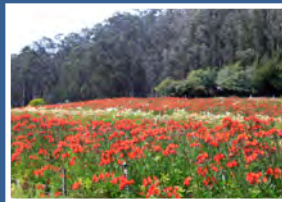


# Town of Colma General Plan 2040



Public Review Draft



# Acknowledgements

## Town of Colma

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WELCOME  
TO  
COLMA

**Introduction,  
Vision and Legacy**





# Introduction, Vision and Legacy Town of Colma 2040 General Plan

## INTRODUCTION

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

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

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

These elements establish policy direction relating to:

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

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

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

## COMMUNITY OVERVIEW

### Setting and History

**Known as the "City of Souls", the Town of Colma is the smallest city in San Mateo County.** The Town of Colma is a unique greenbelt community with attractive cemeteries and agricultural fields surrounding a regionally oriented commercial core. The Town is located approximately two miles south of the City of San Francisco on the San Francisco Peninsula, midway between the San Francisco Bay and the Pacific Ocean. The Town of Colma is bounded on the north and west by the City of Daly City, on the south by the City of South San Francisco, and on the east by San Bruno Mountain State and San Mateo County Park (see Figure I-1: Regional Location Map). San Bruno Mountain provides the natural visual backdrop to the Town from the **surrounding areas. Interstate State Highway 280 parallels the Town's western boundary, and State Highway 82 (El Camino Real/Mission Street) runs through the geographic center of the Town** (see Figure I-2: Project Location Map)

By the early 1900s, the Town of Colma was established as a community of homes, small businesses, churches, and thirteen cemeteries, and its farms and flower crops. An expanse of 450 acres located between the Town and the City of Daly City was used exclusively for raising violets that were sold in flower stands as far away as Missouri and Kansas. All of the land between the City of San Francisco border and the City of South San Francisco border, the Pacific Ocean and the San Bruno Mountain was known as (unincorporated) Colma until 1911, when the north end of San Mateo County became the City of Daly City.<sup>2</sup>

In order to avoid relocating again, cemetery owners got together and incorporated the town on August 5, 1924. Originally known as Lawndale, the name was changed to the Town of Colma

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<sup>2</sup> Town of Colma, California. 2020. <<https://www.colma.ca.gov/colma-history/>> Accessed April 29, 2020.

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on November 24, 1941<sup>3</sup>. By 1960, close to 500 residents called the Town of Colma their home.<sup>4</sup> **In the early 1970's and early 1980's the Town boundaries were expanded by annexing** unincorporated portions of the Sterling Park subdivision located northeast of the intersection of F Street and El Camino Real. According to the corrected 2010 Census, the **Town's population** was estimated at 1,454. Currently, among its **1,504 residents, the Town's population is** approximately 51% white, 26% Asian American, and 13% other minorities.

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
<sup>3</sup> Colma, California: The City of the Dead by Richard Stockton

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

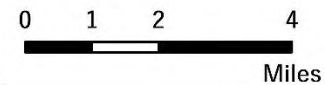


# Town of Colma

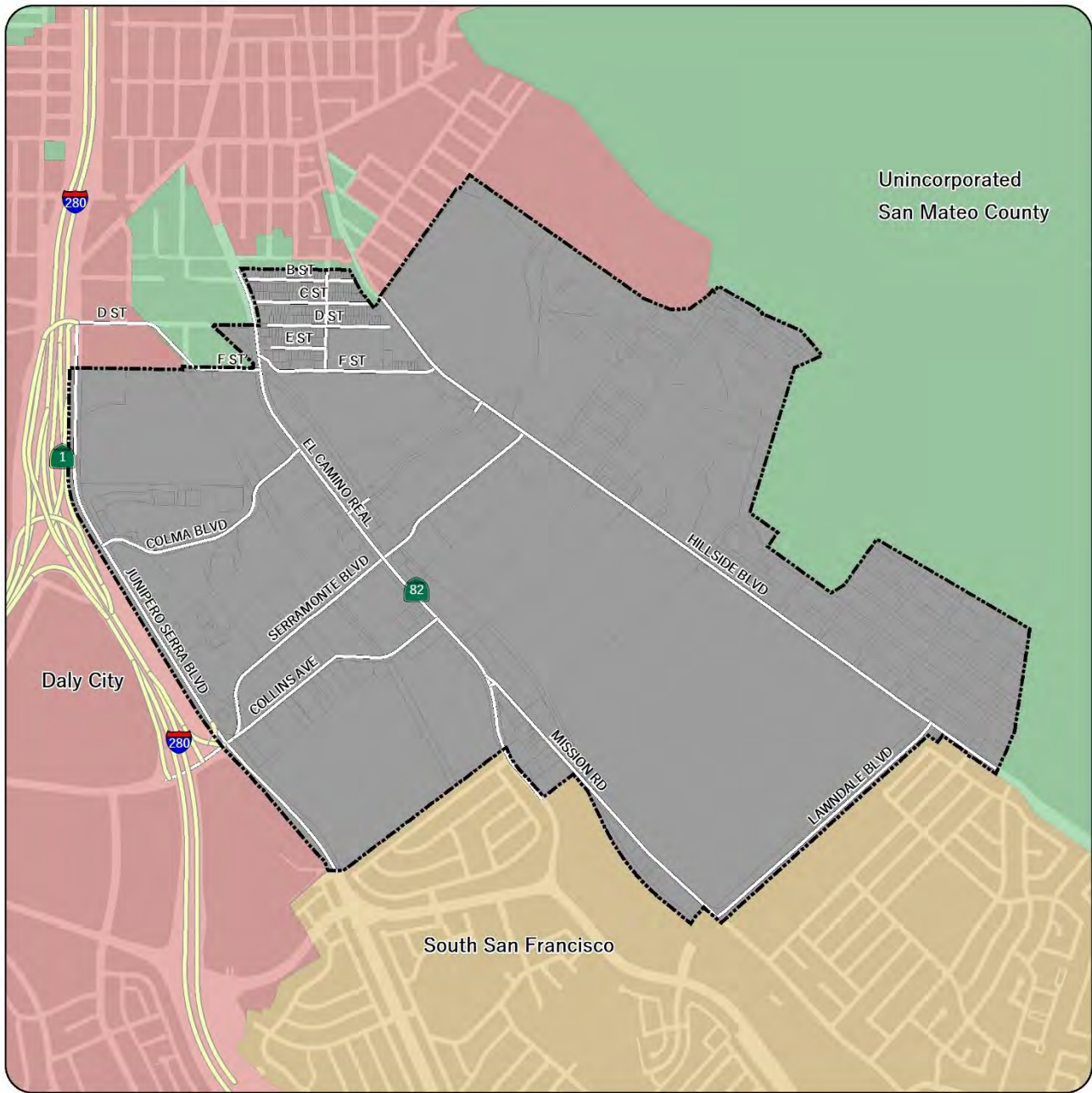
Figure I.1.  
Regional Location

 Town Limit

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









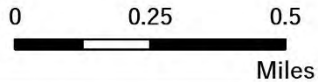


# Town of Colma

Figure I.2.  
Project Location

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

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



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Within the Town's boundary, the ground elevation ranges from about 100 feet to about 500 feet above Mean Sea Level. The Town includes approximately 1.89 square miles of a wide valley associated with Colma Creek. The Town is comprised of 17 cemeteries, which is approximately 76% of the Town's land area.<sup>5</sup> Most of the land east of El Camino Real is committed to cemetery use or agricultural fields. These uses lead up to the foot of San Bruno Mountain and impart a rural atmosphere. Land west of El Camino Real is oriented more to commercial uses although the



Town's regionally oriented commercial core is bracketed on the north and south by cemeteries.

### Identity and Culture

The Town of Colma is different from other Bay Area cities because of its large expanses of open space created by cemeteries and land held by cemeteries but currently in agricultural use. The Town is protected on the east from development by San Bruno Mountain Park. Junipero Serra Boulevard and Junipero Serra Freeway (Highway 280) provides a clear boundary to the town. The 2040 General Plan policies promote the retention of the greenbelt theme as well as creating **"key development sites" which provide for visual punctuation and to provide a greater sense of place within the town.** In addition, the plan policies promote sustainable development and to **link potential new development to the town's Economic Development Plan.**

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

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

The majority of residential uses are located in the small residential neighborhood of Sterling Park, with other residential uses on Mission Road and other sites scattered through the Town. Given the small size of the Town, there are no educational facilities, waste facilities, Timberland Preserve Zone lands, or Military lands. Table I-1: Land Use Distribution, below indicates the share of total land resources currently designated in each major land use category.<sup>6</sup>

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<sup>5</sup> Colma California, Facts for Kids. 2020. < [https://kids.kiddle.co/Colma,\\_California](https://kids.kiddle.co/Colma,_California) > Accessed May 4, 2020.

<sup>6</sup> Town of Colma November 2020. *Town of Colma General Plan: Land Use Element*. Colma, California.

The Town of Colma has a large commercial core, and as indicated in Table I-1: Land Use Distribution, **the retail industry dominates the Town’s job sectors**<sup>7</sup>. Serramonte Boulevard serves as the regional commercial spine with retail activities concentrated between Junipero Serra Boulevard and El Camino Real. The Town has encouraged regional commercial facilities centering on Serramonte Boulevard, Collins Avenue, Junipero Serra Boulevard and Colma Boulevard. There is a significant concentration of automobile and truck dealerships located along the Serramonte Auto Sales District in Colma and there are two large shopping centers (Serra Center and 280 Metro Mall) offering a total of approximately 450,000 square feet of retail space. These facilities provide employment opportunities and sales tax revenue benefiting the Town.

Table I-1: Land Use Distribution

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

Residents and business owners/operators were surveyed in 2014 on the most important attributes of Colma that they would want to see preserved, enhanced, and/or sustained into the future. The top responses, listed in rank order were:

- Small-town
- Quiet
- Shopping
- Sense of community
- Friendly people
- Location
- Safety
- Sterling Park neighborhood
- Helpful city hall
- BART
- Clean & well maintained
- Benefits to residents
- Peaceful
- Recreation programs
- Police Dept
- Quaint
- Subsidized home utilities

<sup>7</sup> Town of Colma. January 20, 2020. *Existing Conditions Report: Demographics and Economic Conditions*. Colma, California.

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## Values

The Colma City Council places significant emphasis on the values they share and which they believe reflect the Colma community. The City Council Value-Based Code of Conduct guides the policy-making decisions process. This General Plan is supported by these values, some of which directly underpin the vision and themes:

### Fairness

- Meaningful public involvement
- Decisions based on the merits of the issue

### Honesty and Integrity

- Decisions in the **public's best interest**
- Open, honest and transparent communications

### Responsibility

- Strong relationships and collaboration within the community
- Decisions driven by prudent consideration of long-term financial needs of the Town

### Vision

- Intelligent and thoughtful innovation drive **the Town's policies and services** forward
- Future needs are anticipated to adapt and flex to solutions for unforeseen circumstances
- Consideration always given to broad regional and statewide implications of the Town's decisions
- Change can be stressful but is a necessary part of the innovative process

### Respect

- Civility prevails, even when there are disagreements
- Ideas and opinions are valued and shared freely before decisions are made
- Trust fosters an inclusive, supportive and open environment

## TOWN OF COLMA GENERAL PLAN THEMES AND VISION

The Town of Colma will remain steadfast to its values of fairness, honesty & integrity, responsibility, vision, and respect to guide the adoption and implementation of this 2040 General Plan. Colma will preserve and protect its quiet, small-town qualities while embracing thoughtful change in designated areas to sustain its safe and friendly appeal as a prosperous regional shopping and visitor destination. The Town will continue to leverage its Bay Area location to draw new businesses and high-quality development while enhancing its sense of community and ensuring beneficial services to its citizens and the visiting public.

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The vision for 2040 is grounded in the community's highest priorities for continued and new land uses:

- Preserve existing neighborhoods
- Historic preservation
- Sustainability
- Additional park space and public multi-use plaza
- Walkable town center
- More restaurants and stores
- Entertainment opportunities

The vision is further articulated in the Land Use Element and its companion planning studies and documents which reflect a progressive approach to sustainable new development as **supported by Colma's residents and business community.**

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



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



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



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

## ADOPTION AND AMENDMENT OF THE PLAN

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

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

The General Plan is the principal policy document for Town Council reference and guidance on development matters. The location and overall orientation of land uses are designated in the General Plan. The Land Use Element is the principal reference for the distribution and intensity



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of present and planned future use of all lands within the Town of Colma. The Zoning Code is the principal guide to implementation of the various land use goals and policies. It designates specific land use and sets forth appropriate limitations such as building heights, floor area, land coverage, off-street parking and setbacks from buildings to property lines. Zoning designations must be consistent with the General Plan.

## RELATIONSHIP OF THE TOWN'S GENERAL PLAN TO RELATED PLANS AND DOCUMENTS

The General Plan is consistent with and is informed by the following Plans and Documents:

- 2012 Economic Study
- 2014 Urban Design Study
- Local Hazard Mitigation Plan
- Serramonte Boulevard and Collins Avenue Streetscape Master Plan
- El Camino Real Bicycle and Pedestrian Plan
- City Council Value-Based Code of Conduct

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## OVERALL PLAN CONCEPT

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

### PLANNING AREA IDENTIFICATION AND CHANGE AREAS

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

#### Commercial Core (Change Area)

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



#### El Camino Real Corridor (Change Area)

The El Camino Real Corridor Planning Area centers on the intersection of El Camino Real and Serramonte Boulevard and extends from the northern Town boundary to the southern Town boundary along El Camino Real. The Planning Area includes sites on both sides of El Camino Real, including the properties near the BART station and the east side of the El Camino Real between the intersection of Mission Road and the City of South San Francisco boarder. In concert with other plans, the El Camino Real is considered a **"Change Area" where thoughtful, transit-oriented** development is desired.



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## Mission Road

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

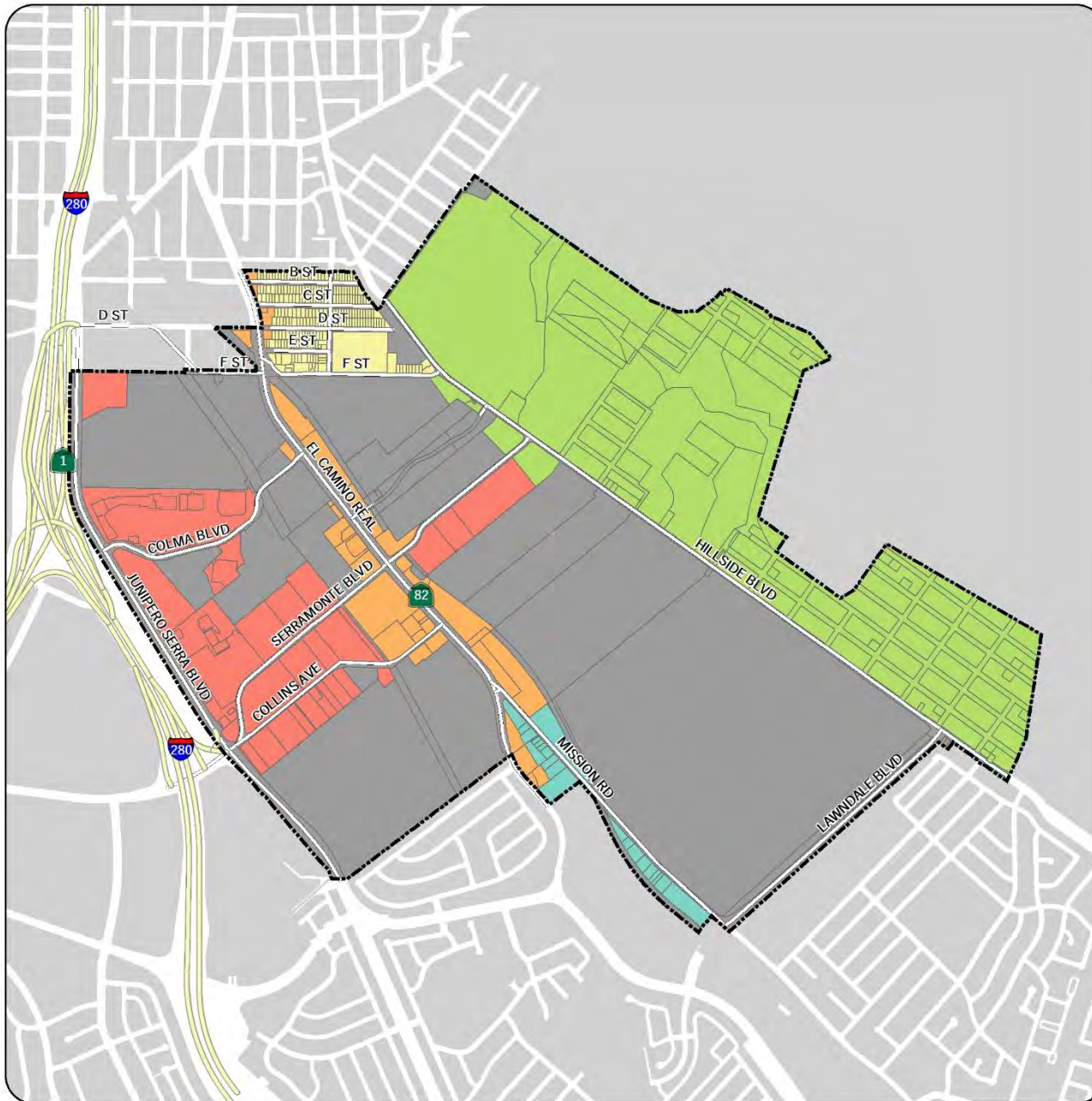


## Hillside Boulevard

The Hillside Boulevard Planning Area includes Hillside Boulevard and the abutting properties from the northern to southern Town boundary. The majority of the abutting properties are **located on the east side of Hillside Boulevard but key sites, including the Town's Community Center and the Lucky Chances Cardroom** are included in this Planning Area. This area may see change during the life of the General Plan to allow for new businesses development.

## Sterling Park

The Sterling Park Planning Area contains the Town of **Colma's** primary residential district. The neighborhood has one vacant single-family lot and one vacant multi-family lot. Sterling Park is built out and is not considered a change area.

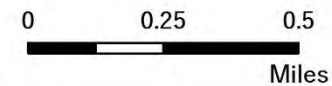


# Town of Colma

Figure I.3.  
Planning Areas

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

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



# GENERAL PLAN ORGANIZATION

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

Table I-2: General Plan Cross-Reference Guide

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

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



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

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

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

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

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

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# THE GENERAL PLAN PROCESS

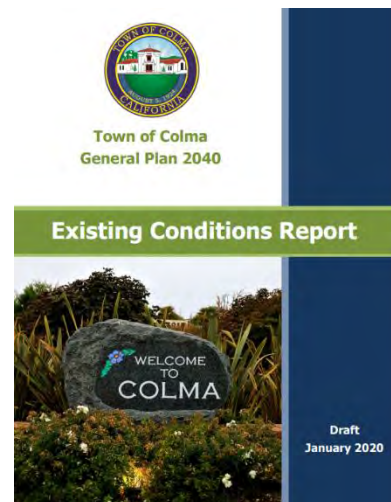
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The Town of Colma's General Plan is intended to be used by its community residents and businesses in all future development projects (residential or commercial). It is internally consistent and community issues are addressed through policies and program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

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

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



As required by State law, the Town's General Plan is based upon existing conditions and development trends in the community. It is therefore responsive to the needs and issues identified in an analysis of existing conditions. Background Reports were prepared for each of the Elements. In addition, technical studies such as traffic impacts, noise, transportation, air quality, green-house gases, and noise. The goals, policies, programs, as well a implementation measures were prepared based on the land use maps, consistency with current legislation community needs, and community values. The Draft General Plan was first made available for public review and comments in May of 2021. All comments were incorporated into the revised Draft GPU and was circulated for public review along with the Environmental Impact Report on \*\*\*\*\*

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

Once adopted, implementation of the **Town's updated** General Plan will begin in accordance with its Implementation Plan. Implementation of the General Plan will be monitored and reported on an annual basis. The Implementation Plan is a set of the principal actions and

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procedures necessary to achieve the goals and policies set forth in the General Plan. Though the Implementation Plan is directly correlated, and cross referenced to the policies in the General Plan, **this is a “living” document that may** be modified and updated as necessary without the necessity of a General Plan amendment.

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## GENERAL PLAN LEGACY

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

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

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



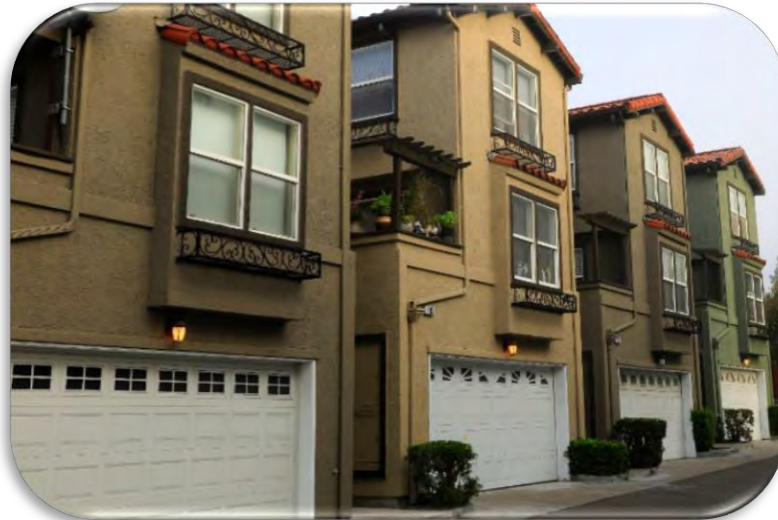
- The identification of the location of Town Gateway Elements, which have been mostly installed.



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



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



- The requirement that BART be placed underground so as not to disrupt the Town's greenbelt theme and to preserve peace and privacy in the Town's cemeteries.
- Requiring that the utilities for all new development be placed underground. As a result of this policy, visual clutter has been reduced.



- 
- The encouraged acquisition of vacant or underutilized properties for civic purposes. This policy led to the creation of Sterling Park, the Community Center, the Historical Museum, and the purchase of the Corporation Yard.



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



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



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



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



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

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







## Land Use Element







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## PURPOSE

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

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

## RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

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

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

## LAND USE CONCEPTS

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

### Compatibility

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

### Use of Buffer

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

### Land Use and Flood Hazards

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

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# EXISTING LAND USE

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

Table LU-1: Existing Land Use Designations

Existing Land Use	Acreage	Percent of Total
Cemetery	922.13	75.27%
Commercial <sup>1</sup>	169.47	13.83%
Executive Administrative	14.64	1.20%
Public/Quasi-Public/Utility <sup>2</sup>	8.56	0.70%
Residential	20.1	1.64%
Roadway	90.2	7.36%
Total	1225.1	100.00%

<sup>1</sup> Includes Industrial Uses

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

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

## RESIDENTIAL LAND USE

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

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



### COMMERCIAL LAND USE

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



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

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

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

### CEMETERY, AGRICULTURAL AND OPEN SPACE LAND USES

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



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uses make up approximately 75% of the land area in town. The aesthetic component of the **community's character is largely a by-product** of these land uses.

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



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

## LAND USE FOR CIRCULATION

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

## LAND USE DENSITY/INTENSITY

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

### Residential Density

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

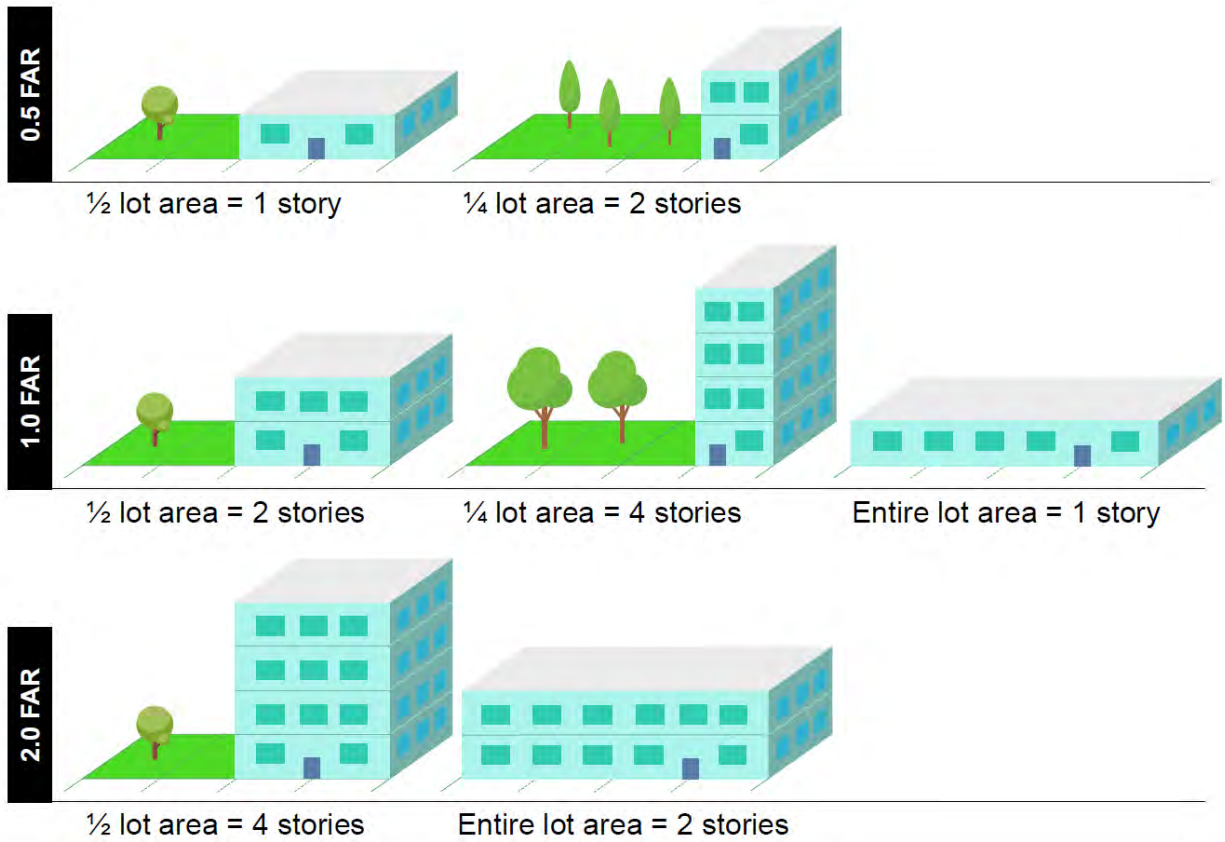
Figure LU.1: Residential Density



### Floor Area Ration (FAR)

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

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



### Lot Coverage

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

## LAND USE DESIGNATIONS

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

### RESIDENTIAL LAND USE

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

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



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

### COMMERCIAL LAND USE

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



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## EXECUTIVE ADMINISTRATIVE LAND USE

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

## PUBLIC AND QUASI-PUBLIC LAND USE

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

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

## PLANNED DEVELOPMENT

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



## CEMETERY

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



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

## GATEWAY SITES

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

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

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



## GENERAL PLAN LAND USE TABLE AND MAP

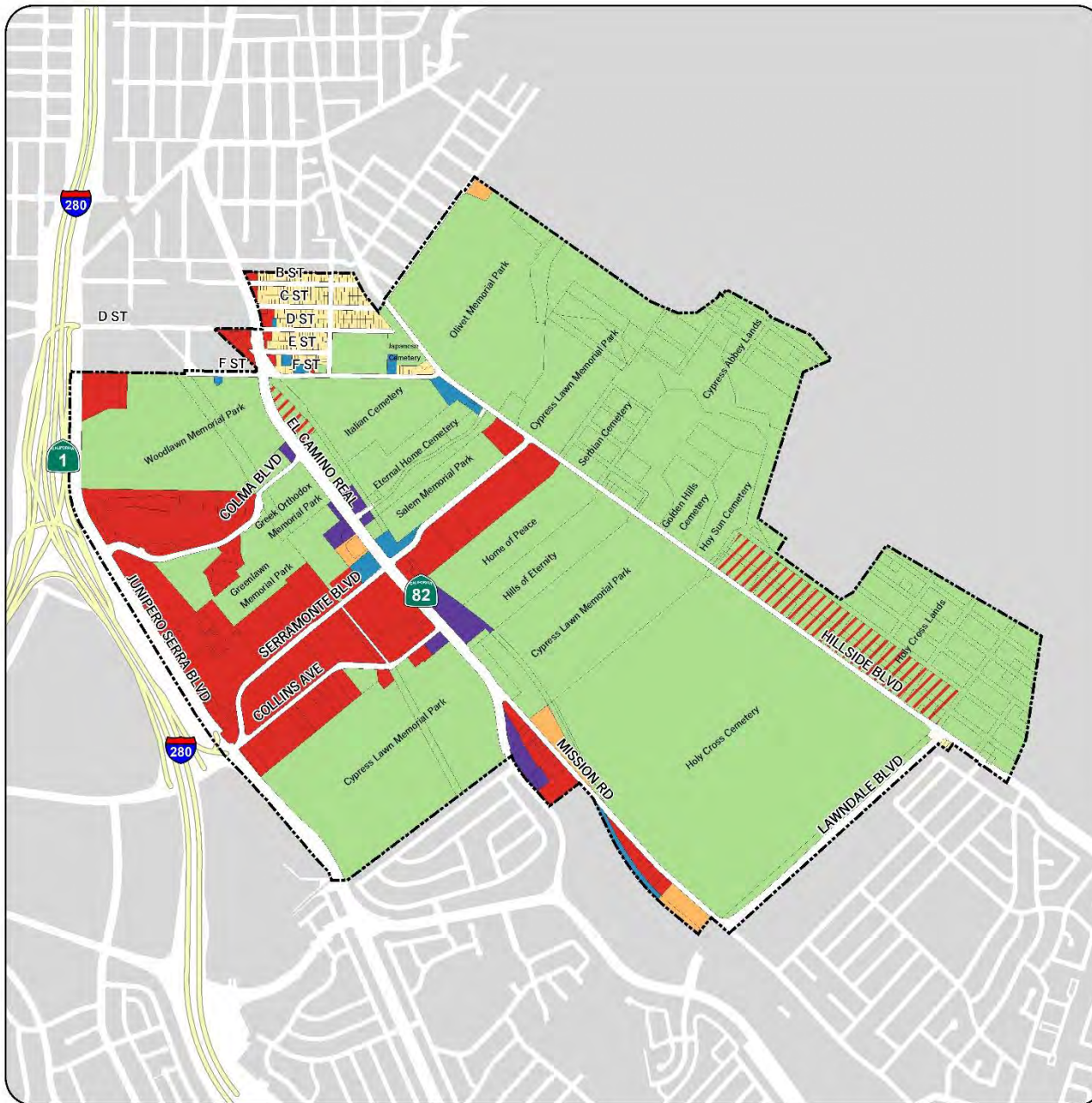
The General Plan Land Use Map (see Figure LU.3) provides a graphic representation of the distribution of allowed land uses within the Planning Area, providing direction for where and what kind of development may occur.

Table LU-2: Land Use Designations

Land Use Designation	Density/Intensity Range*
<p>Cemetery This designation provides for cemetery, planned cemetery, agricultural and public recreation uses.</p>	N/A
<p>Low Density Residential This designation provides for single family, residential development on lots of approximately 3,300 square feet in area.</p>	Density: up to 13 units per acre
<p>Medium Density Residential This designation provides for compact residential developments such as townhomes, condominiums, and apartments.</p>	Density: 13 to 30 units per acre
<p>Commercial This designation provides for a wide range of retail commercial uses including auto dealerships, retail stores, personal and professional services, furniture stores, restaurants, and wholesale-retail trade. Other uses, where permitted in a Planning Area, may include stand-alone or mixed-use multifamily residential, mixed-use, and auto-related uses.</p>	FAR: 1.0 to 2.0 Lot Coverage: 50% Density: 13 to 30 units per acre
<p>Executive Administrative This designation provides for low intensity office and cemetery related uses, such as flower and monument shops. These sites allow for economic activities along El Camino Real, while continuing to protect the green belt theme.</p>	FAR: 1.0 to 2.0 Lot Coverage: 50%
<p>Public and Quasi-Public This designation provides for uses that are public serving in nature, including government offices/operations, parks, utilities, transportation, and community centers.</p>	N/A

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



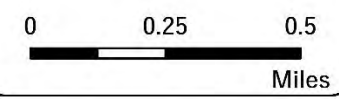
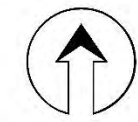


# Town of Colma

Figure LU.3.  
Land Use

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

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








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## Goal LU-1: New development should complement existing development to create a distinctive community.

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

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- LU-2-1: **Water Conservation.** Promote water conservation by educating and encouraging residents and businesses to incorporate drought tolerant and low water using planting, smart irrigation systems, water efficient appliances, and recycled water systems.
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- LU-2-2: **Water Efficient Landscape.** Apply the Water Efficient Landscape Ordinance to new development and projects that include a qualifying amount of replacement or new landscaping.
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 LU-2-3: **Open Space.** Require accessible, attractive open space that is well maintained and uses sustainable practices and materials in all new multiple dwelling and mixed-use development.
- 
 LU-2-4: **Low Impact Development.** Regulate new development and construction to minimize pollutant and sediment concentrations in receiving waters and ensure that surface water meets or exceeds applicable regulatory water quality standards. Require new development to incorporate Low Impact Development features that treat and reduce surface runoff volumes.
- 
 LU-2-5: **Energy Efficiency.** Support energy efficient improvements in aging building stock.
- 
 LU-2-6: **Solar Energy.** Provide incentives for installation of solar and photovoltaic systems on existing buildings and new development.
- 
 LU-2-7: **Electric Vehicles.** As Town gasoline-powered vehicles are replaced, purchase electric and hybrid vehicles when practicable. Install electric vehicle charging stations with new commercial and mixed-use developments.
- 
 LU-2-8: **Climate Action Plan.** Maintain a Climate Action Plan and continue to partner with **San Mateo County’s Regional Climate Action Planning Suite (RICAPS) to prepare** community-wide greenhouse gas inventories.
- 
 LU-2-9: **Greenhouse Gas Reduction Targets.** Work to achieve greenhouse gas emissions reductions that are consistent with the targets established by AB32 (California Global Warming Solutions Act) and subsequent supporting legislation.
- 
 LU-2-10: **Green Building.** Support sustainability and green building best practices through the orientation, design, and placement of buildings and facilities to optimize their energy efficiency in preparation of State zero-net energy requirements for residential construction and commercial construction.
- 
 LU-2-11: **Cultural Resource Preservation.** Promote preservation of buildings, objects, and sites with historic and/or cultural significance.

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

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

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- LU-3-2: **Private Open Space in Multifamily Residential.** In addition to the required dedication of parkland or payment of a park in-lieu fee, the Town shall also require all multifamily residential projects, including those that are part of a mixed-use project, to provide a minimum of 100 square feet of private open space for use by residents of the project, such as courtyards, private balconies and rooftop patios.
- LU-3-3: **Adequate and Affordable Housing.** Continue to provide opportunities for a variety of housing types at varying densities and affordability levels.
- LU-3.4  **Maintenance of Colma's Residential Neighborhoods.** Strive to maintain public improvements and landscaping in residential neighborhoods to a high level.
- LU-3-5: **Neighbor-to-Neighbor Mediation.** For issues that do not involve violations of Town laws, continue to encourage residents to employ the Peninsula Conflict Resolution Center (PCRC) to resolve neighbor-to-neighbor disputes in a fair and equitable way.
- LU-3-6:  **Walkable Neighborhoods.** 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.

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

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- LU-4-1:  **Maintaining Adequate Public Infrastructure and Facilities.** Adequately maintain public infrastructure to ensure the provision of safe and reliable **infrastructure to meet the town's current and future needs, including facilitating** upgrades to the utility infrastructure necessary for improved and emerging technologies.
- LU-4-2: **Adequacy to Serve New and Existing Developments.** Continue to ensure that new and existing developments can be adequately served by municipal services and facilities in accordance with Town standards.
- LU-4-3: **New Development Fair Share.** Regularly evaluate and update development impact fees to ensure that new development pays its fair share of providing new public facilities and services and/or the costs necessary to improve or expand infrastructure to serve them, including street improvements, parks, wastewater, stormwater drainage, and other public services.

- LU-4-4: **Capital Improvement Program (CIP)**. Continue to fund maintenance, improvements, and expansion of town infrastructure, including sewer lines and street infrastructure through a multi-year Capital Improvement Program (CIP).
- LU-4-5: **Undergrounding and Screening of Utilities**. Require new developments to underground utilities, at a minimum from the nearest above-ground pole to the building. Transformers shall be located as far away from a public street as possible and shall be screened from view by landscaping to the extent feasible.
  - 
- LU-4-6: **Install Remaining Gateway Monuments**. Look for opportunities to install the remaining two gateway monuments at the south end of El Camino Real at Mission Road and on Hillside Boulevard at Lawndale Boulevard.
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**Goal LU-5 Grow and develop in such a way that allows Colma’s unique character to flourish while recognizing the town’s role in the broader region.**

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- LU- 5-1: **Regional Cooperation**. Participate with other cities in the county and across the region in working towards solutions to the issues of regional land use, housing, homelessness, and transportation planning through partnership with the Association of Bay Area Governments, the Metropolitan Transportation Commission, and the San Mateo City/County Association of Governments (C/CAG).
- LU-5-2 **San Mateo County Collaboration**. Continue to consult with San Mateo County and other cities in the region on effective land use, transportation, sustainability, and economic development strategies to learn about additional strategies that could be used in Colma **to achieve the community’s vision and goals.**



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## EQUITY AND CIVIC ENGAGEMENT

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

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

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

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

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

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

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# LAND USE PUBLIC BENEFITS PROGRAM

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As described in more detail under the Planning Areas section, **the term “opportunity sites” in the Colma General Plan refers to underdeveloped sites, underutilized sites, and those with non-conforming uses. Generally, the current uses of these sites are not considered the “highest and best” uses**, therefore, opportunity sites identified in the Planning Areas for the Town of Colma GPU utilize a public benefit approach to allow larger developments that include value that directly benefits the town as a whole.

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

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

Table LU-3: Public Benefits List

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

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

The Public Benefits Program ensures developers provide benefits to the town in exchange for approval to develop additional floor area. Development above the established 1999 General



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Plan FAR shall provide public improvements or equivalent resources to improve the quality of life for the community. In addition, the development should financially contribute to the Town **budget in a way that fully covers the Town's service costs necessary to provide public services** to the development.

**Goal LU-8: When opportunity sites are developed, require provision of public benefits with value proportional to the project's building square footage in excess of established development standards.**

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

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## PLANNING AREAS

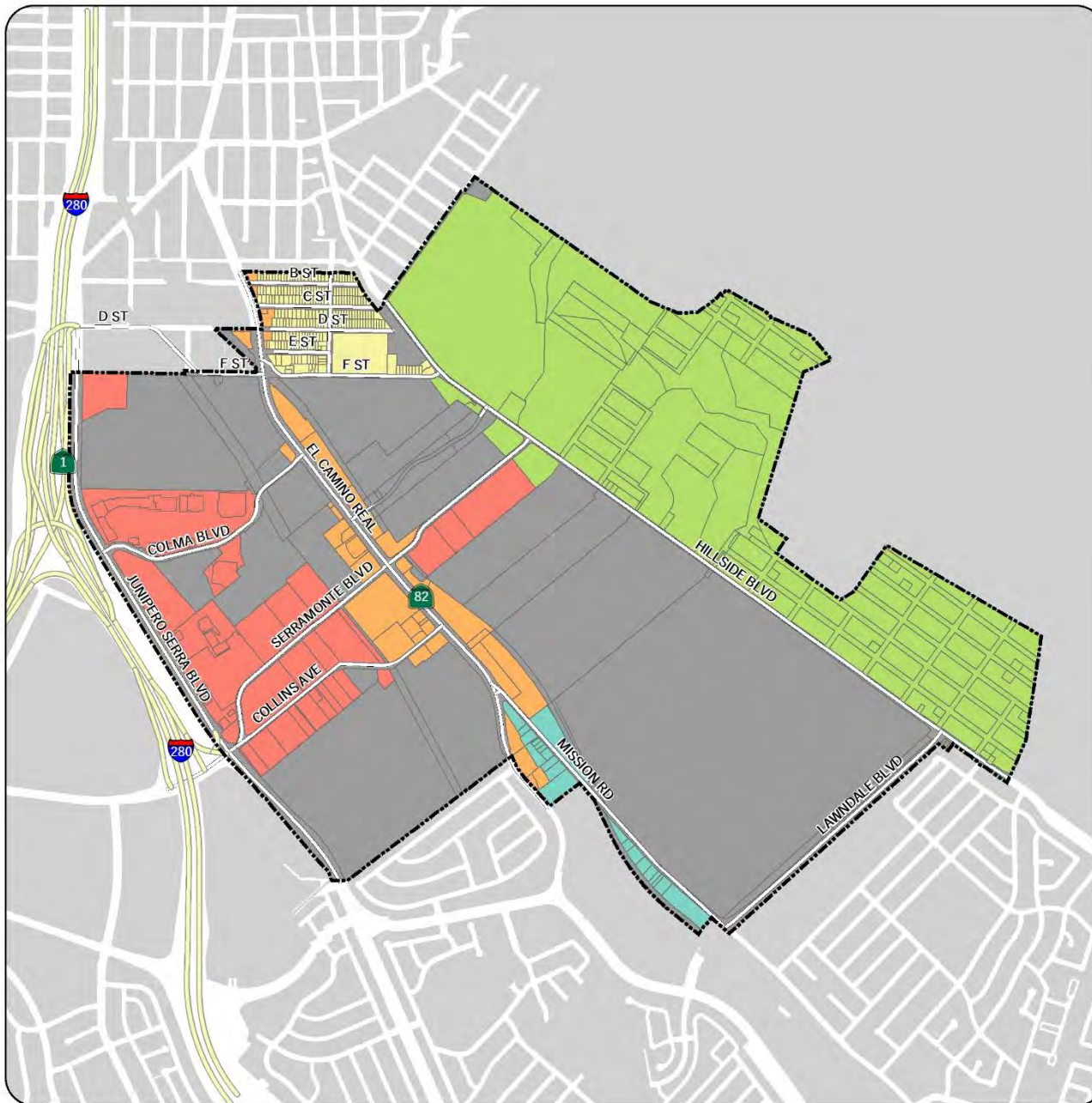
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This section presents a guide for land use and development decision making in each Planning Area. The section includes both design and development guidelines as well as implementation goals and policies for each Planning Area. The goals and policies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

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

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

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



# Town of Colma

Figure LU.4.  
Planning Areas

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

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



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## VACANT AND OPPORTUNITY SITES

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

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

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

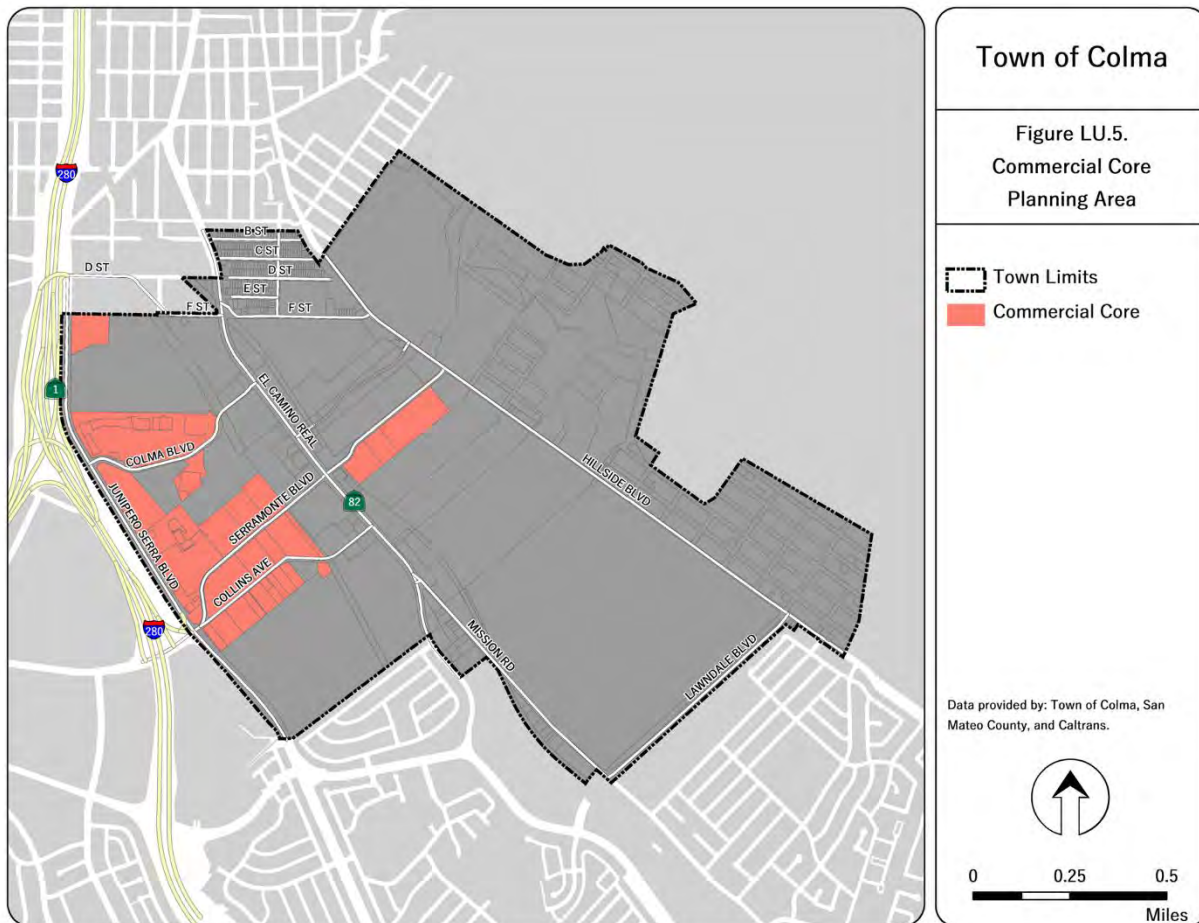
In 2014, the Town commissioned the preparation of an Urban Design Study. The study evaluated the development potential of existing sites and considered form-based planning concepts to consider the most appropriate development massing for the sites that were studied. A key component of this study was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



## COMMERCIAL CORE

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

Figure LU-5: Commercial Core Planning Area



### Land Use

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

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

### Allowed Land Use

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

### Height and Intensity

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

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

### Street Design

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

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

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

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

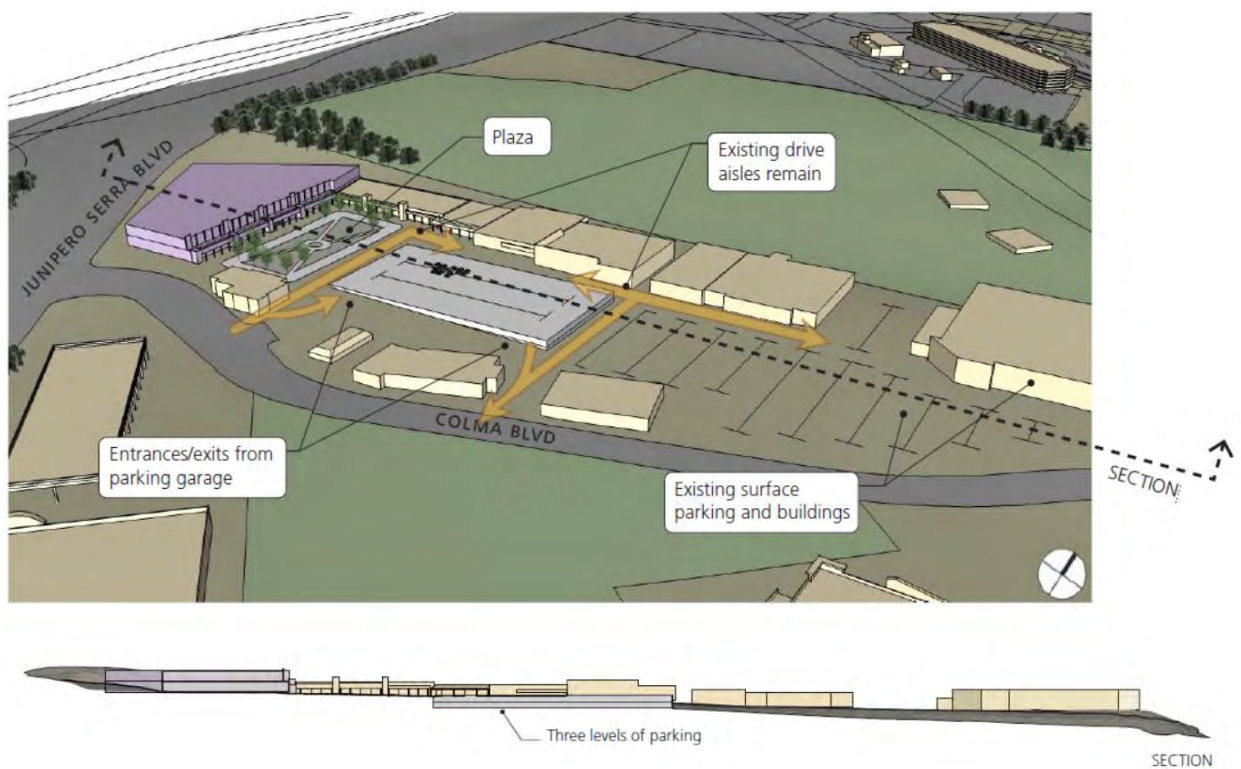
### Commercial Core Opportunity Sites

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

#### *Enhanced 280 Metro Center*

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

Figure LU-6: Enhanced 280 Metro Center Concept



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

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

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

### **Goal LU-9: Land use decisions for new buildings or uses in the Commercial Core shall ensure fiscal stability for the Town.**

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**LU-9-1: Auto Sales Uses.** Encourage the development of auto sales establishments above other commercial, retail uses along Serramonte Boulevard.



