travel.</p>

Subject Area	Relevant Policies, Programs, and Initiatives	Source	Implementation Measures
			<p>*Utilize Colma Systemic Safety Analysis Report (SSAR) and monitor Records System (SWITRS), UC Berkeley's Transportation Injury Mapping System (TIMS), and local Police Department collision data.</p> <p>*Utilizing the Statewide Integrated Traffic</p>
	<p>Goal M-1-2 Capital Improvement Prioritization. Maintain and upgrade existing rights of way and ensure that the needs of non-motorized travelers are considered in planning, programing and design of improvements.</p>	2040 General Plan	<p>*Mobility Implementation Program</p> <p>*M-IP1 Mobility Implementation Program</p> <p>*M-IP2 Mobility Implementation Program M-IP5</p>
<b>TDM Strategy</b>	<p>Goal M-1-3 Fair Share Contributions. Require new development and redevelopment projects both within and outside of Colma to construct or pay their fair share towards improvements for all travel modes to provide enhanced connectivity to existing transportation facilities.</p>	2040 General Plan	<p>*Create a DIF for VMT projects and programs</p>
<b>Regional Coordination</b>	<p>Goal M-3-2 El Camino Real. Ensure that El Camino Real retains its distinct character, while encouraging improvements which support increased multi modal use.</p>	2040 General Plan	<p>*Implement Colma El Camino Real Bicycle and Pedestrian Improvement Plan strategies</p> <p>*M-IP3: Implement Grand Boulevard Initiative principles, where appropriate, along El Camino Real within town limits.</p>
<b>Regional Coordination</b>	<p>Goal M-3-3 Regional Transportation Planning. Actively participate in and support regional transportation planning efforts.</p>	2040 General Plan	<p>* Implement Colma El Camino Real Bicycle and Pedestrian Improvement Plan Strategies</p> <p>*M-IP3: Implement Grand Boulevard Initiative principles, where appropriate, along El Camino Real within town limits.</p>
<b>Safety</b>	<p>M-IP1: Regularly monitor collisions to respond to safety problems and changing conditions. Prioritize locations with high collision rates for safety improvements.</p>	2040 General Plan	<p>*Utilize Colma Systemic Safety Analysis Report (SSAR) and monitor Records System (SWITRS), UC Berkeley's Transportation Injury Mapping System (TIMS), and local Police Department collision data.</p>
<b>Complete Streets</b>	<p>M-IP2: Review proposed improvement plans to ensure that roadway projects, retrofits, and maintenance projects incorporate Complete Streets elements which support multiple modes of travel.</p>	2040 General Plan	<p>*Inter-department coordination and review during Capital Improvement Project implementation and Development Review process.</p>