**LU-9-2: Commercial Office.** Support the development of commercial offices along Serramonte Boulevard only if auto or other retail sales uses are no longer viable. Commercial office will only be considered if it can be demonstrated through a fiscal analysis, development agreement or business registration fees that the use will not burden public services and infrastructure.

**LU-9-3: Hotels.** Support the development of hotels within the Commercial Core, including boutique hotels and internationally recognized hotel chains.



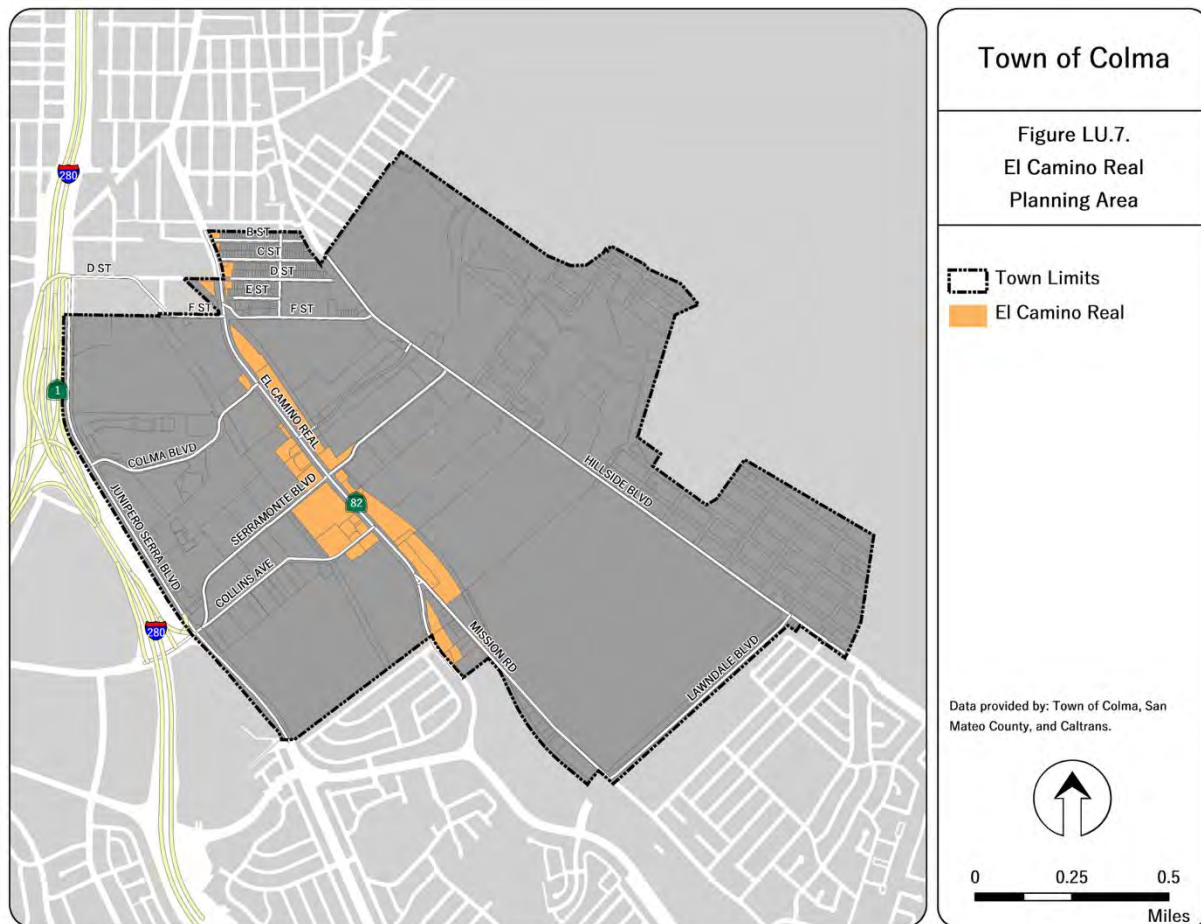
**LU-9-4: Residential Prohibited.** Discourage residential development in the Commercial Core due to inherent conflicts with large format retail and sales uses.



## EL CAMINO REAL CORRIDOR

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

Figure LU-7: El Camino Real Corridor Planning Area



### Land Use

Low impact offices and other executive/administrative uses are encouraged to provide a buffer between existing cemetery uses and El Camino Real between the BART bridge to the north and the South San Francisco border. Multi-modal mixed-use development is promoted surrounding the Colma BART station, at the Town Center site, and where feasible along Mission Road. For the central portion of the Planning Area, land use intensity and use types can vary. A Town Center type development is encouraged.

*Allowed Land Use*

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

Height and Intensity

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

El Camino Real Opportunity Sites

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

*Walkable Town Center*

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

Figure LU-8: Town Center Concept 1



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

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

Figure LU-9: Town Center Concept 2



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

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

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

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

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

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

#### *Mixed-Use Commercial/Residential*

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



Figure LU-10: Conceptual Plan for Bocci Site



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

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

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

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

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

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

Shall be considered for a significant height bonus as follows:

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

*Mixed-Use Commercial/Residential or Office*

A Mixed-Use Commercial/Residential or Office project with densities up to 30 units per net acre could be feasible on the Italian Cemetery property located on El Camino Real south of the BART bridge. New buildings should be setback at least 10 feet from the curb and include frontage areas inviting to the pedestrian, which include sidewalks, planters, street trees and benches. It is intended that mixed commercial/residential uses will consist of pedestrian-oriented retail or commercial facilities on the ground floor with two levels of residential or office uses above. No new access points would be permitted for the development, and access should be taken from the existing BART access driveway. Any parking for the site should not be visible from El Camino Real.

In addition to mixed-use development, the site could be developed with cemetery or cemetery related land uses as currently permitted under the General Plan designation for the property. In addition, a commercial office could be developed on the property. If a mixed-use project is not feasible for the site, the site could be developed with only multi-family housing.

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

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

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

- A mix of land uses
- High quality design/construction/materials.

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

Shall be considered for a height bonus as follows:

- Height: 40-55 feet (3 stories)
- Lot Coverage: 75%

## Street Design

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

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

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

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

## Signage

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

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

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LU-10-1: **Neighborhood and Small Scale Commercial and Service Uses.** Encourage neighborhood and small scale and service uses on the east side of El Camino Real from the BART bridge north.

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

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



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



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



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

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



## Goal LU-11: Allow for the development of a Town Center to serve as a focal point for the community.

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

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



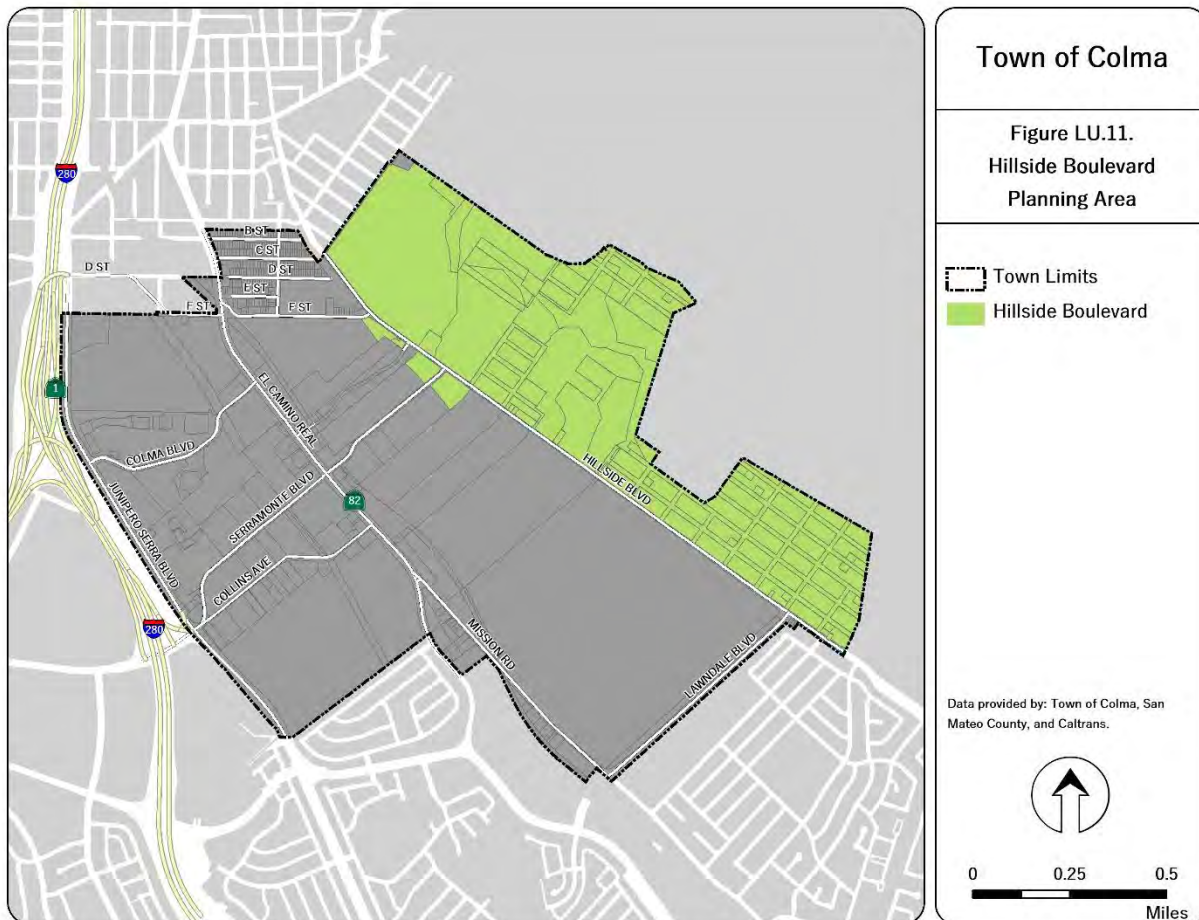
LU-11-3: **Town Center Public Realm**. In exchange for additional height and floor area, require an outdoor plaza, enhanced streetscape and/or creek daylighting, and linear park.



## HILLSIDE BOULEVARD

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

Figure LU-11: Hillside Boulevard Planning Area



### Land Use

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

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

*Allowed Land Use*

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

Height and Intensity

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

Hillside Boulevard Opportunity Sites

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

*Hillside Boulevard South of Sand Hill Road*

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

*Landfill and Golf Course Property*

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

Signage

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

Street Design

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

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

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

### Access to In-Holding Lots

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

### Goal LU-12: Ensure that land use decisions for new buildings or uses in the Hillside Planning Area are compatible within the Planning Area.

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

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



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

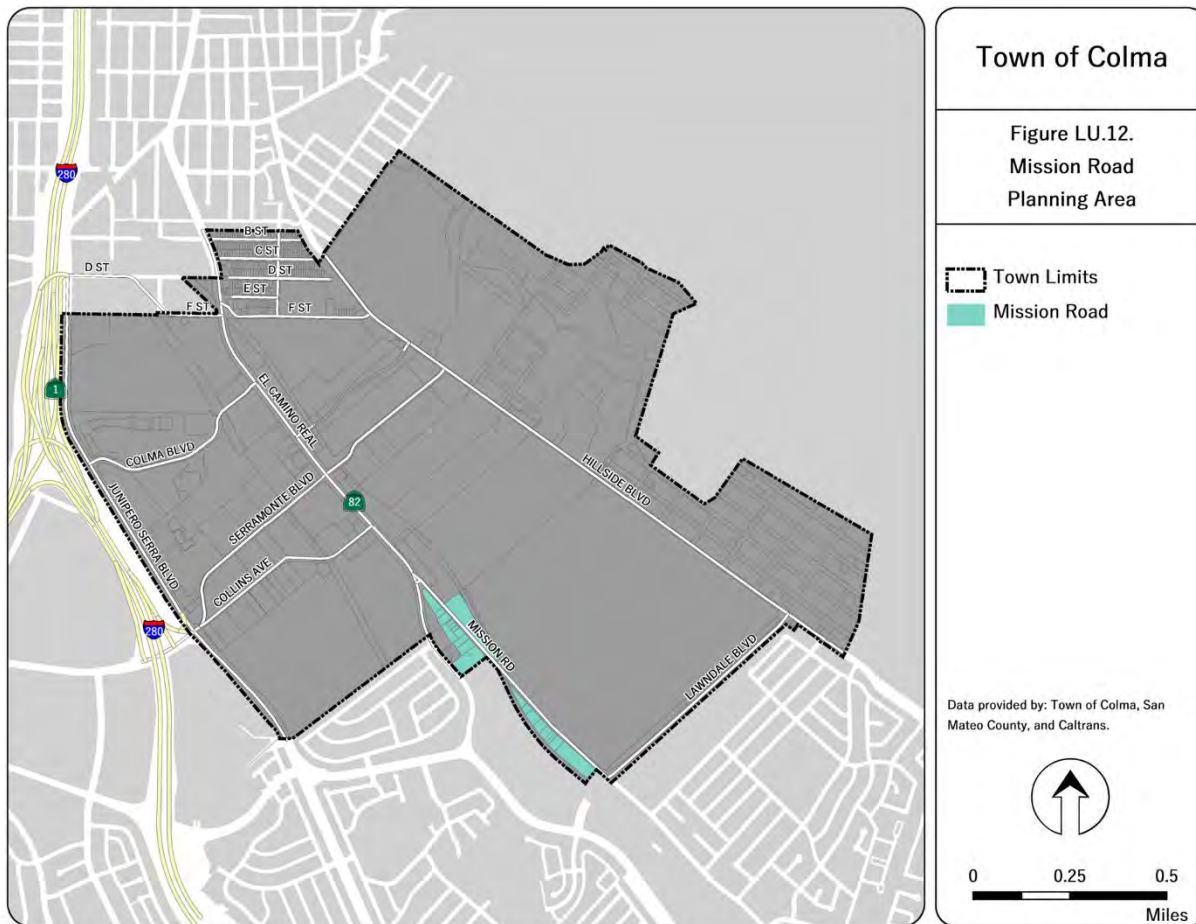


LU-12-4 **Residential**. Prohibit residential development in the Hillside Boulevard Planning Area.

## MISSION ROAD

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

Figure LU-12: Mission Road Planning Area



### Land Use

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

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



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

*Allowed Land Uses*

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

Height and Intensity

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

Mission Road Opportunity Sites

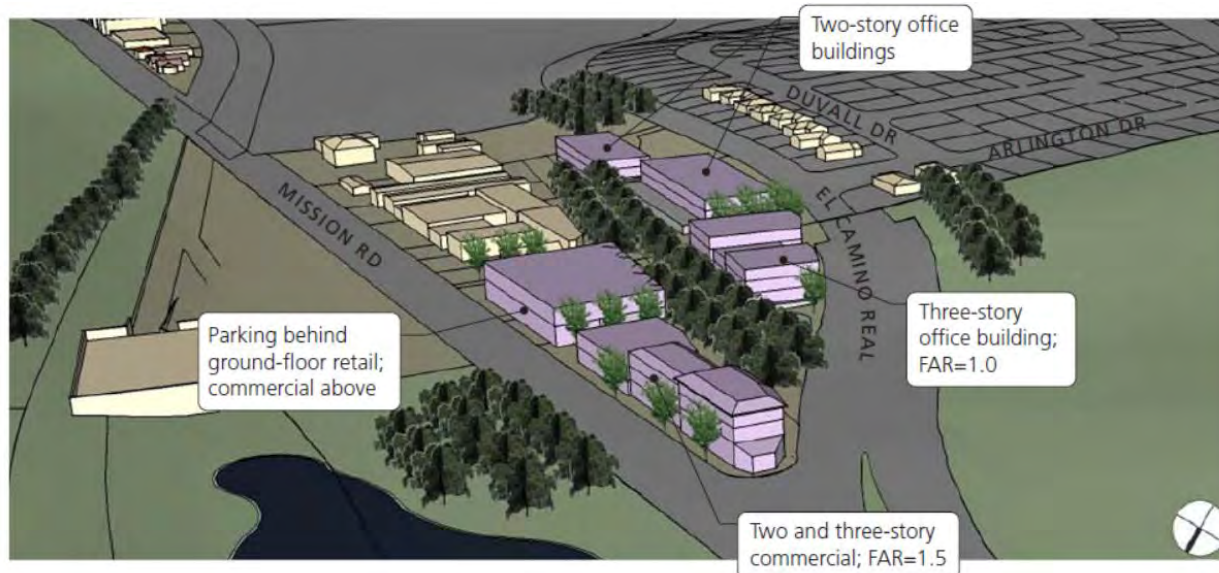
*Commercial Office at the "Y"*

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

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

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

Figure LU 13: Mission Road Commercial/Office Park Concept



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

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

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

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

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

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

- Height: 40-42 Feet
- FAR: 1.0 – 1.5

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## Signage

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

## Street Design

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

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

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

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

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



LU-13-2: **Historic Buildings.** Maintain and enhance historic buildings and uses along Mission Road according to the Secretary of the Interior’s standards. And encourage adaptive reuse of structures.



LU-13-3: **Existing Residential Uses.** Design and maintain new development or new uses adjacent to existing residences on Mission Road to not negatively impact existing residential uses.



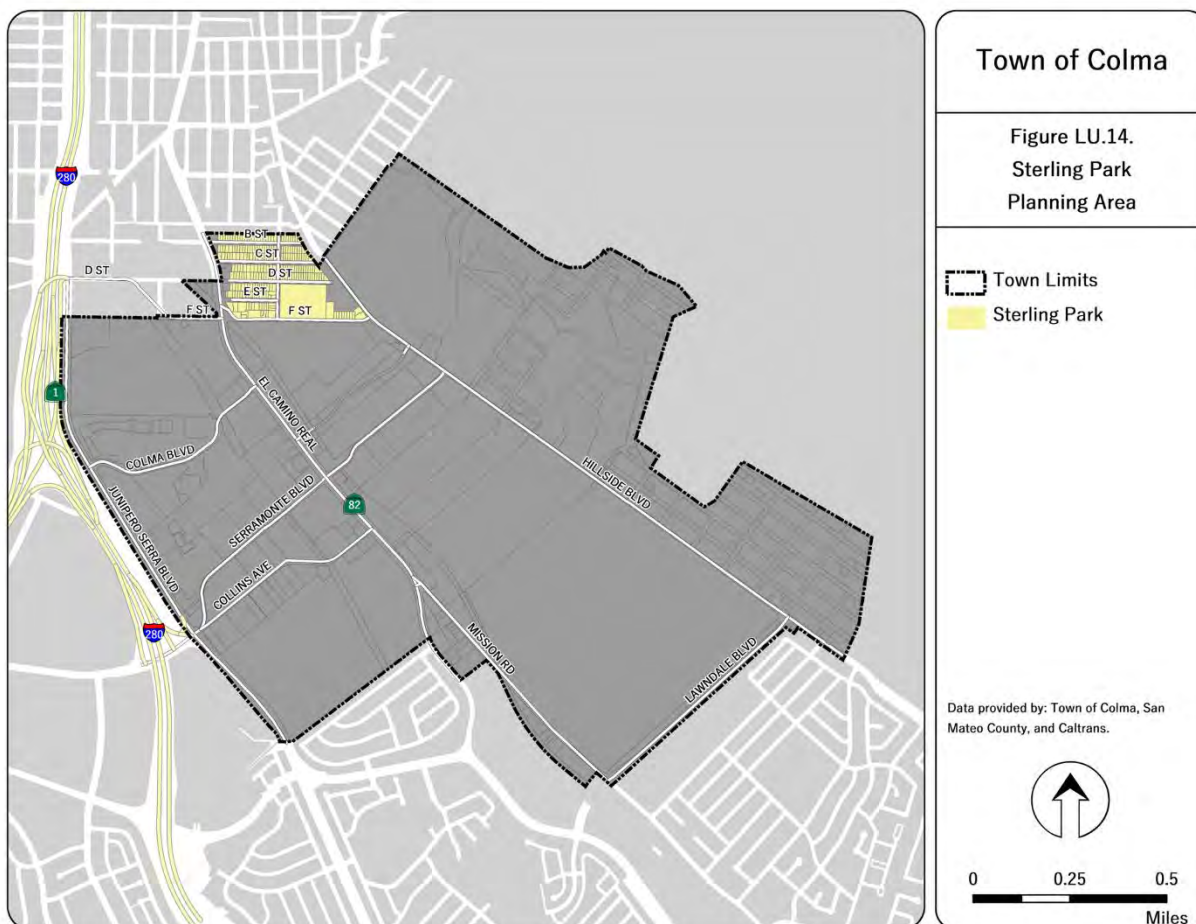
LU-13-4: **Infill Housing.** Promote the provision of lower- and moderate-income housing on in-fill sites on Mission Road.

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

## STERLING PARK

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

Figure LU-14: Sterling Park Planning Area



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## Land Use

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

### *Allowed Land Use*

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

## Height and Intensity

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

## Sterling Park Opportunity Sites

There are no opportunity sites in the Sterling Park neighborhood

## Signage

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

## Street Design

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

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



## IMPLEMENTATION

Land Use Implementation Programs	2021-2030	2031-2040	Annual	Ongoing
LU-IP1: The Town shall review the Zoning Ordinance to ensure that standards and regulations reinforce quality design, are clear and are easily monitored.	X			X
Implements Policies: LU-1-2, LU-1-5 Responsible Dept.: Planning				
LU-IP2: The Town shall continue to implement current codes, development standards and requirements to increase building and site efficiency of new and existing buildings over time.				X
Implements Policies: LU-2-1, LU-2-2, LU-2-4, LU-2-6, LU-2-8, LU-2-10 Responsible Dept. Planning; Supporting Depts. Building and Public Works				
LU-IP3: The Town shall periodically review the development impact fee structure to ensure that new projects pay their fair share of the costs necessary to improve or expand public infrastructure and services to serve them.				X
Implements Policy: LU-4-1, LU-4-3 Responsible Dept.: Planning; Supporting Dept. Engineering				
LU-IP4: The Town shall annually review and update the Capital Improvement Program (CIP) to ensure adequate and timely provision of public facilities and infrastructure to serve economic development activities.			X	
Implements Policy: LU-4-4, LU-4-6 Responsible Dept.: Public Works; Supporting Dept. Planning				

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



# Mobility Element



# Mobility Element

## TOWN OF COLMA 2020 GENERAL PLAN

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### PURPOSE

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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. There are no military airports or ports within the town.

### RELATIONSHIP TO STATE LAW

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, as well as other local public utilities and facilities. Discussion of other public utilities and facilities are addressed in the Open Space and Conservation and the Safety elements in the General Plan, in order to allow transportation to be the focus of the Mobility Element.

### RELATION TO OTHER ELEMENTS

State law requires that the Mobility and Land Use elements of a General Plan be cooperatively developed. Integration of the Mobility and Land Use elements results in a General Plan that ensures adequate and appropriate mobility for all transportation modes and users with future planned development. The Mobility Element is primarily related to the Land Use, Housing,



the community and decision-makers to ensure transportation facilities are built to provide mobility, support and enhance neighborhoods and activity centers built alongside them, and encourage travel by non-automobile modes while also improving public health.



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## STREETS AND HIGHWAYS

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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-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.

### FUNCTIONAL CLASSIFICATIONS

Roadways serve two primary functions: mobility and property access. Higher and reliable speeds are desirable for mobility, while low speeds are more desirable for property access and bicycle and pedestrian safety, particularly in residential areas. A functional classification system provides a hierarchy of streets to meet both access and mobility needs. Arterials emphasize high mobility for through traffic, local streets emphasize property access, and collectors provide a balance between both functions.

The Town of Colma uses a modified version of the Federal Highway Administration (FHWA) classifications. The street classifications table retains a correlation to the FHWA classification to ensure that Colma remains eligible for federal transportation funds.



































Table M-1: Roadway Classifications

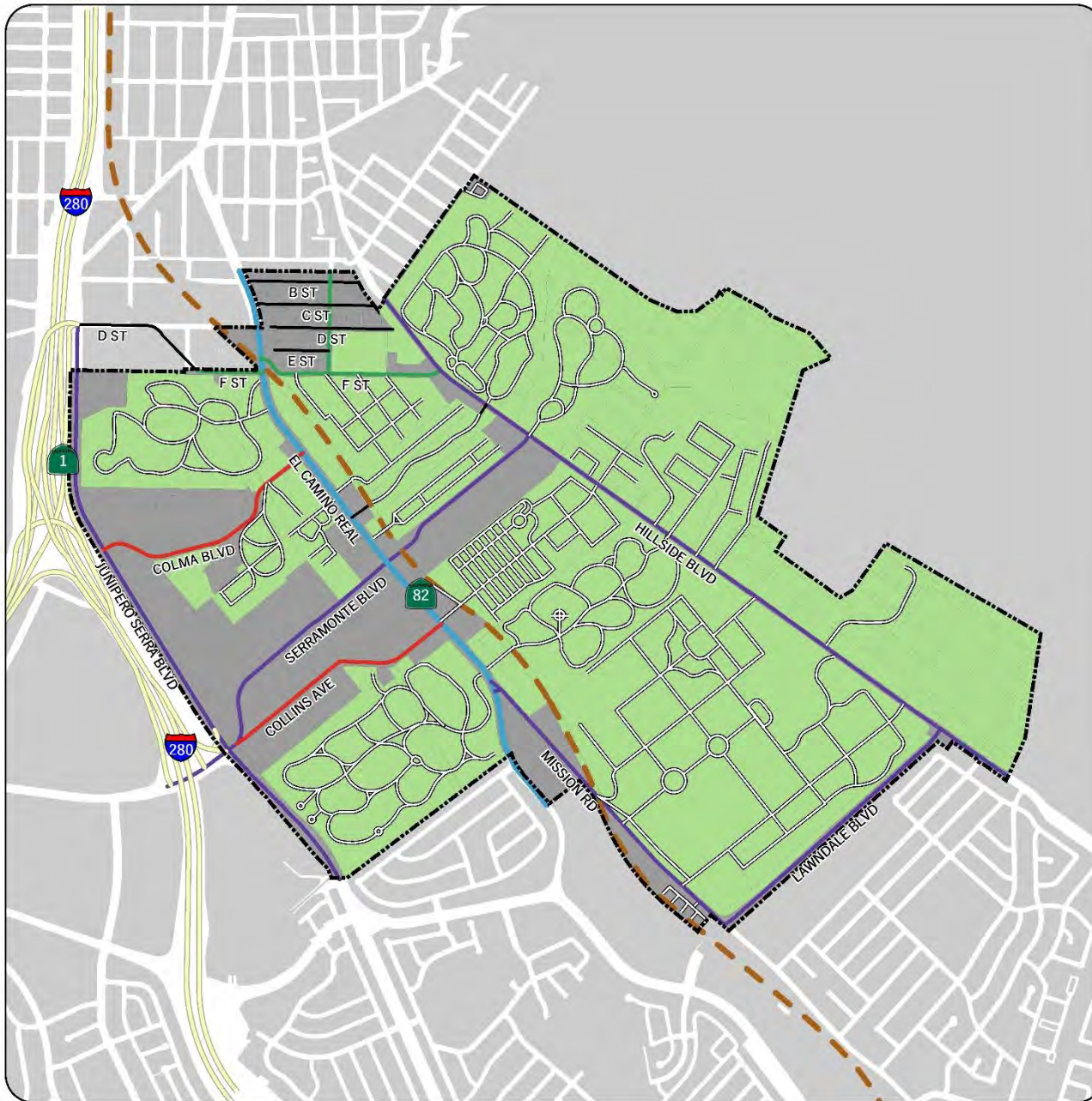
FHWA Roadway Classification	Major Highway	Principal Arterial	Arterial	Commercial Collector	Residential Collector	Local
Principal Arterial, Interstate	●					
Principal Arterial, Freeways	●					
Principal Arterial, Other		●				
Minor Arterial			●			
Commercial Collector				●	●	
Local						●

**A street's classification dictates the way a street is designed.** Current one-size-fits-most design standards make it difficult to safely accommodate modes (meaning different forms of travel) and to adjust designs based on the unique needs of a neighborhood or street. Mode priorities for each street type are illustrated in Table M-2. This provides a guideline for prioritizing modes

on new and improved roadways within the town. The recommended modal priorities aim to strike a balance between functional classification, adjacent land use, and competing travel needs and uses. Within limited right-of-way, these priorities allow the Town to make design trades-offs to best fit the function and need of various travel modes. In constrained conditions, modes identified as priority must be accommodated.

**Table M-2: Roadway Transportation Priorities**

	Transit	Bicycles	Pedestrian	Trucks	Automobiles
<b>Major Highway</b>					
<b>Principal Arterial</b>					
<b>Arterial</b>					
<b>Commercial Collector</b>					
<b>Residential Collector</b>					
<b>Local</b>					
 <b>High Priority</b>  <b>Medium Priority</b>  <b>Low Priority</b>  <b>Prohibited</b>					

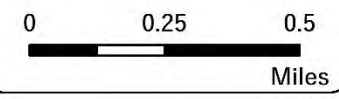
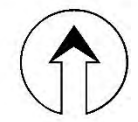


# Town of Colma

Figure M.1.  
Roadway Classifications

- Town Limits
- BART Line
- Major Highway
- Principal Arterial
- Arterial
- Commercial Collector
- Residential Collector
- Local
- Private

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



## Major Highways

Major highways are limited access regional freeways that are a part of the state and regional network of highways. They are controlled by Caltrans (California Department of Transportation) and subject to State design standards.

## Principal Arterial

El Camino Real is a principal arterial and a part of the state and regional network of highways, carrying a significant volume of regional motor vehicle traffic as well as providing regional transit service and transit connections. The corridor has mixed commercial and retail frontages. The roadway is controlled by Caltrans and is subject to State design standards. Pedestrian improvements are comfortable to walk along and provide safe crossings at designated locations. In areas of significant travel mode conflict, bicycle improvements may have lower priority, particularly where parallel corridors exist.

## Arterial Streets

Arterial streets are primarily streets that serve as a majority of trips and that form the key connections within and to the town. Arterial streets provide a service for vehicles, transit, bicycles, and pedestrians wherever possible. Serving bicyclists is a greater priority along identified bicycle corridors. Pedestrian improvements are comfortable to walk along and provide safe crossings at designated locations.

## Commercial Collector

Commercial collectors are streets with commercial frontages that accommodate intra-city trips while also distributing local traffic to major arterials. These roadways prioritize truck and vehicle modes of travel. Pedestrian improvements are comfortable to walk along and provide safe crossings at designated locations.

## Residential Collector

Residential collectors are streets that serve the same level of travel activity, and with the same connectivity, as commercial collectors, but have primarily residential frontages. Residential collector streets accommodate intra-city trips while also distributing local traffic to major arterials. These streets prioritize non-motorized travel, providing high quality conditions for walking and bicycling.

## Local Streets

Local streets are low volume residential streets, serving mostly local traffic. They provide access primarily to abutting uses. These streets serve people walking and biking.

## Private Streets

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Private streets may be permitted for planned residential, commercial, or cemetery developments in Colma. The improved width of private roads should be designed to accommodate the level of traffic the road is expected to carry. Colma has two unique private streets worth noting:

### *Cypress Hills Access Road (Partially Existing and Proposed)*

Cypress Hills Access Road is a proposed emergency access loop road extending from the **Cypress Lawn Memorial Park's Hillside Campus entrance to the golf driving range access road**. The road is intended to provide emergency access to the cemetery properties and the base of San Bruno Mountain. The proposed access road would be a private road, available for police and fire emergency use.

### *Decommissioned Landfill/Park Access Road*

Access to the decommissioned Hillside Landfill is provided by a two-lane road (Sand Hill Road; privately owned road). If the decommissioned landfill is redeveloped in the future, this access road will become the entrance to the site. The actual configuration and routing of the road may change depending on the end uses and conformance to accessibility and emergency access standards.

## **“Paper” Streets**

The Cypress Hills area and Holy Cross lands east of Hillside Boulevard have a series of public easements remaining from when the land was originally platted for development. Although the streets were never built, a number of lots within the platted area were sold speculatively. These **“in-holding” lots have not been developed, but nevertheless the Town is obliged to maintain the paper streets as a theoretical means of access.** The paper streets remain on the County **Assessor's maps. The Town supports landowner applications to abandon paper streets that do not provide access to in-holding lots, are not needed for utility purposes, or are redundant with other paper streets.**

## **VISION ZERO**

**Transportation safety can always be improved. “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. For example, streets can be made safer by minimizing truck routes through town, diverting goods movement to specific thoroughfares to protect vulnerable populations and minimizing risk to residents.



Project prioritization through the Town's **Capital Improvement Plan** promotes review of projects to ensure that the needs of non-motorized travelers are met in all stages of the design and implementation process. This effort also aims to upgrade existing infrastructure before incurring the costs associated with building new infrastructure. By using data driven findings, engineering efforts can more easily focus on critical safety components. Enforcement encourages safety and reduces unsafe behavior among pedestrians, bicyclists, and drivers.

## STREET TREES

**Street trees can improve Colma's appearance and provide a link between cemetery/open space and developed areas, especially where new development occurs.** Street trees can enhance the building scale, soften the visual impact of development in new and existing areas, and act as a **moderator to Colma's windy climate.** The Town's **Climate Action Plan** encourages/mandates the planting of street trees when street projects or opportunities exist. The Town received Tree City USA certification in 2019.

## GREEN INFRASTRUCTURE

Green Infrastructure (GI) is a means of restoring water quality through implementing a range of natural and built approaches to stormwater management that mimic natural systems. GI can reduce the amount of runoff that enters the traditional piped stormwater system below ground, prevent overflows that pollute nearby water bodies, clean stormwater, and allow water to reabsorb back into the ground. GI uses vegetation, soils, filter media, and/or natural processes to create healthier urban environments.

Implementation of GI improvements, such as landscaping, irrigation, bioretention areas, stormwater capture devices, and pervious paving will improve the water quality of stormwater in Town rights-of-way and facilities. The Town of Colma Adopted a Green Infrastructure Plan in July 2019. The plan describes how the Town will, over time, transition its **existing "gray" (i.e., traditional) infrastructure to "green" infrastructure.** The document also provides guidance to meet stormwater pollutant load reduction goals and creates a process for prioritizing the integration of GI into Capital Improvement Program projects.



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The Town successfully implemented its first Green Infrastructure project on Hillside Boulevard between Hoffman Street and Serramonte Boulevard.

### **Goal M-1: Provide and maintain a safe, efficient, and attractive circulation system that promotes a healthy, safe, and active community throughout Colma.**

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- M-1-1: **Vision Zero.** Eliminate traffic fatalities and reduce the number of non-fatal collisions by 50 percent by 2040.
- 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.
- 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.
- M-1-4: **Street Trees.** Require street trees as a condition of private development, where feasible. In addition, look for opportunities to increase street tree planting as part of existing street renovation projects.
- M-1-5: **Green Streets.** Incorporate Green Streets best practices, as appropriate to the context, for new streets and street retrofits.
- M-1-6: **Truck Routes.** Consider Principal Arterials, Arterials, and Commercial Collectors as truck routes to provide for the safe transportation of goods and services through the town while minimizing risk to vulnerable populations.

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## ROADWAY PERFORMANCE

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### EVALUATING ROADWAY PERFORMANCE

The determination of environmental impact as it relates to the transportation system has changed since the last General Plan update. The traditional performance measure has been Level of Service (LOS). LOS is a measure used to rate roadway traffic flow characteristics and serves as an indicator of roadway performance, relative to locally established standards for service quality. With the passage of SB 743, Vehicle Miles Traveled (VMT) has replaced LOS as the basis for determining transportation impact identification and mitigation under the California Environmental Quality Act (CEQA). VMT is a measure of the amount of travel for all vehicles in a geographic region over a given time period. VMT levels are lower in communities that are more walkable and compact and in communities that have strong public transportation systems. Increased population density is also associated with lower VMT per capita (ChangeLab Solutions, 2007; U.S. EPA, 2013). Some strategies that have shown success include:

- Expanding public transportation and improving service;
- Providing active transportation infrastructure (sidewalk, ADA, and bikeway improvements and connections);
- Instituting higher parking fees;
- Placing higher density and more affordable housing closer to transit, employment, and services;
- Balancing the number and type of jobs in the community with the type and range of housing units and costs; and
- Discouraging low density development in more remote areas without services that requires vehicle use.

This Element provides a policy framework for determining the impact of VMT changes resulting from discretionary development within the town. The Town LOS standards and policies will remain for use as part of the transportation planning and consideration of land use changes and entitlement applications. Current LOS thresholds are shown in Tables M-3 and M-4.

**Table M-3 Roadway Segment Traffic Level of Service (LOS) Definitions**

<b>LOS</b>	<b>Roadway Segment Traffic Flow Conditions</b>
A	<i>Free flow.</i> No traffic-related restrictions on vehicle maneuverability or speed. Speed is determined by drivers' desires, speed limits, and physical roadway conditions.
B	<i>Stable flow.</i> Operating speeds start to be restricted; little or no restrictions on maneuverability from other vehicles. Slight delays.
C	<i>Stable flow.</i> Speeds and maneuverability more closely restricted. Occasional backups behind left-turning vehicles at intersections. Acceptable delays.
D	<i>Approaching unstable flow.</i> Queues develop. Temporary restrictions on speed may cause extensive delays. Little freedom to maneuver. Comfort and convenience low. Delays at intersections may exceed one or more signal changes.
E	<i>Unstable flow.</i> Stoppages of momentary duration. Low operating speeds. Maneuverability severely limited. Intolerable delays. At-capacity operations.
F	<i>Forced flow.</i> Gridlock/over-capacity conditions. Stoppages for long periods. Low operating speeds.

**Table M-4 Signalized Intersection LOS Definitions**


<b>LOS</b>	<b>Intersection Conditions</b>
A	Progression is extremely favorable and most vehicles arrive during the green phase. Most vehicles do not stop at all. Short cycle lengths contribute to low delay.
B	Good progression and/or short cycle lengths. More vehicles stop causing higher levels of average delay.
C	Fair progression and/or longer cycle lengths. Individual cycle failures, resulting in drivers having to wait through more than one red signal indication begin to appear. The number of vehicles stopping is significant, although many still pass through the intersection without stopping.
D	The influence of congestion becomes more noticeable. Unfavorable progression, long cycle lengths, or high volumes. Many vehicles stop. The proportion of vehicles not stopping declines. Individual cycle failures noticeable.
E	The limit of acceptable delay. Poor progression, long cycle lengths, and high volumes. Individual cycle failures are frequent. At-capacity operations.
F	Unacceptable to most drivers. Oversaturation, arrival flow rates exceed the capacity of the intersection. Many individual cycle failures. Poor progression and long cycle lengths.

Guidelines from the California Office of Planning and Research require that cities replace LOS standards with multimodal VMT standards. This approach has changed the way municipalities measure transportation impacts. By using VMT, the project evaluation process may prioritize more sustainable transportation modes over high-capacity intersections. This can generate far-reaching impacts, leading to safer, more efficient, and more sustainable local street design, and encouraging development in locations well served by multimodal infrastructure, rather than those characterized by low vehicle volumes.

The following goal and policies establish a VMT standard and outline specific actions and programs the Town will undertake to ensure a multimodal approach to traffic impact analysis.

## Goal M-2 Improve mobility along major street segments and at major intersections.

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- 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.
- M-2-2: **Other Traffic Flow Benchmarks.** Establish additional traffic flow benchmarks, such as vehicle-hours of travel and safety-related metrics, in order to evaluate and monitor changes in traffic flow over time.
- M-2-3: **VMT Transportation Performance Measures.** **Update the Town's transportation** measures and thresholds to use VMT standards for traffic impact analysis rather than LOS.
- M-2-4: **Multi-Modal Impact Fee.** Consider establishing a transportation impact fee for new development tied to performance measures to generate funds for improving all modes of transportation.
- M-2-5: **LOS Planned Operating Conditions.** Strive to achieve LOS D as the planned **operating condition for all arterial and collector roadway segments ("segments") and intersections**, except for (1) those specified segments and intersections for which planned LOS conditions are otherwise established; and (2) segments and intersections that are operating at LOS E or lower at the time an application for a proposed development project is submitted, if no feasible improvements exist to improve the LOS. The Town may permit the then-existing LOS to be the minimum acceptable operating condition for those segments and intersections in category (2), provided that the LOS does not deteriorate further due to the proposed development.



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M-2-6: **Development Review Requirements.** Require proposed development projects that could result in increased traffic to include improvements that assure LOS levels do not fall below the established minimum standard. Ensure that improvements are coordinated with roadway improvements programmed for funding through transportation-related impact fees and that the operational benefits of large-scale, automobile capacity-focused improvements are balanced against the induced VMT resulting from the improvements.

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## PUBLIC TRANSPORTATION

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The public road system allows schedule and routing flexibility for those who use it. In contrast, transportation facilities (such as public transit) provide for the movement of goods and people generally along fixed routes and on a fixed schedule. Colma is fortunate to have access to three different modes of public transportation: air, rail, and bus. In addition, Colma residents and workers can take advantage of paratransit opportunities.

### BUS TRANSIT

#### San Mateo County Transit District (SAMTRANS)

San Mateo Transit District (SamTrans) provides bus service throughout San Mateo County with connections to the Colma, Daly City, and South San Francisco BART Stations, San Francisco International Airport, Peninsula Caltrain Stations, San Francisco Greyhound Depot, and **Downtown San Francisco's Transbay Terminal**. It also provides access to Santa Clara County Transit, with connections in Menlo Park and Palo Alto.

Colma residents can catch SamTrans Mainline Routes along El Camino Real or SamTrans Local Routes along El Camino Real and Junipero Serra Boulevard. Senior citizens and disabled patrons may ride anywhere in the County for a reduced fare

#### Paratransit Service

SamTrans provides two on-call, curb-to-curb paratransit services for disabled and elderly residents of San Mateo County. Redi-Wheels serves the bay side of San Mateo County while

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Redi-Coast serves the coast side of San Mateo County. Colma is served by Redi-Wheels. Redi-Wheels passengers must reserve trips one to seven days in advance or set up subscription services for regular trips. Paratransit customers may ride any fixed-route services for free.

### **Long Distance Bus Service**

There is no scheduled intercity bus service (Greyhound or other carriers) serving Colma. The closest long-distance bus stations are in San Francisco, Oakland, and San Jose.

## **DEMAND RESPONSIVE TRANSIT**

Demand Responsive Transit can best be described as participant or provider scheduled, collective transit using smaller vehicles such as vans and automobiles. Colma is fortunate to have many types of Demand Responsive Transit available for the benefit of citizens, employees, and customers of local establishments. The following are examples of Demand Responsive Transit operating in Colma:

### **Airport Shuttle Services**

Numerous airport shuttle services provide pickup and drop off service from a home or business in Colma to and from San Francisco International Airport. These trips are arranged via a telephone or smartphone and booked in advance.

### **Taxis**

Private taxi companies provide door-to-door private rides. These trips are arranged via a street hail, taxi stands, telephone orders, and a smartphone app. Colma is served by taxicab companies located in Pacifica, Daly City, unincorporated Daly City, and South San Francisco.

### **Auto Dealer Shuttles**

Many of the local auto dealers provide a shuttle service to customers who are having auto repair work done on their cars. These shuttles assist individuals who live or work in Colma or neighboring communities.

### **Transportation Network Companies (TNCs)**

Also known as ride-hail or ride share companies, TNCs provide a variety of services ranging from door-to-door-private rides to shared trips with other passengers. These trips are arranged utilizing a smartphone app. These companies include Uber and Lyft.

## **RAIL TRANSIT**

### **Bay Area Rapid Transit (BART)**

The San Francisco Bay Area Rapid Transit district (BART) provides heavy-rail, regional transit service via five rail lines in the following four Bay Area counties: Alameda, Contra Costa, San Francisco, and San Mateo. There are two BART stations located just outside of the town limits. BART runs trains north and south through the Colma station. North bound trains pass through Daly City and San Francisco stations on their way to the East Bay (East Bay destinations include Richmond, Pittsburg/Bay Point, Dublin, and Fremont), and south bound trains pass through South San Francisco, San Bruno, and Millbrae stations on their way to San Francisco International Airport. Trains run Monday through Friday from 4:00 A.M. to midnight and on Saturday and Sunday from 6:00 A.M. to midnight. The Colma BART station is located at Mission Street and Albert M. Teglia Boulevard, just north of the Colma town Limits.



## Caltrain

Caltrain, operated by the Peninsula Corridor Joint Powers Board, provides passenger rail service to the Peninsula cities, extending from San Francisco to San Jose and Gilroy. Trains run Monday through Friday from 5:00 A.M. to midnight, Saturday from 7:00 A.M. to midnight, and Sunday from 8:00 A.M. to 10:00 P.M. Colma's nearest Caltrain station is located approximately four miles away in South San Francisco.

## AIR TRANSIT

### San Francisco International Airport (SFO)

San Francisco International Airport is located approximately six miles from Colma, east of Highway 101 and adjacent to the Cities of San Bruno and Millbrae. The airport is a major regional passenger and cargo air terminal and the seventh most active commercial airfield in the world. It can be reached by Colma residents via private auto, SamTrans bus, and BART.

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## Goal M-3: Work cooperatively with other agencies and jurisdictions in the region to enhance connectivity between Colma and the region and provide an efficient system for regional travel.

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- M-3-1: **Agency Collaboration and Coordination.** Collaborate with Caltrans, the City and County Association of Governments (C/CAG), surrounding jurisdictions, and other agencies to improve connectivity between the county, cities, and the town.
- M-3-2: **El Camino Real.** Ensure that El Camino Real retains its distinct character, while encouraging improvements which support increased multi-modal use.
- M-3-3: **Regional Transportation Planning.** Actively participate in and support regional transportation planning efforts.
- M-3-4: **Transit Funding.** Seek joint transportation and transit funding opportunities with adjoining jurisdictions or agencies to improve transit access in and around Colma.
- M-3-5: **Transportation Gaps.** Eliminate gaps in the regional active transportation network in Colma.

## Goal M-4: Support local and regional transit that is efficient, frequent, convenient, and safe.

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- M-4-1: **Transit Stops.** Support the installation of transit stop amenities including shelters, benches, real-time information panels, lighting, bike parking, and bike sharing stations.
- M-4-2: **Reliable Transportation Services.** Encourage SamTrans and other public transit providers to provide service on regular schedules along El Camino Real, arterial streets, and, as feasible, major collectors; support these transportation services to increase the mobility of seniors, the disabled, and others who depend on public transportation.
- M-4-3: **Encourage Transportation Options.** Encourage and support various public transit agencies and companies, ride-sharing programs, and other incentive programs that provide residents and visitors with transportation choices other than the private automobile.





M-4-4: **Transit Oriented Development**. Promote the development of multi-modal mixed-use development at sites surrounding the Colma BART station, where feasible along Mission Road, and at the Town Center site.



M-4-5: **Connections to Homes and Businesses**. Seek opportunities to improve first and last mile connections between transit, homes, and businesses.

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## ACTIVE TRANSPORTATION

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Active Transportation offer numerous benefits, including congestion reduction, economic competitiveness, environmental stewardship, public safety, social equity, and community health. Much of Colma can be reached with a short walk or bicycle ride. Walking and Biking can support commuter and recreational needs and provide connectivity between residents and schools, parks, shopping areas, jobs, and transit connections to areas outside the town limits.

### COMPLETE STREETS

The California Complete Streets Act of 2008 requires that Colma plan a multimodal transportation network that allows for effective travel by motor vehicle, foot, bicycle, and transit to key destinations within the community and the larger region. The law emphasizes that cities prioritize the construction of public improvements that accelerate the development of a balanced, multimodal transportation network. The Mobility Element accomplishes this goal in-part through a Complete Streets Policy. The Town of Colma is committed to improving mobility whenever possible as capital improvement projects or private developments are considered.

### PEDESTRIAN FACILITIES

Walking is a basic and often overlooked part of all trips that also involve transit or automobiles. Walking can be ideal for short, local trips for shopping, school, and recreation. Providing adequate facilities for pedestrians will help to ensure access to commercial, educational, recreational, and residential uses.

Pedestrian facilities include sidewalks, paths, trails, curb ramps, and crossings. Amenities such as street furniture, pedestrian-scale lighting, and landscaping, serve to create an environment that is conducive to walking and is conformable and safe for pedestrians. The Town will continue to identify areas in need of appropriate pedestrian improvements. Currently there are two plans and one project to improve pedestrian facilities. These are:

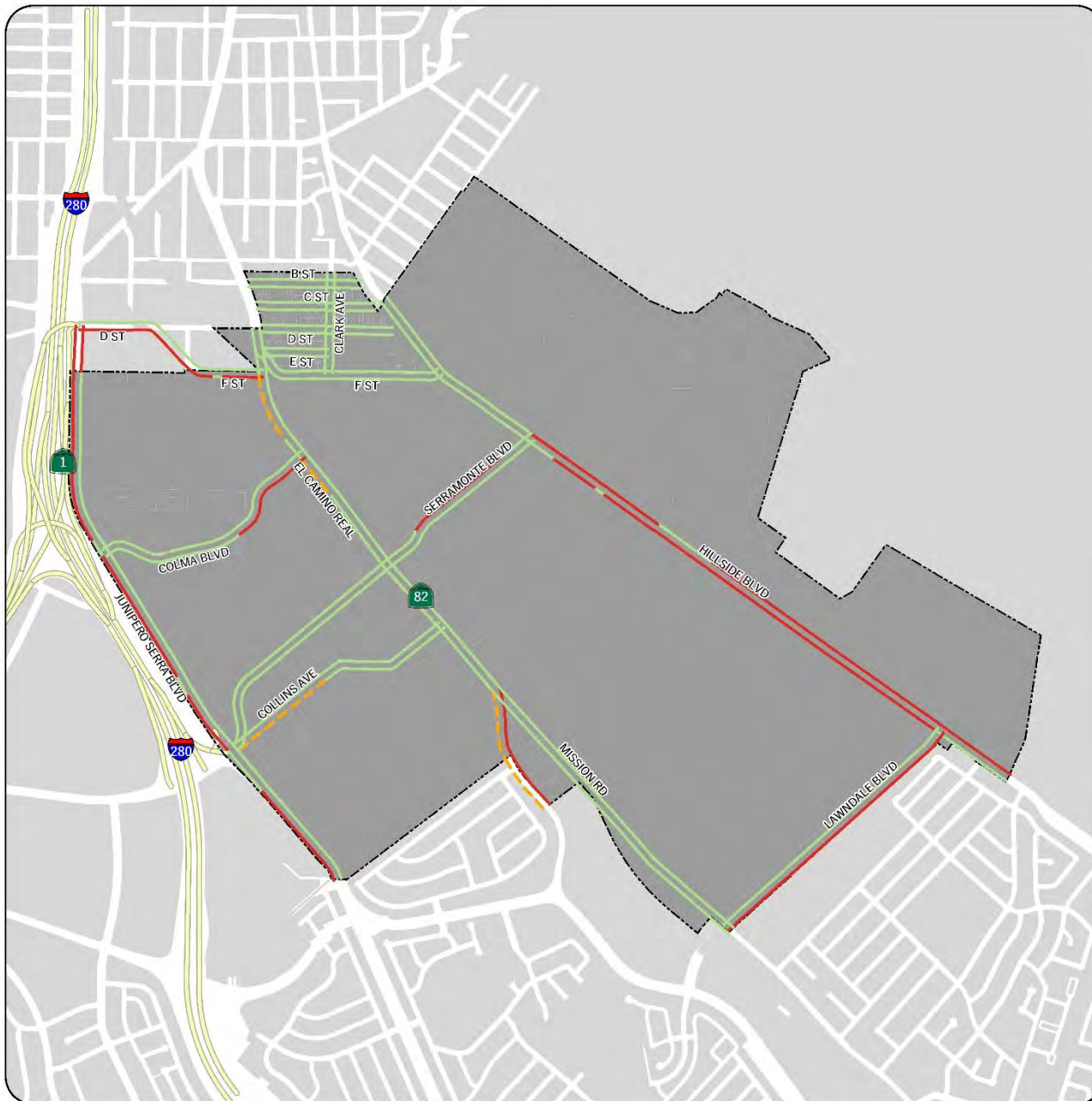
- The El Camino Pedestrian and Bicycle Master Plan
- The Serramonte Boulevard and Collins Avenue Master Plan
- The Mission Road Improvement Project

The El Camino Real and Pedestrian and Bicycle Master plan proposes to improve both pedestrian and bicycle circulation. An initial alternative includes the removal of a travel lane in each direction between F **Street to the north and El Camino Real's intersection with Mission Road to the south**. Project implementation will require a significant capital improvement investment as well as grant funding and is not anticipated until after the year 2025. Cost estimates have not been prepared, but the project is anticipated to exceed ten million dollars.




The Serramonte Boulevard and Collins Avenue Master Plan was completed in 2019 and proposes improvements on Collins Avenue, Serramonte Boulevard West, and Serramonte Boulevard East. Proposed improvements include the reduction of lanes on Serramonte Boulevard from 4 to 3 between the Serra Center driveway and El Camino Real. With the lane reduction, there is an opportunity to widen sidewalks, install high-visibility crosswalks, and install landscaping. Implementation is not anticipated until after 2023 or later, with a possible initial phase which includes roadway restriping to remove a travel lane on Serramonte West.

The Mission Road Improvement Project was implemented in 2021 and included pedestrian, bicycle, and roadway improvements on Mission Road.



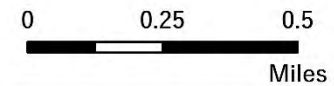
## Town of Colma

Figure M.2.  
Sidewalk Network

-  Town Limits
-  Sidewalk Network\*
-  Existing Sidewalk
-  Proposed Sidewalk
-  No Sidewalk

\*Sidewalk Network in the Public Right-of-Way

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



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## BICYCLE FACILITIES

Biking is ideal for trips which may be too long to walk but are short enough that a vehicle is not needed. Biking is presently not a frequent means of travel in the town, which may be attributed to gaps in infrastructure and hilly terrain.

Bicycle facilities include bikeways, crossings and amenities such as bicycle racks, lighting, and landscaping, which serve to create an environment that is conducive to biking and is conformable and safe for bicyclists.

The Town will continue to identify areas in need of appropriate bicycle improvements. Currently there is one plan and one project to improve bicycle facilities. Descriptions are provided above. These include:

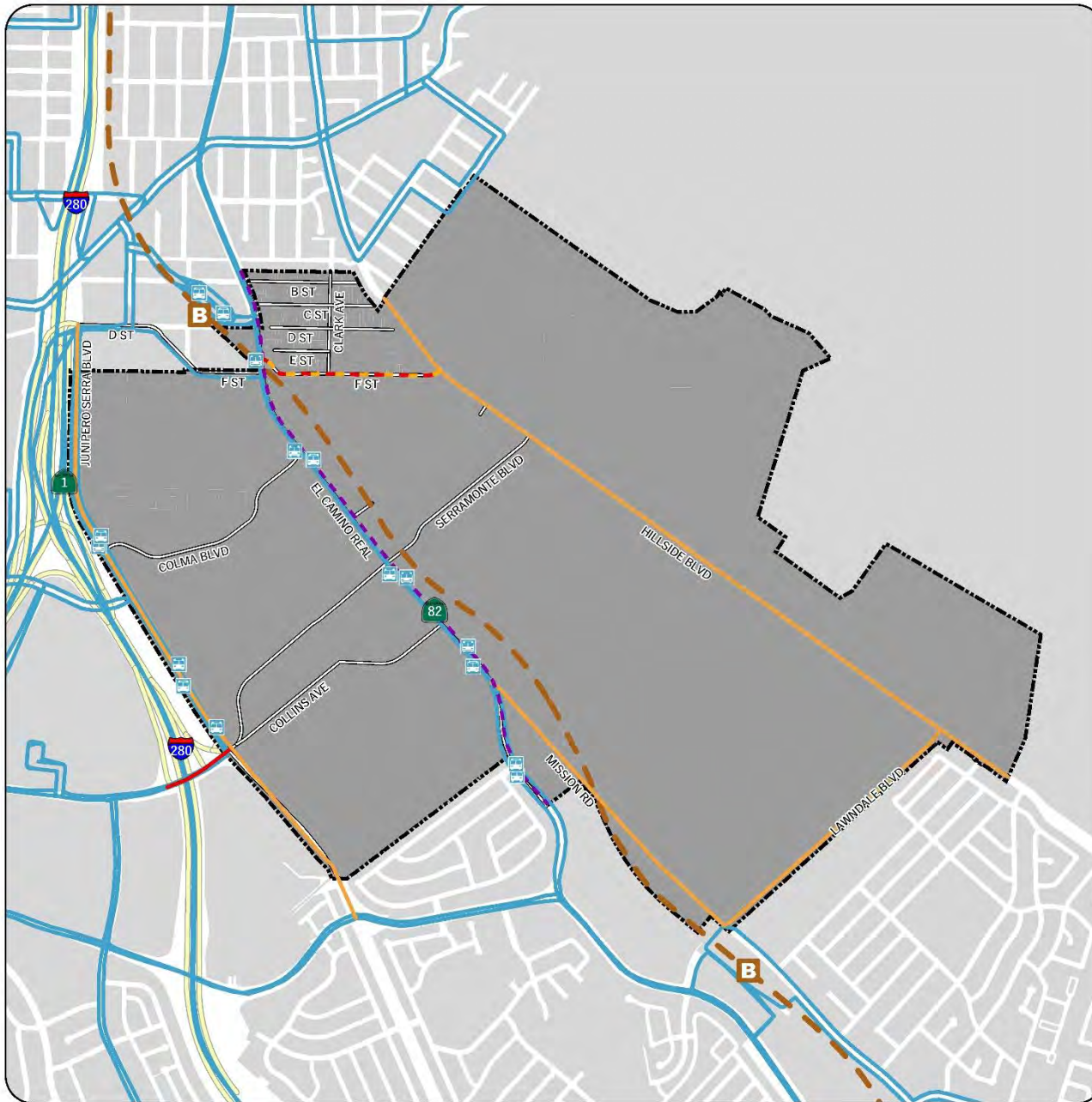
- The El Camino Real Pedestrian and Bicycle Master Plan
- The Mission Road Improvement Project

The following are the four types of established bikeway classifications:

- Class I Bikeways (Shared-Use Path) provide a completely separate right-of-way and are designated for the exclusive use of bicycles and pedestrians, with vehicle and pedestrian crossflow minimized. In general, bike paths serve corridors where on-street facilities are not feasible or where sufficient right-of-way exists to allow them to be constructed.
- Class II Bikeways (Bicycle Lanes) are dedicated lanes for bicyclists generally adjacent to the outer vehicle travel lanes. These lanes have special lane markings, pavement legends, and signage. Bicycle lanes are typically five feet wide. Adjacent vehicle parking and vehicle/pedestrian crossflow are permitted.
- Class III Bikeways (Bicycle Route) are designated by signs or pavement markings for shared use with pedestrians or motor vehicles but have no separated bike right-of-way or lane striping. Bike routes serve either to a) provide a connection to other bicycle facilities where dedicated facilities are infeasible, or b) designate preferred routes through high-demand corridors.
- **Class IV Bikeways (cycle tracks or “separated” bikeways)** provide a right-of-way designated exclusively for bicycle travel within a roadway and are protected from other vehicle traffic by physical barriers, including, but not limited to, grade separation, flexible posts, inflexible vertical barriers such as raised curbs, or parked cars.

In Colma, as shown in Figure M-3, only Class II and Class III bikeways are existing.



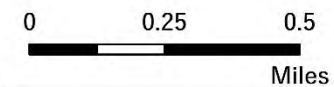


## Town of Colma

Figure M.3.  
Multimodal Circulation

- Town Limits
- Bus Route Network**
- BART Station
- SamTrans Bus Stop
- BART Line
- SamTrans Bus Routes
- Bike Facility Network**
- Existing Class II
- Existing Class III
- Planned Class IV
- Planned Class II/III

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



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## Goal M-5: Increase mobility options to reduce traffic congestion, greenhouse gas emissions, and commute travel time.

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- M-5-1:  **Complete Streets.** Incorporate Complete Streets infrastructure elements into new streets, street retrofits and certain maintenance projects to encourage multiple modes of travel, based on the modal priorities in Table M-2, as appropriate to the context and determined reasonable and practicable by the Town.
- 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.
- 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.
- 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.
- M-5-5: **Design of New Development.** Require new development to incorporate design that prioritizes safe pedestrian and bicycle travel and accommodate senior citizens, people with mobility challenges, and children.

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## SCENIC CORRIDORS

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Many of Colma's rights-of-way, including streets, trails, and sidewalks, offer a special visual experience. Distant, panoramic views of Colma and its environs can be appreciated in a number of locations. The State of California has identified I-280 as a State Scenic Highway from the Santa Clara County line to the San Bruno City limit. The section from the San Bruno City limit north through Colma is an Eligible State Scenic Highway, however, it has yet to be officially designated. Although there are no State designated scenic highways in Colma, foreground views of San Bruno Mountain and panoramic views of the built environments of Colma, South San Francisco, and Daly City provide a memorable and highly valued landscape.

### SCENIC CORRIDORS PROTECTION





The Town of Colma has designated I-280, El Camino Real, and Hillside Boulevard as scenic corridors through Colma in order to protect and enhance the overall visual experience along each of the identified scenic corridors, primarily through sensitive site planning in these locations taking into consideration the possible impacts on the views (see Figure M.3).





## Town of Colma

Figure M.4  
Scenic Corridors

-  Town Limits
-  Scenic Corridors

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



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## Goal M-6: Preserve scenic corridors as community assets.

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- M-6-1: **Site Planning.** Locate and design development projects within a scenic corridor to carefully fit within their environment and setting. The scenic character of the site should be maintained as much as possible. All development should be sited and designed to minimize the impacts of noise, light, glare, and odors on adjacent properties with the community at large.
- M-6-2: **Access to Scenic Corridors.** Minimize the number of access roads to a scenic corridor wherever possible. Development of access roads shall be combined with the intent of minimizing intersections with scenic roadways.
- M-6-3: **Visual Impacts.** Minimize visual impacts along scenic corridors.
- M-6-4: **Paving Integration.** Require new development to design site plans that integrate paved areas into the site, relate paved areas to their structure, and landscape paved areas to reduce their visual impact from scenic corridors. Encourage use of textured paving.





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## TRANSPORTATION DEMAND MANAGEMENT

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Transportation Demand Management (TDM) programs are intended to reduce vehicle trips and parking demand by promoting the use of a variety of transportation options and shifting travel mode and time of day to take advantage of available capacity to reduce crowding and congestion. By implementing TDM programs, municipalities and private entities can use available transportation resources more efficiently.

TDM measures cover a broad spectrum, including subsidies for use of alternatives to the solo occupant vehicle, parking and road pricing, work scheduling alternatives, car sharing programs, and many others. The Town is a member of the Commute.org joint powers authority which is **San Mateo County's transportation demand management** agency. Funding for Commute.org is provided by C/CAG, the San Mateo County Transportation Authority, Bay Area Air Quality Management District, and the Metropolitan Transportation Commission (MTC). Commute.org offers a wide array of commuter incentives and countywide TDM services to employers and employees.

The Town adopted a Climate Action Plan (CAP) in 2013 which identified strategies to support statewide greenhouse gas reduction. The CAP included a recommendation to promote TDM strategies for businesses with more than 50 employees.

### **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.**

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- M-7-1: **TDM Program.** Continue to participate in the TDM Program as outlined by the San Mateo City/County Association of Governments (C/CAG).
- M-7-2: **TDM Program for New Development.** Require major development proposals to include a detailed, verifiable TDM program for consideration by the Town during the review of the development application.
- M-7-3: **Vehicle Trip Reduction.** 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.

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## PARKING

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Encouraging the development of an efficient and adequate parking supply can reduce the negative effects of parking on the pedestrian environment and surrounding neighborhoods, and support the Town's goals for complete streets, walkability, bikeability, and effective transit. A **shared public parking approach and "park-once" strategies allow motorists to complete multiple** daily tasks before moving their vehicle, thereby reducing both vehicle trips and parking demand, particularly in mixed-use areas. With decreased parking demand and establishment of public parking management strategies, the on- and off-street parking supply can be used more efficiently, ensuring that adequate parking is available for short-term and nearby uses.

**Goal M-8: Provide a comprehensive parking strategy that considers alternative transportation modes and connections to efficiently serve the needs of residents, visitors, and businesses.**

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- M-8-1: **Parking Standards.** Reevaluate minimum parking standards to account for emerging mobility trends, such as shared mobility, micromobility, autonomous vehicles, and future technology changes. Consider reducing parking requirements for mixed-use developments.
- M-8-2: **Flexible Residential Parking Standards.** Establish flexible parking standards, review residential parking requirements in the Zoning Ordinance, and consider new **parking provisions and exceptions with the objective of "right-sizing" parking areas** and reducing the reliance on automobile use.
- M-8-3: **Town-wide Parking Zone Adjustments.** Continue to monitor street parking needs of Colma businesses and adjust parking time limits, signage and striping when needed.
- M-8-4: **Residential Parking Permit Program.** Monitor and continue to make needed adjustments to the residential parking permit program.
- M-8-5: **Alternative Energy Vehicle Parking.** Support the provision of infrastructure for alternative fuel vehicles, such as electric vehicle charging stations, to facilitate low and zero-emission vehicle use.

## IMPLEMENTATION

Mobility Implementation Programs	2021-2030	2031-2040	Annual	Ongoing
M-IP1: Regularly monitor collisions to respond to safety problems and changing conditions. Prioritize locations with high collision rates for safety improvements.				X
Implements Policy: M-1-1, M-1-2, M-1-3 Responsible Dept.: Engineering, Supporting Dept. Planning				
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.				X
Implements Policy: M-1-2, M-1-5 Responsible Dept.: Planning, Supporting Dept. Engineering				
M-IP3: Implement Grand Boulevard Initiative principles, where appropriate, along El Camino Real within town limits.				X
Implements Policy: M-3-2, M-3-3 Responsible Dept.: Planning				
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.	X			
Implements Policy: M-2-1, M-2-2, M-2-3, M-2-4, M-2-6 Responsible Dept. Planning, Supporting Dept. Engineering				
M-IP5: Assess the maintenance of sidewalks, pavement and markings, pedestrian crossing signals, and lighting on an on-going basis and prioritize projects				X

based on need and available funding.				
Implements Policy: M-1-2, M-5-1 Responsible Dept. Engineering				
M-IP6: Identify alternative energy vehicle charging locations and opportunities to integrate emerging technology into public parking infrastructure to encourage and expand the use of zero-emissions vehicles.				X
Implements Policy: M-8-5 Responsible Dept.: Engineering, Supporting Dept.: Planning				
M-IP7: Periodically review Town Code parking requirements and standards to ensure that they are adequate to meet demand.	X			X
Implements Policy: M-8-1, M-8-2 and M-8-3 Responsible Dept.: Planning				



# Housing Element



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# Housing Element

## TOWN OF COLMA 2040 GENERAL PLAN

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## INTRODUCTION

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### PURPOSE OF THE HOUSING ELEMENT

The purpose of the 2015 Housing Element of the Town of Colma General Plan is to plan for the **Town's housing needs and establish the housing**-related goals, objectives and programs necessary to allow for and encourage the development and maintenance of housing for all economic segments of the community over the 2015 – 2023 planning period. The Housing Element is designed to comply with State Housing Element Law and guidelines for the preparation and adoption of Housing Elements.

### SETTING, CONTEXT AND HOUSING NEED

**Colma's location** just south of San Francisco and Daly City makes it a desirable and slightly more affordable location to live than San Francisco, with easy transit into San Francisco from the Colma and South San Francisco BART stations. Colma is also a regional shopping destination for automobiles and retail goods. Colma has limited land available for new development given that about 76% of its two square miles is devoted to cemetery land uses. Remaining land uses include developed residential properties and commercial uses.

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The San Francisco Bay Area continues to be one of the most desirable and expensive real estate markets in the country. Despite the economic downturn and a lowering of housing prices that began in 2008, rents generally continued to rise throughout region. Housing sales prices have regained losses associated with the recession and most Bay Area homes are too expensive for families with average household incomes to afford. Despite its small size and limited land resources, opportunities exist within Colma to provide new and affordable housing with good transit access.



*The Town’s historic cemetery uses make Colma a truly unique community, but also place constraints on the development of housing. Here townhomes in the Villa Hoffman development look out over Olivet Cemetery.*

In a collaborative process, the 20 cities of San Mateo County and the County of San Mateo formed a countywide “Sub-region,” an ad-hoc joint powers authority formed to specifically administer ABAG’s Regional Housing Needs Allocation (RHNA) process. From this process, it was determined that Colma’s allocation is 59 units, 37 of which are allocated as units affordable to moderate, low, very-low and extremely low income households. The RHNA applies to the years 2015 to 2023. No units have been developed within Colma since 2009, leaving an estimated need of 59 units for the 2015 – 2023 period. Colma has the capacity for these 59 units through the development of vacant and underutilized parcels located throughout the Town. Colma has

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also adopted goals, policies and programs to encourage and facilitate the development of these units.

Development of an additional 59 units before the close of the planning period is feasible (since the sites are zoned for housing) but construction before the end of the planning period is unpredictable due to the economy. Colma, however, faces significant non-governmental constraints to the development of housing units, the most pressing and unique of which is **Colma's cemetery land uses. Cemetery** and related land uses comprise approximately 76% of **the Town's total land area, and are an historic use in Colma, a Town originally incorporated to** protect cemetery land uses and accommodate the regional need for these uses. By State law, the dedication of property for cemetery uses makes these lands unavailable for housing projects.

Cemeteries tend to suffer from vandalism when residential uses are built nearby. Furthermore, some cultural groups and some individuals may avoid living near cemeteries if possible; **however, Colma's cemeteries are easily visible from many development sites within the Town.** Cemetery uses also place fiscal constraints on the Town, which receives no tax revenue from cemetery uses or burials. This financial constraint increases the dependence of the Town on its regional commercial and retail uses to fund Town services. See the Governmental Constraints Section and Non-Governmental Constraints Section for more information regarding constraints to residential development in Colma.

## CONTENTS AND ORGANIZATION OF THE HOUSING ELEMENT

The contents of the 2015 Housing Element include an analysis of population, employment and housing trends, an evaluation of housing needs, statements of goals and policies, a schedule of programs and actions, and an estimate of the number of housing units the Town expects to be developed, improved and maintained in the local housing stock. Programs and policies in the 2009 Housing Element were evaluated and modified where necessary to reflect changing market conditions and policy priorities. The 2015 Housing Element is organized into the following sections:

- Introduction to the Housing Element
- Population, Housing and Employment Trends
- Existing and Projected Housing Needs
- Ability to Meet Housing Needs
- Evaluation of Housing Programs
- Housing Program Strategy
- Housing Goals, Policies, and Programs

## BACKGROUND AND HISTORY OF THE HOUSING ELEMENT

The Town of Colma has previously adopted several Housing Elements, as follows:

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- 1991 Housing Element (1988-1995 Planning Period);
  - 1999 Housing Element (prepared with comprehensive General Plan update, 1995-1999 Planning Period);
  - 2004 Housing Element (1999-2007 Planning Period); and
  - 2009 Housing Element (2007-2014 Planning Period; adopted October 2012)

When referred to in the text of this document, previous Housing Elements will be referenced primarily by date and title and not planning period. This Housing Element is an update and revision of the 2009 Housing Element, adopted in October 2012. This current Housing Element is titled and referenced as the 2015 Housing Element throughout this document. The State of California requires housing element updates at regularly designated time periods or when a city or town makes any change in its policies, zoning and land use designations. State law mandates that all cities in the San Francisco Bay Area submit an adopted housing element by January 31, 2015 which takes into account the housing needs assessment numbers allocated to the jurisdiction by the Association of Bay Area Governments, or ABAG for 2015 through 2023.

To meet this requirement, policies from the 2009 Housing Element were reviewed, projected housing needs of all economic segments of Colma evaluated, and new policies and programs aimed at the preservation and improvement of housing have been developed.

## RELATED PLANS AND PROGRAMS

### Relationship to other General Plan Elements

The Housing Element is closely related to the Land Use, Conservation/Open Space and Circulation Elements of the Town of Colma General Plan.

The Land Use Element sets forth the amount and type of residential development permitted under the General Plan, thereby establishing housing opportunity in Colma. In addition, the Land Use Element contains policies directed at maintaining the existing housing stock, as well as ensuring the quality of new residential development.

The Circulation Element contains policies to minimize traffic spillover into residential neighborhoods and includes complete street considerations for alternate transportation such as transit, bicycling and walking. The Conservation/Open Space Element establishes policies to minimize the impact of residential development on sensitive resources, such as ecological habitat, and scenic viewsheds.

Finally, the Safety Element sets forth policies to **ensure the safety of the Colma's housing stock** through such measures as mitigation of environmental hazards as a condition to development.

**The Housing Element has been reviewed for consistency with Colma's other General Plan** elements, and the policies and programs in this Element reflect the policy direction contained in other parts of the General Plan. As portions of the General Plan are amended in the future, this

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Housing Element will be reviewed to ensure that internal consistency is maintained. It is entirely consistent with the policies and proposals set forth by the Plan.

Pursuant to Government Code Section 65400, the City will annually review its progress in **implementing this Housing Element and ensuring consistency between this and the City's other** General Plan Elements.

### **Climate Action Plan**

The Town of Colma joins a growing number of California cities who have adopted a Climate Action Plan to reduce greenhouse gas emissions and meet State emission reduction targets. The Town adopted the Plan in May of 2013. The Plan includes programs such as energy efficiency, water conservation, and improved recycling programs for residents and businesses. Colma will also see an increase of bicycle lanes, green business program participation and a new green building program. These programs not only reduce emissions, they also help residents and businesses save money and conserve natural resources.

The 2015 Housing Element is fully consistent with the Climate Action Plan. Housing Element policies that encourage the maintenance and upgrades to existing residences are inherently sustainable since new resources are not used to reconstruct units. New housing units will be required to be constructed to the latest energy and water saving standards, which will make them efficient and economical to maintain.

### **HOPE Plan to End Homelessness**

HOPE (Housing Our People Effectively) is a ten-year action plan initiated by San Mateo County that brings together the business, nonprofit, and public sector communities to address the challenging issue of homelessness. This plan reflects the Board of Supervisors' goal that housing should exist in our community for people at all income levels and all generations of families, including those who are extremely low-income or who are homeless. To end homelessness, San Mateo County must follow the housing strategy successfully documented in other communities around the country. The HOPE Plan is built around the following two key strategies:

- Housing - increasing the supply of permanent affordable and supportive housing for people who are homeless and developing strategies to help them move into housing as rapidly as possible; and
- Prevention - prevent individuals and families from becoming homeless in the first place by assisting them to maintain their housing. These goals are consistent with the Town of Colma Housing Element.

### **Grand Boulevard Initiative**

The Grand Boulevard Initiative is a coordinated effort of 19 cities (including the Town of Colma), San Mateo and Santa Clara counties, and local and regional agencies united to improve



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the performance, safety, and aesthetics of El Camino Real. Starting at the northern Daly City boundary (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 El Camino Real. The Grand Boulevard Initiative looks to transform El Camino Real from a suburban, low-density strip commercial highway to vibrant, mixed-use pedestrian-friendly boulevard and destination that links regional transportation improvements and local economic development efforts.

Within Colma, much of the El Camino Real is dedicated to cemetery uses and the Town desires development that is respectful of this established land use. However, opportunities exist on the northern edge of Colma for the development of housing across the street and adjacent to the Colma BART station and to the south on Mission Road.

### **Plan Bay Area and Priority Development Areas (PDA)**

Plan Bay Area is an integrated transportation and land-use strategy through the year 2040 that **marks the Bay Area's nine-county first long-range plan to meet the requirements of California's landmark 2008 Senate Bill 375. This bill calls on each of the state's 18 metropolitan areas to** develop a Sustainable Communities Strategy (SCS) to accommodate future population growth and reduce greenhouse gas emissions from cars and light trucks. Working in collaboration with cities and counties, the Plan advances initiatives to expand housing and transportation choices, create healthier communities, and build a stronger regional economy.

The Plan was prepared by the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) and approved in July of 2013. It is the long-term regional land-use and transportation strategy for the Bay Area, and Transportation funding from state and federal sources will be distributed consistent with the plan. In addition, it will be used to determine housing needs allocations for Bay Area jurisdictions, including Colma.

**The El Camino Real corridor and is in a "Priority Development Area" (PDA) along which a** majority of the new residential development in San Mateo County is expected to be created. The defined ¼-mile buffer around El Camino Real from Daly City to San Jose is a planned PDA to encourage and leverage future growth near transit in existing communities.

**All of Colma's new housing is anticipated to be within the PDA area, on El Camino Real or on** Mission Road. By placing new housing in this corridor, residents will benefit from good transit options for local and regional travel.

# POPULATION, HOUSING AND EMPLOYMENT TRENDS

## GENERAL DEMOGRAPHICS AND PROJECTIONS SUMMARY

Colma is a town of 1,458 residents according to Department of Finance estimates from January 2013. Colma’s small population grew from 2000 to 2010 from 1,187 to 1,454: increasing by 267 residents or 22 percent. ABAG predicts Colma will continue to grow over the next 20 years, albeit not as rapidly, to reach a population of 1,874 in 2030.

Table H-1: Colma’s Population Growth

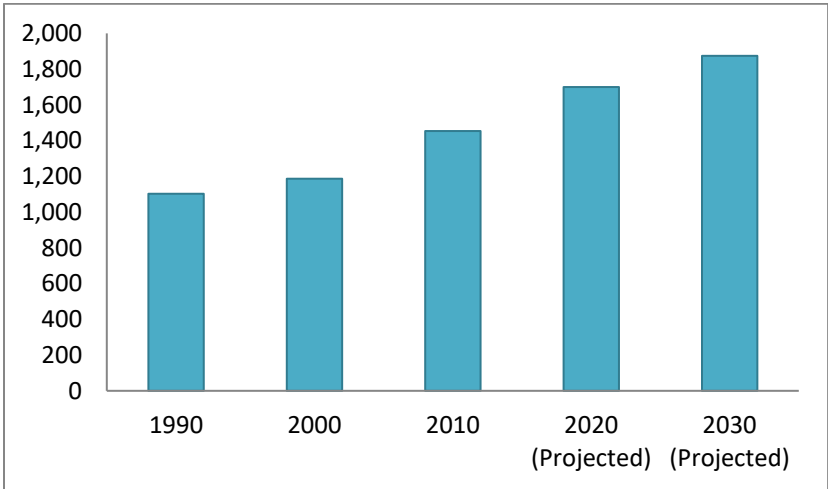


Table H-2: San Mateo County and State Population Growth

	Number			Percent Change		
	Colma	County	State	Colma	County	State
1990	1,103	649,623	29,760,021	x	x	x
2000	1,187	707,163	33,871,648	8%	9%	14%
2010	1,454	718,451	37,253,956	22%	2%	10%
2020 (Projected)	1,700	801,300	x	?%	12%	x
2030 (Projected)	1,874	862,800	x	29%	8%	x

Source: Association of Bay Area Governments, Projections 2009; US Census SF1 1990-2010

Colma is more diverse than San Mateo County as a whole. Only a third of the residents are white (compared to well over half in the county) and almost half are Asian. Over the past decade, the white population has declined, while the Asian population has grown. Approximately a quarter of the residents are non-white or more than one race. Additionally, 40 percent of the population is Hispanic. Latino or Hispanic is not a separate racial category on the

American Community Survey, and so all individuals who identify as Latino or Hispanic also belong to another racial category as well (i.e.- black, white, other etc.).

**Table H-3: Race and Ethnicity**

Race and Ethnicity	Colma	County	State
White	32%	59%	62%
Black	1%	3%	6%
Asian	44%	25%	13%
Other	20%	8%	14%
More than one Race	3%	5%	4%
Hispanic	40%	25%	38%
Not Hispanic	60%	75%	62%
Total population	1,785*	720,143	37,330,448

Source: 2007-2011 American Community Survey

\*Includes additional population in unincorporated San Manteo County and Daly City immediately adjacent to Colma.

The average age in Colma has decreased notably over the past decade. In 2000, the median age was 37 but in 2011 it was 31. This appears to be due to a growth in the 20-34 segments of the population, which grew from one-fifth of the total population in 2000 to a third in 2011. **Almost 30 percent of Colma’s population is comprised of children under 19, and only 12 percent of the population includes seniors over the age of 60.** Colma is the only city in San Mateo County whose population has gotten younger.

**Table H-4: Age of Residents**

Age	2000	2011		
	Colma	Colma	County	State
Under 5 years	5%	9%	6%	7%
5 to 19 years	21%	18%	18%	21%
20 to 34 years	21%	33%	19%	22%
35 to 44 years	18%	12%	15%	14%
45 to 59 years	15%	17%	22%	20%
60 to 74 years	10%	8%	13%	11%
75 years and over	9%	3%	6%	5%
Median age	37	31	39	35
Total population	1,191	1,785*	720,143	37,330,448

Source: 2000 US Census SF1, 2007-2011 American Community Survey

\*Includes additional population in unincorporated San Manteo County and Daly City immediately adjacent to Colma.

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# HOUSING SAN MATEO COUNTY'S WORKFORCE

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## INCOME CATEGORIES

The U.S. Department of Housing and Urban Development (HUD) and the California Department of Housing and Community Development (HCD) use household income categories to help standardize analysis of housing needs. The income categories are summarized below and are based on a household's percentage of San Mateo County's Area Median Income (AMI).

**Table H-5: Income Category Definitions**

Income Category	Definition
Extremely Low	Below 30% of area median income
Very Low	30%-50% of area median income
Low	50%-80% of area median income
Moderate	80%-120% of area median income
Above Moderate	Above 120% of area median income

HCD uses these categories, sometimes with minor adjustments, to establish the annual income limits for San Mateo County, as shown in the table below.

**Table H-6: San Mateo County Income Limits (2013)**

Income Category	Number of Persons Per Household (Maximum Income)				
	1	2	3	4	5
Extremely Low	\$23,750	\$27,150	\$30,550	\$33,950	\$36,650
Very Low	\$39,600	\$42,250	\$50,900	\$56,550	\$61,050
Lower Income	\$63,350	\$72,400	\$81,450	\$90,500	\$97,700
Median Income	\$72,100	\$82,400	\$92,700	\$103,000	\$111,250
Moderate Income	\$86,500	\$98,900	\$111,250	\$123,600	\$133,500

Source: HCD State Income Limits 2013 and State CDBG and HOME Income Limits also available at <http://www.hcd.ca.gov/hpd/hrc/rep/state/incNote.html>

The table on the following page shows Plan Bay Area projections (approved July 2013) for housing units, households and local jobs. The following tables are ABAG Projections 2013, which provide more detailed information on household characteristics, types of jobs, etc. ABAG Projections 2013 provide an indicator of trends and conditions in San Mateo County and its jurisdictions.

ABAG Projections 2013 are based on 2010 demographic data taken directly from the U.S. Census. The 2010 employment data are derived from (1) California County-Level Economic Forecast, 2011-2040, California Department of Transportation; (2) Bay Area Job Growth to 2040: Projections and Analysis, Center for Continuing Study of the California Economy; and, (3) 1989-2009 National Establishment Times-Series (NETS) Database, Walls & Associates using Dun and Bradstreet data; and labor force data from U.S. Bureau of Labor Statistics and the U.S. Census Bureau's 2005-2009 ACS.