# Appendix D

## Stakeholder List





# List of Stakeholders

Agency or Entity Name	Email
BART	<a href="mailto:TChan1@bart.gov">TChan1@bart.gov</a>
BART	<a href="mailto:mmeaghe@bart.gov">mmeaghe@bart.gov</a>
BART	<a href="mailto:hmaddox@bart.gov">hmaddox@bart.gov</a>
Caltrans District 4	<a href="mailto:sergio.ruiz@dot.ca.gov">sergio.ruiz@dot.ca.gov</a>
Colma Business Community	<a href="mailto:staff@dccchamber.org">staff@dccchamber.org</a>
Colma PD	<a href="mailto:police@colma.ca.gov">police@colma.ca.gov</a>
Daly City	<a href="mailto:cityclerk@dalycity.org">cityclerk@dalycity.org</a>
SamTrans	<a href="mailto:petrikm@samtrans.com">petrikm@samtrans.com</a>
Silicon Valley Bike Coalition	<a href="mailto:sandhya@bikesiliconvalley.org">sandhya@bikesiliconvalley.org</a> , <a href="mailto:anthony@bikesiliconvalley.org">anthony@bikesiliconvalley.org</a>
Town of Colma Public Works and Engineering	<a href="mailto:brad@csgengr.com">brad@csgengr.com</a>
Town of Colma Planning	<a href="mailto:planning@colma.ca.gov">planning@colma.ca.gov</a>
City of Daly City - Housing and Community Development	<a href="mailto:hcd@dalycity.org">hcd@dalycity.org</a>
City of Daly City - Planning	<a href="mailto:mvanlonkhuisen@dalycity.org">mvanlonkhuisen@dalycity.org</a>
City of South San Francisco - Engineering	<a href="mailto:EngDevelopment@ssf.net">EngDevelopment@ssf.net</a>
City of South San Francisco - Planning	<a href="mailto:planning@ssf.net">planning@ssf.net</a>
Department	<a href="mailto:Web-PW@ssf.net">Web-PW@ssf.net</a>
Grand Boulevard Initiative	<a href="mailto:buckleyg@samtrans.com">buckleyg@samtrans.com</a>
Jefferson Elementary School District	<a href="mailto:bvidales@jeffersonesd.org">bvidales@jeffersonesd.org</a>
Jefferson Union High School District	<a href="mailto:msherwin@jeffersonunion.net">msherwin@jeffersonunion.net</a>
Sustainable San Mateo County	<a href="mailto:advocate@sustainableanmateo.org">advocate@sustainableanmateo.org</a>
County of San Mateo - Planning	<a href="mailto:plngbldg@smcgov.org">plngbldg@smcgov.org</a>
County of San Mateo - Health	<a href="mailto:envhealth@smcgov.org">envhealth@smcgov.org</a>
Silicon Valley Bike Coalition	<a href="mailto:anthony@bikesiliconvalley.org">anthony@bikesiliconvalley.org</a>
Committee	<a href="mailto:bac@caltrain.com">bac@caltrain.com</a>
BIRD	<a href="mailto:city@bird.co">city@bird.co</a>
Mercy Housing- Colma Veterans Village	<a href="mailto:Eric.Duncan@mercyhousing.org">Eric.Duncan@mercyhousing.org</a>
C/CAG (StreetLights Data Point of Contact)	<a href="mailto:ashiramizu@smcgov.org">ashiramizu@smcgov.org</a>
A&D GLASS DEPOT, INC	<a href="mailto:office@andglassdepot.com">office@andglassdepot.com</a>
A1 RHINO LININGS	<a href="mailto:A1Rhinolinings@gmail.com">A1Rhinolinings@gmail.com</a>
ACME MEMORIAL CO. INC	<a href="mailto:gracekho@acmememorial.com">gracekho@acmememorial.com</a>
ALEJANDRO AGUILAR	<a href="mailto:alejandroaguilar895@yahoo.com">alejandroaguilar895@yahoo.com</a>
ALL COUNTY CREMATION SERVICES INC	<a href="mailto:lsigal@cypresslawn.com">lsigal@cypresslawn.com</a>
ALL STAR GLASS, INC.	<a href="mailto:asgpatti@allstarglass.net">asgpatti@allstarglass.net</a>
AMERICAN MONUMENTAL COMPANY	<a href="mailto:info@AmericanMonumental.com">info@AmericanMonumental.com</a>
APEX BARBERSHOP LLC	<a href="mailto:Apexbatbwrshop2020@gmail.com">Apexbatbwrshop2020@gmail.com</a>
ART IN STONE, INC	<a href="mailto:aismemorials@gmail.com">aismemorials@gmail.com</a>
ASHLEY HOMESTORE	<a href="mailto:tax@ashleyfurniture.com">tax@ashleyfurniture.com</a>
AUTO EXOTICS	<a href="mailto:autoexotics1465@aol.com">autoexotics1465@aol.com</a>
BANFIELD PET HOSPITAL #5244	<a href="mailto:ashika.lata@banfield.com">ashika.lata@banfield.com</a>
BATH & BODY WORKS LLC #4413	<a href="mailto:bl@bbw.com">bl@bbw.com</a>
BAY CONTRACT MAINTENANCE, INC	<a href="mailto:arivera@baycontract.com">arivera@baycontract.com</a>
BEST BUY STORES, LP #873	<a href="mailto:Sheala.Osborne@bestbuy.com">Sheala.Osborne@bestbuy.com</a>
BEVERAGES & MORE, INC # 20	<a href="mailto:yinl@bevmo.com">yinl@bevmo.com</a>
BIANCHI MOTOR'S	<a href="mailto:bianchimotors37@gmail.com">bianchimotors37@gmail.com</a>