**Table H-7: ABAG/MTC Plan Bay Area Projections for Housing, Households and Jobs (2010-2040)**

City	Housing Units		% Change	Households		% Change	Jobs		% Change
	2010	2040		2010	2040		2010	2040	
Atherton	2,530	2,750	+9%	2,330	2,580	+11%	2,610	3,160	+21%
Belmont	11,030	12,150	+10%	10,580	11,790	+11%	8,180	10,450	+28%
Brisbane	1,930	2,180	+13%	1,820	2,090	+15%	6,780	7,670	+13%
Burlingame	13,030	16,700	+28%	12,360	16,170	+31%	29,540	37,780	+28%
Colma	430	680	+58%	410	660	+61%	2,780	3,200	+15%
Daly City	32,590	36,900	+13%	31,090	35,770	+15%	20,760	26,580	+28%
East Palo Alto	7,820	8,670	+11%	6,940	8,340	+20%	2,670	3,680	+38%
Foster City	12,460	13,350	+7%	12,020	12,950	+8%	13,780	17,350	+26%
Half Moon Bay	4,400	4,660	+6%	4,150	4,410	+6%	5,030	6,020	+20%
Hillsborough	3,910	4,230	+8%	3,690	4,010	+9%	1,850	2,250	+22%
Menlo Park	13,090	15,090	+15%	12,350	14,520	+18%	28,890	34,980	+21%
Millbrae	8,370	11,400	+36%	7,990	11,050	+38%	6,870	9,300	+35%
Pacifica	14,520	15,130	+4%	13,970	14,650	+5%	5,870	7,100	+21%
Portola Valley	1,900	2,020	+6%	1,750	1,900	+9%	1,500	1,770	+18%
Redwood City	29,170	37,890	+30%	27,960	36,860	+32%	58,080	77,480	+33%
San Bruno	15,360	19,820	+29%	14,700	19,170	+30%	12,710	16,950	+33%
San Carlos	12,020	13,800	+15%	11,520	13,390	+16%	15,870	19,370	+22%
San Mateo	40,010	50,200	+25%	38,230	48,620	+27%	52,540	72,950	+39%
South San Francisco	21,810	28,470	+31%	20,940	27,900	+33%	43,550	53,790	+24%
Woodside	2,160	2,250	+4%	1,980	2,080	+5%	1,760	2,060	+17%
Unincorporated	22,510	27,470	+22%	21,070	26,170	+24%	23,570	31,180	+32%
County Total	271,030	326,070	+20%	257,840	315,090	+22%	345,200	445,080	+29%
SMC Change (2010-2040)		+ 55,040			+ 57,240			+ 99,880	

Source: Draft Plan Bay Area, Final Forecast of Jobs, Population and Housing, July 2013

[http://onebayarea.org/pdf/final\\_supplemental\\_reports/FINAL\\_PBA\\_Forecast\\_of\\_Jobs\\_Population\\_and\\_Housing.pdf](http://onebayarea.org/pdf/final_supplemental_reports/FINAL_PBA_Forecast_of_Jobs_Population_and_Housing.pdf)



**Table H-8: Projections for Population, Households and Total Jobs (2010-2040)**

Geographic Area	2010	2015	2020	2025	2030	2035	2035	2010-2040 Change
<b>Bay Area Regional Total</b>								
Population	7,150,739	7,461,400	7,786,800	8,134,000	8,496,800	8,889,000	9,299,100	1,738,261
Households	2,608,023	2,720,410	2,837,680	2,952,910	3,072,920	3,188,330	3,308,090	580,307
Persons Per Household	2.69	2.69	2.69	2.70	2.71	2.73	2.75	0.06
Employed Residents	3,268,680	3,547,310	3,849,790	3,949,620	4,052,020	4,198,400	4,350,070	929,720
Jobs	3,385,300	3,669,990	3,987,150	4,089,320	4,196,580	4,346,820	4,505,230	961,520
Jobs/Employed Residents	1.04	1.03	1.04	1.04	1.04	1.04	1.04	0.00
<b>San Mateo County</b>								
Population	718,451	745,400	775,100	805,600	836,100	869,300	904,400	150,849
Households	257,837	267,150	277,200	286,790	296,280	305,390	315,100	47,553
Persons Per Household	2.75	2.76	2.76	2.77	2.79	2.81	2.83	0.06
Employed Residents	342,060	368,790	398,220	406,310	413,740	425,830	438,770	83,770
Jobs	345,190	374,940	407,550	414,240	421,500	432,980	445,070	87,790
Jobs/Employed Residents	1.01	1.02	1.02	1.02	1.02	1.02	1.01	0.00
% of Bay Area Population	10.0%	10.0%	10.0%	9.9%	9.8%	9.8%	9.7%	-0.3%
% of Bay Area Jobs	10.2%	10.2%	10.2%	10.1%	10.0%	10.0%	9.9%	-0.3%
<b>Colma Planning Area (City Limits)</b>								
Population	1,403	1,500	1,700	1,800	2,000	2,200	2,300	797
Households	412	450	490	530	580	620	660	208
Persons Per Household	3.33	3.33	3.47	3.40	3.45	3.55	3.48	0.21
Employed Residents	810	920	1,050	1,120	1,190	1,280	1,370	470
Jobs	2,780	2,910	3,030	3,070	3,090	3,140	3,200	360
Jobs/Employed Residents	3.43	3.16	2.89	2.74	2.60	2.45	2.34	0.00
% of County Population	0.2%	0.2%	0.2%	0.2%	0.2%	0.3%	0.3%	0.1%
% of County Jobs	0.8%	0.8%	0.7%	0.7%	0.7%	0.7%	0.7%	-0.1%

Source: ABAG Projections 2013

Table H-9: Projections for Types of Jobs (2010-2040)\*

Geographic Area	2010	2015	2020	2025	2030	2035	2040	2010-2040 Change
<b>Bay Area Regional Total</b>								
Agriculture and Natural Resources Jobs	24,640	25,180	25,690	24,800	23,940	23,330	22,750	-1,890
Mfg, Wholesale and Transportation Jobs	863,420	711,380	717,180	763,680	819,010	861,170	861,170	-2,250
Retail Jobs	402,670	367,180	347,400	370,880	399,950	453,870	453,870	51,200
Health, Educ. and Recreation Service Jobs	1,056,030	1,053,510	1,120,700	1,216,120	1,322,650	1,403,080	1,403,080	347,050
Financial and Professional Services Jobs	851,610	780,260	766,860	824,190	893,550	990,840	990,840	139,230
Other Jobs	555,260	513,240	499,180	534,850	580,460	645,670	645,670	90,410
<b>Total Jobs</b>	<b>3,753,460</b>	<b>3,449,640</b>	<b>3,693,920</b>	<b>3,979,200</b>	<b>4,280,700</b>	<b>4,595,170</b>	<b>4,595,170</b>	<b>841,710</b>
<b>Total Employed Residents</b>	<b>3,452,117</b>	<b>3,225,100</b>	<b>3,410,300</b>	<b>3,633,700</b>	<b>3,962,800</b>	<b>4,264,600</b>	<b>4,264,600</b>	<b>812,483</b>
<b>San Mateo County County</b>								
Agriculture and Natural Resources Jobs	2,220	2,270	2,330	2,170	2,050	1,920	1,810	-410
Mfg, Wholesale and Transportation Jobs	67,480	72,420	77,750	74,520	71,470	69,260	67,140	-340
Retail Jobs	35,350	36,680	38,060	38,210	38,340	38,760	39,180	3,830
Financial and Professional Services Jobs	86,150	93,920	102,400	106,780	111,300	116,930	122,770	36,620
Health, Educ. and Recreation Service Jobs	86,980	95,860	105,670	110,160	114,870	120,830	127,060	40,080
Other Jobs	67,010	73,790	81,340	82,400	83,470	85,280	87,110	20,100
<b>Total Jobs</b>	<b>345,190</b>	<b>374,940</b>	<b>407,550</b>	<b>414,240</b>	<b>421,500</b>	<b>432,980</b>	<b>445,070</b>	<b>99,880</b>
<b>Total Employed Residents</b>	<b>342,060</b>	<b>368,790</b>	<b>398,220</b>	<b>406,310</b>	<b>413,740</b>	<b>425,830</b>	<b>438,770</b>	<b>96,710</b>
Ratio of Jobs to Employed Residents	1.01	1.02	1.02	1.02	1.02	1.02	1.01	0.00

\*Continued on next page

Geographic Area	2010	2015	2020	2025	2030	2035	2040	2010-2040 Change
Colma Planning Area (City Limits)								
Agriculture and Natural Resources Jobs	0	0	0	0	0	0	0	0
Mfg, Wholesale and Transportation Jobs	130	140	150	140	130	120	110	-20
Retail Jobs	1,430	1,460	1,490	1,490	1,490	1,500	1,520	90
Financial and Professional Service Jobs	140	140	140	150	150	150	150	10
Health, Educ. and Recreation Service Jobs	910	990	1,070	1,100	1,130	1,180	1,220	310
Other Jobs	170	180	180	190	190	190	200	30
Total Jobs	2,780	2,910	3,030	3,070	3,090	3,140	3,200	420
Employed Residents	810	920	1,050	1,120	1,190	1,280	1,370	560
Ratio of Local Jobs to Employed Residents	3.43	3.16	2.89	2.74	2.60	2.45	2.34	0.75

Source: ABAG Projections 2013

Though San Mateo County has a robust economy, much of its workforce cannot afford to live within the county. Job growth has been strong, although cyclical, over the past 10 years, and is projected to continue. Housing development has not kept up the pace with the growth in local jobs. According to the Department of Housing (Housing Needs Study, 2007), by 2025, **San Mateo County's supply of housing will only meet one third to one half of the demand.** Additionally, 40 percent of new jobs in the county will pay lower income wages.

A home meets the standard definition of affordability if it does not cost more than 30 percent of **a household's income. A household that spends more than 30 percent of its gross income on housing is considered to be overpaying for housing.** Housing that costs more than 30% of household income is a more acute problem for lower income households, since there is less discretionary money for other necessities.

While individual household income conditions vary, an example can be useful to illustrate affordability conditions for a low income family in San Mateo County. A four-person family with one parent working fulltime as a cook and the other parent working in retail, can afford a monthly rent of about \$1,400 and a home sales price of \$222,000. A single parent family with the adult working as a police officer would be considered moderate income, and can afford a monthly rent of about \$2,400 and a home costing \$374,000. Neither of these example **households can afford San Mateo County's median** condominium, costing \$579,418, or single-family home, which costs \$1,246,121 (SAMCAR), although the example single-parent family can afford the median county rent of \$2,234.

Other examples of affordable home sales and rents based on occupation are shown in the table below.

**Table H-10: Home Affordability by Occupation (2013)**

Occupation	Annual Salary	Affordable Home	Affordable Rent
Elementary School Teacher	\$66,590	\$255,805	\$1,665
Police Officer	\$97,487	\$374,495	\$2,437
Cook	\$29,247	\$112,352	\$731
Retail Salesperson	\$28,427	\$109,202	\$711
Registered Nurse	\$112,137	\$430,774	\$2,804

Source: HCD State Income Limits 2013; [www.hsh.com/calc-howmuch.html](http://www.hsh.com/calc-howmuch.html)

Maximum Affordable House Price is based on the following assumptions: 4.5% interest rate; 30-year fixed loan; 50% Yearly Salary as Down Payment; 1% property tax; PMI, .5% insurance rate; and no other monthly payments/debt.

Colma has more than three times as many jobs as residents, with approximately 2,900 jobs in the town. Colma serves as a regional shopping destination for retail goods and used and new automobiles and automobile services. In addition, Colma serves a regional need for cemetery land and associated services. The town also has a card room, Lucky Chances, which employs over 600 individuals. About 45 percent of the workers in the town make between \$1,251 and \$3,333/month, and almost 30 percent make more than \$3,333 per month. Almost all (99 percent) of the workers in Colma commute in from other cities to work, according to 2011 US census data.

According to ABAG projections, Colma can expect to see its workforce increase by a quarter by 2025, with much of that job growth coming from the financial and professional services sector.

Table H-11: Workforce Age, Salary and Education

Category	Colma	County
Jobs by Worker Age		
Age 29 or Younger	27%	19%
Age 30 to 54	51%	61%
Age 55 or Older	23%	20%
Salaries Paid by Jurisdiction Employers		
\$1,250 per Month or Less	27%	14%
\$1,251 to \$3,333 per Month	44%	27%
More than \$3,333 per Month	28%	59%
Jobs by Worker Educational Attainment		
Less than High School	13%	9%
High school or Equivalent, No College	17%	13%
Some College or Associate Degree	22%	23%
Bachelor's Degree or Advanced Degree	21%	36%
Educational Attainment Not Available	27%	19%
Total Workers	3,597	303,529

Source: 2011 U.S. Census On The Map

Note: Educational Attainment Not Available is for workers 29 and younger



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## HOUSEHOLD TRENDS AND CHARACTERISTICS

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In 2008, the estimated number of households within Colma was 450 per US Census and Department of Finance data.

### OCCUPANCY CHARACTERISTICS

Colma has a relatively large average household size, at three, but this size has decreased since 2000 when it was 3.5. Households in owner-occupied units tend to be slightly larger at 3.2.

Table H-12 Household Size

Year	Household Size	Colma	County	State
2000	Average Household Size	3.5	2.7	2.9
2011	Average Household Size	3.05	2.7	2.9
	Owners Average Household Size	3.2	2.8	3.0
	Renters Average Household Size	3.0	2.7	2.9

Source: 2010 US Census SF1, 2007-2011 American Community Survey

Colma has a high percentage of families with children: more than 40 percent of the households. An additional 30 percent of the population consists of families without children, though this percentage has declined since 2000. Single people make up 20 percent of the households.

Table H-13 Household Type

Household Type	Colma	County	State
Single person	20%	25%	24%
Family no children	29%	37%	35%
Family with children	41%	31%	33%
Multi-person, nonfamily	10%	7%	7%
Total households	585*	256,305	12,433,049

Source: 2007-2011 American Community Survey

\*Includes additional units in unincorporated San Manteo County and Daly City immediately adjacent to Colma.

### Overcrowded Households

According to the U.S. Census Bureau, a unit is considered overcrowded if it the unit is occupied by more than 1.01 persons per room (excluding bathrooms and kitchens). Homes with more than 1.5 persons per room are considered severely overcrowded. Overcrowding increases health and safety concerns and stresses the condition of the housing stock and infrastructure. Overcrowding correlates strongly with household size, particularly for large households.

Colma has a small number of overcrowded homes. Almost six percent of owner-occupied homes, or 12 homes, are overcrowded. The vast majority of rental homes are not overcrowded, however, six homes are considered overcrowded and 25 homes are extremely overcrowded. The percent of overcrowded households has decreased since 2000, when close to a quarter of the homes were considered overcrowded.

### H-14 Number of Overcrowded Units

Occupant	Overcrowded	Occupied Homes	Percent		
			Colma	County	State
Owner	Not overcrowded	192	94%	96%	96%
	Overcrowded	12	5.9%	3%	3%
	Extremely overcrowded	0	0.0%	1%	1%
Renter	Not overcrowded	350	92%	86%	86%
	Overcrowded	6	1.6%	8%	8%
	Extremely overcrowded	25	6.6%	5%	6%

Source: 2007-2011 American Community Survey

Note: 0-1 people per room is not overcrowded, 1-1.5 people per room is overcrowded, more than 1.5 people per room is extremely overcrowded

### Trends in Household Income and Tenure

Colma’s median household income is \$79,000, below the countywide average of \$92,000. Just over 40 percent of Colma’s households make more than a moderate income, and another 40 percent of Colma’s households are lower income. 20 percent of all households are considered low-income, 13 percent are very low income, and seven percent are extremely low income.

Table H-15: Households by Income

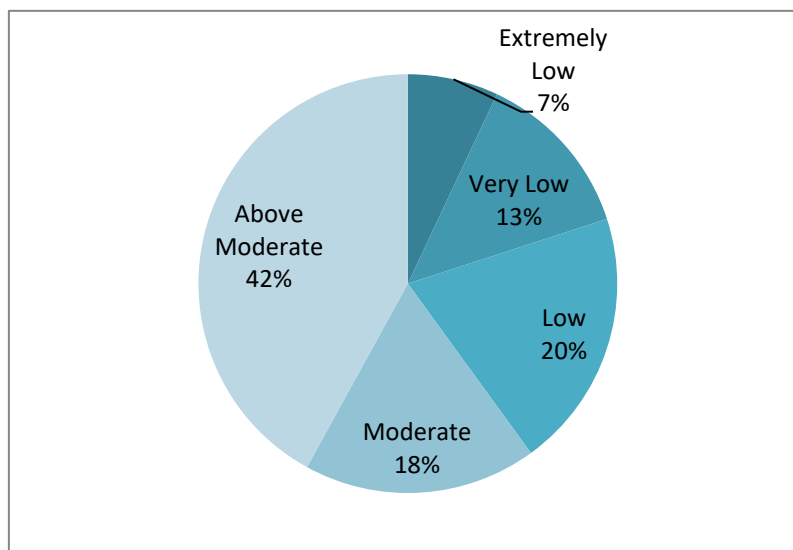


Table H-16: Household Income

Income	Colma	County	State
Under \$25,000	10%	12%	21%
\$25,000 to \$34,999	2%	6%	9%
\$35,000 to \$49,999	6%	10%	13%
\$50,000 to \$74,999	27%	16%	17%
\$75,000 to \$99,999	22%	12%	12%
\$100,000+	31%	44%	28%
Poverty Rate	7.4%	7.4%	16%
Total	585	256,305	12,433,049
Median Income 2000	\$79,313	\$95,606	\$64,116
Median Income 2011	\$86,640	\$91,958	\$63,816

Source: Association of Bay Area Governments

Note: Adjusted for inflation to 2013 dollars

Table H-17: Households by Income and Tenure

Occupant	Extremely Low	Very Low	Low	Moderate	Above Moderate
Owner	56%	68%	37%	41%	64%
Renter	44%	32%	63%	59%	36%
Total	34	59	95	85	195
% of all households	7%	13%	20%	18%	42%

Sources: CHAS Data 2006-2010

## HOUSING VALUES AND COSTS

With relatively few homes, housing price data for Colma is hard to come by. According to Trulia data from October 2013, the median sale price for a home (including both multi-family and single-family) in Colma is \$500,000. **Colma's home prices are below countywide averages for single-family homes, yet above the prices for multi-family homes.** Despite the seemingly more reasonable prices, the median home in Colma is unaffordable to most households making less than the median income. A four-person family making moderate income, however, can afford the median home in Colma.



**The existing Sterling Park neighborhood was improved to include brick streets, sidewalks, landscaping, lighting and underground utilities.**

**Table H-18: Ability to Pay for For-Sale Housing**

	Annual Income	Maximum Affordable Home Price	Median Home Sale Price	Affordability Gap
Single Person				
Extremely Low Income	\$23,750	\$97,114	\$500,000	-\$402,886
Very Low Income	\$39,600	\$161,925	\$500,000	-\$338,075
Low Income	\$63,350	\$259,039	\$500,000	-\$240,961
Median Income	\$72,100	\$294,818	\$500,000	-\$205,182
Moderate Income	\$86,500	\$353,699	\$500,000	-\$146,301
Four Person				
Extremely Low Income	\$33,950	\$138,822	\$500,000	-\$361,178
Very Low Income	\$56,550	\$231,233	\$500,000	-\$268,767
Low Income	\$90,500	\$347,655	\$500,000	-\$152,345
Median Income	\$103,000	\$370,055	\$500,000	-\$129,945
Moderate Income	\$123,600	\$505,402	\$500,000	\$5,402

Source: Baird+ Driskell Community Planning; San Mateo County Association of Realtors; [www.hsh.com/calc-howmuch.html](http://www.hsh.com/calc-howmuch.html)

Note: Maximum Affordable House Price is based on the following assumptions: 4.5% interest rate; 30-year fixed loan; 50% Yearly Salary as Down Payment; 1% property tax; PMI, .5% insurance rate; and no other monthly payments/debt.

Extremely limited rental data is available in Colma due to the very small number of homes. **According to this limited data, Colma’s rental prices for one and two-bedroom apartments are higher than the countywide averages for apartments of a similar size.**

**Table H-19: Summary of 2013 Rents**

Bedrooms	Colma	County
Studio	x	\$1,429
One Bedroom	\$2,633	\$1,990
Two Bedroom	\$2,904	\$2,660
Three Bedroom	x	\$3,758
Four Bedroom	x	\$6,418

*Source: RealFacts Annual Trends Report, based on reporting from large apartment complexes, Craigslist Survey conducted in June and July 2013*

*Note: County Craigslist information derived from average of municipal sampling.*

### Overpayment for Housing

A household is considered to be overpaying for housing if they spend more than 30 percent of their income on rent or mortgage payments. Almost 70 percent of Colma residents making under \$75,000 annually are overpaying for homeownership, and even 20 percent of those making more than \$75,000 are overpaying for their homes. All of the lowest income renters, those making under \$35,000, are overpaying on rent, and almost 40 percent of those making under \$75,000 are overpaying as well.

If there is not enough affordable housing in Colma, lower-income people may choose to live elsewhere and commute into the city to work. Those who do live in Colma may live in overcrowded homes, and have extremely limited money to dedicate towards other necessities such as food, transportation, and medical care. Extremely low income households paying more than 50 percent of their income towards housing are at greater risk for becoming homeless.

**Table H-20: Households Overpaying for Housing by Income**

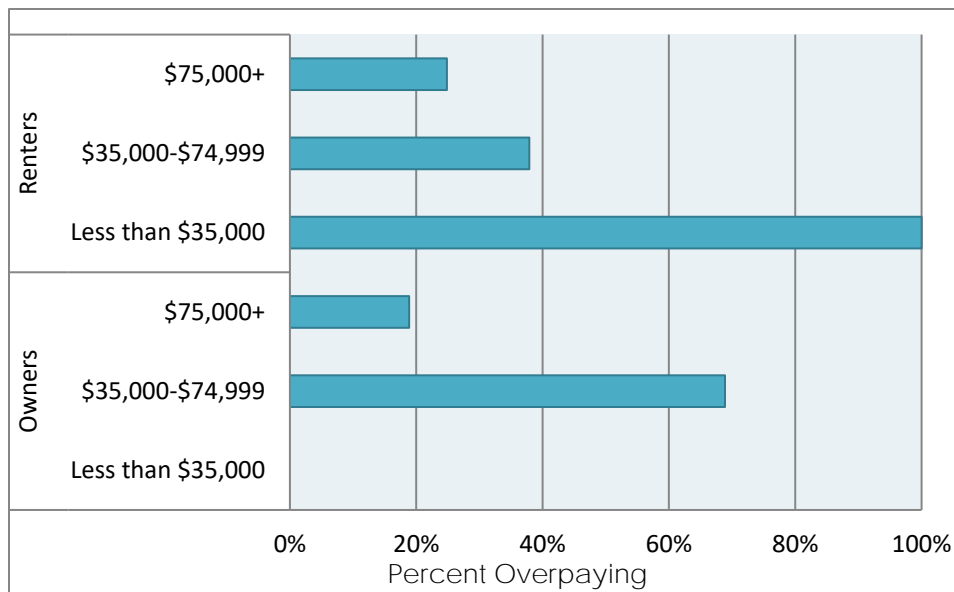




Table H-21: Households Overpaying for Housing

Occupant	Income	Colma		County	State
		Number	Percent	Percent	Percent
Owner-occupied	Less than \$35,000	0	0%	68%	68%
	\$35,000-\$74,999	31	69%	53%	54%
	\$75,000+	27	19%	33%	27%
Renter-occupied	Less than \$35,000	52	100%	95%	90%
	\$35,000-\$74,999	58	38%	61%	49%
	\$75,000+	41	25%	11%	9%

Source: 2007-2011 American Community Survey

Note: Excludes Households with no income or cash rent.

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# HOUSING CHARACTERISTICS

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## PHYSICAL CHARACTERISTICS

**Colma's** housing stock has grown even faster than its population. In 2000, Colma had 342 homes, and by 2010 it had 446 homes - an increase of 31 percent. Most of the homes in Colma are single-family detached buildings (percent). There are two newer townhome/attached single family developments with a total of 81 units which account for 18% of the total housing units. Close to 40 percent of homes in Colma have three bedrooms. Half the homes have 1-2 bedrooms.

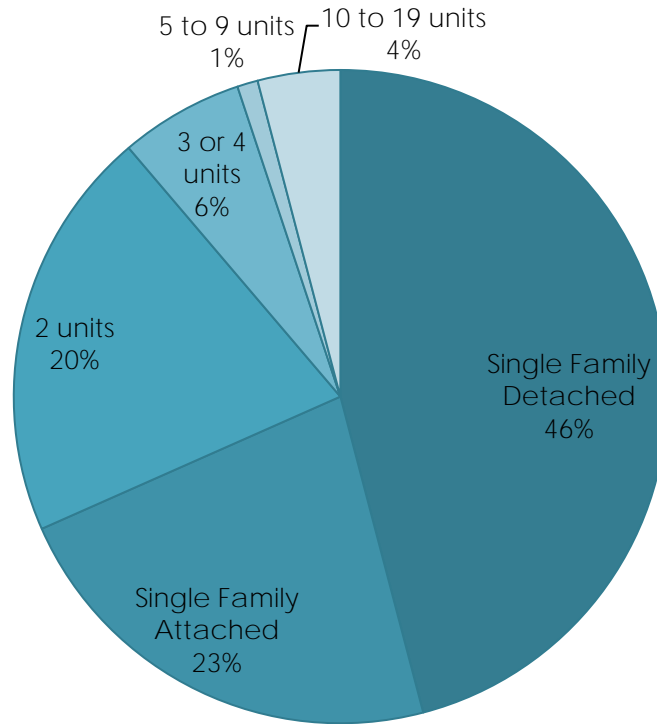
In 2000, almost half the population owned, while half rented. Due to the erroneous inclusion of 135 rental units in the housing count for the Town in the 2010 census, it is not possible to accurately determine how many properties are owner-occupied and how many are tenant-occupied. Due to the addition of 81 for sale units between 2000 and 2010, and no new rental housing, it is likely that the percentage of owner-occupied units has increased since 2000, and may be consistent with the county average of 59 percent.

Colma has extremely low vacancy rates. According to 2011 data from the American Community Survey, Colma has no vacant ownership units, and only a vacancy rate of two percent for rental units. A housing market with a vacancy rate under five percent is considered to be a tight market. Tight markets can lead to high housing prices and subsequent higher rates of overcrowding.



*A remodeled historic single family home (top) and duplex units (bottom) in Colma's Sterling Park neighborhood.*

**Table H-22: Building Type Chart**



**Table H-23: Total Housing Units**

Year	Colma		County		State	
	Number	Percent Change	Number	Percent Change	Number	Percent Change
2000	342	x	260,576	x	12,214,549	x
2011	446	31.0%	271,140	4%	13,688,351	12%

Source: 2007-2011 American Community Survey, 2000 US Census, adjusted 2010 Census

**Table H-24 Tenure Type**

Year	Occupant	Colma	County	State
2000	Percent Owners	52%	61%	57%
	Percent Renters	48%	39%	43%
2011	Percent Owners	unknown	59%	56%
	Percent Renters	unknown	41%	44%

Source: 2010 US Census SF1, 2007-2011 American Community Survey

**Table H-25: Building Type**

Building Type	Colma	County	State
Single Family Detached	45%	57%	58%
Single Family Attached	22%	9%	7%
2 units	20%	2%	3%
3 or 4 units	6%	5%	6%
5 to 9 units	1%	6%	6%
10 to 19 units	4%	6%	5%
20 or more units	0%	14%	11%
Mobile Home or Other	0%	1%	4%
Total	446	271,140	13,688,351

*Source: 2007-2011 American Community Survey, Town of Colma Building Permit records, San Mateo County Assessor's Records*

**Table H-26: Bedrooms**

Bedrooms	Colma	County	State
No bedroom	1%	4%	4%
1 bedroom	22%	16%	14%
2 bedrooms	28%	26%	28%
3 bedrooms	39%	34%	33%
4 bedrooms	7%	16%	16%
5 or more bedrooms	2%	5%	4%
Total	446	271,140	13,688,351

*Source: 2007-2011 American Community Survey.*

**Table H-27: Vacancy Rate**

Year	Occupant	Colma	County	State
2000	Owner	0.0%	0.5%	1.4%
	Renter	0.6%	1.8%	3.7%
2011	Owner	0.0%	1.2%	2.2%
	Renter	2.1%	4.0%	5.5%

*Source: 2007-2011 American Community Survey, 2000 US Census*

## HOUSING CONDITIONS

In addition to issues with affordability and overcrowding, housing can have physical problems such as age or lack of facilities. One of the best ways to assess the condition of the housing

stock is through a windshield tour. However, barring that, the census gives some useful information as to the status of the housing.

**Approximately 19 percent of Colma’s** housing stock has been built since 2000. This is an extremely high percentage: for comparison only approximately five percent of San Mateo County’s housing stock has been built since 2000. **An additional 40 percent of Colma’s** housing stock was built in the 1950s or earlier. Older housing can be more expensive to maintain and renovate.

The census tracks other housing problems, including a lack of plumbing and kitchen facilities and found no facilities lacking from homes in Colma.

**Table H-28: Year Structure Built**

	Colma	County	State
Built in 2000 or more recently	19%	5.4%	12%
Built in 1990s	10%	6%	11%
Built in 1980s	12%	9%	15%
Built in 1970s	10%	17%	18%
Built in 1960s	9%	17%	14%
Built 1950s or Earlier	40%	45%	30%
Total	446	271,140	13,688,351

*Source: 2007-2011 American Community Survey Town of Colma Building Permit Records and windshield survey(February 2014)*

**Table H-29: Number of Potential Housing Problems**

	Colma		County	
	Number	Percent	Percent	Percent
Lacking complete plumbing facilities	0	0.0%	0.3%	0.6%
Lacking complete kitchen facilities	0	0.0%	0.9%	1.3%
No telephone service available	0	0.0%	1.2%	1.9%

*Source: 2007-2011 American Community Survey*



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## BELOW MARKET RATE HOUSING TRENDS AND CHARACTERISTICS

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Units offered at rents or sale prices below that which they would command on the open market are referred to as “below-market rate” or BMR units. They are also often referred to as “affordable housing” units. Just over 40 percent of Colma’s households make more than a moderate income, and another 40 percent of Colma’s households are lower income. 20 percent of all households are considered low-income, 13 percent are very low income, and seven percent are extremely low income.

There are 18 units that were developed by the Town of Colma with monies from the Town’s general fund in the early 1990’s. The units, located along El Camino Real, are reserved for senior tenants. The below-market rate rents collected from these housing units are paid into the general fund. The Town also purchased one housing unit within a multi-unit complex at 1365 Mission Road, and has dedicated it as a below-market rate unit, renting it to qualifying very low-to-moderate income households.

### POTENTIAL LOSS OF SUBSIDIZED UNITS

Government Code Section 65583 requires local jurisdictions to address the potential conversion of multi-family rental housing that receive governmental assistance under federal programs, state and local multi-family revenue bond programs, or local density bonus programs to no low-income housing use. There are no locally subsidized units at risk in Colma, as the Town has not issued mortgage revenue bonds, has not approved any density bonus units with financial assistance, and has not assisted multi-family housing with redevelopment or CDBG funds.

Existing and Projected Housing Needs

### DETERMINATION OF HOUSING NEEDS

The Regional Housing Needs Allocation (RHNA) process addresses housing needs across income levels for **each jurisdiction in California. All of the Bay Area’s 101 cities and nine counties are given a share of the Bay Area’s total regional housing need. The Bay Area’s regional housing need is allocated by the California Department of Housing and Community Development (HCD), and finalized through negotiations with the Association of Bay Area Governments (ABAG). San Mateo County jurisdictions, through a unique process different from other Bay Area counties, collaboratively developed a formula to divide up San Mateo County’s overall housing allocation among the 21 jurisdictions in the county.**

Table H-30: Regional Housing Needs Allocation (2014 – 2022)

	Extremely Low Income Up to \$31,650	Very Low Income \$31,651-\$52,750	Low Income \$52,751-\$84,400	Moderate Income \$84,401-\$123,600	Above Moderate Income \$123,601+	Total
Atherton	17	18	26	29	3	93
Belmont	58	58	63	67	222	468
Brisbane	12	13	13	15	30	83
Burlingame	138	138	144	155	288	863
Colma	10	10	8	9	22	59
Daly City	200	200	188	221	541	1,350
East Palo Alto	32	32	54	83	266	467
Foster City	74	74	87	76	119	430
Half Moon Bay	26	26	31	36	121	240
Hillsborough	16	16	17	21	21	91
Menlo Park	116	117	129	143	150	655
Hillsborough	96	97	101	112	257	663
Pacifica	60	61	68	70	154	413
Portola Valley	10	11	15	15	13	64
Redwood City	353	353	429	502	1,152	2,789
San Bruno	179	179	161	205	431	1,155
San Carlos	97	98	107	111	183	596
San Mateo	429	430	469	530	1,242	3,100
South San Francisco	282	283	281	313	705	1,864
Woodside	11	12	13	15	11	62
Unincorporated	76	77	103	102	555	913
San Mateo County Total	2,292	2,303	2,507	2,830	6,486	16,418

Source: Association of Bay Area Governments, Final 2014-2022 Regional Housing Need Allocation by County. Yearly Income is based on a family of four.

According to the RHNA, Colma will need to ensure there is land available for a total of 59 new units between 2015 and 2023. Approximately 37 percent of those units will be for households making more than moderate income, 15 percent will be for households making moderate income, 13 percent for low-income, and 17 percent for very low income and extremely low income households each.

The housing policies and programs set forth in this document are intended to reach the local housing objective of 59 units within the 2015 to 2023 period.

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## SPECIAL HOUSING NEEDS

Certain groups have greater difficulty in finding decent, affordable housing due to their special circumstances. Special circumstances may be related to employment and income, family characteristics, disability, and household characteristics.

State Housing Element law states that special needs groups include the following: senior households, disabled persons, developmentally delayed persons, large households, female-headed households with children, students, homeless persons, and farmworkers. This section provides a discussion of the housing needs facing each group.

## HOUSING NEEDS FOR SENIOR RESIDENTS

Seniors face many housing challenges as they age, including a fixed budget, higher medical costs, and greater likelihood of disabilities. **It is estimated that 11% of Colma's population is over the age of 60 (about 160 individuals)**



*The Town of Colma owns 18 Senior Housing Units, located on El Camino Real*

Almost a quarter of the seniors in Colma have incomes higher than \$100,000, but almost half the seniors have an income below \$50,000.

Seniors in Colma, like seniors in San Mateo County at large, are significantly more likely to be homeowners than renters. Thus, housing concerns for seniors in Colma might include retrofits to allow seniors to age in place (stay in their current home as they get older). Often, **homeownership means greater housing security. According to the “Key Housing Trends in San Mateo” report, 52 percent of seniors** who rent in San Mateo County are economically insecure while only 27 percent of seniors who own their own home without a mortgage are economically insecure.

As the large baby boomer population ages, Colma, like the rest of San Mateo County, is expected to see a growing senior population. According to the “Key Housing Trends in San Mateo County” document, the county can expect to see a 76 percent increase in the number of seniors. A key challenge in the coming years will be how to accommodate the needs of aging residents. For more information about senior trends and preferences, see the 2013 “Key Housing Trends in San Mateo” report in Appendix A.

**Table H-31: Senior Households by Tenure (2011)**

	Occupant	Colma	County	State
All Ages	Owners	35%	60%	57%
	Renters	65%	40%	43%
	Total	585	256,423	12,433,172
Age 65-74	Owners	35%	79%	75%
	Renters	65%	21%	25%
	Total	37	27,053	1,265,873
Age 75-84	Owners	19%	81%	75%
	Renters	81%	19%	25%
	Total	21	18,014	823,750
Age 85 +	Owners	100%	75%	69%
	Renters	0%	25%	31%
	Total	11	9,136	342,029

*Source and Notes: 2007-2011 American Community Survey, Seniors are age 65 +*

## PEOPLE LIVING WITH DISABILITIES

People with disabilities face many challenges when looking for housing. There is a limited supply of handicap accessible, affordable housing generally, and the supply is especially tight near transit. Being near transit is important because many people with disabilities cannot drive. People with disabilities are also often extremely low income due to the challenge of securing long-term employment, and to higher medical bills. Additionally, because some people with

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disabilities, particularly developmental disabilities, have lived with their parents they often do not have rental or credit history. This makes it harder for them to compete for the limited housing that is available.

## PEOPLE WITH DEVELOPMENTAL DISABILITIES

A recent state law, SB 812, requires Housing Elements to include an analysis of the special housing needs of people with developmental disabilities. Additionally, SB 812 requires that individuals with disabilities receive public services in the least restrictive, most integrated setting appropriate to their needs

**California defines developmentally disabled as a, “severe and chronic disability that is attributable to a mental or physical impairment. The disability must begin before the person’s 18th birthday, be expected to continue indefinitely, and present a substantial disability.” Some development disabilities cause mental retardation and some do not. Common developmental disabilities include Down’s syndrome, autism, epilepsy and cerebral palsy.**

People with developmental disabilities in San Mateo County have various diagnoses. The common ones are summarized below. Because people can have multiple diagnoses, the numbers total more than 100 percent.

**Table H-32: Type of Developmental Disability**

Developmental Disability	Percent
Mild/Moderate Mental Retardation	50%
Autism	18%
Epilepsy	18%
Cerebral Palsy	17%
Severe/Profound Mental Retardation	11%

*Source: Golden Gate Regional Center*

People with developmental disabilities tend to be younger than the general population. There are several reasons for this. For some diagnoses there is a shorter life expectancy. More **importantly, starting in the 1990s there was an “autism wave” with many more young people** being diagnosed with the disorder, for reasons that are still not well understood. The racial demographics of the developmentally disabled population mirror that of the population of the Bay Area.



**Table H-33: Age of People with Development Disabilities**

Age Range	People with Developmental Disability
0-5	19%
6-21	30%
22-51	36%
52+	15%
Total	100%

*Source: Golden Gate Regional Center. (County level data)*

Many people with developmental disabilities are unable to secure long-term employment. This results in many people relying on Supplemental Security Income (SSI) and many earn 10-20 percent of the Area Median Income (AMI).

People with developmental disabilities have various housing needs and housing situations. Almost all (88 percent) of Colma residents with disabilities live with a parent or legal guardian.

**Table H-34: Living Arrangements of People with Developmental Disabilities**

Lives with	Number		Percent	
	Colma	County	Colma	County
Parents/Legal Guardian	162	2,289	88%	66%
Community Care Facility (1-6 Beds)	7	532	4%	15%
Community Care Facility (7+ Beds)	3	73	2%	2%
Independent/Supportive Living	12	349	7%	10%
Intermediate Care Facility	0	191	0%	5%
All Others	0	60	0%	2%
Total:	184	3,494	100%	100%

*Source: Golden Gate Regional Center*

*Note: Counts based on zip code and may include areas outside of jurisdictional borders.*

Trends that are affecting the people with developmental disabilities include California’s moves to reduce institutionalization, ageing family caregivers not being able to continue providing in-house care and the growing wave of people with autism.

- **Deinstitutionalization** – In 1977, California, passed the Lanterman Developmentally Disabled Services Act, to minimize the institutionalization of developmentally disabled people, help them remain in their communities, and to allow them to live their lives as similar to non-disabled people as possible. To accomplish this end the state has been closing large institutional care facilities, resulting in more people with disabilities being

integrated into the community. However, this has increased the demand for community based independent living options to serve the needs of the developmentally disabled.

- **Aging Baby Boomers Unable to Care for their Children with Developmental Disabilities** – As displayed in the table below, almost three quarters of people with developmental disabilities live with a parent or caregiver, and many of these caregivers are baby boomers. As these caregivers age their ability to continue to care for their developmentally disabled children will decrease to the point where it is no longer possible. This trend is also going to be a factor in the increased need for community-based independent living options for the developmentally disabled. Many service delivery systems and communities are not prepared to meet the increasing need.

**Table H-35: Housing Type of People with Developmental Disabilities in San Mateo County (2014)**

Age	Home of Parent or Guardian	Own Home	Licensed Group Home	Licensed Health Care Facility	Foster-Type Care	Homeless	Subtotal of Autism Only	Total Number for All Diagnoses
0-3	609	0	0	0	11	0	**	620
4-12	930	0	11	0	1	1	329	943
15-29	908	47	113	17	13	2	212	1,100
30-44	294	103	135	35	12	0	34	579
45-59	156	109	245	71	11	1	52	593
60-74	35	53	122	91	6	0	10	307
75-89	3	5	20	17	0	0	0	45
90-104	0	0	4	1	0	0	0	5
Total	2,935	317	650	232	54	4	637	4,192

\*\*No diagnosis yet

Source: Golden Gate Regional Center, February 2014

- **Increasing Numbers of People with Autism** - There is a large number of people with developmentally disabilities that have autism. They have been brought up as independent members of the community and want to remain independent and involved in the community. There is a coming need to supply community based independent living options for these individuals.

## OTHER DISABILITIES AND POLICY RECOMMENDATIONS

People in Colma have non-developmental disabilities, such as hearing disabilities or vision disabilities, as well. Some residents have both developmental and non-developmental disabilities.

In San Mateo County, almost a third of the senior population has some kind of disability. Eight percent of the total population in the county has some kind of disability. The most common disabilities in the county are ambulatory disabilities (four percent of the population) and independent living disabilities (three percent).

The census does not have numbers specifically for Colma because it is too small, but the percentages are likely similar to the countywide averages.

**Table H-36: Age and Type of Disability**

	Number		Percent	
	County	State	County	State
Under 18 with Disability	3,270	280,649	2.1%	3.0%
Age 18-64 with Disability	23,231	1,843,497	5.0%	7.9%
Age 65 + with Disability	28,703	1,547,712	31%	37%
Any Age with Any Disability	55,204	3,671,858	8%	10%
Any Age With Hearing Disability	15,651	1,022,928	2.2%	2.8%
With Vision Disability	8,199	685,600	1.1%	1.9%
With Cognitive Disability	19,549	1,400,745	2.7%	3.8%
With Ambulatory Disability	29,757	1,960,853	4.2%	5.3%
With Self Care Disability	12,819	862,575	1.8%	2.3%
With Independent Living Disability	22,735	1,438,328	3.2%	3.9%

*Source: 2007-2011 American Community Survey*

*Note: Some people may have multiple disabilities*

The three major needs for people with disabilities are low cost (subsidized) rents, handicapped accessible homes, and buildings near public transportation. These needs are very similar to the desires of other segments of the population. Policies that promote affordable housing generally are also good for the disabled community. Specific recommendations from the Golden Gate Regional Center (with a note of Colma’s actions or programs) include:

- Jurisdictions assisting with site identification for **low income developments (Colma’s Program 5.5, regular meetings with non-profit developers, Program 3.2, Density Bonus allowance and Program 4.3 Emergency Shelters);**
- **Policies to promote accessible homes (Colma’ Progam 4.1, Reasonable Accommodation and enforcement of building codes related to accessibility);**
- **Inclusionary zoning (Colma’s Program 3.7, Inclusionary Housing);**
- **Second units (Colma’s Program 2.1), Second Unit Ordinance); and**
- **Mixed use zoning (Colma’s Program 3.3, High Density Housing near BART).**

Additionally, some people with development disabilities need supportive housing that is affordable and located near public transit. In supportive housing, additional services are provided at the home.

## FEMALE-HEADED AND LARGE HOUSEHOLDS

Households headed by a single parent can have special needs due to the economic limitation of earning only one income, and the challenges of childcare without a partner. Although gender equality has made strides over the past 50 years, women continue to earn lower incomes than men. Therefore, female-headed households in particular have specific housing needs that must be addressed. Female-headed households can have special needs that include low cost housing, suitable for children and located near schools and childcare facilities. Innovative, shared living arrangements, including congregate cooking and childcare, could also be appropriate

Female-headed households comprise 28 percent of the households in Colma. The most vulnerable female-headed households can be those where women are living with children without a partner. Colma has 90 such households, or 15 percent of the total number of households. An additional, approximately 80 households are headed by women living alone or with other family members. Female-headed households are more likely to be living under the poverty line than other households: 10 percent of female-headed households in Colma are under the poverty line.

**Table H-37: Female Headed Households**

	Colma		County	State
	Number	Percent		
Female living with own children, no husband	90	15%	4%	7%
Female living with other family members, no husband	17	3%	6%	6%
Female living alone	61	10%	15%	13%
Total Households	585	100%	256,305	12,433,049
Female Households Below Poverty Level	NA	10%	8%	17%

*Source: 2007-2011 American Community Survey*

Large households are defined as households with five or more members living in the same home. Large households are a special needs group because of the difficulty in finding adequate and affordable housing. Many jurisdictions have few large homes, and often these larger homes are significantly more expensive than smaller ones. Large households throughout San Mateo County are much more likely than smaller households to have some kind of housing problem.

Colma has approximately 90 large households. In Colma, overcrowding is rare; however large renter households are much more likely to have some housing problems.

**Table H-38: Households of 5 or more by Tenure and Housing Problems**

		Colma		County	State
		Number	Percent		
Owner-occupied	Housing Problems	10	29%	59%	61%
	No Housing Problems	24	71%	41%	39%
Renter-occupied	Housing Problems	35	64%	84%	81%
	No Housing Problems	20	36%	16%	19%

Source: 2006-2010 CHAS Data

## HOUSING NEEDS FOR FARM WORKERS

Farmworkers are traditionally defined as persons whose primary incomes are earned through seasonal agricultural labor. Most jurisdictions in San Mateo County have no farms or farmworkers; however there are 334 farms and 1,722 farmworkers in the county, primarily located in coastal communities. Of these 1,722 farmworkers, 88 are migrant workers and 329 **work less than 150 days annually (and are therefore considered to be "seasonal labor")**. Farm workers who are migrant or seasonal workers have special housing needs because of their relatively low income and the unstable nature of their job (i.e. having to move throughout the year from one harvest to the next). These workers generally face higher rates of overcrowding and other substandard housing conditions. Continued efforts to provide affordable housing, especially affordable housing suitable for families, will help meet the needs of these Farm workers.

The Town of Colma has several commercial container plant nurseries that operate year-round and offer their employees regular pay and benefits. In addition, Colma has two small flower farms that are maintained by individual farmers that lease land and successfully sell their crops to local merchants.

**Table H-39: Farm workers in San Mateo County (2012)**

	2007	2012
Total Farms	329	334
Land in farms (acres)	57,089	48,160
Hired Farm Labor	-	1,722
Migrant labor	-	88
Working > 150 days annually	-	718
Working <150 days annually	-	329

Source: USDA Census of Agriculture, 2012.



## HOUSING NEEDS FOR THE HOMELESS

All 21 jurisdictions within San Mateo County have adopted the ten-year HOPE Plan (Housing Our People Effectively: Ending Homelessness in San Mateo County), designed to end homelessness within ten years. The HOPE Plan adopts a Housing First policy, which seeks to move homeless people into permanent housing instead of shelters by increasing the stock of affordable and subsidized housing. Although the HOPE planners recognized that there is a lack of needed resources throughout the housing continuum, including emergency and transitional housing, the greatest need and the most effective use of new and/or redirected resources is for creating and sustaining quality affordable housing and supportive housing.

According to a 2013 countywide homeless survey there are 2,281 homeless people living in San Mateo County. Close to 90 percent of the homeless population was living in San Mateo County when they became homeless.

**Table H-40: Demographics of Homeless Population**

	County	
	Unsheltered Homeless	Sheltered Homeless
Single Adult or Living w/Another Adult	94%	79%
Family	6%	21%
Male	71%	60%
Female	29%	40%
White	60%	x
Latino	19%	x
African American	13%	x
Other Races	10%	x
Non-Veteran	89%	76%
Veteran	11%	24%
Alcohol / Drug Problems	72%	8%
Physical Disability	52%	x
Chronic Health Problem	47%	x
Mental Illness	37%	10%

*Source: 2013 San Mateo County Homeless Census and Survey, prepared by the San Mateo Human Services Agency, Center on Homelessness. May not total 100% due to rounding*

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## ABILITY TO MEET HOUSING NEEDS

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### RESIDENTIAL LAND INVENTORY

A key component of the Housing Element is a projection of a jurisdiction's housing supply. State law requires that the element identify adequate sites for housing, including rental housing and manufactured housing, and make adequate provisions of the existing and projected needs of all economic segments of the community. This includes an inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public services to these sites.

#### Existing Residential Development

Existing housing units are identified on *Exhibit H-1, Housing* and *Exhibit H-2, Sterling Park Neighborhood*. These maps include all dwelling units constructed prior to 2011. Based on American Community Survey (2007-2011) and Census records, there are a total of 463 dwelling units in the Town of Colma, 274 of which are located in the Sterling Park neighborhood and the remaining are located outside of Sterling Park.

Due to the recession and limited available land, no new residential units have been constructed in Colma since 2007.



*This former greenhouse is located in Sterling Park. The parcel is zoned for residential use and has a realistic development potential of nine single family detached units.*

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## Approved Residential Development

As of July 31, 2014, there are no residential projects under construction in the Town, nor are there any approved residential projects not yet under construction.

## Development Potential

In total, there are parcels available for the development of approximately 75 new residential units, including 12 single family units and 63 multi-family units. Of these units, there is potential for at least 10 units available to extremely low income households, 10 units to very low income households, 8 units to low income households, 9 units to moderate income households and 22 units to above moderate income households. The potential for 75 new units exceeds the development need for 59 units to be constructed between 2015 and 2023.

## Adequate Sites Inventory

Planning staff inventoried vacant and underutilized parcels in Colma to determine what land is available for development at various levels of density. These density levels were then equated to the affordability levels set during the RHNA process and the number of units which might be developed at each affordability level was estimated. The analysis was also completed using the actual average built densities for developments built on land with various zoning designations; the State has determined that it is not sufficient to simply calculate it at the zoned densities, especially if there are significant differences between zoned and built densities.

**The Town of Colma's land inventory for future housing** includes property zoned for multi-family use that is currently vacant, as well as land that is underutilized. The adequate sites analysis demonstrates that there is enough land to meet the ABAG Regional Housing Needs Allocation. The analysis for affordable housing units for extremely low, very low, low and moderate income households is based on the assumption that any property zoned to accommodate multi-family development of twelve or more units will produce 20% affordable units through the provisions of the Inclusionary Housing Subchapter 12 of the Colma Municipal Code.

The ability to provide affordable units in Colma is more dependent on available financial resources than zoning density. If qualified developments are able to obtain federal tax credits and other funding or incentives, there is a higher probability that more affordable units will be provided than in a development where no government or other subsidies are available or obtained.

**Table H-41: County Homeless Population Location 2007-2013**

Location	2007	2013	Change
On the Street	29%	15%	-41%
In Car, R.V., or Encampment	24%	41%	90%
In Emergency Shelter	14%	11%	-18%
In Motel with Motel Voucher	5%	1%	-73%
In Transitional Housing	15%	19%	41%
In Institution	13%	12%	7%
Total:	2,064	2,281	217

*Source: 2013 San Mateo County Homeless Census and Survey, 2011 San Mateo County Homeless Census and Survey, 2009 San Mateo County Homeless Census and Survey, prepared by the San Mateo Human Services Agency, Center on Homelessness*

The homeless in San Mateo are both sheltered, meaning they live in emergency shelters, transitional housing, treatment centers or other similar institutions; and unsheltered, meaning they live on the street, in encampments or in a vehicle.

The number of homeless people living on the street in San Mateo County has decreased since 2007. However, the number living in an RV, car or encampment has risen dramatically to just over 40 percent of the total homeless population. The remaining 43 percent are considered sheltered homeless, and live in shelters, transitional housing, motels or institutions.

The vast majority homeless people are single adults (who may be living with another adult, but no children). Still, one-fifth of the sheltered homeless are families. Most were white (60%) and male (60-71 percent). Notably, 72 percent of the unsheltered homeless population has an alcohol and drug problem, while only eight percent of the sheltered population has a similar problem.

**Table H-42: Location when Homelessness Occurred**

Location	County
Living in San Mateo County when became homeless	87%
Hometown in San Mateo County	69%

*Source: 2013 San Mateo County Homeless Census and Survey, prepared by the San Mateo Human Services Agency, Center on Homelessness*

### Quantification of Available Homeless Assistance Resources

Shelters and homeless assistance programs are the main resources available to homeless residents of San Mateo County. Colma helps to meet the needs of its homeless residents by providing financial support and appropriate referrals to local homeless assistance programs available in San Mateo County, including Shelter Network, the Human Investment Project, North

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Peninsula Food Pantry and Dining Center of Daly City, and the Second Harvest Food Bank. In addition, Colma permits development of a homeless shelter as a permitted use in the Commercial (C) zone.

**San Mateo County's Center on Homeless, a program overseen by the County Human Services Agency,** coordinates the provision of homeless services within the County, including those by non-governmental entities. The Center on Homeless provides information to county residents, provides referrals, administers self-sufficiency programs and develops homeless resources. There are also several specialized shelters for persons with substance abuse problems and mental illnesses, as well as victims of domestic violence and youth.

The nearest large homeless assistance facility is the Community Service Center in Daly City. **The Center is a clearinghouse providing motel vouchers, bus tickets and referrals to the County's** transitional shelters. In addition, this facility provides a Home Sharing service which keeps track of those with living quarters to share.

### **Determination of Unmet Homeless Needs in Colma**

As of the 2013 San Mateo Homeless Census, 7 unsheltered homeless people were counted in Colma. Homelessness is a regional issue and consideration of the homeless is important in formulating housing policy.

## **HOUSING NEEDS FOR EXTREMELY LOW INCOME HOUSEHOLDS**

Extremely Low Income (ELI) households earn 30 percent of the area median income or less. In San Mateo County this amounts to an annual income of \$33,950 or below for a family of four. Many ELI households live in rental housing and most likely facing overpayment, overcrowding or substandard housing conditions. Some ELI households are recipients of public assistance such as social security insurance or disability insurance. Housing types available and suitable for ELI households include affordable rentals, secondary dwelling units, emergency shelters, supportive housing and transitional housing.

**There are 35 ELI households in Colma according to 2010 CHAS data. More than half of Colma's** ELI households face some kind of housing problem: 100 percent of all ELI renter households, and 20 percent of ELI owner households face overcrowding, overpayment, and/or lack complete kitchen or plumbing facilities.



**Table H-43: Housing Needs for Extremely Low Income (ELI) Households in Colma**

<b>Household Category</b>	<b>Renter Households</b>	<b>Owner Households</b>	<b>Total Households</b>
Total households any income	220	250	470
Total ELI households	15	20	35
ELI households with housing problems	100%	20%	54%
ELI households with cost burden (paying 30% or more of income)	100%	20%	54%
ELI households with cost burden (paying 50% or more of income)	100%	0%	43%

*Source: HUD Comprehensive Housing Affordability Strategy (2006-2010)*

**TOWN OF COLMA**  
**GENERAL PLAN HOUSING ELEMENT**

**Housing Sites**

**LEGEND**

- CITY BOUNDARY

**EXISTING RESIDENTIAL**

- SINGLE UNIT
- DUPLEX UNITS
- MULTIPLE UNITS

**DEVELOPMENT POTENTIAL**

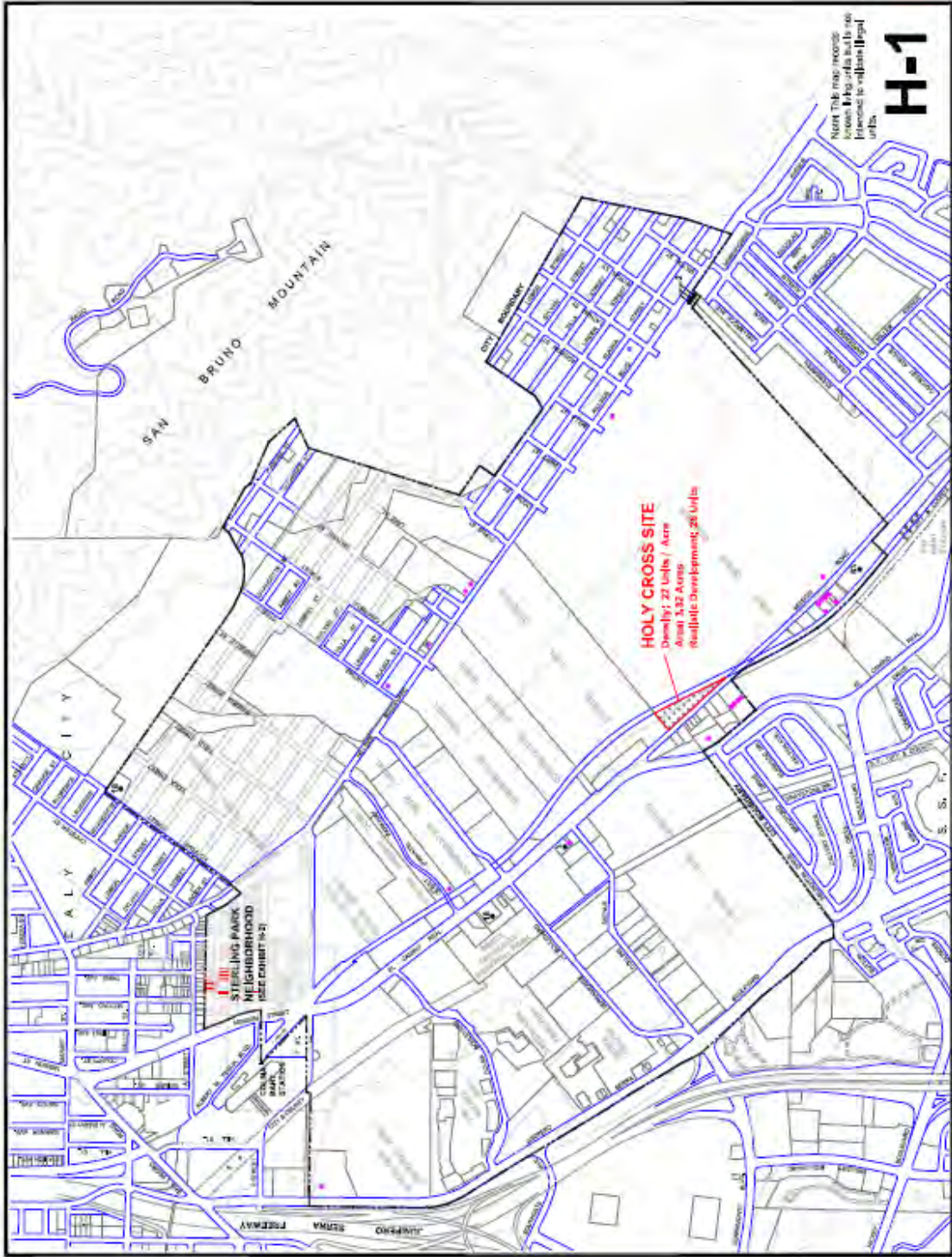
- MULTIFAMILY HIGH DENSITY OR MIXED USE PARCELS

**TOTAL DEVELOPMENT POTENTIAL**

13	SINGLE FAMILY UNITS (RESIDENTIAL UNITS - 200' MAX)
37	MULTIFAMILY UNITS (RESIDENTIAL UNITS - 200' MAX)
26	MULTIFAMILY UNITS (POLY-CAROL 40' MAX)
<b>76</b>	<b>UNITS</b>

SCALE IN FEET: 0 500 1000

0012





**TOWN OF COLMA  
GENERAL PLAN  
STERLING PARK  
RESIDENTIAL**

**LEGEND**

- city boundary
- EXISTING RESIDENTIAL
  - SINGLE UNIT
  - DUPLEX UNITS
  - MULTIPLE UNITS
- DEVELOPMENT POTENTIAL
  - SINGLE FAMILY RESIDENTIAL PARCEL
  - MULTIFAMILY, HIGH DENSITY OR MIXED USE PARCELS

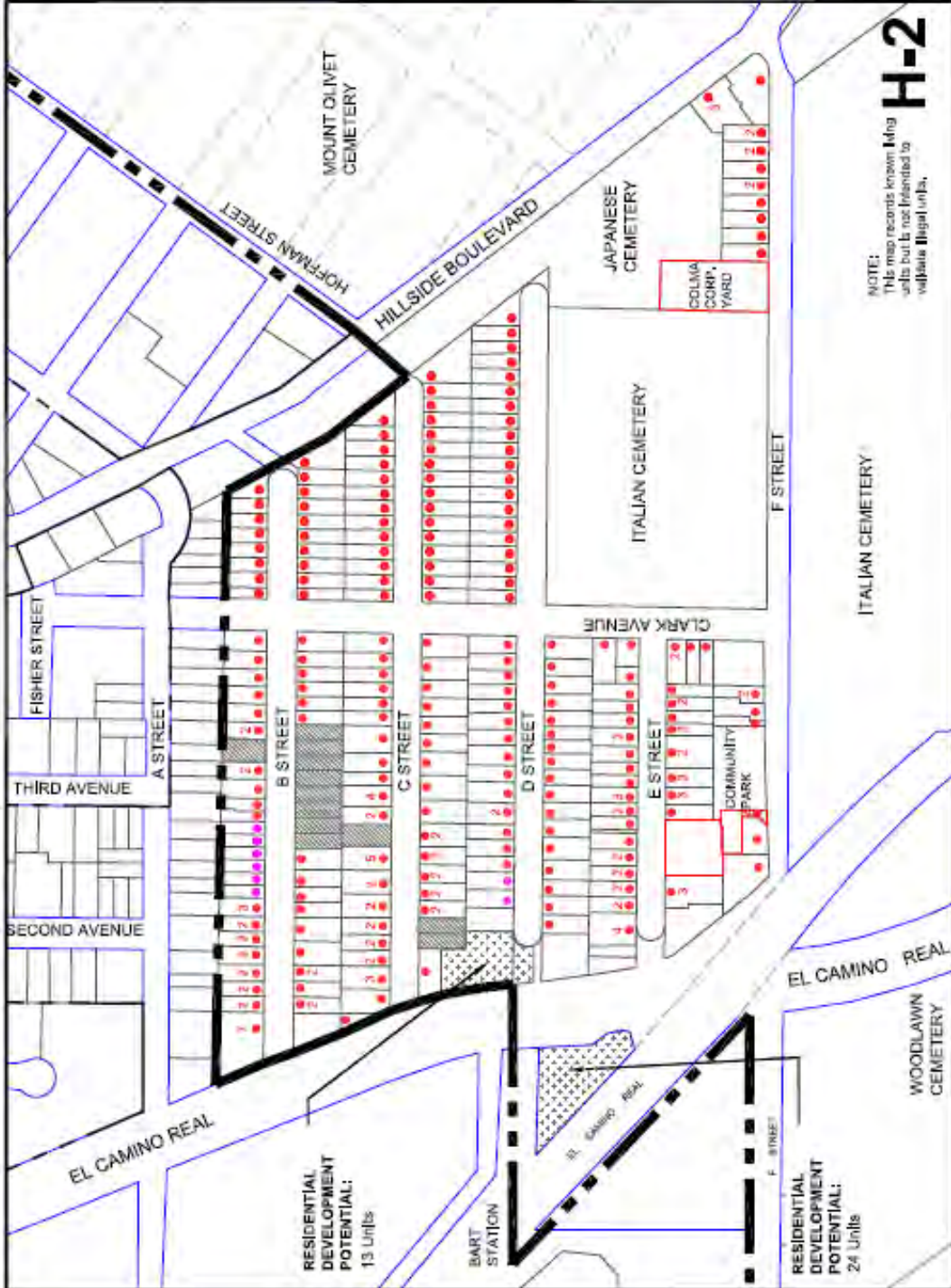
**STERLING PARK  
TOTAL DEVELOPMENT  
POTENTIAL**

- 15 SINGLE FAMILY UNITS
- 37 MULTIFAMILY UNITS
- 90 POTENTIAL UNITS

SCALE IN FEET  
0 200

NOTE: This map records known existing units but is not intended to validate illegal units.

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Several sites have development potential, including three parcels located in the Sterling Park neighborhood, two sites located along El Camino Real near the Colma BART Station, and one site located near the intersection of Old Mission Road and El Camino Real. A detailed site inventory describing the development potential of each, as well as site-specific constraints is provided in the following section.

## A. STERLING PARK DEVELOPMENT POTENTIAL

Three separate vacant or underutilized parcels are located within the Sterling Park residential neighborhood. A site analysis has determined that 12 single family detached (SFD) units can be developed on these three parcels, which have a combined total area of 0.91 acre.

There are no governmental or site specific constraints impeding the development of these parcels with single family residences. All parcels are designated for single family residential development with a maximum allowable density of 13 units per acre. Sewer and water infrastructure capacity exists to accommodate the potential housing units. This amount of residential development in Sterling Park is already anticipated in the Colma General Plan.

**Table H-44: Sterling Park Single Family Detached Development Potential**

APN	Location	Designation & Zone	Acres	Dev. Pot.	Density Allowed	Constraints
008-126-100	C Street (southside)	Residential (R)	0.1	2	13 units/ acre	None, infrastructure capacity exists
008-126-040	B Street (southside)	Residential (R)	0.7	9		
008-125-180	B Street (northside)	Residential (R)	0.11	1		
Total			0.91	12 units		

## B. EL CAMINO REAL DEVELOPMENT POTENTIAL

Two separate parcels are located along El Camino Real, near the Colma BART Station which is located just outside the Town's municipal boundaries. Together, these parcels total 1.13 acres. The presence of the Colma BART Station is expected to stimulate development of multiple unit residential buildings and mixed use developments in this area. Sewer and water infrastructure capacity exists and can accommodate all potential housing units. Development of existing and projected parcels is already anticipated in the Colma General Plan.

The County adopted the Colma BART Station Area Plan which provides incentives for higher density development and density bonuses for affordable housing on unincorporated land near **the BART Station. Additionally, Colma's Zoning Code provides density bonus incentives for affordable units.**

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## Sandblaster Property – 7773 El Camino Real



A

**0.53 acre parcel on the east side of El Camino Real is bounded by "C" Street to the north and the "D" Street stairs to the south. This parcel is referred to as the 'Sandblaster Property' due to its past light industrial use. The parcel currently, contains two billboards. The site is currently designated as residential/commercial.**

Site-specific constraints include steep topography along the eastern and northern boundaries of the site. In addition, there may be specific environmental and physical constraints on the site. Although an in-depth environmental site evaluation has not been completed, it is anticipated that there may be some surface and sub-surface ground contamination on the site as a result of the long-term sandblasting business. However, a development proposal for the site was received in 2007 by the Town Planning Department. The proposal included 13 residential units located above ground floor retail uses with sub-grade parking serving the development, and was deemed appropriate and feasible. The application was not pursued by the applicant.

**Rezoning the site to a 'Planned Development' land use designation would allow for additional flexibility in the setbacks and other design standards applicable to the project. Planned Development designation allows for a project's design to respond to site specific conditions, and encourages mixed use and residential development. The Town's Inclusionary Housing Ordinance (Subchapter 12 of the Colma Municipal Code) includes concessions and incentives for eligible development projects, subject to approval by the City Council, to facilitate development of affordable units on smaller sites such as the property at 7773 El Camino Real.**



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It should be noted that the project plans submitted in 2007 included this site and the two single family residential lots on C Street, mentioned in the Sterling Park Development Potential section, for a total of 15 units.

### **Bocci Property – 7778 El Camino Real**



*The 0.6 acre Bocci site at 7778 El Camino Real has a realistic development potential of 24 high density multi-family units. Site specific constraints on the property include a utility easement serving the adjacent Colma BART Station.*

A 0.6 acre parcel on the west side of El Camino Real was recently reoccupied by a monument **making light industrial operation**. The parcel is referred to as the **'Bocci Property'** due to the family name of the historic monument manufacturing company located there.

The parcel is bounded by the entrance to the Colma BART station to the north, the BART right-of-way to the west and south, and El Camino Real to the east. This parcel could be redeveloped with high-density residential or a mixed use development that includes high density residential. The property is currently designated for commercial use, which allows for multi-family residential.

Site-specific constraints on the parcel include its triangular shape, the close proximity of the BART tracks to the property, and an existing utility easement serving the adjacent Colma BART Station that reduces the buildable area of the property. However, a development proposal was previously submitted to the Town Planning Department, which took into account the **site's** constraints. The proposal included 24 high density multifamily dwelling units over ground floor retail and was deemed to be a realistic development proposal. As with the other El Camino Real **parcel, rezoning it to a 'Planned Development' land use designation** would allow for additional flexibility in the setbacks and other design standards applicable to the project. **Planned Development designation allows for a project's design to respond to site specific conditions, and** is anticipated to encourage mixed use and residential development. The development proposal has since been withdrawn and a small monument business has leased the property. While the terms of the lease are not known, it is likely that redevelopment of the site with mixed-use (including high-density residential) will not occur while the monument business exists on site. **Given the site's unusual shape and existing access, it is not recommended that residential** development occur on the site while the present structures exist.

**Table H-45: El Camino Real Parcels Multi-Family Development Potential**

APN	Location	Designation & Zone	Acres	Dev. Pot.	Density Allowed	Constraints
008-127-020 (Sandblaster)	El Camino Real	Mixed Use - Residential/ Commercial - (R/C)	0.53	13	30 units/acre	Topography, possible ground surface contamination
008-141-080 (Bocci)	El Camino Real	Mixed-Use - Commercial - (C)	0.6	24	30 units/acre	Utility Easement, Triangular Shape
Total			1.13 ac	37 units		

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## C. HOLY CROSS SITE DEVELOPMENT POTENTIAL

An additional 3.32 acre development site is located on the north side of El Camino Real, near its intersection with Mission Road and the southern Town boundary. This site is referred to as the Holy Cross Site, as it is adjacent to the Holy Cross Cemetery and is owned by the Archdiocese of San Francisco. Although the maximum allowable density of 22 units per acre would allow for up to 73 multifamily units, site specific constraints reduce the realistic development potential of the site to approximately 26 dwelling units.



Site-specific constraints include its narrow and triangular shape, site topography and existing structural encumbrances on the site, including a small reservoir providing irrigation water to Holy Cross Cemetery. While the reservoir may be considered a significant constraint, the property owners have entertained the possibility of relocating or eliminating the reservoir should the property be sold for development. The realistic development potential of 26 dwelling units was calculated by evaluating required off-street parking and taking into account the unusual



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and difficult to develop triangular-shaped site. However, it may be possible to get a greater number of units on the site using the flexibility allowed by the Planned Development zoning designation and creative solutions that may include sub-grade parking.

Because the site is unique and has a number of site-specific physical constraints, a rezoning to a Planned Development land use designation would allow for the most development flexibility in setting standards such as height, setbacks, ingress and egress, and landscaping. The Planned Development designation would be accompanied by plans for development, including site plans, floor plans, elevations, landscaping and other site improvements. Sewer and water infrastructure capacity exists and can accommodate all potential housing units. Development of existing and projected parcels is already anticipated in the Colma General Plan.



**Table H-46: Holy Cross Site Multi-Family Development Potential**

APN	Location	Designation & Zone	Acres	Development Potential	Density Allowed	Constraints
011-370-220	Mission Road	Commercial (C)	3.32	26 MFD	22 units/acre	Topography, narrow and triangular site, existing infrastructure
Total			3.32	26 MFD		

The Town of Colma will continue to entertain proposals on the various opportunity sites and will **work with developers on meeting the Town’s development standards and overall design**-related goals. The Planned Development designation allows flexibility in development standards, while not inhibiting the maximum densities allowed by the General Plan. In addition to the single-family residential infill opportunities, the realistic development potential on sites targeted for Planned Development are achievable.

In accordance with Government Code Section 65863(b), the City adopted a No Net Loss Program which was added to the Colma Municipal Code in 2013. This program requires that if any identified sites are developed at lower densities than anticipated, that the incremental loss of housing capacity will be accommodated elsewhere by either identifying other sites that have housing capacity or by rezoning sites within the Town to accommodate the lost capacity. One way to accomplish this is to require a minimum density rather than our standard practice of identifying a maximum density for a specific site.



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## GOVERNMENTAL CONSTRAINTS

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As part of the Housing Element process, the Town analyzed its Zoning Code, permitting processes, development standards, and building codes to identify potential constraints for the development of housing. Housing Element proposes specific actions and implementation schedules to remove such impediments, where possible.

### GENERAL PLAN AND ZONING

**Colma's General Plan and Zoning Ordinance provide** for a wide range of allowable residential densities in both residential and commercial districts. General Plan densities typically determine the maximum number of dwelling units allowed on a specific site. The Zoning Ordinance is consistent with the General Plan. Additionally, the Town has a Planned Development designation which permits relaxation of zoning standards. In the past, the Planned Development designation has been used to develop high density residential projects and is the most successful manner of developing the available parcels identified in the previous section, because of their unique site constraints and small size.

**As discussed earlier, the Town's Commercial/Mixed Use and Commercial Land Use Designations** sites will accommodate a majority of the housing need for lower income units. The Colma General Plan specifically identifies the Commercial/Mixed Use designation for ground-floor retail/office with residential units above. The mechanism to effectuate a mixed-use development is the rezoning of the property to Planned Development, which maintains the full multi-family allowance in the commercial zone but allows for greater flexibility in development standards to maximize unit yield.

This analysis is based upon two assumptions: that the identified sites allowing mixed-use will be developed with the residential uses and developers will build to the estimated realistic densities for each of these sites. The first of these assumptions is prudent in light of recent trends in the Town and sites near the identified sites. Developments near the identified sites were almost exclusively residential use projects or include a small portion of retail/commercial uses.

Residential projects have been proposed on two of the sites in close proximity to the Colma BART Station, lending credence toward the sites being developed with residential uses. There are several other reasons why the identified sites are likely to develop with the estimated residential capacity during the planning period:

1. Areas designated for mixed-use development have no minimum commercial component requirement, so developers are able to develop 100 percent residential (i.e. there is no vertical mixed use requirement) on mixed use sites.
2. **The Town supports housing in the Town's mixed-use areas** by assisting in site assembly.

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3. The majority of mixed-use sites are not prime sites favored by commercial establishments.
  4. The sites are located in close proximity to where other new residential development has been built or approved.

Thus, it is reasonable to assume that the identified sites will be developed as residential-use projects, at, or above, the estimated densities.

The zoning ordinance sets forth requirements that can affect the type, appearance and cost of housing to be built within the Town of Colma. The zoning ordinance includes standards for development determining minimum lot size, permitted use(s), minimum setbacks, maximum height limits and minimum parking standards. There is no lot coverage limit or floor area ratio standard for residential zoning districts in Colma. The building envelope allowed on a residentially zoned lot in Colma is determined by setbacks and height limits. There are two residentially zoned districts in Colma, the Residential (R) zone and the Residential – Sterling Park (R-S) zone. The R-zone allows single family dwellings by right (no land use entitlements required) and multi-family dwellings up to six units with approval of a Use Permit provided that the residential density proposed does not exceed that which is specified in the General Plan. The R-S zone allows single family detached dwellings only.

Development standards in Colma such as setbacks, building height and off-street parking are similar to or less restrictive than those in surrounding communities and would not be considered unreasonable development constraints. For example, the minimum side yard (10 percent of lot width) can be as narrow as 3.33 feet, which is much smaller than the 10 foot setback required by many San Mateo County jurisdictions. Colma allows a minimum lot size of 3,333 square feet, which is significantly smaller than most jurisdictions. In addition, Colma allows residential development on commercially-zoned parcels, which is a far less restrictive land use policy than found elsewhere in the County. The development standards for residential zones are summarized in the table below.

## Current R-S and R Zone Development Standards

Standard		R-S Zone	R Zone
Front Setback:	First Floor	15'/19' to garage	15'/19' to garage
	Second Floor	None	None
Side Setback:	First Floor	3'3"=10% of lot width or 10' whichever is less	10% of lot width or 10', whichever is less
	Second Floor	None	None
Rear Setback:	First Floor	15'	25% of total lot area, not to exceed 25'
	Second Floor	25'	25'
FAR:		No restriction. Governed by setbacks/height limits	No restriction- governed by setbacks/height limits
Height:		27'	36'

In 2013, the Town adopted manufactured home design standards for the Town's two single-family residential zoning districts in compliance with Government Code Section 65852.3(a), and are permitted as single-family dwellings.

The parking standards are set forth in the zoning ordinance by district, and are defined in Section 5.01.080 of the zoning ordinance. These standards are summarized in the table below.

### Parking Standards

Residence Type	Spaces Required		Total
	Covered	Uncovered	
Single Family Detached: (Over 4 bdrms., add 0.5 spaces/each addl. bedroom)	2		2
Multiple Units:			
Studio	1	.5	1.5
1 Bedroom	1	.5	1.5
2-4 Bedrooms	1	1	2
Over 4 Bedrooms add .5 covered or uncovered for each additional bedroom			

The Zoning Ordinance includes provisions for residential structures existing or approved prior to March 1, 1988. These provisions require only one (1) parking space for each single family dwelling or for a multi-family dwelling having no more than one bedroom and 1.5 covered parking spaces for each multi-family dwelling having two (2) or more bedrooms. If the existing units comply with these provisions, property owners are not required to provide additional parking spaces because of repairs, restoration, remodeling or additions to such units; however, if additional bedrooms are added to an existing single family dwelling, the number off-street

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parking spaces must be increased by 0.5 covered or uncovered spaces for each bedroom exceeding the total, existing and added, of four (4) bedrooms.

The density limits set forth in the Colma General Plan allow 13-30 units per acre in residentially zoned areas, and up to 30 units per acre in the mixed commercial/residential areas. Up to 30 residential units per acre are permitted in certain commercial areas through mixed-use developments, which are established through the Planned Development process. Through the establishment of a Planned Development, standards may vary including those associated with parking, building height, and Floor Area Ratio. Density bonuses are also permitted under specific circumstances.

Although development standards and densities are generally less restrictive than those found in **other Peninsula communities, Colma's high proportion of land uses** directly related to the large inventory of cemetery land discussed in the preceding section must be viewed as a constraint to future development of housing in Colma. This constraint is not, however, insurmountable in view of the availability of sites identified in this document. Existing residential development standards, such as setbacks, height limits and parking requirements have not constrained housing development in the Town. In many cases, they are less restrictive than other jurisdictions in San Mateo County, resulting in lower costs to develop housing. The flexibility afforded in the Planned Development process allows residential development to achieve maximum densities while balancing livability and habitability standards.

## **BUILDING CODES**

The California Building Code is used in Colma. The Town's Building Official verifies that new residences, additions, auxiliary structures, etc., meet all construction and safety standards. Building permits are required for most construction work. Additionally, building code enforcement helps the Town maintain a safe building stock.

## **ON- AND OFF-SITE IMPROVEMENTS**

Site improvements are a necessary component of the development process. Improvements can include the laying of sewer, water, and streets for use by a community when that infrastructure is lacking, and these improvements make the development feasible. Due to the built-out nature of the Town, all of the residential and commercial areas in Colma are already served with adequate streets, sidewalks and infrastructure. This includes sidewalks that only usually require modification to the location of curb-cuts.

In areas already served by infrastructure, site improvement requirements vary depending on the existing condition of each project site. Usually, only standard connection laterals are required for most project utilities. The undergrounding of utilities from the nearest pole to the project is required of all projects, and street tree planting may also be required. These costs

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have not shown to be problematic for any developments in the Town when anticipated and known by the developer early in the process.

## PERMIT PROCESSING AND PROCEDURES

Building permits must be secured before commencement of any construction, reconstruction, conversion, alteration or addition. Approval of permit applications is based on conformity with the Zoning Ordinance, although the City Council has the power to grant variances from the terms of the Ordinance within the limitations provided by law.

Two ways of developing housing in Colma include the construction of individual single-family residential units on existing lots or the rezoning of larger properties to a Planned Development (PD) zoning designation for provision of multi-family or higher density housing. The Town of Colma does not have a specific multi-family zoning designation, so the Planned Development designation provides opportunities for multi-family housing. The Planned Development entitlement process requires the approval of a Conceptual Development Plan and a Detailed Development Plan and is subject to evaluation under the California Environmental Quality Act (CEQA). Construction of single-family residential units does not require discretionary review and is exempt from CEQA evaluation.

The table below identifies various entitlements and the estimated processing time for each. Because many applications require multiple approvals, many of these approvals run concurrently. Variance and Use Permit requests usually take only two to four months to process. Because Colma has no Planning Commission, decision-making is unusually streamlined.

Amendments and reclassifications to the Zoning Ordinance can be made by the City Council, subject to applicable provisions of state law and typically take four to six months to review. Procedures for amendments and reclassifications are stated in the Zoning Ordinance.

### Entitlement Processing Time and Approving Authority

Type of Permit	Typical Processing Time	Approving Authority
Design Review	2-4 months	City Council
General Plan Amendment	4-6 months	City Council
Zoning Reclassification	4-6 months	City Council
Variance to Zoning Regulations	2-4 months	City Council
Planned Development Plan	6-8 months	City Council
Parcel Map (in conjunction with PD)	6-8 months	City Council/Public Works
Subdivision Map (in conjunction with PD)	6-8 months	City Council/Public Works
Negative Declaration	4-6 months	City Council
Environmental Impact Report	6-8 months	City Council

The Planned Development process can be summarized as follows:



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Once an application for a Planned Development (which consists of a Rezoning and a Use Permit request, at a minimum) is received by the Planning Department, the application is reviewed for completeness and processed as a Conceptual Development Plan. Environmental review is completed during the Conceptual Development Plan phase. All applications are processed concurrently, and entitlements are generally approved within four to six months of application filing. The final step in the approval process is a Detailed Development Plan. The development standards that provide a guideline for a Planned Development are those most closely associated with the General Plan land use designation. For example, the properties targeted for mixed-use along El Camino Real are designated as Commercial/Mixed Use in the Colma General Plan. Building heights, floor area ratios and setbacks adopted in the Commercial zoning district would be used as a guideline for a Planned Development.

The following is a summary of application fees for Planned Development submittals:

### Planned Development Entitlement Application Fees

Entitlement	Fee
Establishment of Planned Development	\$4,880 deposit
Major Use Permit	\$4,225 deposit
Design Review Permit (Major)	\$4,190 deposit

While deposits would be due at the time of application submittal, the applicant would receive a refund of any unused monies after completion of the entitlement process.

Single-family residential infill construction does not require land use entitlements, and building permit-related fees vary depending on the project's valuation. Provided that a proposal meet zoning code regulations, additions to and new construction of single family dwellings do not require review or approval by City Council. As noted above, single family dwellings are not subject to CEQA. Processing for a new single family dwelling would begin with building permit submittal and there are no neighborhood noticing requirements.

Upon submittal of a building permit application for a single family addition or construction of a new single family dwelling, the Building Department routes the plans and application to the other City Departments for review. At that time there would be a detailed review of the proposed construction to determine if the project meets all municipal code regulations. There are no residential design guidelines for single family additions or new construction. During review of the application by the Planning Department, design of the proposed addition or new construction would consider overall mass and bulk of the project in relation to the surrounding neighborhood. While there is no specific design criteria, impacts of the addition on adjacent properties is considered during the plan check of the building permit application. Plan check comments are returned to the Building Department within 10-days of submittal so that comments can be provided to the applicant in a timely manner.

Building permit plan check and processing in Colma is efficient and timely. Building permits generally are processed in a few days. Building permits for projects that require approval of entitlements cannot be issued until CEQA review is completed and the City Council approves all entitlement applications. In order to expedite the process leading to construction, it is not uncommon for applicants to submit plans for building permit review while simultaneously proceeding through the CEQA and entitlement processes. Depending on the complexity of a project, building permit issuance ranges from a few days to a few weeks.

## Fees

The cost of development within the Town of Colma includes planning and building plan check fees; permit fees; utility service fees, recycling fees, and school fees. In addition, the Town of Colma imposes a parkland dedication fee for subdivisions (Quimby fee) and if inclusionary housing is not included (where required) then a housing in-lieu fee may also be imposed. Local governments typically assess many different types of residential development fees. These include planning fees, building permit and related fees, capital facilities fees and development impact fees.

### *Planning Fees*

Planning-related application fees required for development in the Town of Colma fall into two categories: flat fees and deposit against actual costs. Flat fees are charged for processing applications through the Planning Department to develop property. Fees are due and payable upon making application, and are non-refundable. Based upon an analysis of staff hours and comparison with other jurisdictions, the fees set forth do not exceed the estimated reasonable cost of providing the service. The following table summarizes the flat fees applicable to development:

Type of Permit	Fee
Administrative Use Permit	\$280
Design Review, Minor	\$325
Sign Permit	\$382
Sign Review	\$102
Temporary or Short Term Use Permit	\$280
Tree Removal Permit	\$474
Use Permit, Home Occupation	\$50
Use Permit, Minor	\$905
Zoning Clearance for Retail Merchandising Unit	\$184

Deposit-based fees are required for processing major development applications through the Planning Department. The initial deposits shown below are due and payable upon filing an application, and are based on the typical amount of staff time necessary to process similar applications. If additional staff time is necessary to adequately evaluate an application,

additional deposits will be required. In accordance with the Colma ordinance that established the current Master Fee Schedule, the total amount of deposit-based fees shall not exceed three times the initial deposit, plus reimbursable costs. Any unused deposits are returned to the applicant after a decision on the application has been made by the City Council. Proposed amendments require the same fees as an initial application. The following summarizes the deposit-based fees associated with typical entitlement applications for all types of residential development:

**Table H-47: Deposit Against Actual Cost – Land Use Development Processing Fees, Planning Services**

Type of Permit	Initial Deposit
Design Review, Major	\$4,190
General Plan Amendment	\$5,575
Lot Line Adjustment	\$2,540
Parcel Map	\$3,950
Planned Development Plan	\$4,880
Subdivision Map	\$5,465
Use Permit, Major	\$4,245
Vacation or abandonment of Public Easement	\$5,705
Variance to Zoning Regulations	\$4,720
Zoning Reclassification	\$5,245

In addition to the above noted planning application fees, staff time associated with environmental review in accordance with CEQA (California Environmental Quality Act) review requires a separate deposit, which is due and payable at the time an application is submitted. As noted above, additional deposits will be required if the amount of staff time to evaluate the proposal exceeds the amount of the initial deposit. Any unused deposits are returned to the applicant after a decision on the environmental document has been made by the City Council. The total processing fee will not exceed the actual, reasonable cost of providing the service. In addition to the application and CEQA review fees, applicants are required to submit pass-through fees to the San Mateo County Clerk and California Department of Fish and Game, collected by the City after the environmental determination has been approved by the City Council. The following table summarizes the fees associated with environmental review of a proposed development (not specifically residential):

## CEQA Review Fees for Land Use Development Projects – Deposit Against Actual Cost

Application	Initial Deposit	Pass-through Fees
Categorical Exemption	\$100	\$50-Document handling fee
(Mitigated) Negative Declaration	\$4,780 is prepared by Staff; otherwise 10% of the cost charged by an outside consultant	\$2,181.25 –CA Dept. Fish & Game fee \$50- Document handling fee
Environmental Impact Report	Consultant cost plus a deposit of 10% of the cost charged by an outside consultant	\$3,029.75 –CA Dept. Fish & Game fee \$50- Document handling fee
Environmental Document pursuant to a Certified Regulatory Program (CRP)	-	\$1,030.25 –CA Dept. Fish & Game fee \$50- Document handling fee

**The Town of Colma’s** Planning Department is partially funded by application fees and deposits, **but the remaining cost of operating the department is subsidized by the Town’s General Fund.** An August 2008 study was conducted which evaluated typical planning and building permit fees to construct a new single-family residence in each San Mateo County jurisdiction. In this study, **Colma’s fees** fell near the low end of the range, considerably lower than most San Mateo County jurisdictions. Residential planning and building fees are broadly required by all jurisdictions in San Mateo County. In Colma, such fees are noted here as affecting development, but are not viewed as a governmental constraint.

The following tables provide estimated planning, building and impact fees when compared to other jurisdictions within San Mateo County. The fees are based on the following prototypical projects:

- One single-family residence: A new home on an empty lot in an existing neighborhood, no significant grading or other complicating factors, 2400 sf and 500 sf garage, two stories, four bedrooms, three bedrooms.
- Ninety-Six Units in 16 Buildings on Eight Acres of Land: the project has a total of 145,500 square feet. The construction will be type VN. The building will have no sprinklers and will have HVAC air conditioning.

The 96 unit project will require a zoning change: Planned Development Zoning/ PD Permit, and Tentative Map, High Complexity. The project will generate 72 peak hour trips.

The project will require significant grading work (5,000CY), and type 1 erosion/sediment control.

The project will include existing public street frontage, and will need \$400,000 of frontage improvements (half street reconstruction). The project will also require the construction of new private streets, which will cost an additional \$600,000.

The project will require no public landscaping and no traffic signal work.

Units:

Model A: 28 units, 1250 sf + 500 sf garage, 2 stories, 2 bdrm, 2 bth

Model B: 34 units, 1500 sf + 500 sf garage, 2 stories, 3 bdrm, 2 bth

Model C: 34 units, 1750 sf + 500 sf garage, 2 stories, 3 bdrm, 2.5 bth

**Table H-48: Single Family Development Fee Survey By Jurisdiction**

City	Entitlement Fees	Construction Fees	Impact Fees	Total
Brisbane	-	\$4,211	\$11,111	\$15,322
Burlingame	\$1,806	\$32,400	\$9,062	\$43,268
Colma	-	\$6,760	\$7,680	\$14,439
Daly City	-	\$15,998	\$5,074	\$21,072
Foster City	\$2,000	\$18,682	-	\$20,682
Half Moon Bay	\$12,055	\$3,312	\$25,032	\$40,399
Hillsborough	\$2,901	\$10,699	\$4,980	\$15,679
Portola Valley	\$3,640	\$19,772	\$7,860	\$31,092
Redwood City	\$620	\$6,384	\$21,531	\$28,535
San Mateo	\$3,500	\$26,107	\$20,844	\$50,451
South San Francisco	\$670	\$9,996	\$6,312	\$16,978
Woodside	\$4,380	\$16,484	\$4,350	\$25,214

*Source: 21 Elements Fee Survey, 2013/2014*

Colma’s fees are generally much less than those of other jurisdictions in the County for the single-family home prototype. The impact fees collected by the Town for the 96-unit Multi-Family prototype are comparable with surveyed jurisdictions.

Generally, the fees collected by the Town are relatively low and are not considered an impediment to development.