# List of Stakeholders

Agency or Entity Name	Email
BLACK BEAR DINER	rishi@randsblackbear.com
BLOOM AND LAWN LANDSCAPE, INC	joel@bloomandlawnlandscaping.com
BOOT BARN, INC.	khill@bootbarn.com
BURGER KING	amy.kim@issvc.com
CADILLAC	general@cadillacsouthsanfrancisco.com
CANDIDCREATIONS	candidcreations.store@gmail.com
CARMAX	debra_lloyd@carmax.com
CARMAX	DEBRA_LLOYD@CARMAX.COM
CARTER'S	taxdepartment@carters.com
CENTRIX BUILDERS, INC.	JASON@CENTRIXBUILDERS.COM
CG MOVING CO. INC	griselda@cgmovingcompany.com
CHINONE OPTOMETRY CORP	chinoneoptometry@gmail.com
CHIPOTLE MEXICAN GRILL #1187	licensing@chipotle.com
CHRISTY VAULT COMPANY, INC	kcarpenter@christyvault.com
CIRCLE COMMUNICATIONS LLC	leila@circlecommunications.com
COLMA ANIMAL HOSPITAL	info@colmapet.com
COLMA CREMATION & FUNERAL SERVICES	info@colmacremation.com
COLMA FLORAL SHOP	colmaflowers@gmail.com
COMMERCE HOLDING COMPANY, INC	greekorthodoxmp@aol.com
CURTIS EDWARD DENNISON LANDSCAPE INC	accounting@cedlandscape.com
CVS/PHARMACY #16111	lisa.gonzalez@cvshealth.com
CYPRESS CREMATION SERVICE INC	lsigal@cypresslawn.com
CYPRESS FUNERAL SERVICE INC	lsigal@cypresslawn.com
CYPRESS GOLF	ronbarels@gmail.com
CYPRESS LAWN CEMETERY ASSOCIATION	lsigal@cypresslawn.com
DASHMART	indirecttax@doordash.com
DAVITA COLMA DIALYSIS	bllic@davita.com
DOLLAR TREE #04429	ca-licensing@dollartree.com
DOLLY EFFECT	info@dollyeffect.com
DONOHUE & CARROLL MONUMENTS	donohueandcarroll@gmail.com
ECOCAR DETAIL INC	INFO@SMSRVS.COM
ENTERPRISE RENT-A-CAR	kameron.d.milam@ehi.com
ETERNAL HOME CEMETERY	dvilla@sinaichapel.org
EXTRA SPACE STORAGE	ckeller@extraspace.com
EYE EXAM #0115	licenses@luxotticaretail.com
F. FERRANDO & CO.	fferrando1537@sbcglobal.net
FEDEX OFFICE & PRINT SERVICES, INC #4098	jeans@businesslicenses.com
FLOWER LAND FLORIST	rvoneshot1@yahoo.com
FOCUS GLOBAL LLC	admin@focusglobal.us
GAMESTOP #690	marloparker@gamestop.com
GARDEN OF ANGELS FLOWER SHOP	gardenofangelsflowershop@gmail.com
GLOSSI NAIL BAR	liz.huongnguyen@gmail.com
GOLDEN HILL MEMORIAL PARK, INC	ghcap302@gmail.com
GOLDEN HILL MONUMENT	goldenhillmonument@gmail.com