Table H-49: Multi-Family Development Fee Survey by Jurisdiction

	Entitlement Fees	Construction Fees	Impact Fees	CEQA Fees	Total	Per unit cost
Brisbane	\$33,543	\$191,358	\$302,252	\$2,218	\$529,371	\$5,514.28
Burlingame	\$58,076	\$1,431,000	\$531,552	\$273,234	\$2,020,628	\$21,048.21
Colma	\$22,275	\$230,847- \$554,837	\$1,429,085	\$60,000	\$1,742,207 - \$2,066,197	\$18,147 - 21,522
Daly City	\$18,041	\$530,861	\$487,104	\$2,995	\$1,036,006	\$10,791.73
Foster City	\$50,000	\$560,875	\$1,920,000	-	\$2,530,875	\$26,363.28
San Mateo	\$75,000	\$841,502	\$1,463,652	\$25,000	\$2,405,154	\$25,053.69
Redwood City	\$12,500	\$689,712	\$1,537,620	\$5,000*	-	-

Source: 21 Elements Fee Survey, 2013/2014

Notes: **Construction Fees-** Colma’s costs vary depending on the sewer district. **Impact fees-** Colma and Foster City listed a school fee, but these were removed for consistency with other jurisdictions. **CEQA-** Burlingame assumes a higher CEQA cost than the other jurisdictions. Other cities assumed a Negative Declaration or a Mitigated Negative Declaration. Redwood City assumes that a project is downtown; otherwise the CEQA fees are based on cost recovery and can vary dramatically. All EIR related expenses have been separated into their own category.

### Building Fees

Colma, in accordance with the Government Code, enforces the latest edition of the California Building Code to ensure the health and safety of residents of newly constructed housing. The **Town’s Building Department enforces the building code. Inspections and approvals are completed promptly and do not add unnecessary delays in the construction of new housing.** Fees are assessed for these projects to offset plan check and inspection activities. From time to time, the Town adjusts fees to keep up with inflation. These fees are established in accordance with the Government Code.

Building permit fees for new construction and additions are determined in dollars per square foot based on the occupancy of the use, with the final determination for the occupancy made by the Building Official. Permit fees for alternations, reports and interior changes (tenant improvements) are charged on a sliding scale that is based upon the valuation of the project. Plan check fee are 65% of the permit fees.

### Recycling Fees

In March 2004, the Colma City Council passed an ordinance to meet the goals of the California Integrated Waste Management Act of 1989. The ordinance requires that at least 50 percent of the waste tonnage from any demolition project, including concrete and asphalt, (or 15% where there is no concrete and/or asphalt) be recycled and/or reused, consistent with the Act. **Prior to demolition and building permit issuance, applicants must comply with the Town’s Construction Debris and Demolition recycling ordinance and complete a “Recycling and Waste Calculation**

**Form". At the time of building permit issuance, the applicant posts a deposit, at a rate of \$50 per ton for the percentage of recycled materials calculated. At the completion of the project, it is the contractor's responsibility to demonstrate that they have properly recycled the correct amount of waste generated by submitting receipts, weight tags, or other records to the Colma's building department for verification. If it is demonstrated that the construction debris recycling goals were met, the full amount of the deposit is refunded. If the amount recycled is less than the required amount, the Town of Colma retains the \$50.00 for each ton not recycled and/or reused. Since waste diversion is broadly required of all jurisdictions under State law, it is noted here as affecting development, but is not viewed as a constraint.**

*Public Works Fees*

There are also public works fees associated with property development. These fees are charged for processing documents necessary to implement a plan to develop a property. Fees are due and payable upon making application, and are non-refundable. These fees are in addition to any other fees set forth in this schedule.

Typical public works fees include sewer connection fees, water meter and service connection fees and sidewalk and special encroachment permits, and the most prevalent associated with residential construction are summarized below.

**Public Works Fees – Town of Colma**

Type of Permit	Fee
Grading Plan Check Fees	
50-2,000 cu. yds	\$80.00 + \$20 per 100 cu. yds.
Grading Plan Checking > 2,000 cu. yds	\$400 + \$2 per 100 cu. yds. (if > 2,000 cu. yds.)
Grading Permit, 50-2,000 cu. yds	\$130.00 + \$20 per 100 cu. yds.
Grading Permit, >2,000 cu. yds	\$530.00 + \$7.50 per 100 cu. yds. (if >2,000 cu. yds.)
Improvement Plan Check Fees	
Contracts of </= \$10,000	5% of contract cost, \$100.00 min.
Contracts between \$10,000-\$100,000	\$500.00 plus 3.5% of contract cost
Contracts >\$100,000	\$3,650 plus 2% of contract cost
Street or easement vacation	\$500.00/first parcel + \$200.00/each contiguous parcel
Lot Line Adjustment by deed	\$400.00
Lot Line Adjustment by Parcel Map	\$200.00 + recording costs
Parcel or Final Map Subdividing Property	\$600.00 + \$50.00 /each lot + recording costs

*School Fees*

In 1987, Assembly Bill 2926 amended the California Government Code to authorize school districts to levy school impact fees on new residential, commercial and industrial development. There are four school districts that serve Colma: the Bayshore Elementary School District,

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Jefferson Elementary School District, Pacifica Elementary School District and the Brisbane Elementary School District. There is one high school district, the Jefferson Union High School District. School fees are collected to offset costs of rehabilitation and maintenance of school buildings. Fees are collected on all new construction projects in Colma and on residential remodels in Colma that add 500 square feet or more. Residential school development fees for the Bayshore, Jefferson and Pacifica Elementary School Districts and Jefferson Union High School District are \$2.97 per square foot.

### *Parkland Dedication*

The Colma City Council adopted Ordinance 641 in 2006 to require dedication of land and/or payment of a parkland dedication fee. The parkland dedication fee applies to projects in Colma that require approval of a tentative map or parcel map for residential uses by one or more dwelling units, but exempts subdivisions containing fewer than 5 parcels and not used for residential purposes. This fee is determined by multiplying 0.003 acres per person in the dwelling unit (which is the same as three acres per 1,000 persons) times the total number of dwelling units in the development times the average number of persons per dwelling unit in the subdivision for which the approval of a map is being sought. The ordinance assumes that the average number of persons in a dwelling unit in the subdivision will be 3.05, which is the average occupancy Based on the 2010 Census and the 2007-2011 American Community Survey. In subdivisions over 50 lots, or, in the case of a condominium project, stock cooperative or community apartment project, if the subdivision contains more than fifty (50) dwelling units, the developer shall both dedicate land and pay a fee. The purpose of collecting these fees is to provide park and/or recreational land for use by the residents of Colma. The Colma Parkland Dedication Fee ordinance is based on California State enabling legislation, so it is applicable statewide. Therefore, it is not viewed as a constraint to development, as many communities in the area have adopted the same regulations.

Local governments typically assess many different types of residential development fees. These include planning fees, building permit and related fees, capital facilities fees and development impact fees. Residential planning and building fees are broadly required by all jurisdictions in San Mateo County. In Colma, such fees are noted here as affecting development, but are not viewed as a governmental constraint.



COLMA POLICE  
1199

**Community Health, Safety  
and Services Element**





# Community Health, Safety and Services Element

## TOWN OF COLMA 2040 GENERAL PLAN

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### PURPOSE

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Ensuring a community's safety through protection from geologic, flood, fire and airport related hazards is one of the essential services of local government agencies. Similarly, services for law enforcement and fire protection, emergency preparedness and response are essential for maintaining the health, safety, and welfare of a community (see Figure CS.1). Government Code Section §65302(g) requires each jurisdiction within the State of California to include in its General Plan a Safety Element that addresses the protection of the community from any unreasonable risks associated with various types of hazards. California State law requires that a Safety Element include information on **the community's** fire, safety, flooding, and seismic and geological hazards. In addition to the State requirements, this Community Health, Safety and Services Element also addresses police and fire services, aircraft overflight, and hazardous materials and waste, as well as the Town of Colma (Town)'s **Hazard Mitigation** Plan.

This Community Health, Safety and Services Element provides information about public services related to community safety, including geologic and flooding hazards, law enforcement, hazardous materials and emergency preparedness, fire response, airport hazards, and noise. Preserving community safety is an essential service of public agencies and a critical priority for maintaining community health and welfare. Recent disaster events in the state, such as the Kincadee fire in 2019, Camp Fire in 2018, and the Loma Prieta earthquake in 1989, only highlight the need for a community to be aware of and prepared for disasters. This Element therefore provides for sound emergency preparedness planning and supports the community desire to develop increasing resilience over time. This Element relates San Mateo County safety planning



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efforts to the Town's land use decisions and provides detailed information for decision makers to use.

This Community Health, Safety and Services Element establishes goals, policies, and programs to protect the health and safety of Colma residents, businesses, employees and visitors. It addresses the following safety planning and response topics:

- Community Health
- Geologic and Seismic Hazards
- Flooding and Sea Level Rise
- Wildland and Urban Fires
- Hazardous Materials
- Airport Safety
- Law Enforcement
- Fire Protection and Emergency Medical Services
- Emergency Preparedness and Disaster Response
- Noise

## RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The Community Health, Safety and Services Element is directly related to all other elements of the General Plan. The planning and policy decision making process for land uses, housing, circulation, and open space must incorporate the policies of this element to reduce the risks of hazards to the public. Development plans must properly account for public safety considerations, while open spaces provide public health and ecological benefits and often incorporate areas of increased hazard risk. This element identifies hazards and hazard mitigation guidelines to assist local decisions related to zoning, subdivisions, and entitlement permits.

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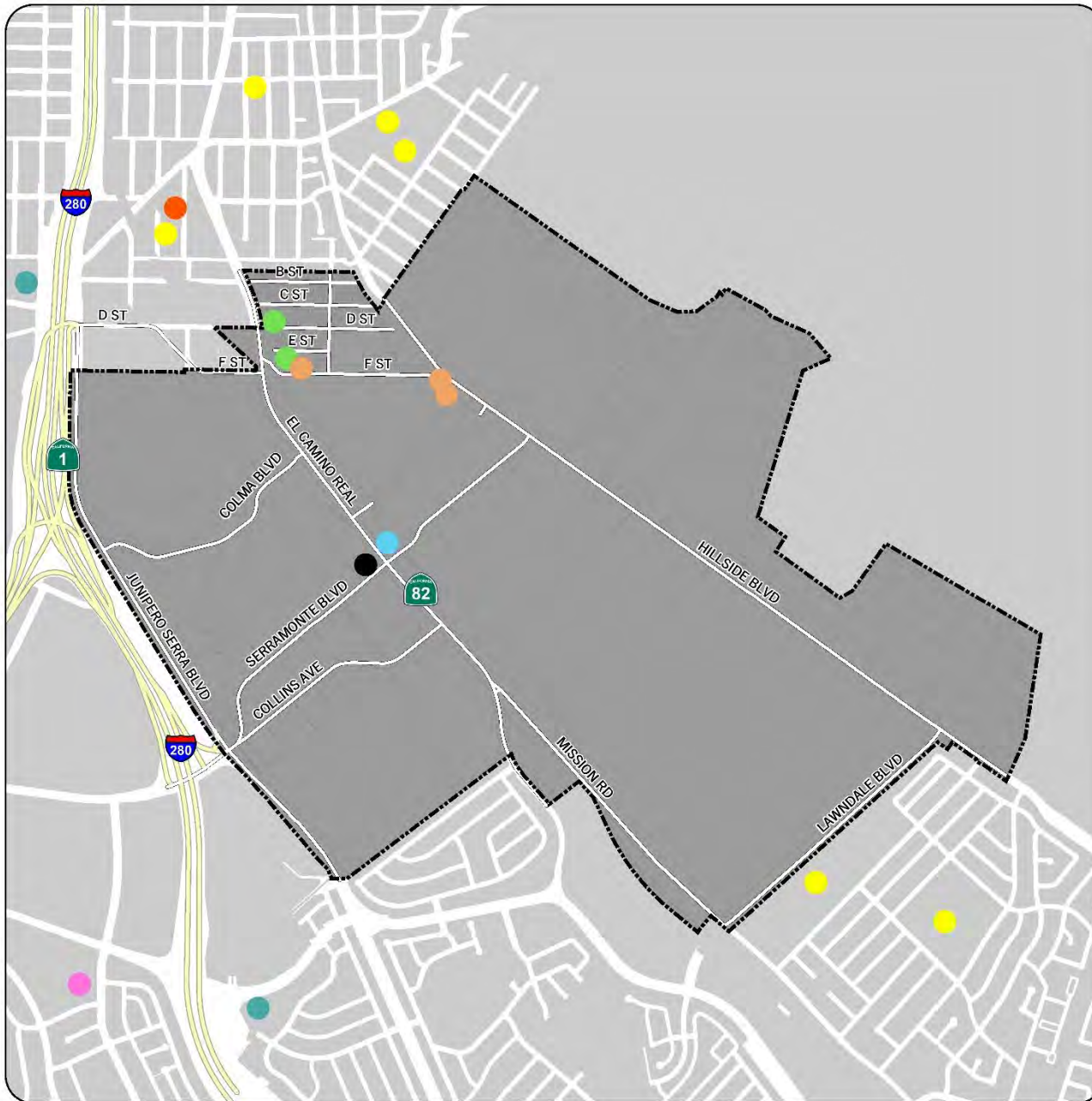
## COMMUNITY HEALTH

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Where people live greatly determines their access to resources that enable them to be healthy—such as safe streets, nutritious foods, quality housing, and access to healthcare. A healthy community promotes a positive physical, social, and economic environment that supports the overall well-being of its residents. Planning decisions about land use, mobility, and **urban design can have a strong impact on an individual’s transportation choices, housing options, and social interactions.** These decisions can improve physical and mental health by providing opportunities for physical activity, providing access to nutritious food, or enabling social interaction with neighbors on a regular basis. Neighborhood conditions can have a profound impact on **one’s health and life expectancy.**

Colma residents, business owners, and community members enjoy a consistently high quality of life. The Town is committed to improving quality of life and increasing opportunities for residents to make healthy lifestyle choices. Policies in this section express the Town’s overarching commitment to healthy living and enhancing quality of life. Due to the broad and interdisciplinary nature of health issues, other elements of the General Plan contain goals and polices related to health and quality of life. The Town provides quality recreation opportunities for residents of all ages to enjoy. As residents age, the Town seeks to provide services that will meet the needs of seniors. Due to **Colma’s** small size, the Town generously supports services and programs offered by outside agencies and non-profits that provide services that can be utilized by town residents. Locations of public facilities in the Town, many of which support community health, are shown in Figure CS.1.

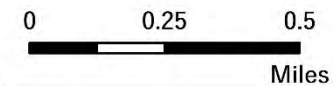


## Town of Colma

Figure CS.1.  
Public Facilities

-  Town Limits
-  Town Hall
-  Fire Station
-  Hospital
-  Library
-  Park
-  Police Department
-  Recreation Facility
-  School

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



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## Goal CS-1: Improve the health and quality of life of all Colma residents.

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- CS-1-1: **Health in All Policies.** Prioritize the overall health of Colma residents in Town strategies, programs, daily operations, and practices.
- CS-1-2: **Partnering and Supporting Non-Profits.** Continue to support and partner with other government agencies or non-profits to provide services to residents that cannot be provided by the Town.
- CS-1-3: **Physical Activity and the Built Environment.** Support new developments or infrastructure improvements in existing neighborhoods that enable people to drive less and walk, bike, or take public transit more.
- 
- CS-1-4: **Diverse Recreational Offerings.** Periodically assess recreational opportunities and modify programming to **ensure they are appropriate for the community's** cultural and age diversity.
- CS-1-5: **Age Friendly Cities.** Look for opportunities to partner with San Mateo County and other non-profit organizations to support senior well-being in the community.
- CS-1-6: **Location of Essential Facilities.** Avoid locating essential facilities, such as schools, fire, police, utilities, hospitals, and emergency service facilities, in areas subject to geologic and seismic hazards, fire risk, flooding, and hazardous waste, where feasible.

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## GEOLOGIC AND SEISMIC HAZARDS

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Colma is located in the seismically active San Francisco Bay Area (Bay Area) with one active fault, the San Andreas Fault, located outside the town, and the Serra Fault located within the town, as shown in Figure CS.2. The entire Bay Area is located within the San Andreas Fault Zone. Colma is located approximately less than 2 miles away from the San Andreas Fault, which, in a worst-case scenario, could cause violent or magnitude 9.0 (level 9) earthquakes to hit the town, as shown in Figure CS.3.

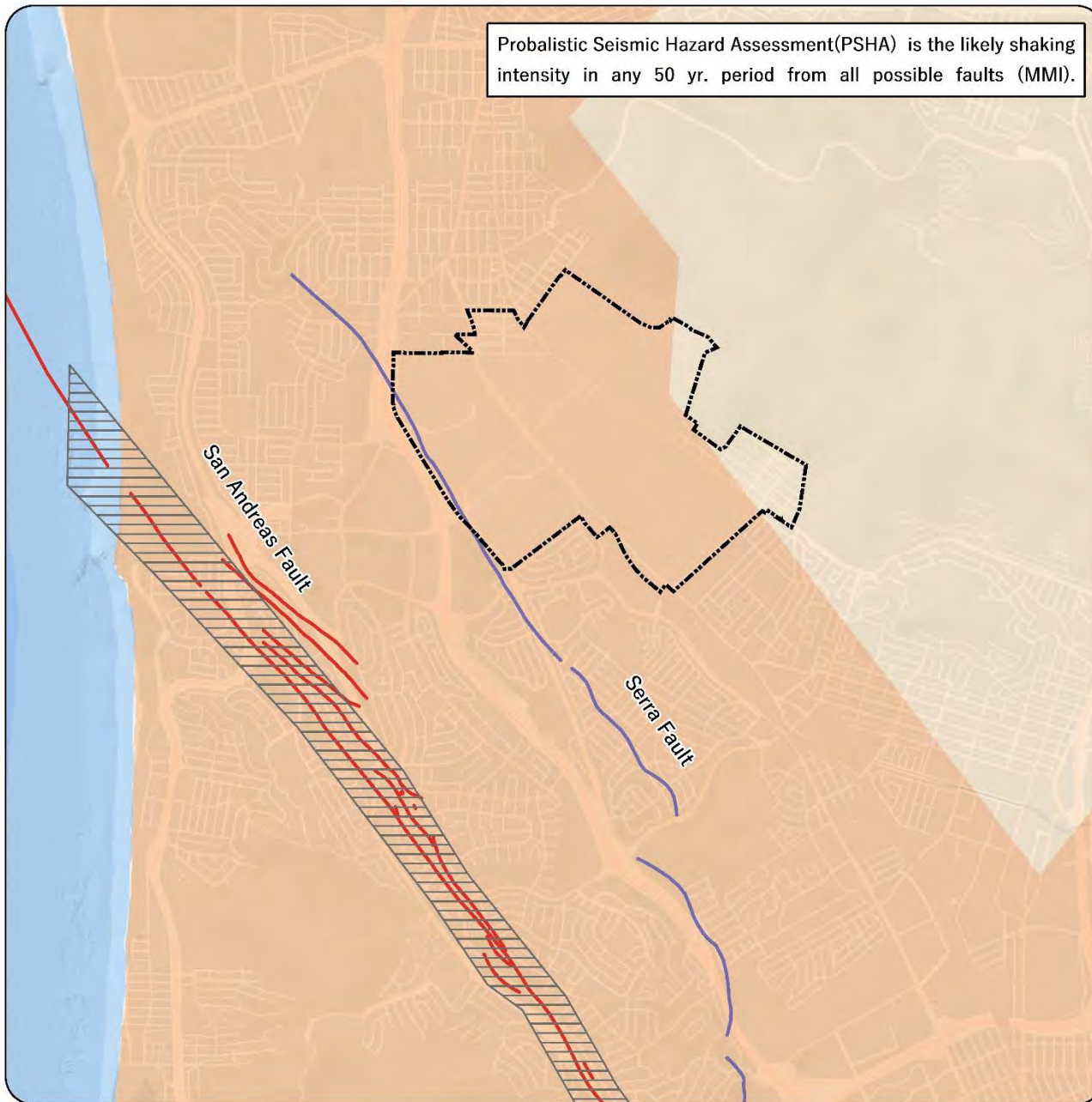
Due to its location near the boundary between the North American and Pacific tectonic plates, Colma is exposed to geologic and seismic hazards such as strong seismic ground shaking, seismic-related ground failure, including liquefaction and landslides.

The likelihood, severity, and location of any of these seismically induced hazards occurring in Colma depends upon geology, topography, soil type, weather, and intensity of development. Steep slopes, the extent of erosion, and the rock composition of a hillside can aid in predicting the probability of slope failure.

In addition to other seismic hazards, portions of the town are subject to liquefaction. Soil liquefaction occurs when wet soil loses its strength and stability and behaves more like a liquid, causing damage to buildings and other structures. The potential for liquefaction depends on the type of soil and the extent that the soils are saturated with ground water. Areas of Colma could be susceptible to liquefaction during a significant earthquake since the town of Colma is situated in an alluvial valley with loose soils. Liquefaction susceptibility is shown on Figure CS.3.







Therefore, the following Goals, Policies, and Program items have been identified to reduce geological risks to the town.





## Town of Colma

Figure CS.2.  
Regional Seismic Hazards

-  Town Limits
  -  Alquist-Priolo Zone
  -  San Andreas fault zone
  -  Serra fault zone
- PSHA
-  9: Violent shaking
  -  8: Severe shaking

Data provided by: Town of Colma, San Mateo County, Caltrans, Garmin, GEBCO, NOAA NGDC, and other contributors.



0 0.5 1  
Miles

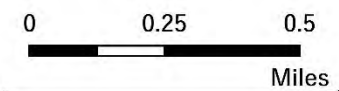
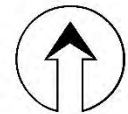


## Town of Colma

Figure CS.3.  
Local Seismic and  
Liquefaction Hazards

- Town Limits
- Serra fault zone
- Liquefaction Susceptibility**
- High
- Medium
- Water
- Modified Mercalli Index**
- 8.2 to 8.6
- >8.6 to 9
- >9 to 9.2


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



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## Goal CS-2: Protect the community from damage to life and property caused by catastrophes related to seismic activity or geologic conditions.

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- CS-2-1: **Geotechnical Studies.** Require geotechnical, soils, and foundation reports for proposed projects and subdivisions on sites that have been identified as having moderate or high potential for ground failure, liquefaction, and seismic activity by the Town or by the San Mateo County Seismic and Safety Element.
- CS-2.2: **Development in Hazardous Areas.** Prohibit development, including any land alteration, grading for roads, and structural development, in areas of slope instability, unless the appropriate mitigation measures are taken.
- CS-2-3: **Unsafe Buildings.**  Encourage seismic retrofits of existing buildings based on the recommendations of a licensed engineer or architect. Prioritize working with owners of buildings whose loss would impact the greatest number of people and/or particularly vulnerable groups such as seniors, children, or low-income households.
- CS-2-4: **Water Infrastructure Safety.** Collaborate with San Mateo County, California Water Service Company, and the San Francisco Water District to ensure that all water tanks and main water pipelines are capable of withstanding high seismic stress.
- CS-2-5: **Erosion Prevention.** Require new grading or development to prevent erosion on slope and hillside areas by revegetation or use of slope protection material. Require project grading and drainage plans to demonstrate how the project will maintain natural surface drainage and existing vegetation, to the extent feasible.
- CS-2.6: **Seismic Hazards.** Continue to enforce appropriate standards to ensure existing and new development is located, designed, and constructed to minimize the risk of loss of life and property from seismic hazards.

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## FLOOD HAZARDS

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Flooding is defined as the condition resulting when an overwhelming amount of water submerges normally dry land masses. Some floods develop slowly when rain continues over a period of days and inundates water systems. Others, such as flash flood conditions, typically occur when a moderate rainfall is followed by a heavy rainstorm. The moderate rainfall saturates the soil allowing minimal additional infiltration. Flood hazards are typically assessed in terms of 100-year or 500-year flood plains (lands submerged during flood events). As defined by the Federal Emergency Management Authority (FEMA), a 100-year flood plain is the land area that has a one in 100 percent chance of being flooded within any given year, while a 500-year flood plain has a 1 in 500 percent chance of being flooded. The Federal Insurance Administration (FIA) administers the National Flood Insurance Program and is the primary agency for flood related disasters and mitigation. The Town of Colma is bisected by Colma Creek, which is part of a watershed drainage basin defined by San Bruno Mountain on the east and the ridge traced by Skyline Boulevard on the west. Colma Creek flows through the center of the town and continues through the city of South San Francisco to the Bay. Colma Creek is part of the San Mateo County Flood and Sea Level Rise Resiliency District. The Colma Creek Flood Control Zone covers approximately 16.3 square miles, including the town of Colma, as well as portions of the cities of Pacifica, Daly City, San Bruno, and South San Francisco. Increased urbanization in the greater San Francisco Bay Area has increased the amount of impervious areas and reduced the amount of groundwater infiltration, thereby resulting in increased levels of water runoff and flooding potential.

### STREET AND PROPERTY FLOODING

Flooding has occurred frequently at El Camino Real and F Street, and on El Camino Real at Mission Road. Certain segments of Colma Creek used to overflow, but improvements to the Colma Creek drainage channel have reduced creek flooding. The town of Colma has been designated Flood Zone X, meaning it has been determined by FEMA to be only minimally flood-prone, **and therefore is not included on FEMA's official Flood Zone Maps. The FEMA flood zones** in close proximity to the **town's** boundaries are depicted on Figure CS.4. To **maintain FEMA's** rating, several General Plan policies are provided to ensure that runoff levels do not adversely impact the capacity of Colma Creek.

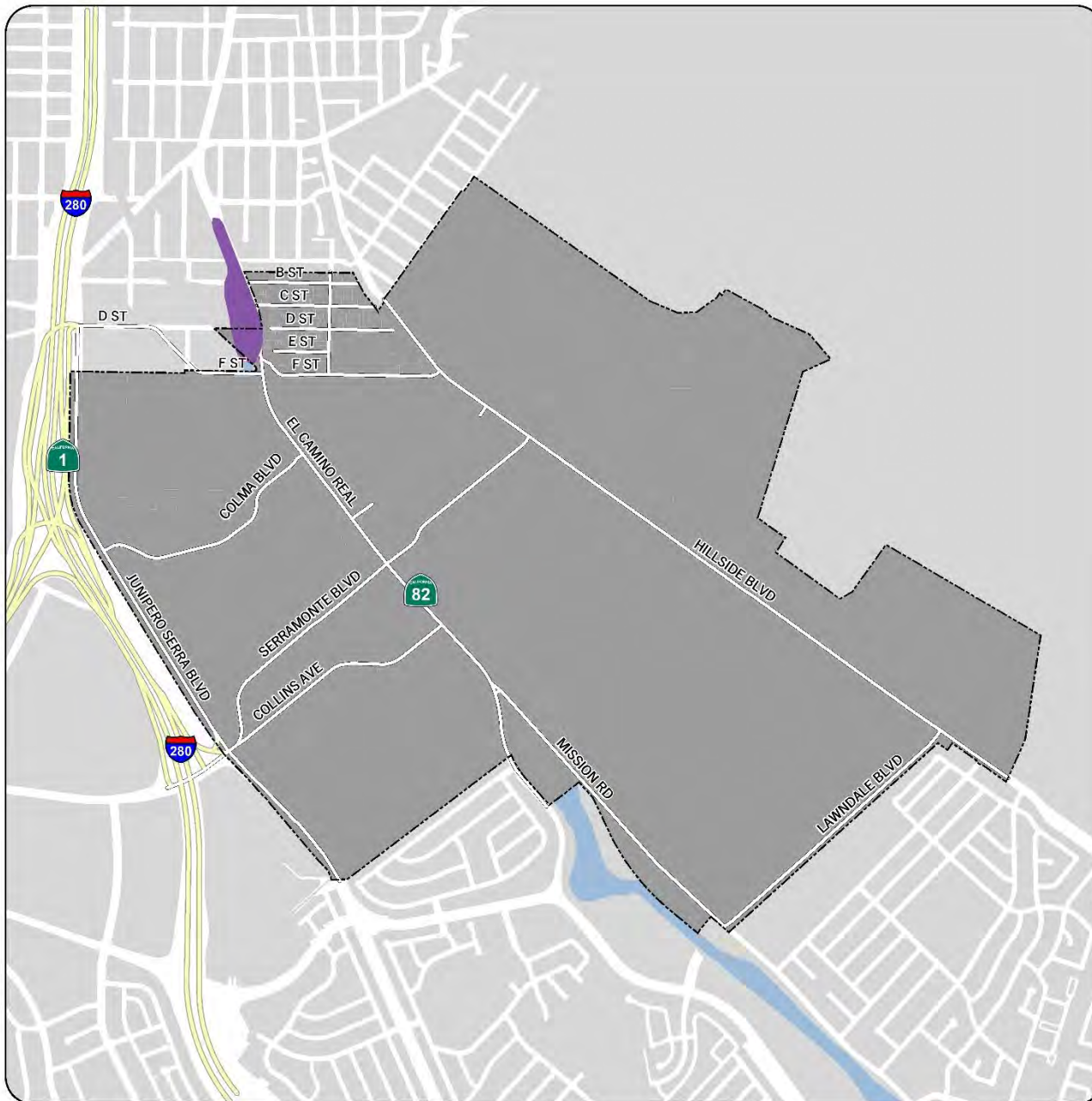
### SEA LEVEL RISE

Although the town of Colma is not directly affected by sea level rise, it is in close proximity to San Francisco Bay and the town could be affected by damage from sea level rise at the Bay to the east, seven miles away, and the Pacific Ocean to the west, eight miles away. Therefore, there could be potential damage to infrastructure in the town of Colma. For example, the South San Francisco sewer treatment plant is subject to inundation as a result of sea level rise, if

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


plans are not made to protect it. In addition, the Bayshore Freeway (Highway 101) and the San Francisco International Airport are subject to flooding and inundation with approximately two to three feet of sea level rise.



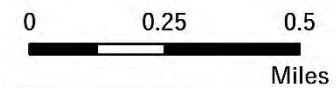


## Town of Colma

Figure CS.4.  
Flood Hazards

-  Town Limits
-  100-Year Flood Zone
-  500-Year Zone

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



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The following Goals, Policies, and Program items have been developed to safeguard the town of Colma from flood hazard risks.

### **Goal CS-3: Protect the town of Colma from potential flood events.**

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CS-3-1: **Participate in Regional Adaptation Efforts.** Coordinate with regional agencies, such as the San Francisco Bay Conservation and Development Commission (BCDC) and the Bay Area Regional Collaborative (BARC), in adaptation planning.



CS-3-2: **Maintain Drainage Facilities.** Maintain drainage facilities to accommodate the flow capacity of Colma Creek through Colma to accommodate the storm water runoff from a 100-year storm.

CS-3-3: **Foundation Elevation.** Continue to require the habitable portions of new structures to have a first-floor elevation that is elevated to or above the projected 100-year water surface to protect structures against potential flood damage.

CS-3-4: **Stormwater Detention.** Require new developments over one half acre in size to construct on-site storm water detention facilities which contribute runoff to Colma Creek in order to store the difference in runoff between the 10-year pre-development storm (original natural state) and the 100-year post-development storm. Any stormwater release should be at the 10-year predevelopment rate.

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## FIRE PREVENTION AND PROTECTION SERVICES AND EMERGENCY MEDICAL RESPONSE

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Fire prevention, protection, and emergency medical response benefit the community in various ways and are priorities in the town. High-quality services keep the community safe, minimizing loss of life and property when an event occurs. Partnerships are important to the provision of quick response and coordinated prevention planning for a small town like Colma.

The town of Colma is within the Colma Fire Protection District (CFPD), which serves Colma and surrounding unincorporated areas, including Broadmoor and unincorporated Colma (the area around the Colma BART station). The CFPD station is located just north of the town on Reiner Street and is supported by 40 paid, on-call fire fighters and three salaried, part-time personnel (Chief, Deputy Fire Marshal, and EMS Captain). The CFPD provides fire suppression and prevention, public education, rescue, hazardous materials (first response), and basic/advanced emergency medical care (see Figure CS.5).

Minimizing fire risks occurs through education, routine inspections, and requiring building renovations and new construction to comply with current fire access and building codes. The Fire Protection services offered by CFPD include both public education programs and building inspection programs. Speakers from the District are available to schools and the public for **information on fire prevention and protection. The Town's Fire Protection Program includes plan** check and inspection of new structures and remodels in the town. Plan check by the Fire District assures adequate fire flow levels, general access, turnarounds, and other relevant fire protection measures, as well as ensuring that building sites can be readily identified by street names and address numbers.

### Mutual Aid

CFPD has mutual aid agreements with Daly City, San Bruno, Pacifica, South San Francisco, and **Brisbane. The Fire District's** mutual aid agreements provide for more rapid response to structural fires in areas within the Fire District, when requested. When additional help is needed by the Colma Fire District or Police Department, the San Mateo County Central and South strike teams, respectively, may be called in. Mutual aid agreements for both the Fire District and the Colma Police Department provide service anywhere in neighboring jurisdictions when that assistance is specifically requested.

The Colma Fire Protection District currently has an average response time of two to four minutes to sites in the town of Colma. The time it takes to respond to an emergency is important because of the critical care period (seven to eight minutes) needed for physical health emergencies, and of the increasing intensity and spread of fire. Mutual aid agreements with other cities and departments ensure that additional fire protection support is available for a greater alarm fire, **which seldom occurs. Colma's fire protection services are evaluated by the**

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Insurance Service Office (ISO), whose ratings establish the fire insurance rates paid by local residents and businesses. ISO rating is partially based on such factors as available water supply, staffing, **and equipment. Colma Fire District's ISO rating is V on a scale of I-X** (best to worst), which is an improvement from its previous rating of VI.

### **Goal CS-4: Support the Colma Fire Protection District in the provision of fire protection and emergency medical response to the town of Colma**

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**Policy CS-4-1: Alternate EOC.** Establish an alternative Emergency Operations Center (EOC) to be used in the event the existing EOC is not operational during a fire event.

**Policy CS-4-2: Mutual Aid Agreements.** Continue to participate in San Mateo County mutual aid agreements related to fire protection.

**Policy CS-4-3: Fire Prevention Education.** Provide regular public education and fire safety programs to the **town's** residents and businesses.

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## FIRE HAZARDS

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Fire hazards are classified as urban fire hazards and wildland fire hazards. Urban fire hazards are one of the greatest threats to life and property. These may include building fires, automobile fires, arson, fires related to accidents, rubbish fires, and fires in overgrown and/or unkept vacant lots. Wildland fire hazards occur in non-urban, natural areas and include fires involving uncultivated land, timber, range, brush, and grass lands in undeveloped areas. The town of Colma has a Fire Protection Program through the Colma Fire Protection District (CFPD) to minimize the risks of urban and wildland fires. The town is covered under the San Mateo County Community Wildfire Protection Plan (CWPP).

### Urban Fire Hazards

Fires in urban areas pose the greatest threat to life and property due to the proximity of people and structures. The types of structures posing the most significant fire hazards in the town have been built prior to 1940 and may have wood frame construction and substandard wiring and heating systems. Other sites of fire concern are unmaintained public utility easements, sites with large amounts of fuel and combustibles storage, and most unmaintained or poorly maintained buildings, regardless of age.

The required peak load water supply is the amount of water necessary to suppress fire in a structure during peak water use periods. Fire flow requirements are expressed in gallons per minute (gpm) and are determined by type of construction and size (square footage). The Town of Colma Fire District and Uniform Fire Code requires that all structures have fire flows of no less than 1,500 gpm and possibly more in non-sprinklered buildings. In order to meet this requirement, the Town and Fire District often requires mitigation in the building construction. Mitigation may include fire rated walls, automatic sprinkler systems, and other measures which reduce or eliminate potential fire hazards.

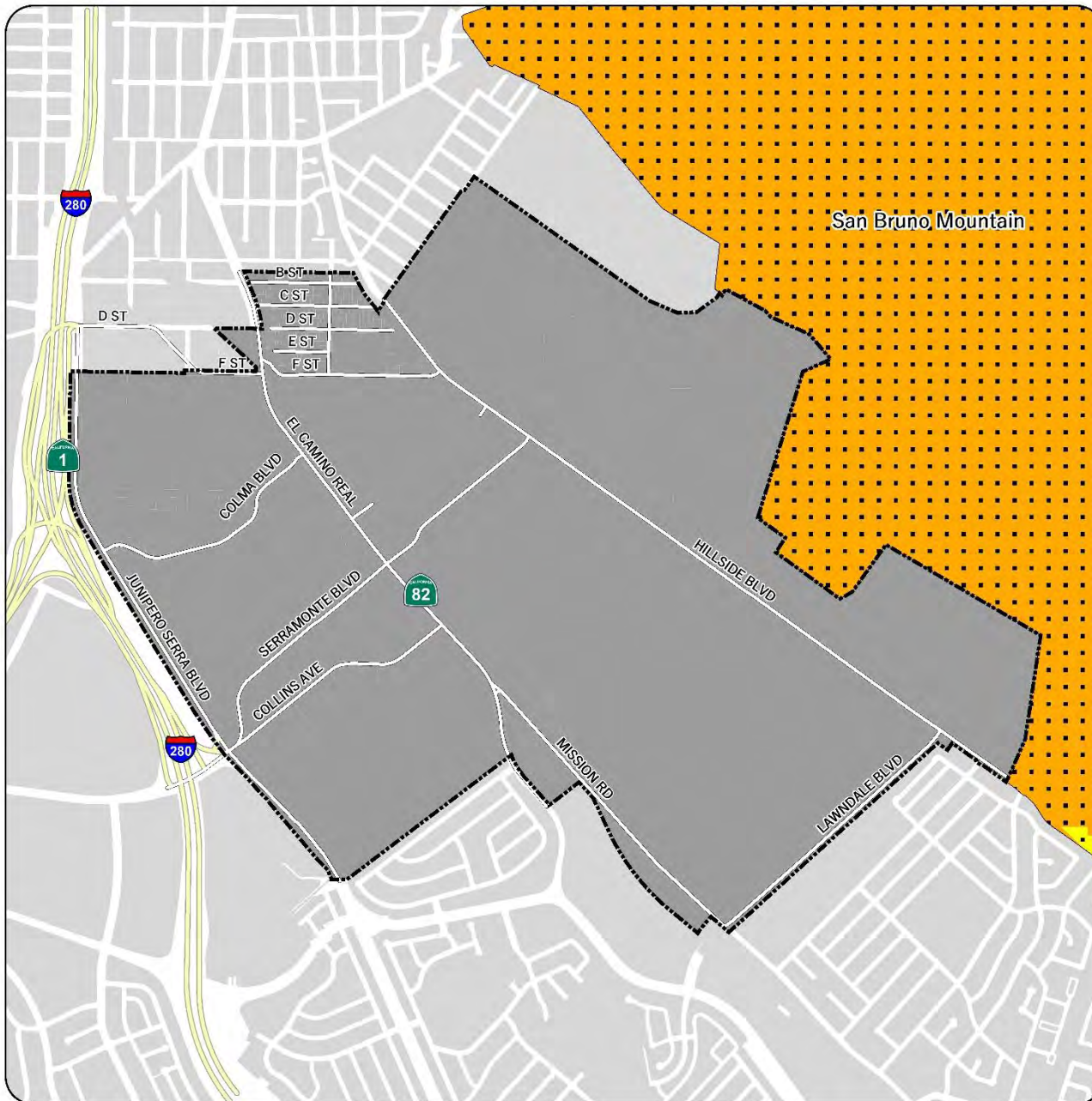
### Wildland Fire Hazards

The California Department of Forestry and Fire Protection (CAL FIRE) determines the degree of wildland fire hazard based on the natural setting of the area, the degree of human use of the area, and the level and ability of public services to respond to fires that do occur. CAL FIRE has rated San Bruno Mountain Park and the adjacent undeveloped areas of the town of Colma as areas of moderate fire hazard, see Figure CS.5. However, when considering fire hazard threat to people, CAL FIRE has rated San Bruno Mountain and surrounding areas an extreme fire hazard. The "threat to people" ratings are prioritized as greater threat classes over areas with lesser or no threat class to buildings and wildland. Fires in these greater threat areas usually occur during the summer months, primarily where grass and brush grow the fastest. CAL FIRE responds to wildland fires from a number of stations, depending on their proximity and availability. The closest station to the town of Colma is at 20 Tower Road in the town of Belmont.



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Undeveloped areas within the town of **Colma** are not **“Wildland Areas”** as defined by the California Department of Forestry, but CAL FIRE criteria may be used to identify and evaluate fire hazards in these areas which are Colma Fire Protection District’s **responsibility**. The Goals and Policies defined below would serve to reduce Wildfire risks to the Town of Colma.

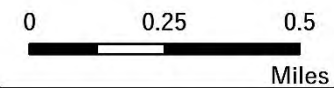


# Town of Colma

Figure CS.5.  
Fire Hazards

-  Town Limits
  - Fire Hazard Severity Zones
    -  Moderate
    -  High
    -  Very High
  - Fire Responsibility Area\*
    -  State Responsibility Area
- \*All other areas are Local Responsibility Areas

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



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## Goal CS-5: Minimize fire risks in the town.

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- CS-5-1: **Adequate Water Supplies.** Require new development projects to document adequate water supplies for fire suppression.
- CS-5-2: **Removal of Fire Hazards.** **Ensure the Town's code enforcement programs promote** the removal of fire hazards such as (but not limited to) litter, rubbish, overgrown vegetation, and dilapidated or abandoned structures.
- CS-5-3: **Building Fire Codes.** Require that all buildings and facilities comply with local, State, and federal regulatory standards, such as the California Building and Fire Codes as well as other applicable fire safety standards.
- CS-5-4: **Urban Fire Risks.** Work with the Colma Fire Protection District to maintain an ongoing fire inspection program to reduce fire hazards associated with existing buildings and facilities. multifamily development, critical facilities, public assembly facilities, industrial buildings, and nonresidential buildings.
- CS-5-5: **Interagency Cooperation.** Work with the Colma Fire Protection District, San Bruno Mountain Watch, San Mateo County, CAL FIRE, and other agencies to reduce fire risk to San Bruno Mountain and other open space areas.

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## HAZARDOUS MATERIALS

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Hazardous materials are substances that could be a potential threat of injury, illness, or harm to people and animals. The California Code of Regulation defines a hazardous material as a substance that may either (1) cause an increase in serious, irreversible, or incapacitating, illness; or, (2) pose a substantial potential hazard to human health or environment when improperly treated, stored, transported or disposed, or otherwise managed. Hazardous materials may be commonly used in residential, commercial, agricultural, and industrial areas. Protection from the release of hazardous materials is essential to providing a safe environment for town residents and visitors. Hazardous materials include toxic metals, chemicals, and gasses; flammable and/or explosive liquids and solids; common household cleaners; corrosive materials; infectious substances; pesticides and solvents; and radioactive materials that have the potential to cause harm to the public or the environment. Protection from hazardous materials could include limiting the generation, improper disposal, storage, and transport of hazardous materials.

Some hazardous materials have been known to have severe adverse health effects on people and the environment, often causing injury or death to people. Providing safe living and work conditions and structures is a major goal for the Town of Colma. The pretreatment and disposal of hazardous materials through the sewage system is the predominant form of authorized hazardous waste disposal. Federal and State laws regulate stormwater discharge from certain industrial activities, through the issuance of National Pollutant Discharge Elimination (NPDES) permits. The Town of Colma has adopted disaster response protocols and is committed to the Standardized Emergency Management System (SEMS) in the event of local or large-scale emergency situations.

The Town has also developed and approved a Green Infrastructure Plan that directs the incorporation of green infrastructure in the right of way, to serve as decentralized storm water treatment areas. These programs will reduce the amount of pollutants entering the storm drainage system and curtail illegal disposal of hazardous waste into the system.

### **HAZARDOUS WASTE STORAGE AND TRANSPORTATION**

Hazardous materials storage sites in Colma are regulated by the San Mateo County Department of Environmental Health. San Mateo County (County) issues permits for underground tanks, hazardous waste generators, and hazardous materials users regulated by Health and Safety Code - Chapter 6.5, Section 25500 to Division 20. The County regularly inspects the underground tanks in the town, which are predominantly gasoline storage tanks for service stations and vehicle yards (see Figure CS.6).

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The California Department of Health Services monitors the transportation of hazardous waste through a manifest system which is used to trace all hazardous waste transported off-site to storage, treatment, or disposal facilities. Most hazardous waste generated in Colma is transported to recycling companies. Hazardous waste generated outside of the town may be transported through the town on Interstate 280 and Highway 82 (El Camino Real). The California Highway Patrol and Caltrans are responsible for controlling transportation of hazardous materials and scene management in the event of a spill on a State or federal highway. The Colma Fire Protection District will typically respond to a local hazardous material **spill. The Town's Police Department may** also assist with emergency action. The appropriate procedures to be followed in the event of a hazardous spill are outlined in the San Mateo County Hazardous Waste Management Plan. Upon request by the Colma Fire Protection District, **the County's Hazardous** Material (HAZMAT) response team may respond to the incident. The HAZMAT response team is funded through the San Mateo Operational Area Office of Emergency Services.



Figure CS.6, below, shows sites where hazardous materials use to be present (site remediation is complete) or where hazardous materials are still present based on information from the California Geotracker website. The two sites remaining in Colma identified as containing hazardous materials **include the closed landfill and the Bocci Memorial's** site adjacent to the BART site.



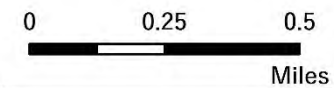


## Town of Colma

Figure CS.6.  
Hazardous Sites

-  Town Limits
- Clean Up Status (Geotracker) for Contaminated Sites
-  Completed - Case Closed
-  Open - Eligible for Closure
-  Open

Data provided by: Town of Colma, San Mateo County, Caltrans and State Water Resources Control Board (Geotracker).



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The following Goals and Policies are included so the Town may be involved with the management of storing, generating, or handling hazardous materials.

**Goal CS-6: Protect the community's health, safety, welfare, and property through regulation of authorized use, storage, transport, and disposal of hazardous materials.**

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- CS-6-1: **Hazardous Materials.** Collect and maintain a list of locations in the town where hazardous materials are stored and used.
- CS-6-2: **Hazardous Waste Management.** Support San Mateo County efforts to manage, collect, and inspect sites containing hazardous waste.
- CS-6-3: **Public Awareness Programs.** Promote public awareness of safe and effective hazardous waste use, storage, and disposal.
- CS-6-4: **Hazardous Waste Travel Routes.** Restrict the transport of hazardous materials through the town to Highway 280, Junipero Serra Boulevard, and Serramonte Boulevard, to avoid residential areas.

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## EMERGENCY PREPAREDNESS AND DISASTER RESPONSE

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An emergency is a life-, property-, or environment-threatening incident, particularly one which occurs suddenly or unexpectedly. The resulting damage is determined by the nature of the incident and the response to it. The reaction to an emergency is often the major determinant of the severity of its impact. The Town can minimize threats to public safety by ensuring its capability to adequately respond to potential emergencies.

### EMERGENCY PROGRAMS

The Town of Colma, with the aid of San Mateo County, has prepared a Multi-Hazard Functional Plan (MHFP, October 1987), as required by the California Emergency Services Act. The Plan **defines the Town's planned response to emergency situations and assigns emergency tasks to** Town personnel, provides operational guidelines, and inventories equipment, supplies, and personnel available for emergency response.

**The Town's Emergency Operations Center is located at the Police Department**, across the street from Town Hall on El Camino Real (see Figure CS.7). The center contains emergency supplies and equipment and would serve as a communications and administrative headquarters. In the event this location is not functional, the Emergency Operation Center could be at the Town Hall or at the Community Center on Hillside Boulevard. The Colma Fire District has facilities to function as an operational headquarters for emergency response personnel and equipment. Their facilities include a generator, fuel tank, kitchen, and sleeping quarters.

Additional emergency resources are available to the Town through the San Mateo Operational Area Emergency Services organization. The San Mateo Operational Area Emergency Services Organization was formed through a joint powers agreement to coordinate interjurisdictional operations and coordinate mutual aid among San Mateo County and the twenty cities in the county.

### EVACUATION PLANS AND TRANSPORTATION FAILURES

**In the event of an emergency, the Colma Police Department, assisted by the Town's Public Works Department**, would establish evacuation routes and maintain traffic control. Responsibilities and tasks for evacuation are **assigned in the Town's Multi-hazard Functional Plan**. The Circulation Element identifies the major roads which would serve as principal routes for evacuation of people out of hazardous areas and to safety. These routes may also serve as the principal routes for movement of emergency equipment and supplies to the incident scene. Generally, the major roads to serve as evacuation north/south routes include Hillside Boulevard, El Camino Real/Mission Road, Highway 280, and Junipero Serra Boulevard. East/west routes are generally F Street, Colma Boulevard, Serramonte Boulevard, Collins Avenue, and Lawndale Boulevard. Evacuation route use will depend on the type of emergency or hazard. All residential

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areas of Colma currently have access to more than one possible evacuation route. Evacuation routes are generally depicted in Figure CS.7.

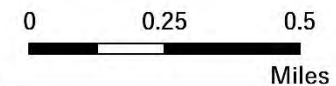
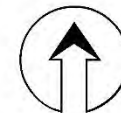


# Town of Colma

Figure CS.7.  
Evacuation Routes

- Town Limits
- NHS & Truck Network**
- Interstate Highway
- State Highway
- Police Department /**
- Emergency Operations Center
- Point of Distribution**
- Area/State Resources (Kohl's Parking Lot)
- Evacuation Points

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



The National Highway System (NHS) is a network of strategic highways within the US, including the Interstate Highway System and other roads serving major airports, ports, rail or truck terminals, railway stations, pipeline terminals and other strategic transport facilities.



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The following Goals, Policies, and Program items have been developed to assist the Town of Colma minimize risks from natural and human-made disasters.

**Goal CS-7: Minimize potential damage to life and property resulting from natural and human-made disasters, through advance preparation and response programs.**

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- CS-7-1: **Hazard Mitigation Plan.** Implement, maintain and update the Local Hazard Mitigation Plan which is part of the larger County Hazard Mitigation Plan.<sup>1</sup>
- CS-7-2: **Emergency Management Plan.** **Continue to participate with San Mateo County's** mutual aid programs and plans for community emergency preparedness.
- CS-7-3: **Promote Emergency Preparedness.** Utilize multiple information channels to educate residents and businesses **of the Town's emergency operations procedure.**
- CS-7-4: **Collaborative Planning.** Improve inter-jurisdictional and interagency cooperation with regard to hazard prevention and emergency response through town participation in and initiation of coordination meetings and exercises.
- CS-7-5: **Evacuation Routes.** Utilize emergency evacuation routes established by the Town and ensure that all residential areas of Colma maintain access to at least two routes for evacuation.

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<sup>1</sup>The Colma Local Hazard Mitigation Plan that was adopted by the Town on September 14, 2016 and approved by Federal Emergency Management Agency (FEMA) is included within the Safety Element as Appendix A. The full Countywide plan can be found on the County website: <https://planning.smcgov.org/documents/san-mateo-county-hazard-mitigation-plan-final-draft>.

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## LAW ENFORCEMENT

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The Colma Police Department includes a total of 33 employees, 19 of which are sworn police personnel. The Department provides dispatch and detective services, community service outreach, and participates in the Daly City/North San Mateo County Special Weapons and Tactics (SWAT) team. Department staff also frequently participate in countywide law enforcement efforts by taking part in the San Mateo County Gang Task Force, Avoid the 23 (DUI) Task Force, Narcotic Task Force Details, Alcohol Beverage Control Operations, Saturation Traffic Enforcement Program (STEP), and Police Academy as instructors.

The Department is organized into four divisions: Administration, Patrol, Communications, and Grants, which are each described below.

The Police Administration Division Provides planning, direction, and oversight of the Police Department. Staffing for this division includes the Police Chief, a Detective Sergeant, a Detective, and an Administrative Technician III.

The Police Patrol Division Provides front-line uniform response to calls for police services. Police Patrol addresses neighborhood quality-of-life issues and responds to all security-related service needs of the community, including threats to life and property, enforcement of traffic laws, and **investigation of crimes against persons and property. The Division's personnel include one** Police Commander, four Police Sergeants, and ten Police Officers. As staffing allows, one officer is assigned to a motorcycle on a part-time basis, and officers work a variety of other ancillary assignments, including Special Weapons and Tactics (SWAT) and the San Mateo County Gang Task Force.

The Police Communications Division Provides the clerical and record-keeping duties of the Department and all citizen-initiated calls for service. The Division is staffed by one Dispatch Records Supervisor and three Dispatchers.

The Police Grants Division was initiated in FY 2001-02 to comply with State requirements to separately account for certain annual State-provided funds, including the Supplemental Law Enforcement Services Fund for front-line personnel services, officer training costs, and funding of a Community Service Officer (CSO).

The following Goals and Policies are designed to assist the Town in providing responsive police protection services to its residents and businesses.

### **Goal CS-8: Provide high-quality and responsive police services that are necessary to prevent crime and to encourage and support a safe and secure community.**

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**CS-8-1: Staffing Levels.** Maintain sufficient police staffing levels, including sworn officers and volunteer support, necessary to meet current and projected community needs.

- 
- CS-8-2: **Facilities Planning.** Develop, maintain, and implement a Police Department Facilities Master Plan that guides the provision of equipment, facilities, training.
  - CS-8-3: **Response Times.** Maintain a police response time standard of 10 minutes maximum for all call levels.
  - CS-8-4: **Communication.** Encourage and maintain two-way communication with the Colma community to facilitate effective policing.

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## AIRPORT SAFETY

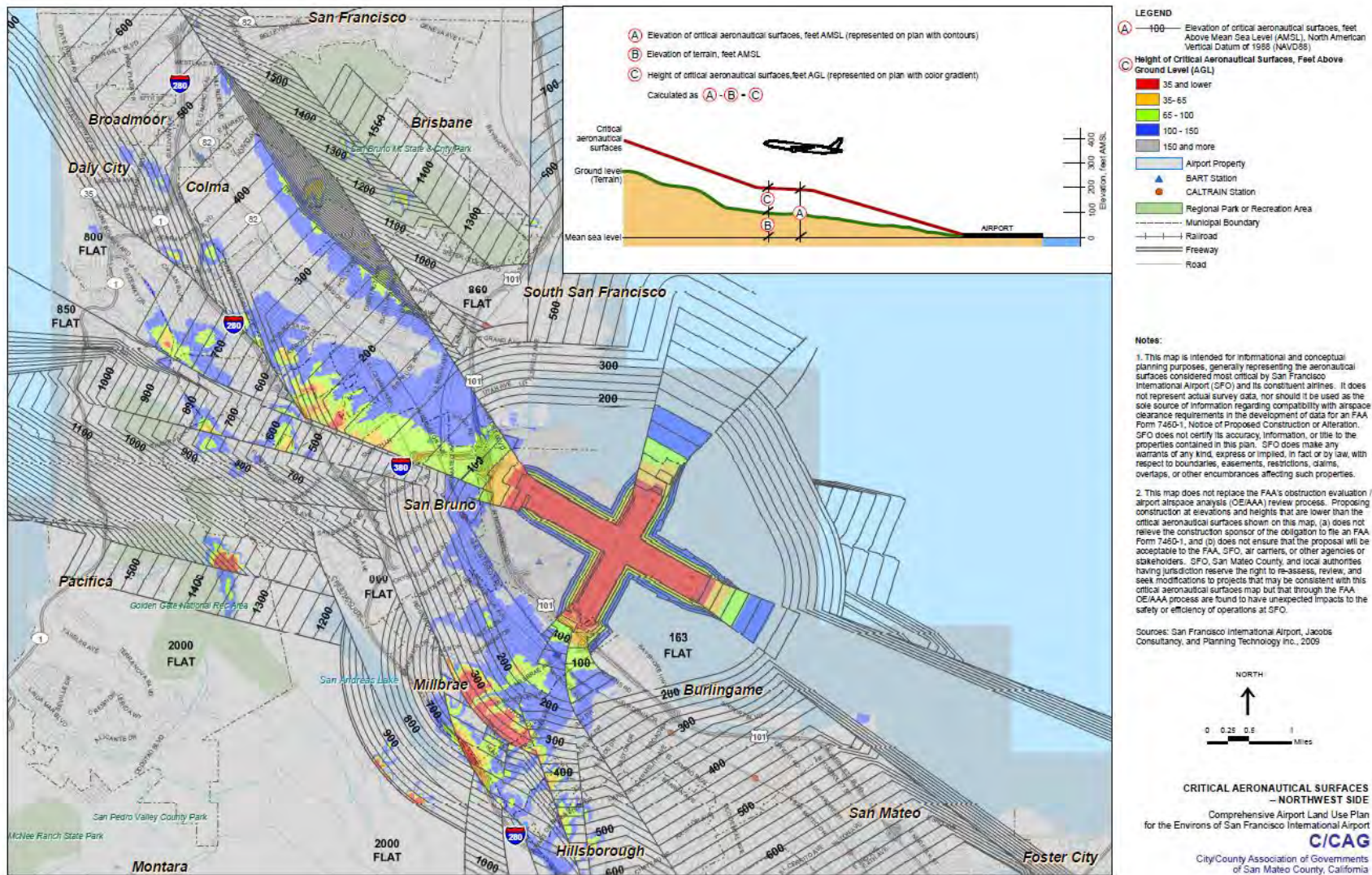
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The San Francisco International Airport (SFO) is the sixth busiest airport in the world and is located approximately 3.5 miles southeast of the town. Aircrafts taking off from SFO fly over a 1.2-mile-wide and 5.8-mile-long area that is referred to as the “gap”. The gap stretches over San Bruno, South San Francisco, and Daly City and is directly adjacent to the town of Colma.

In 1970, the State Legislature required the establishment of Airport Land Use Commissions (ALUC) within counties to develop plans for land uses around airports. The purpose of the ALUC is to provide for the orderly long-term growth of airports and their surrounding areas, as well as to protect the people who live near airports and the welfare of the public in general. The San Mateo County ALUC has set safety standards specifying how land near San Francisco Airport can be used based on safety and noise considerations, height restrictions for new construction, and construction standards for buildings.

The San Francisco International Airport has designated transitional surfaces as alternate routes for planes to take-off or land. One of these transitional surfaces extends over the town of Colma. Any development in the transitional zone must be in compliance with ALUC maximum height standards. The structure/building height restrictions under the transitional surfaces for the town are approximately 400 feet above average mean sea level. This height limit will not constrict development in the town of Colma which is roughly at 110 feet above sea level and where the normal commercial height limit is 50 feet (see Figure CS.8).

Figure CS.8: Critical Aeronautical Surfaces



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



## Goal CS-9: Minimize the community's exposure to aircraft safety hazards associated with San Francisco International Airport.

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- CS-9-1: **ALUC Plan.** Require development within the Airport Influence Area B, designated in the Airport Land Use Compatibility (ALUC) Plan of the San Francisco International Airport, to comply with all applicable federal and State laws with respect to land use safety and airspace protection criteria.
- CS-9-2: **Airport Land Use Commission Review.** Require that all future land use actions and/or associated development conforms to the relevant height, aircraft noise, and safety policies and compatibility criteria contained in the most recently adopted version of the ALUC Plan for the environs of San Francisco International Airport.

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# NOISE

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**Noise is defined as “unwanted sound” and is widely acknowledged as a form of environmental degradation.** Ambient noise is the composite of near and far noise sources and is considered the normal, or existing, level of environmental noise at a given location. Whether or not a sound is unwanted depends on when it occurs, the activity of the listener, the characteristics of the sound, and how intrusive it is (i.e., how much louder it is than the ambient noise level). Over time, people become less aware of and less irritated by sound that is constant. The more a noise exceeds the ambient noise level, the more intrusive and less acceptable the noise is to the community.

Noise is measured by its frequency, intensity, and time-varying character. Frequency is defined as the number of oscillations or vibrations an air particle undergoes in one second. Sound frequency is measured in Hertz (Hz) and sound itself is comprised of a broad range of frequencies.

Intensity is the measurement of the sound energy or pressure. The human ear is sensitive to a wide range of intensity. The sound pressure scale is expressed in decibels.

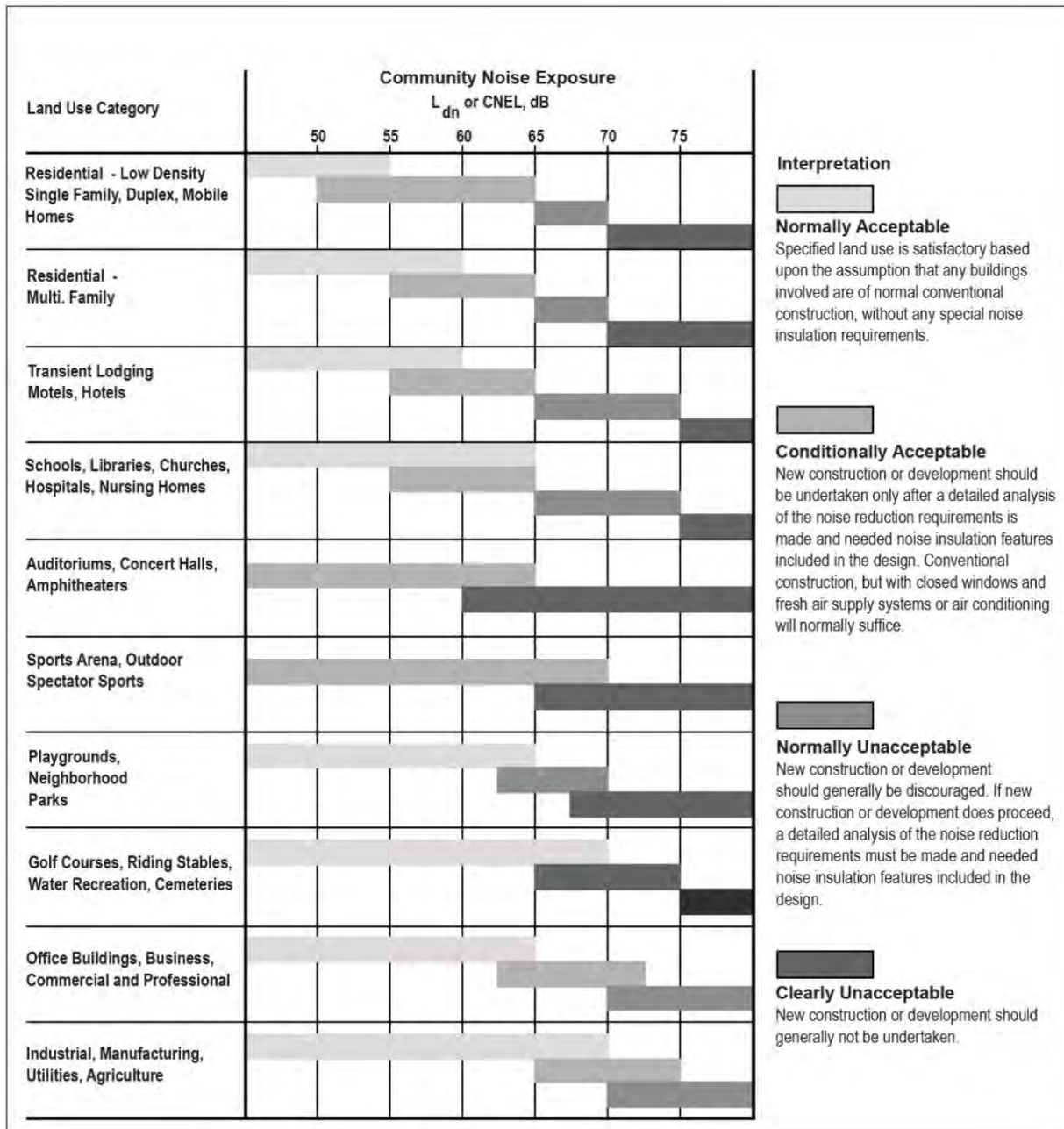
The time-varying character of sound is also known as noise level. Noise levels throughout the community do not remain constant, but rather fluctuate over both time and duration. Community noise consists of distant and nearby noise sources. Distant sources may include vehicular traffic, aircraft flyovers, and industrial activities (including construction). Nearby sources may include individual vehicles passing by, trains passing by, and landscaping equipment.

## **Human Reaction to Environmental Noise**

At some point in time, noise pollution affects all people in an urbanized environment. The seriousness of the effect of noise depends on the tolerance of the individual in the community, the types of activities taking place, and the character of the noise.

High levels of noise exposure for extended periods of time can cause a variety of physiological effects. In addition to hearing loss, continual exposure to excessive noise levels may cause symptoms of anxiety and anger and is apt to aggravate psychiatric disorders. The Occupational Safety and Health Administration has identified 80 decibels as the highest eight-hour noise exposure threshold to prevent hearing loss. Figure CS.2.9 shows the acceptable community noise levels from typical land uses in a community.

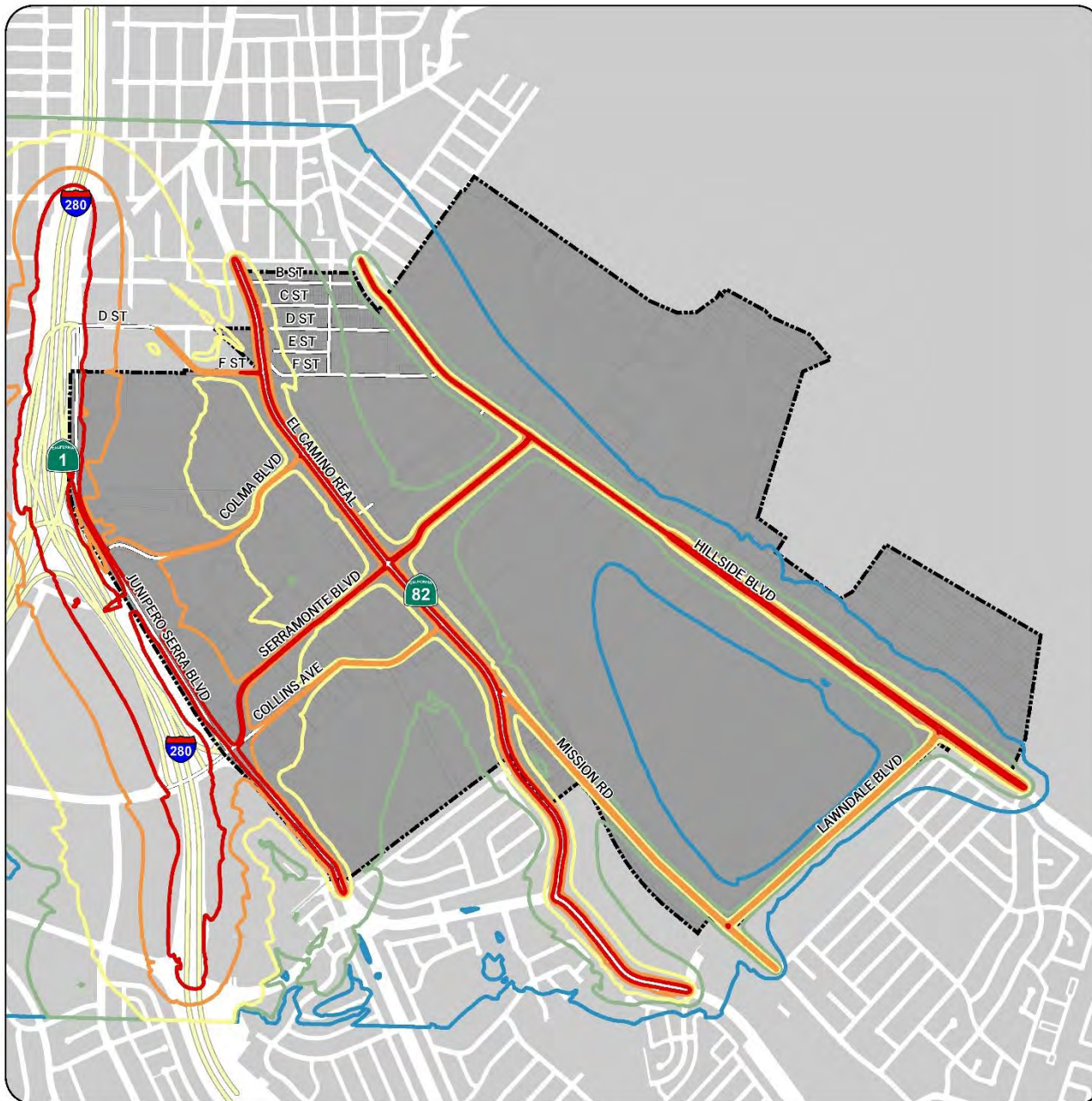
Figure CS.9: Typical Community Noise Exposure Levels



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## Present Noise Environment

The **town of Colma's historic character as a town of cemeteries has resulted in a peaceful noise** environment in general. As can be seen on the existing noise contours shown in Figure CS.10, the primary source of noise in the Town is generated by all vehicular traffic along its major thoroughfares, such as I-280, El Camino Real and Serramonte, Hillside, Colma, and Junipero Sierra Boulevards. A minor amount of noise is generated from residential and cemetery areas in the Town from the use of equipment, such as lawn equipment motors, air conditioners, construction equipment, and power tools. While the town is located in close proximity to San Francisco International Airport, the airport land use capability criteria and noise contours adopted by the San Mateo County ALUC shows that any impact on the **town's noise** environment are within normally acceptable levels.



## Town of Colma

Figure CS.10.  
Existing Noise Conditions

Town Limits

Decibel Level

- 55
- 60
- 65
- 70
- 75

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



0 0.25 0.5

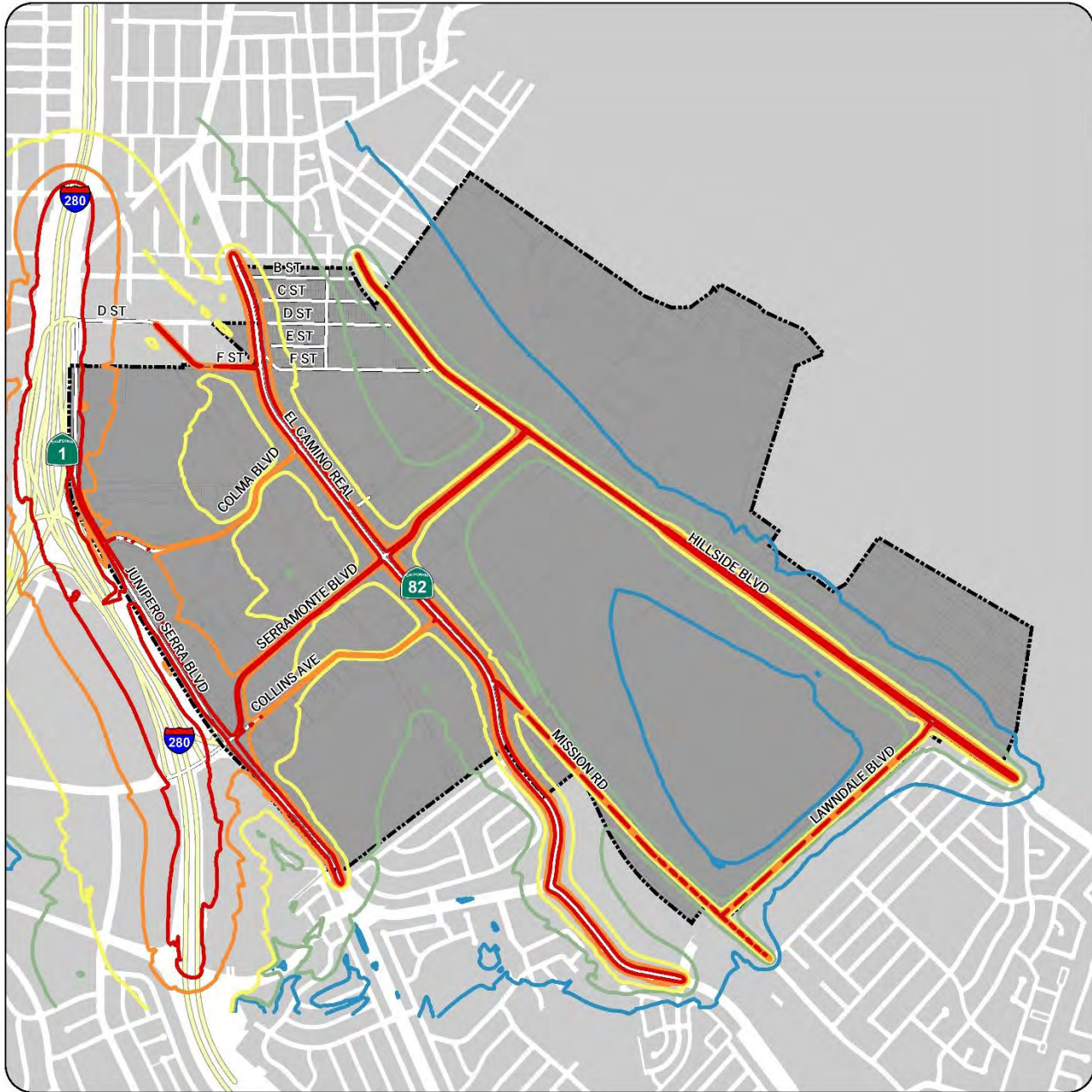
Miles



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## Future Noise Environment

As can be seen on the future noise contours diagram shown in Figure CS.11, the primary source of noise in the Town will continue to be noise generated by all vehicular traffic along its major thoroughfares, such as I-280, El Camino Real and Serramonte, Hillside, Colma, and Junipero Sierra Boulevards. Due to additional development in Daly City, South San Francisco and Colma anticipated in the next 20 years, traffic volume is anticipated to increase along town corridors, thereby increasing noise levels. However, during the life of the General Plan, an increase in electric vehicle use is anticipated, which may serve to reduce ambient noise levels.



# Town of Colma

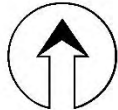
Figure CS.11.  
Projected Noise Conditions

Town Limits

Decibel Level

- 55
- 60
- 65
- 70
- 75

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



0      0.25      0.5



Miles

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The following Goals and Policies are set forth as a guide to help decision making with regard to noise impacts in the town of Colma.

**Goal CS-10: Maintain acceptable noise conditions in the town to equitably minimize disturbances to residents and ensure noise is considered in the land use planning process.**

---

CS-10-1: **Colma Municipal Code.** Review and modify noise level standards in the Colma Municipal Code, as appropriate, for all land uses.

CS-10-2: **Noise Impacts.** Consider noise impacts as part of the development review process, particularly for the location of parking, ingress/egress/loading, and trash collection areas relative to surrounding residential development and other noise-sensitive land uses.

CS-10-3: **Noise Controls.** Require an acoustical study to identify inappropriate noise levels where new development may directly result in existing or future noise-sensitive uses being subject to noise levels equal to or greater than 60 CNEL and require mitigation for sensitive uses in compliance with the noise standards listed.

CS-10-4: **BART Noise.** Allow outdoor noise exposure criteria of 70 Ldn for future development in proximity to BART, recognizing that BART noise is characterized by relatively few loud events.

## IMPLEMENTATION

Community Safety and Noise Implementation Programs	2021-2030	2031-2040	Annual	Ongoing
CS-IP1: Hazards Mitigation. Monitor and recommend hazards mitigation as part of project approval.				X
Implements Policies: CS-2-1, 2-2,2-5, 2-6 Responsible Dept.: Planning, Supporting Dept. Building and Public Works				
CS-IP2: Flood Control. Continue to participate in the review of flood improvement projects, carried out by San Mateo County and other agencies, to reduce flood hazards throughout the county and town.				X
Implements Policies: CS-3-1, 3-2 Responsible Dept.: Public Works Supporting Dept. Planning				
CS-IP3: Wildfire Hazards. Coordinate with Cal Fire, San Mateo County, Colma Fire Protection District, and other agencies to reduce fire risks on San Bruno Mountain and other open space areas.				X
Implements Policies: CS-5-5 Responsible Dept.: Public Works, Supporting Dept. Planning				
CS-IP4: Local Hazard Mitigation Plan (LHMP). Participate with San Mateo County in updates to the LHMP and continue annual reporting. Coordinate with San Mateo County on required 5-year updates to the LHMP.	X	X	X	X
Implements Policies: CS-7-1 Responsible Dept.: Planning, Supporting Dept. Police				
CS-IP5: Emergency Supplies - To the extent feasible, the Town shall maintain emergency supplies for use in the event of an emergency				X

and provide education to residents and businesses on recommended supplies to keep.				
Implements Policies: CS-7-3 Responsible Dept.: Administration, Supporting Dept. Recreation				
CS-IP6: Town Emergency Preparedness. Work with local and regional emergency response agencies and continue to provide Community Emergency Response Teams (CERT) training and response and disseminate emergency preparedness information.				X
Implements Policies: CS-7-3, 7-4 Responsible Dept.: Administration, Supporting Dept. Police				
CS-IP7: Emergency Exercises. <b>The Town's Police Department</b> and Colma Fire Protection District, in conjunction with the County EOC, shall hold emergency preparedness exercises. 7.27.3.7.4			X	X
Implements Policies: CS-7-2,7-3,7-4 Responsible Dept.: Police, Supporting Dept. Administration				
CS-IP8: Airport Land Use Conformance. Proposed land use policy actions, including new specific plans, zoning ordinances, general plan amendments, and rezoning involving land development shall be provided to the local Airport Land Use Commission.				X
Implements Policies: CS-9-1, 9-2 Responsible Dept.: Planning, Supporting Dept. None				
CS-IP9: Noise Attenuation. Identify and codify, where possible, noise attenuation measures to assure that noise impacts by more intensive development to adjacent residential uses are reduced.	X			X



Implements Policies: CS-10-1, 10-3, 10-4 Responsible Dept.: Planning, Supporting Dept. Building				
CS-IP11: Noise Compatibility. Use the noise contours map to determine land use compatibility with known sources of noise and prohibit noise-sensitive land uses in areas incompatible with existing or anticipated noise levels.				X
Implements Policies: CS-10-2, 10-3, 10-4 Responsible Dept.: Planning, Supporting Dept. Building				





**Open Space and  
Conservation Element**





# Open Space and Conservation Element

## TOWN OF COLMA 2040 GENERAL PLAN

### PURPOSE

The Town of Colma's (Town) open spaces, greenbelts and scenic natural environment are among the most defining and beloved of the Town's characteristics. The Open Space and Conservation Element ("OSC Element") meets State of California requirements for a Conservation Element and Open Space Element of the General Plan (California Government Code §65302(d) and §65302(e)). Just as open space land is a limited and valuable resource that should be conserved whenever possible, conservation considers the impacts of growth and development on natural resources. The Town of Colma has combined these two elements to comprehensively address protection and management of its natural and open space resources. Open-space land is defined by State statute as any parcel or area of land or water that is essentially unimproved and devoted to open-space use. Conservation goals and policies provide direction regarding the conservation, development and utilization of natural resources in the Town and address a variety of issue areas such as soils, minerals, wildlife and water resources, energy, and air quality.

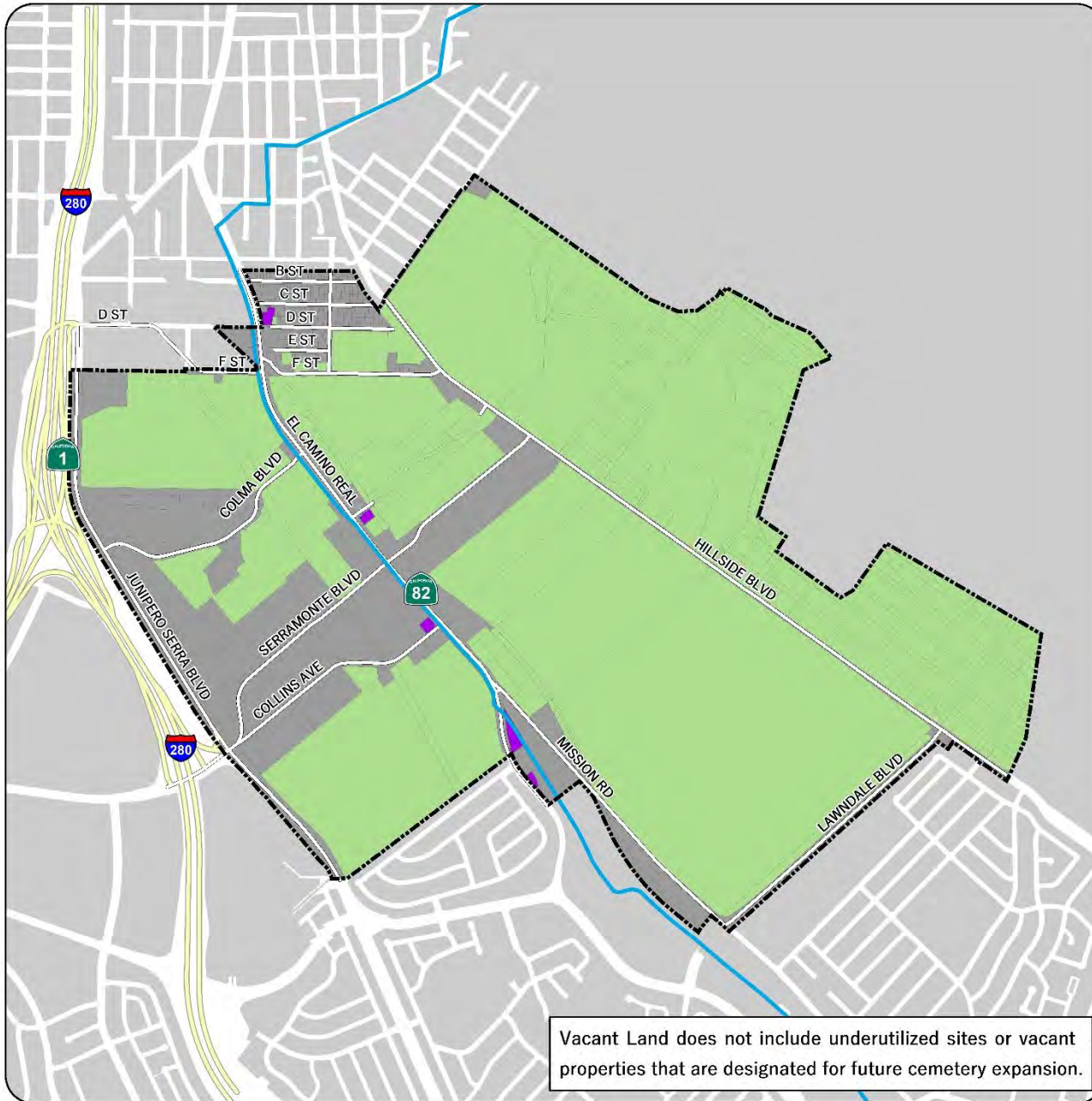
The Town's existing open space and conservation features are shown on the Open Space and Conservation Map (Figure OSC.1). Unique to Colma, most of the open land is owned by cemeteries or other landowners and held in reserve for cemetery expansion. Therefore, the Open Space and Conservation Map includes cemetery lands in active use and land held in reserve. Some of these lands may have an interim land use, primarily commercial farming or wholesale plant production. In addition, Colma has a closed landfill at the base of San Bruno Mountain.

The OSC Element identifies areas required for the preservation of land resources, and plant and animal life in the town of Colma. Analysis presented in the Plan sets forth the reasons why certain lands are devoted to open space. Goals and policies in the Plan describe how important natural resources and open space should be utilized and managed. **In general, the term “Open Space” is used as a land use designation.** “Conservation” is used as a land use principle typically applied to certain scarce or non-renewable resources which are protected from urban development by policies adopted in the General Plan.

## RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS





The efficacy of a General Plan’s Open Space and Conservation Element is dependent on how it is integrated with the other General Plan elements. Elements that share issues and policy guidance with this Open Space and Conservation Element include Land Use, Mobility, and Community Safety and Services elements.

The Land Use Element seeks to minimize future development in areas with the natural resources identified in the OSC Element; along with areas that may be affected by natural hazards. The Land Use Element encourages the development of vibrant and healthy neighborhoods and community centers, while balancing the availability of water with future development, while the OSC Element establishes policies that protect and conserve water resources, such as Colma Creek. The Land Use and Mobility Elements also include goals and policies that encourage land use patterns that reduce vehicle miles traveled and by planning for transportation networks that encourage other modes of travel rather than the single-occupant motor vehicle. The Town’s updated Community and Safety Element establishes goals and policies related to future development that minimize the risk of personal injury, loss of life, property damage, and environmental damage associated with natural hazards, also identified in the OSC Element.

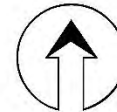


## Town of Colma

Figure OSC.1.  
Open Space and  
Conservation

-  Town Limits
-  Agriculture, Cemetery,  
and Public Parks
-  Vacant Land
-  Colma Creek

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



0 0.25 0.5  
Miles

Vacant Land does not include underutilized sites or vacant properties that are designated for future cemetery expansion.



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## OPEN SPACE AND PARKS

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Open spaces are a critical part for a healthy quality of life for a community, providing relief from the urban built environment. The open space designation is used in two ways in the Town of Colma General Plan. First, it is used to recognize public parklands that are permanently unavailable for urban development. This category also includes selected sections of Colma Creek and specific tree masses which should be preserved as important parts of the **town's** visual setting and recreation opportunities.

Second, the open space designation acknowledges land currently being used for agricultural purposes or other purposes that eventually will be used for active cemetery purposes. Active cemetery lands are also designated as open space. The open space designation also includes the now closed Hillside Landfill and the Cypress Hills Golf Course and related facilities where an urban land use designation would be inappropriate. The Hillside Landfill is currently only useable for temporary uses. As portions of the golf course are converted to cemetery use, a roadway to connect the Cypress Lawn Cemetery Eastside Campus to Sand Hill Road will be constructed to maintain fire access from more than one direction. The **Town of Colma's** 1998 General Plan also included the San Francisco City & County Water Line easement in its Open Space Inventory and had contemplated use of the San Francisco Public Utility waterline easement area for a park. However, a well building and access road were constructed in the area, making a shared use unlikely.

### EXISTING OPEN SPACE INVENTORY

The town of Colma is a small community recognized for its large expanses of cemetery land. The major components of the total open space resources in the town (about 76% of the total land area) is land owned by cemeteries and used for memorial parks, agriculture, or general open space. Other major resources that are recognized as open space include Colma Creek, and the land east of Hillside Boulevard at the base of San Bruno Mountain. Due to its small size and unique character, the town does not have land categorized as open space for public health and safety, military support or tribal resources. An inventory of existing open space resources is compiled in Table OSC-1 Inventory of Existing Open Space. Location of open space resources is shown in Figure OSC.1.



**Table OSC-1 Inventory of Existing Open Space**

Existing Open Space	Open Space for Natural Resources	Open Space for Managed Production of Resources	Open Space for Outdoor Recreation	Approximate Size
Colma Creek	X	X	X	2300 Linear Feet
Cemetery Lands		X		922.2 Acres
Golf Course			X	7.7 Acres
Agricultural Lands*	X	X		185.6 Acres

\*Agricultural Lands include areas that are zoned for Cemetery use but are currently utilized for agriculture.

### Colma Creek

Colma Creek (Creek) is a small creek that flows from the San Bruno Mountain State and County Park through the communities of Daly City, Colma, South San Francisco, and into San Francisco Bay. The delta area that the Creek once supported was a major stopping point for wildlife and migratory birds and was lined with native riparian plants such as sedge, rush, native grasses, and dogwood. However, much of the open creek through the town has now been covered by flood control walls or buried underground. While most of the Creek is covered or underground, special care and concern are given to the preservation and protection of Colma Creek at locations where the creek is open. Riparian vegetation at key street crossings should be maintained in order to mitigate erosion and flooding. Opportunities exist to take advantage of the open sections by adding vegetation, pedestrian walkways, and sitting areas along the edge of the channel. This, in turn, could serve to prevent erosion and to protect stormwater entering the creek from pollution.



*Colma Creek: from the west side of El Camino Real along Woodlawn Memorial Park*

### Cemetery Lands

Founded as a necropolis, the town of **Colma is often called the "City of Souls", due to its 17** cemeteries, including a pet cemetery. Cemetery lands that have been committed to cemetery use will remain as such, even though some of the cemetery owners have leased their open lands for income while retaining ownership.

### Cypress Hills Golf Course

Cypress Hills Golf Course was closed in 2012 and the land will likely be incorporated into the adjacent cemeteries. Currently, only the golf driving range, clubhouse, and parking lot remains from the original Cypress Hills Golf Course.

## Agricultural Lands

Various agricultural uses exist in the town of Colma, mostly consisting of wholesale nursery operations. Open field flower and vegetable plots are commonly under lease from cemetery owners who are holding land that will, one day, be needed for gravesites.