# List of Stakeholders

Agency or Entity Name	Email
GOLDEN STATE INFINITI	shinojosa@wiseautogroup.com
GOLDEN STATE NISSAN	shinojosa@wiseautogroup.com
GOLFTEC ENTERPRISE, LLC	tburmeister@golftec.com
GOOD FEET SAN FRANCISCO LLC	connorf@goodfeetwest.com
GOODWALLET	jojo@goodwallet.us
GRANITE EXCAVATION & DEMOLITION, INC.	jason@granitesf.com
GREEK ORTHODOX MEMORIAL PARK	greekorthodoxmp@aol.com
GREENLAWN MEMORIAL PARK	greenlawnmp@aol.com
H&R BLOCK	ocoebusinesslicense@hrblock.com
HILLS OF ETERNITY MEMORIAL PARK	ssolomon@jcemsf.org
HOLY CROSS CATHOLIC CEMETERY	jabermudez@holycrosscemeteries.com
HOME OF PEACE CEMETERY	ssolomon@jcemsf.org
HONDA OF SERRAMONTE	ap@allprorecon.com
HONEY BAKED HAM	Licensesupport@hbham.com
HOUSE OF BAGELS	kenny.chiu56@gmail.com
HOY SUN MEMORIAL CEMETERY, INC	hoysuncemetery@yahoo.com
IMAGE AUTO BODY INC	imageautobodyshop@gmail.com
ITALIAN CEMETERY	joanna@italiancemetery.com
JAPANESE BENEVOLENT SOCIETY	
JBL MED TRANSPORT, LLC	jay@jblmedtransport.com
JUAN M. HARO	Haroj777@yahoo.com
KOHL'S #981	business.licenses@kohls.com
KOLLMANN & MASON INC	kollmannandmason@gmail.com
LENSCRAFTERS #0115	licenses@luxotticaretail.com
LESTER'S FLOWER SHOP	lestersflowers@yahoo.com
LEXUS OF SERRAMONTE	ap@allprorecon.com
LOVED ONES MORTUARY TRANSPORT SVC LLC	lomts@yahoo.com
LUCKY CHANCES, INC	rommelm@luckychances.com
MANCINI'S SLEEPWORLD	mhiggins@sleepworld.com
MANILA EATERY	emeldazapanta@yahoo.com
MARGARITA'S LATINO FOODIE	info@margaritaslatinofoodie.com
MARIELA'S GARDENING SERVICE	greenlawnmp@aol.com
MARSHALLS #273	sales_tax@tjx.com
MATTRESS FIRM INC #502010	Twila.Downing@MFRM.com
MAUREEN J. O'CONNOR & ASSOCIATES	colmaspirit@comcast.net
MAYBELLE T. GOMEZ DDS MSD	dr.g@gomezorthodontics.com
MICHAELS STORES INC	michaels@cscglobal.com
MOLLOY RENTALES	molloyfrancis@yahoo.com
MOLLOYS SPRINGS	molloybar@netzero.com
MOMIJI JAPANESE RESTAURANT	momijicolma@gmail.com
NIKOS TRANSPORT	boyetgatchalian62@yahoo.com
OLD NAVY #5520	Business_license@gap.com
OLIVET FLOWER SHOP	olivetflowershop@gmail.com
OLIVET FUNERAL AND CREMATION SERVICES	lsigal@cypresslawn.com

# List of Stakeholders

Agency or Entity Name	Email
OLIVET MEMORIAL PARK	lsigal@cypresslawn.com
ONO HAWAIIAN BBQ	permit@onobbq.com
ORANGETHEORY FITNESS DALY CITY	ruchitrane@gmail.com
PACIFIC SALES KITCHEN AND BATH CENTERS, LLC #873	businesslicense@bestbuy.com
PANDA EXPRESS #3341	permits@pandarg.com
PAUL'S FLOWER	gomezdelucchi@gmail.com
PENINSULA REFLECTIONS	anna@crmscommunities.com
PET CLUB	ryan@petclubstores.com
PET'S REST	phil@petsrest.com
PHILZ COFFEE	permits@philzcoffee.com
PINEAPPLE EXPRESS CAR CARE	pineappleexpresscarcare@gmail.com
POKE BOWL	zcyrusz18@yahoo.com
POPEYES LOUISIANA KITCHEN	JCYUMMI@YAHOO.COM
PRECISION BODY SHOP & DETAIL, INC	Anthony@Precisionbsd.com
RODRIGUEZ FRESH FARM	coria1973@yahoo.com
ROSS DRESS FOR LESS #1918	licensing@ros.com
ROUND TABLE PIZZA	saljama7@gmail.com
ROYAL AUTO BODY & REPAIR CENTER, INC	royalabody@sbcglobal.net
SALEM MEMORIAL PARK	ssolomon@jcemsf.org
SAMUEL WONG DDS	samuelwongdds@gmail.com
SAS SHOES	sasshoes2@hotmail.com
SAS SHOES	mikehsu109@gmail.com
SEGALE & CERINI, INC	bill@segalecerini.com
SERRAMONTE FORD	jjennings@vtaig.com
SERRAMONTE KIA	teamvwchris@gmail.com
SERRAMONTE SUBARU	teamvwchris@gmail.com
SERRAMONTE VOLKSWAGEN	teamvwchris@gmail.com
SF DENTAL SUPPLY, LLC	ddcd@sbcglobal.net
SHOE DEPOT, INC.	shoedepot39@yahoo.com
SIMPLY UNIFORMS	simply7801@gmail.com
SIZZLER	SOPHEAP.IM@YADAVGROUP.NET
SOUTHWEST CONCESSIONS INC	mrk_kelly@sbcglobal.net
SOUTHWEST CONCESSIONS KB "KELLY'S DELI"	Karentaoba@yahoo.com
SPECIALTY FURNITURE SHOP	kendenardi@gmail.com
STANDARD PLUMBING SUPPLY COMPANY, INC	miles.romney@standardplumbing.com
STAR SMOG DEPOT	harunongun@hotmail.com
STARBUCKS COFFEE #14424	licenseservices@starbucks.com
STEWART CHEVROLET CHRYSLER DODGE JEEP RAM	agedman1@hotmail.com
SUZETTE M. VILLANUEVA D.M.D	Drsuemouth@yahoo.com
SWEET DREAMS BAKERY	rebecca@sweet-dreams-bakery.com
SWEETHONEY DESSERTS	Theresa2780@gmail.com
TARGET OPTICAL #970	licenses@luxotticaretail.com
TARGET STORE T-0320	business.licensing@target.com
TESLA MOTORS, INC.	jeans@businesslicenses.com

# List of Stakeholders

Agency or Entity Name	Email
THE DAVEY TREE EXPERT COMPANY	daveytree@licenseelogix.com
THE HOME DEPOT #639	THD@avalara.com
THE HOME DEPOT #6655	THD@avalara.com
THE MEN'S WEARHOUSE, INC #2167	TMWBusinessLicense@tailoredbrands.com
THE VITAMIN SHOP	emelia.kennedy@vitaminshoppe.com
TORRES FLOWERS	torresflowers@yahoo.com
TRAPEZE ARTS, INC.	trapezearts@gmail.com
TRILLIUM GENERAL CONTRACTOR	rivasi40@yahoo.com
T-SHIRT FEVER	contact@t-shirtfever.com
ULTA, SALON, COSMETICS & FRAGRANCE, INC	storelicensing@ulta.com
V. FONTANA AND CO.	mainoffice@vfontana.com
VICTOR'S MOVING & HAULING	victorhaulings@gmail.com
VINFAST	kimberly.johnson@vinfastauto.com
WEST COAST ALL PRO AUTO RECONDITIONING	ap@allprorecon.com
WESTERN AWNINGS & CANVAS	westernawnings@sbcglobal.net
WOODLAWN MEMORIAL PARK AND FUNERAL HOME	hector.gonzalez@dignitymemorial.com
YIFANG TAIWAN FRUIT TEA, COLMA	YiFang.Colma@gmail.com
Steve Reeves DBA Andy's Wheels and Tires	steve_reeves@ymail.com
Wingstop	shokerjason@aol.com