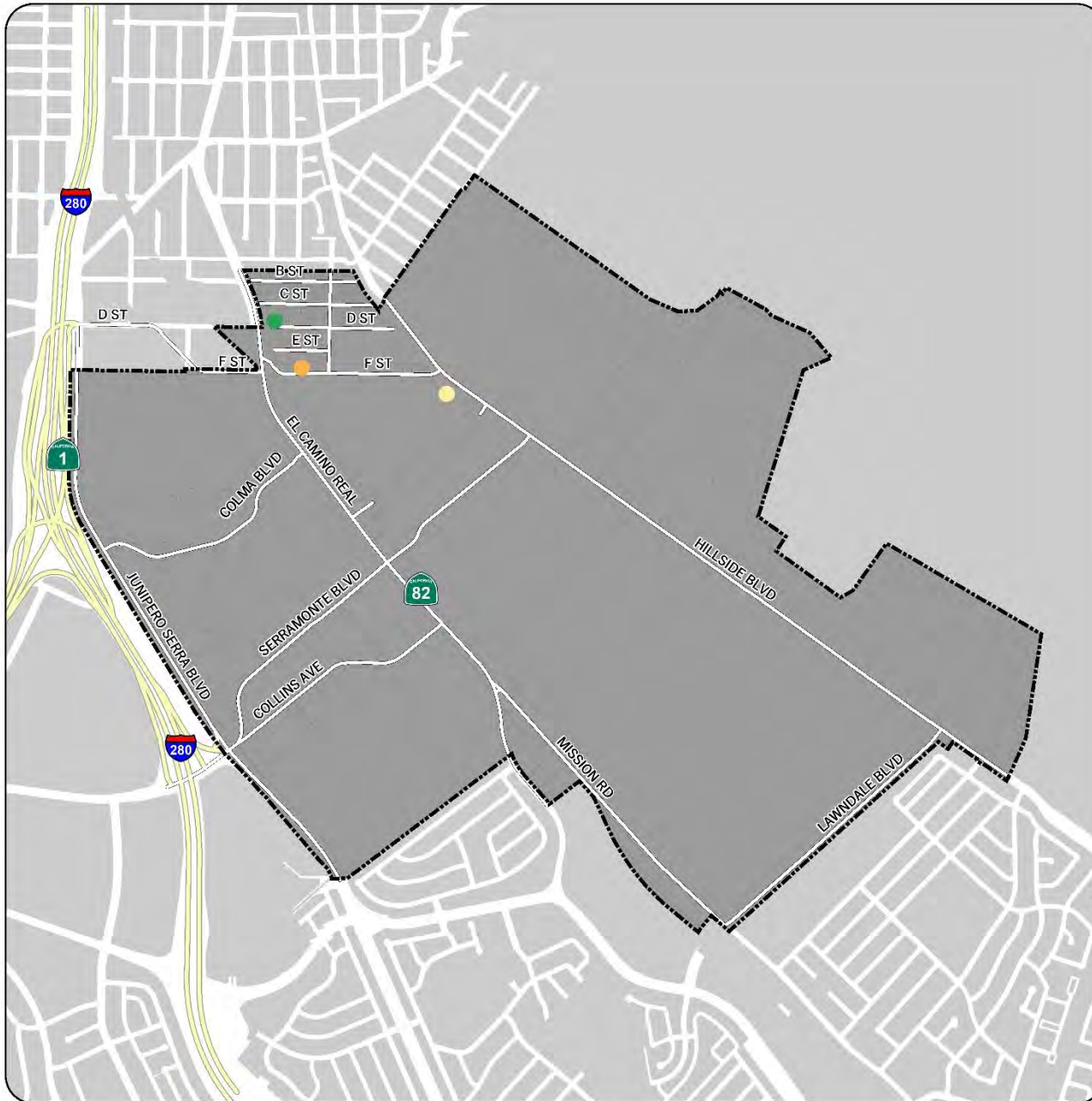
## EXISTING PUBLIC PARKS, RECREATION, AND OPEN SPACE

Colma is located on the San Francisco Peninsula within proximity to many outdoor recreational opportunities. The San Francisco Bay and Pacific Ocean are easily accessible by car and offer outstanding scenic and natural outdoor recreational opportunities. San Bruno Mountain State and County Park borders Colma's eastern boundary. This park offers excellent hiking opportunities and outstanding views of San Francisco and the Central Bay Area. Access to the park from the town does not currently exist and is not planned.

Beginning in the late 1980's, the Town began an active process of acquiring and improving public recreation properties. The Town's publicly owned recreation and community facilities currently include the Sterling Park Recreation Center, the Colma Community Center and Historical Park, and Bark Park (Table OSC-2: Town of Colma Community Recreational Facilities).





Table OSC-2: Town of Colma Community Recreational Facilities

Facility Name	Acres	Amenities
Bark Park	0.11	Dog park
Colma Community Center and Historical Park	2.00	Restored train station, blacksmith shop, and freight station
Sterling Park Recreation Center	0.33	Picnic area with barbeque pit, half-court basketball court, bocce ball court, playground
Total	2.44	

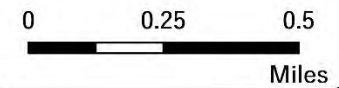


## Town of Colma

Figure OSC.2.  
Recreational Facilities

-  Town Limits
-  Bark Park
-  Colma Community Center and Historical Park
-  Sterling Park and Sterling Park Recreation Center

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





The **town's** residents, particularly the Sterling Park area at the northern portion of the town, have historically enjoyed park and recreational facilities provided by San Mateo County or the City of Daly City. In exchange for use of sports fields, the Town of Colma agreed to share costs associated with the development of sports fields at the former T.R. Pollicita Middle School in the City of Daly City. The sports fields accommodate a variety of activities and provide residents of both Colma and Daly City additional recreational opportunities.

### **Bark Park**

Located at D Street and Clark Avenue, Bark Park provides for a fully fenced dog park with features such as a grassy pet area, a water station, garbage cans and waste removal equipment (Figure OSC.2).

### **Historical Park and Community Center**

The Town acquired approximately two acres at the southwest corner of F Street and Hillside Boulevard for a park. The historically significant former Olivet Cemetery office on the site was converted to house the Colma Historical Association museum and offices. The historic Colma Train Station, which was acquired by the Town when the station building was displaced by the BART extension to Colma, was relocated and restored. The park also includes a restored blacksmith shop and freight station. A vintage caboose or funeral car may also be acquired for the park as part of the historic train station theme.



The Colma Community Center was constructed to provide additional recreational and community-oriented opportunities to the residents of Colma. The Community Center provides dining facilities for up to 150 people and is used for community events, private parties, meetings, and the Recreation Services Department office. A small lending library is included, as well as a full catering kitchen and a small conference room. The remainder of the site is used for off-street parking and public outdoor areas, picnic areas, open space, gardens, and walkways.



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## Sterling Park Community Center

In 2002, Sterling Park was expanded and improved to incorporate additional open lawn areas, a skateboard park, walking paths and a fountain. Utilization of the skateboard park did not meet expectations, and the Town converted the skateboard park to additional multi use space to the turf area. In 2018, the playground was fully renovated, and adult fitness stations and more picnic tables were added.



The following Goals, Policies, and Program items have been developed to preserve the open spaces in Colma.

### Goal OSC-1: Enhance, improve, and maintain open space and landscaping and allow for flexible uses of undeveloped open space lands which benefit the environment and the community.

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OSC-1-1: **Open Space Design.** Incorporate local cultural and natural features that reflect the town's unique character and identity.

OSC-1-2: **Flexible Open Space Land Uses.** Allow for the use of open space and future cemetery lands for commercial nursery, farming, or other uses which provide a community benefit.



OSC-1-3: **Sustainable Landscape Practices.** Encourage the enhancement of public areas with landscaping practices that minimize water usage.



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.

OSC-1-5: **Colma Creek Trail.** Coordinate with the City of South San Francisco to provide continuous pedestrian access from the Colma BART station along El Camino Real to the southern border of the town.

### Goal OSC-2: Provide a variety of recreational opportunities and spaces that promote health and well-being.

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OSC-2-1: **Open Space for Recreation Use.** Develop and maintain open spaces and recreation areas that are conveniently located, properly designed, and well-maintained to serve the recreation needs and healthy living of the entire community.



OSC-2-2: **Recreation Requirements for New Developments.** Require dedication of improved land, or payment of a fee in lieu of, for park and recreation land for all residential uses.

OSC-2-3: **Expansion of Recreation Space.** Acquire and enhance properties within Colma for recreation and public use if opportunities become available.



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## CONSERVATION

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A desirable and livable community cultivates and manages its natural resources while providing for its population, economic growth, and infrastructure needs. California State law requires that general plans pursue goals, policies, and programs that address the preservation of natural resources in a community. Conservation therefore strives to minimize the impact of future development in areas with natural resources, promote the efficient use of water, and encourages land use development and transportation decisions that affect air quality.

### CLIMATE AND AIR QUALITY

The town of **Colma's climate is affected by marine influence** due to the winds and water temperatures of the Pacific Ocean. Dominant westerly winds, with frequent fog, prevail throughout the summer. The heavy incidence of fog and wind throughout the summer months limits the range of plants that can be grown in the open. Winter months are usually wet and cold. Ninety percent of the rain occurs between the months of November and April. The average rainfall varies between 20-25 inches per year. Temperatures range from lows in the **30's (degrees Fahrenheit) to highs approaching the 80's**, primarily in the late summer or fall. The town has a micro-climate due to being positioned lower in elevation from surrounding urban areas, influenced by Colma Creek drainage, and in the shadow of San Bruno Mountain.

### Greenhouse Gases and Climate Change

There is a strong synthesis between land use and transportation planning decisions, and air quality pollutants as well as greenhouse gas (GHG) emissions. GHGs play a critical role in **determining the Earth's surface temperature. GHGs trap heat in the Earth's atmosphere by absorbing heat energy emitted by the Earth's surface** and radiating it back to the surface. This process, known as the greenhouse effect, is responsible for maintaining surface temperatures that are warm enough to sustain life. GHGs occur naturally. However, human activities, particularly fossil-fuel combustion, has led to increased concentrations of GHGs in the atmosphere, intensifying the warming associated with the greenhouse effect. The increased GHGs in the atmosphere are causing the planet to warm at an increasing rate, scientists refer to this phenomenon as **"global climate change"**. **Climate change impacts precipitation patterns, sea levels, ocean temperatures and currents, polar ice cap retention and other climatic conditions.** On a local level, global climate change may impact the San Francisco Bay area, including the Town of Colma with a hotter and drier climate; increased salinity in the San Francisco Bay; decreased air quality; changes in annual precipitation; increased public and private water demand; and rising sea level of up to 24 inches by 2050 and 66 inches by 2100 (compared to 2000 conditions).

The Town of Colma is committed to the reduction of GHG emissions to counteract the impact of Climate Change. In 2013, the Town adopted a Climate Action Plan to achieve compliance with

State mandates and focus on feasible actions the Town can take to reduce GHG emissions by 15% below 2005 levels by 2020. Table OSC-3, the Town of Colma GHG Emissions Inventory, shows the progress in GHG emissions reductions since the Climate Action Plan was adopted in 2013. The data indicates that the Town is on track to meet its goal of 15% reduction in GHG emissions.

**Table OSC-3: Town of Colma GHG Emissions Inventory**

Sectors	2005 GHG Emissions (MTCO <sub>2</sub> e)	2010 GHG Emissions (MTCO <sub>2</sub> e)	2015 GHG Emissions (MTCO <sub>2</sub> e)	Difference in GHG Emissions (MTCO <sub>2</sub> e)
Residential	1,518	1,625	1,182	-336
Commercial/Industrial	10,210	8,128	6,903	-3,307
Transportation – Local roads	12,074	11,539	11,114	-960
Transportation – State highways	6,068	5,226	5,900	-168
Transportation – Off-road equipment	2,432	2,468	2,283	-149
Solid Waste – Landfills**	14,726**	12,013**	20,245**	+5,519**
Solid Waste – Generated Waste	1,318	855	305	-1,011
Water	N/A	28	19	N/A
Wastewater	N/A	27	34	N/A
Stationary Sources	N/A	55	1,667	N/A
<b>Totals*:</b>				
Total of 2015 Emissions		29,407 metric tons CO <sub>2</sub> e		
Total of 2005 Baseline Emissions***		33,620 metric tons CO <sub>2</sub> e		
Total Decrease		-4,213 metric tons CO <sub>2</sub> e		
Percent Change		-12.5%		

\*Numbers may not add up exactly due to rounding.

\*\*Data associated with two landfills in Colma’s boundaries are for informational purposes only and are excluded from the 2010 emissions inventory. These sites are both closed and are not owned by the Town.

\*\*\*Total 2005 baseline emissions exclude landfill emissions and exclude previously reported Direct Access natural gas. The Direct Access natural gas consumption was erroneously double-counted in the baseline 2005 inventory.

## Air Quality

Ambient air quality standards have been established by State and federal agencies for specific air pollutants, or criteria air pollutants. These criteria air pollutants include:

- Ozone (O<sub>3</sub>) and Ozone precursors
- Oxides of nitrogen and reactive organic gases (NO<sub>x</sub> and ROG)
- Carbon monoxide (CO)
- Nitrogen dioxide (NO<sub>2</sub>)
- Suspended particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>).

Another group of substances found in ambient air is known as Hazardous Air Pollutants (HAPs) under the Federal Clean Air Act, and Toxic Air Contaminants (TACs) under the California Clean

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Air Act. Though these contaminants tend to be found in relatively low concentrations in ambient air, they have the potential to result in adverse health problems if exposure occurs over long periods. TACs are a broad class of compounds known to cause cancer risk, and may include, but are not limited to, the criteria air pollutants listed above. TACs are found in ambient air, especially in urban areas, and are caused by industry, agriculture, and commercial operations (e.g., dry cleaners). In cooler weather, smoke from residential wood combustion can be a source of TACs. Wood smoke also contains a significant amount of PM10 and PM2.5. Wood smoke is an irritant and is implicated in worsening asthma and other chronic lung problems. "Sensitive receptors" are another issue to be considered under air quality. These are defined as facilities where population groups, such as children, the elderly, the acutely and chronically ill, are likely to be located. These therefore could include residences, schools, playgrounds, childcare centers, retirement homes, convalescent homes, hospitals, and medical clinics.

Colma is part of the San Francisco Bay Air Basin, as defined by the State Air Resource Board, and is therefore subject to administrative regulations of the Bay Area Air Quality Management District (BAAQMD). Regional air quality conditions are monitored and analyzed by the BAAQMD to determine if State and federal standards are being achieved not only for criteria air pollutants but also for toxic air contaminants (TACs). Table OSC 2-4: Measured Air Pollutant Concentrations at San Francisco presents air quality measurement data from the nearest operating monitoring station located in the City of San Francisco, for the most recent three full years of data available (2014-2016). As shown in Table OSC-4, ambient concentrations of carbon monoxide, ozone, and nitrogen oxide levels have not exceeded state or federal standards.

Due to wildfires in 2017 and 2018, fine particulate matter (PM2.5) substantially exceeded state and federal standards. However, when adjusted for the wildfires, average PM2.5 levels would have been below state and federal standards as shown by the adjusted figures in Table OSC 2-4. Based on historical averages, PM2.5 levels are anticipated to remain below state and federal standards into the foreseeable future as automobile emissions decline. Unfortunately, wildfires are anticipated to affect air quality periodically negatively into the future.



**Table OSC-4: Measured Air Pollutant Concentrations at San Francisco**

Pollutant	California Standard	Federal Standard	Measured Concentrations by Year		
			2016	2017	2018
<b>Carbon Monoxide</b>					
Maximum 1-hour average (ppm)	20	35	1.7	2.5	1.9
Maximum 8-hour average (ppm)	9	9	1.1	1.4	1.6
<b>Nitrogen Dioxide</b>					
Maximum 1-hour average (ppm)	0.18	0.100	0.058	0.073	0.069
Annual Average (ppm)	0.030	0.053	0.011	0.011	0.011
<b>Ozone</b>					
Maximum 1-hour average (ppm)	0.090	----	0.070	0.087	0.065
Maximum 8-hour average (ppm)	0.070	0.070	0.057	0.054	0.0491
<b>Particulate Matter (PM2.5)</b>					
24 Hour (µg/m3)	35	35	19.6	22*	22*
Annual Average (µg/m3)	12	12	7.5	8.4*	8.4*

Sources: Bay Area Air Quality Management District, California Air Resources Board, U.S. Environmental Protection Agency NAAQS.

\*Adjustments for 24-hr. PM2.5 readings in 2017 of 49.9 µg/m3 and 177.4 µg/m3 in 2018 based on BAAQMD "Preliminary Analysis of PM2.5 Values with and Without Wildfire Smoke Episodes in 2017 and 2018", October 2020

Air quality is largely affected by climate and topography, as well as the amount and source of air pollutants in the area. The largest source of air pollution in the town of Colma is vehicular traffic. Traffic along I-280 and local vehicular traffic has a constant effect on the air quality, although the prevailing northwesterly winds disperse the air pollutants. The location of the town, west of San Bruno Mountain also has an effect on local air quality. The mountain protects town of Colma from the influences of pollutants along the U.S. 101 corridor. Upslope and downslope air movements on the west slopes of the mountain help disperse air pollutants along the I-280 corridor.

To reduce future levels of particulate matter, the Town adopted an ordinance regulating wood-burning appliances in 2006. Such appliances must meet the emission requirements of BAAQMD.

As future development takes place in Colma, it is anticipated it they will be similar in nature to what already exists. Industries that produce concentrated amounts of air pollution are not planned in the town. As vehicular traffic increases in the Bay Area, the Town of Colma can mitigate the potential for pollutant concentrations by making timely circulation improvements to facilitate the flow of traffic along major thoroughfares.

Therefore, in order to preserve and improve air quality, reduce GHG impacts, and improve the sustainability of actions taken by the Town, the following Goals, Policies, and Program items have been identified.

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## Goal OSC-3: Promote sustainability, energy efficiency, and climate action planning.

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OSC-3-1: **Transit Oriented Development**. Encourage, to the extent feasible, higher density residential development to be located near transit corridors and public transportation.



OSC-3-2: **Reduce Energy Consumption**. Support measures and education to reduce energy consumption and increase energy efficiency in residential, commercial, and industrial buildings.



OSC-3-3: **Energy Efficiency in Municipal Operations**. Pursue opportunities to improve energy efficiency and install renewable energy systems, where feasible, in new and existing Town-owned facilities and operations.



OSC-3-4: **GHG Reduction**. Implement the Climate Action Plan to achieve GHG reduction targets that are consistent with the State Scoping Plan, AB 32, and SB 32 and the **Town's goals**.



OSC-3-5: **Pedestrian-Scaled Design**. Support the use of public/mass transit by encouraging pedestrian-friendly street design and mixed-use development near transit hubs.



## WATER

### Public Water Supply

Although local groundwater is an important water resource for irrigation purposes, the town of **Colma's potable** water source is supplied by the San Francisco Water Company, through the California Water Service Company (Cal Water). The majority of this water is from the Hetch Hetchy watershed ("**Hetch Hetchy**"), an area located in Yosemite National Park, that is the major source of water for all of San **Francisco's** water needs. Spring snowmelt runs down the Tuolumne River and fills Hetch Hetchy, the largest reservoir in the Hetch Hetchy water system. This surface water in the Hetch Hetchy Reservoir is treated, but not filtered because it is considered high quality due to its softness and low quantity of total dissolved solids (TDS). The majority of the inorganic and organic compounds found in the water can be removed by standard methods of water treatment.

Based on the expected increase in population in the region, the demand for water is expected to increase moderately in the next ten years. Therefore, water conservation is becoming more essential. Although the town of Colma imposes a very small demand on Hetch Hetchy resources, the Town is a part of a regional effort to manage groundwater for drought conditions and emergencies.

Plans for a non-potable reclaimed water system using water from the Daly City treatment plant are currently being considered. However, the cost to convey the water to Colma's cemeteries is high and funding is not currently available.

### Groundwater

The town is within the Colma Creek watershed, which is part of the South Westside Basin, part of a major groundwater basin that extends north into San Francisco (North Westside Basin). The headwaters of Colma Creek are on the slopes of San Bruno Mountain. The San Mateo Basin watershed drains via Colma Creek into the San Francisco Bay in South San Francisco.

Groundwater is an important water source in Colma, with many of the cemeteries depend on groundwater for irrigation. The groundwater aquifer extends through the City of South San Francisco and northern San Bruno Mountain. The trough is estimated to be two miles wide by nine miles long, lying between San Bruno Mountain and the Santa Cruz Mountains. Most of the wells tapping the aquifer are in the order of 200-600 feet deep and produce 100-600 gallons per minute. A majority of the water from the aquifer is used to supply potable water to the Cities of Daly City and San Bruno. Cal Water, who supplies potable water to the town, also draws from the aquifer to supplement water obtained from other sources.

### Water Quality

Water quality is an area of concern in Colma because of the effects of pollution from urban uses on wildlife habitat. Pollutants are picked up by runoff from streets, open areas, and urban lands and collect into larger sources of water, such as Colma Creek and ultimately drain into the San Francisco Bay. The Town takes part in a joint effort to reduce the concentration of pollutants and improve water quality in the Bay by managing stormwater runoff.

The Town complies with the Municipal Regional Stormwater Permit (MRP), issued by the San Francisco Regional Water Quality Control Board (RWQCB) for its stormwater pollution control measures. Local agencies in San Mateo County are required to reduce surface water drainage



pollution runoff and establish control measures in development projects, which provide specific guidelines on design measures for runoff of pollutants of concern, source controls, stormwater treatment measures, hydromodification management, and construction site controls. To address flow-related impacts of stormwater runoff, the Town also enforces National Pollutant Discharge Elimination System (NPDES) permits that are issued for industrial and construction activities.

The Town of Colma has established preferred best management practices (BMPs) for adoption into a Stormwater Management Plan. These practices include street sweeping, storm drain

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stenciling, spill cleanup and annual catch basin maintenance. Additionally, the Town adopted a Green Infrastructure Plan in August 2019 to reduce pollutants that enter the bay. Specifically, the plan targets the reduction of mercury and polychlorinated biphenyls (PCBs).

## Flooding

Colma Creek flows through Colma in above-ground channels and underground culverts. The creek and drainageway is approximately eight miles long, flowing heaviest during the rainy season from November through April. Even though the rainfall amount in the town is not unusually high, the rainfall that occurs happens over a short period. As urbanization increases in the watershed, the potential for groundwater infiltration decreases while water runoff and the potential for flooding increases.

Historically, flooding has occurred in the south and north end of town at El Camino Real and F Street, and on El Camino at the Mission Street Wye. The San Mateo County Flood and Sea Level Rise Resiliency District has constructed two box culverts that divert the main flow from Colma Creek. One box culvert is in the median of El Camino Real and one is located under the centerline of Old Mission Road. These major capital improvements have eliminated the flooding risk in these areas and are designed for a 50-year event.


The town is not part of the Federal Emergency Management Agency (FEMA) flood mapping program. An open space policy provides that on-site runoff, infiltration, and retention facilities be constructed as a part of each new development project in the town of Colma. Adjoining communities are urged to follow this same practice when projects are considered that may influence the Colma Creek drainageway.

The following Goals and Policies are therefore included so that the Town may be more involved with the management of its water quality and stormwater pollution prevention, as well as maintaining the continued environmental health of Colma Creek.

## Goal OSC 4: Promote water conservation and maintain and improve water quality

OSC-4-1: **Comply with Water Quality Regulations.** Continue to comply with all State and federal regulations for water quality.

OSC-4-2: **Participation in the San Mateo County Stormwater Pollution Prevention Program (SMCWPPP).** Continue to be an active member agency of the SMCWPPP to reduce pollution from being conveyed through the storm water system to the San Francisco Bay.

OSC-4-3: **Reclaimed Water.** Pursue opportunities to install water recycling infrastructure for  Town-owned and cemetery landscape areas.

OSC-4-4: **Use of Drought Tolerant and Native Plants.** Encourage the use of drought tolerant and native plants in landscaping plans.



OSC-4-5: **Green Infrastructure.** Incorporate green infrastructure, which relies on natural processes for stormwater treatment/drainage, groundwater recharge and flood control, into street and rights-of-way wherever practicable, including curb cuts, flow-through planters and bioswales that slow stormwater runoff by dispersing it to vegetated areas, harvesting and use of runoff, and promote infiltration and use of bioretention to clean stormwater runoff.



OSC-4-6: **Stormwater Runoff.** Require large-scale projects (over 0.5 acres) to channel surface and roof runoff to on-site detention facilities to facilitate groundwater recharge, reduce stormwater pollution, and mitigate flooding of Colma Creek.



OSC-4-7: **Colma Creek Bank Setback.** Protect and enhance areas of Colma Creek for riparian habitat, linear park opportunities, and aesthetic value.

OSC-4-8: **Colma Creek Enhancements.** Enhance Colma Creek where possible by concrete channel removal, adding landscaping, public pathways, and sitting areas.



OSC-4.-9: **Water Quality and Conservation Public Information.** Continue to support and coordinate with the Countywide Stormwater Program, Cal Water, and the San Francisco Public Utilities Commission (SFPUC) on their public outreach and education campaigns to conserve and maintain water quality.

## SOIL AND MINERAL RESOURCES

The town of Colma occupies a wide drainage basin centered on Colma Creek. The geologic formation of the area is known as the Colma formation. The formation is weakly to moderately consolidated and consists of friable, well sorted, fine to medium grained sand and local gravel, sandy silt and clay. An alluvial strip, consisting of unconsolidated permeable sand and gravel, exists along Colma Creek.

The State Division of Mines and Geology has not classified or designated any areas in the town as containing regionally significant mineral resources. However, Colma sand is a well-known construction resource. The Hillside Landfill filled a historic sand pit from which material was mined for utility trench backfill.



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## VEGETATION

The town of **Colma's natural vegetative habitat is scrub, with riparian habitat located** primarily along Colma Creek. Due to the **town's** existing horticultural practices, memorial parks and developed areas, this habitat has been significantly altered or removed. The vegetative cover of the town now consists primarily of introduced ornamental and native plant materials.

### Riparian Vegetation

Riparian vegetation, largely willow and alder, is limited to the banks along open sections of Colma Creek. Riparian vegetation supports a variety of wildlife and enhances the natural setting of the town. These areas are located behind the commercial district west of Mission Road, from the Cypress Lawn Cemetery offices to Collins Avenue, west of City Hall from Serramonte Boulevard north about 800 feet, and in front of Woodlawn and Greenlawn cemeteries adjacent to El Camino Real. The remaining above-ground portions of the creek in the Town of Colma run through a concrete lined channel.

### Non-Native Plants

Non-native plant species are prevalent in certain areas of the town and are often so prolific that they are invasive and spread into surrounding ecosystems, displacing native plants. Non-native plants tend to be more aggressive in their growth habits, and are more resistant to diseases, to competitors and to predators. This dominance of non-native plants can have profound effects on the native ecosystem; as native plants are killed off, the animals that depend on those plants also disappear. Often the invading plant is not a food source and may support no life, or worse, contain potent alkaloids that are toxic to native animals.

Invading non-native plants in the town of Colma include German Ivy (*Senecio mikanioides*), Cape Ivy (*Senecio angulatus*), Pampas Grass (*Cortaderia jubata*), Fennel (*Foeniculum*), Scotch Broom (*Cytisus scoparius*), and Gorse (*Ulex europaea*). Property owners should eliminate any of these plants where they occur. Eradication can be quite difficult, however, since many of these plants break when pulled, and segments that fall to the ground will take root and grow again. Typically, the root systems of non-native plants must be removed and carefully disposed of, starting at the outer edge of the infestation. In some cases, chemical control can be effective.

### Tree Masses

The vegetation that is most clearly recognized in the town is the significant tree masses that exist throughout the town. The majority of these trees were planted by the cemetery owners to act as buffers, windbreaks, and for aesthetic purposes. The cemeteries chose pine, cypress, acacia, palm, and eucalyptus because of their availability and compatibility with the town of **Colma's microclimate**. Many of these plantings have naturalized to the **town's** environment. Tree masses are particularly prominent in or at the edges of the memorial parks in the town.

Aesthetically, trees play a major role in determining the charming, picturesque quality of the town. They also provide a support system for wildlife nesting and feeding purposes. Unfortunately, many of these trees are nearing the end of their natural lives or are vulnerable to disease or infestation.

It is important to the Town of Colma to protect existing tree masses when possible. Consequently, the Town has adopted a tree cutting and removal ordinance. This ordinance has set up guidelines and regulations to protect both trees and views. When trees are removed, they are usually required to be replaced with new trees that will grow to a similar size and form. As a general rule, a one-to-one replacement is required. Where appropriate, the Town seeks to have new trees planted that will achieve substantial height, and in groupings which will perpetuate the large masses associated with the **town's** setting.

### Street Trees

Street trees are an important element of landscape plans and are required as a condition of private development. Street trees help define the boundaries of streets and can also act as a moderator to windy conditions. In the town of Colma, they have improved **the town's** image, providing a link between cemetery/open space and developed areas, and have improved the pedestrian experience.

### Project Landscaping

Project landscaping plays an important role in linking existing open space areas in Colma. Landscaping softens the visual impacts of structures, acts as a buffer between incompatible uses and brings harmony and consistency to the urban design of the town. This is particularly important where the serenity of cemetery properties must be buffered from roads and urban land uses.

Introduced landscaping is one of the principal devices that can be used to create scenic roadways and entry gateways. Scenic roadways accentuate the green expanses of the memorial parks. Entry gateways call attention to the town boundaries and welcome visitors.

Colma's **varied topography creates a variety of unique microclimate conditions that can vary** throughout the town. Special care should be taken to ensure that plant species used in project **landscaping are suitable to each site's specific microclimate**. Sun, soil, and particularly wind conditions should be considered in the landscape design and plant selection.

## BIOLOGICAL RESOURCES

Colma has a diversified wildlife population consisting of small animals. The San Francisco Bay Area is located along the Pacific Flyway, so migratory birds are attracted to the open spaces of San Bruno Mountain and to the memorial parks and cemetery irrigation ponds in the town. It is not uncommon to view wild ducks and geese along with domestic fowl in the various cemetery

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lakes along El Camino Real within the town limits. Other bird species seen in the area include vultures, hawks, owls, and a variety of songbirds. Small animals common to the Colma area are snakes, lizards, gophers, squirrels, frogs, mice, and rabbits.

### Endangered, Threatened and Sensitive Species

Due to agricultural practices and normal cemetery landscape maintenance, open space land in the town of Colma is characterized as disturbed. There are no areas of undisturbed native habitat within town boundaries. However, there are areas adjacent to the town (particularly San Bruno Mountain) where threatened and endangered species are found and there are areas within the town limits where human-made environments may favor the presence of sensitive species.

Colma abuts San Bruno Mountain State and County Park, known for its colonies of federally listed endangered butterflies. Both the Mission Blue and San Bruno Elfin butterflies are found on the mountain east and south of the town limits. The mountain is also home to the Callipe Silverspot, a federally proposed endangered butterfly and the Bay Checkerspot, a federally listed threatened butterfly. With regard to plant species, two subspecies of Manzanita found on the mountain, San Bruno Mountain Manzanita and Pacific Manzanita, are listed by the State of California as threatened. The California Native Plant Society has identified rare plant species on the mountain, including Coast Rock Cress, Franciscan Wallflower, San Francisco Campion and the sunflower-like *Helianthella Castanea*.

The **town's** tall trees and tree masses are potential nesting sites for sensitive raptors protected by the Migratory Bird Treaty Act. For any new construction projects, a biological investigation should be done whenever tree removal would occur during nesting season (generally February **through July**) so that active nests can be protected. Ornamental ponds within some of Colma's cemeteries may be potential habitat for the federally listed threatened Red-legged frog. Conditions favoring this species include ponds at least two feet deep with moving water and borders of dense, shrubby or emergent riparian vegetation. Although the State and federally listed endangered San Francisco garter snake seeks the Red-legged frog as a food source, there are currently no known populations of the snake in the town. A biological investigation for presence of the frog should be done whenever development would alter a pond as described above. The garter snake may have once been found along Colma Creek when it was a natural creek, but the current culverted condition of the creek is not suitable habitat.

Therefore, in order to reduce risks to any biological resources within the town, the following Goals, Policies and Program items have been identified.

### Goal OSC-5: Maintain, protect, and enhance open space and natural resources.

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OSC-5-1: **Tree Masses**. Recognize significant tree masses and other vegetative cover as natural resources to manage and preserve.



OSC-5-2: **Tree Removal.** Removal of significant trees shall be carefully evaluated by factors such as the age, structure, and health of the tree as part of the tree removal permit process.

OSC-5-3: **Sensitive Biological Habitats.** Require new development on or near sensitive habitats, such as open creeks, ponds, and other water features, to be subject to an investigation of the presence of the threatened Red-legged frog and endangered San Francisco Garter Snake.

OSC-5-4: **Habitat Enhancement.** Require new development to minimize the disturbance of natural habitats and vegetation, and revegetation of disturbed habitat with native or non-invasive, naturalized species.



OSC-5-5: **Nesting Bird Protection.** Require project applicants to retain the services of a qualified biologist(s) to conduct a pre-construction nesting bird survey during the nesting season (February 1 through August 31) prior to all new development that may remove or be in close proximity to any trees or vegetation that may provide suitable nesting habitat for migratory birds or other special-status bird species. If nests are found the qualified biologist(s) shall identify appropriate avoidance measures, and these measures shall be incorporated into the project and implemented accordingly.

OSC-5-6: **Regional Open Space Preservation Efforts.** Support regional and sub-regional efforts to acquire, develop and maintain open space conservation lands.

OSC-5-7: **Soil and Mineral Resources.** Encourage the conservation of the **town's existing** soil and mineral resources, balanced by consideration of important social values, to protect their longevity and preserve the natural landscape.

## CULTURAL AND TRIBAL RESOURCES

The town of Colma is intricately linked to the missionization of California and the development of neighboring San Francisco. Throughout its history, Colma has served a number of different purposes. Its geographical location has made it ideal as a transportation corridor, as ranching and agricultural land, and now as a thriving regional necropolis.

At the time of contact by the Spanish, the Ohlone, or Costanoan group of Native Americans inhabited Colma. Although the term Costanoan derives from the Spanish word Cokstaños, or **"coast people,"** its application as a means of identifying this population is based in linguistics. Modern descendants of the Costanoan prefer to be known as Ohlone. The name Ohlone derives from the Oljón tribal group that occupied the San Gregorio watershed in San Mateo County.

Subsistence was tied to seasonal availability and included seeds, acorns, nuts, fruits, and bulbs, as well as deer, tule elk, sea mammals, and waterfowl. Shell middens around the San Francisco

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Bay also show the reliance on shellfish and marine resources in the region. People used stone tools for hunting and processing, including knives, arrows, spears, net sinkers, anchors, handstones, and millstones. The Ohlone constructed utilitarian baskets using the twining method with tule and other plant materials. They also constructed out of tule, and houses as structures made of poles covered with brush and/or tule matting.

Today, descendants of the Ohlone live throughout the Bay Area. Several of these Ohlone groups (e.g., Muwekma and Amah) have banded together as modern tribelets to seek federal recognition. Many Ohlone (both individuals and groups) are active in reviving and preserving elements of their traditional culture such as dance, basketry, and song.

Information regarding the location of tribelet habitation areas varies between ethnographic sources. Colma is located between three Costanoan/Ohlone habitation areas: Aramai, Urebure, and Yelamu. The Aramai were located near present-day Pacifica, approximately 3.5 mi. south-southwest from Colma. The Urebure were located near present-day San Bruno, approximately 3 mi. southeast of Colma. The Yelamu resided in the north San Francisco Peninsula within the current city limits of San Francisco. Four village clusters moved between their summer and winter villages. The nearest Yelamu village was located near Fort Funston, approximately 3 mi. northwest of Colma.

While no resources have ever been found in Colma, **due to Colma's location and proximity to a fresh water source, Colma Creek**, there is a possibility that resources could exist in Colma.

Several State laws protect archaeological resources including the American Indian Religious Freedom Act and the California Environmental Quality Act (CEQA). CEQA requires assessment of the impacts to unique archaeological resources or Native American culturally significant sites, including sites, features, places, cultural landscapes, sacred places, and objects with cultural value to a California Native American tribe. If a development project is found to potentially cause damage to a resource, reasonable efforts may be required to preserve the resources, leave it in an undisturbed state, or undertake additional mitigation measures if avoidance is not possible. To protect historic resources, the State has formed the State Historical Resources Commission that conducts the State Historic Resource Inventory.

## **Goal OSC-6: Observe proper protocols to preserve and protect archaeological and paleontological resources and tribal cultural resources.**

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**OSC-6-1: Development Review Process.** Require, as part of the development review process, standard conditions of approval or mitigation measures that identify proper measures and protocols to be followed in the event that tribal or cultural resources are discovered on a project site.

**OSC-6-2: Tribal Consultation Compliance.** Comply with SB 18, AB 52, and other applicable State and federal laws by consulting with local California Native American tribes prior to development decisions or General Plan or Specific Plan amendments. Respect



tribal policies regarding confidentiality of information about tribal resources or sacred sites.

**OSC-6-3: On-Site Monitoring and Mitigation.** If archaeological resources of Native American origin are identified during project construction, a qualified archaeologist shall consult with the Town to begin Native American consultation procedures. The project proponent shall fund the cost of the qualified archaeologist and Native American monitor (as needed) for analysis and implementation of any necessary mitigation.

## IMPLEMENTATION

Open Space and Conservation Implementation Programs	2021-2030	2031-2040	Annual	Ongoing
OSC-IP1: As part of project approval and collected prior to project occupancy, new development shall provide fair share contributions for parks, trails, and other passive recreational facilities if not included in the project.				X
Implements Policies: OSC-2-2, OSC-2-3, Responsible Dept. Planning				
OSC-IP2: Promote energy conservation and retrofitting of existing public and private buildings and facilities to improve energy efficiency and pursue excellence in energy efficiency in the design and construction of new buildings and facilities.				X
Implements Policies: OSC-3-2, OSC-3-3, Responsible Depts. Planning and Building				
OSC-IP3: Integrate energy efficiency, conservation, and other green building practices into the planning and building permit processes as technologies improve and evolve.	X			X
Implements Policy: OSC-3-2, Responsible Depts. Planning and Building				
OSC-IP4: Participate in regional, State, and federal efforts to reduce GHG emissions and mitigate the impacts resulting from climate change.				X
Implements Policy: OSC-3-4, Responsible Dept. Planning				

<p>OSC-IP5: Periodically update <b>the Town’s Climate Action Plan</b> to maintain compliance with GHG reduction targets set forth by the California Air Resources Board and assess and modify existing CAP implementation programs.</p>	X	X		
<p>Implements Policy: OSC-3-4, Responsible Dept. Planning</p>				
<p>OSC-IP6: Provide the community with information that supports conservation and resource management.</p>				X
<p>Implements Policies: OSC--3-2, OSC-4-9 Responsible Dept. Planning and Public Works</p>				
<p>OSC-IP7: The Town of Colma shall follow all Best Management Practices (BMPs) in order to maintain water quality and to prevent or reduce non-point source water pollution.</p>				X
<p>Implements Policies: OSC 4-1, OSC 4-2, OSC 4-5, OSC-4-6, OSC-4-8, Responsible Dept. Engineering, Supporting Dept. Planning</p>				
<p>OSC-IP8: Promote the conservation and efficient use of water in new and existing residences and commercial buildings and sites.</p>				X
<p>Implements Policies: OSC-4-3, OSC-4-9, Responsible Dept. Planning and Building, Supporting Dept. Engineering</p>				
<p>OSC-IP9: Review landscape and hardscape installations as part of new development to ensure compliance with water conservation requirements in the Water Efficient Landscape Ordinance.</p>				X
<p>Implements Policies: OSC 4-3, OSC-4-4, Responsible Dept. Planning</p>				

OSC-IP10: Review and update <b>the Town's Green</b> Infrastructure Plan every five years to assess the applicability of the Countywide Green Infrastructure (GI) Guidelines and Standards for town development projects and ensure ongoing compliance with the NPDES permit.	X	X		
Implements Policy: OSC-4-2, OSC-4-5, Responsible Dept. Planning, Supporting Dept. Engineering				
OSC-IP11: Restore Colma Creek to a more natural state by removing culverting, where feasible.				X
Implements Policy: OSC-4-7, OSC 4-8, Responsible Depts. Planning and Public works				
OSC-IP12: Promote the establishment of native vegetation and the removal of non-native, invasive plants in Colma Creek and vicinity.				X
Implements Policy: OSC-4-4, OSC-4-8, Responsible Dept. Planning, Supporting Dept. Engineering				
OSC-IP13: Utilize drought-tolerant landscaping on public property and streetscapes and promote the use of drought-tolerant plantings (especially native species acclimated to the town), as well as site and landscape designs that minimize water use and runoff.				X
Implements Policy: OSC-4-4, Responsible Depts. Planning and Public Works				
OSC-IP14: Increase and <b>manage Colma's tree canopy</b> on public and private properties.				X
Implements Policies: OSC-5-1, OSC-5-2, OSC-5-3, Responsible Dept. Planning				





**Historical Resources Element**





# Historical Resources Element

## TOWN OF COLMA 2040 GENERAL PLAN

### INTRODUCTION

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

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



# Historical Resources Element

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## PAST PRESERVATION EFFORTS

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

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

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

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

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## CONTEXT STATEMENT

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

### SETTING

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

### EARLY SETTLEMENT

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

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

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

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

## AGRICULTURAL CONTEXT

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

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



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

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

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

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

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

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

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

## COMMERCIAL DEVELOPMENT

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

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

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

## RESIDENTIAL DEVELOPMENT

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

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

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

## CEMETERY DEVELOPMENT

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

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

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



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

The earliest cemetery developed in the Town of Colma was Holy Cross, constructed on a former potato patch in 1887. Within a little over ten years, six more nineteenth century cemeteries were developed. The Cemeteries were clustered on either side of Mission Road (now El Camino Real and Mission Road to the south) with the eastern portions reaching Hillside Boulevard and those on the west abutting Junipero Serra Boulevard. A listing of cemetery establishment dates can be found in Appendix A – Historic Resources Evaluation.

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

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

Besides illustrating cultural heritage and religious traditions, cemeteries also have a way of displaying class distinctions and are often telling of socio-economic history. In addition to the rather grand, ornate and well-kept cemeteries there was also a Potters field (named Sunset View), established c.1907, reserved for those of lesser means and for orphans, strangers and others. The

**term "Potter's Field" is thought to stem from the**

fact that pot makers would dig for clay in areas not conducive to agriculture and it was, of course, these same lands that were used for the burial of the unfortunate and unknown. Located on the outskirts of towns or in a segregated area these burial sites were often unmarked or denoted by simple wooden grave markers.



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

In 1912 the San Francisco Board of Supervisors declared intent to evict all cemeteries in their jurisdiction, and by January of 1914, with the passage of ordinance 2597, they had sent removal notices to all cemeteries stating that the cemeteries were **"a public nuisance and a menace and detriment to health and welfare of City dwellers."** Subsequent legal battles delayed the removals. Between 1937 and 1941, all remaining graves were relocated to the Town.



Since the Town of Colma was considered a safe place to purchase land for cemetery use, five additional cemeteries were established since San Francisco outlawed cemeteries and the **Town's** incorporation in 1924.

The worry of further annexation by Daly City or San Francisco combined with the fear that the burial evictions and relocation would continue as a recurrent theme, the **Town's cemetery owners, led by "the Father of Colma," Mattrup Jensen, chartered "The Associated Cemeteries"** and sought incorporation. The Town, then referred to as Lawndale, was incorporated on Aug 5,



1924. On November 17, 1941 Lawndale was renamed to the Town of Colma since there was already a city named Lawndale in Southern California.

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



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

**The relocation of San Francisco's cemeteries to** the Town not only brought a rich variety of significant funerary architecture including monuments, mausoleums, and the remains of many very significant figures, but also associated practices and uses. The presence of cemeteries brought florists, gardeners, stonecutters, and laborers to the Town of Colma. The traditional use of the Town's **unique landscape has encouraged a strong sense of continuity, both tangible and intangible.** Many of the early established funerary-related businesses are still run by descendants of their first proprietors; three generations of Delucchis have and continue to operate a flower shop in the Town of Colma. Bocci and Sons Stone Carvers, although having changed ownership, is still in operation over 150 years later. Donohoe and Carroll monuments, established in 1885, also continues under family ownership. V. Fontana Company has been in continuous operation since 1921.

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## BENEFITS OF PRESERVATION

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

### CULTURAL AND ECONOMIC BENEFITS

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

### SOCIAL BENEFITS

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

### EDUCATIONAL BENEFITS

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

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

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

organizations where additional historic data could be obtained can

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

Association.

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

## PLANNING BENEFITS

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

## ENVIRONMENTAL BENEFITS

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

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## CHALLENGES AND OBSTACLES

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

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

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## INCENTIVES FOR PRESERVATION

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

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

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

### FEDERAL INCENTIVES

#### Federal Tax Credits

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



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

## Preservation Easements

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

## Community Development Block Grants (CDBG)

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

## Preserve America

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

## STATE INCENTIVES

### The Mills Act

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

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

## California Historical Building Code (CHBC)

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

## LOCAL INCENTIVES

### Zero or low interest revolving loans

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

### Zoning Incentives

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

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## GOALS AND POLICIES

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

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

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



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

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

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HR-2-1: **Preservation Collaboration.** Work with the Colma Historical Association as a partner to improve awareness of local preservation.



HR-2-2: **Consultation on Projects.** Consult with the Colma Historical Association on discretionary review projects involving cultural sites and historic resources in the Town of Colma.

HR-2-3: **Public Outreach.** Encourage the Colma Historical Association to continue providing resources for residents, businesses and new applicants wishing to learn more about particular sites **or the Town's history as a whole.**

### Goal HR-3: Promote greater public participation and education of the Town of Colma's unique past.

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HR-3-1: **Public Awareness.** Foster awareness, appreciation **and celebration of the Town's** unique historic and cultural heritage and educate and encourage preservation of these resources.

HR-3-2: **Architectural Merit.** Promote awards programs and other forms of public recognition for projects of architectural merit that contribute positively to the community.

HR-3-3: **Staff Training.** Train Town staff to provide technical assistance to property owners concerning the sensitive maintenance, rehabilitation and restoration of historic resources.

## Goal HR-4: Promote the maintenance and restoration of the Town's historical resources.

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HR-4-1: **Historic Preservation Awareness.** Participate in National Historic Preservation Week and California Archaeology Month.

HR-4-2: **Grants.** Seek private foundation grants to fund historic preservation projects in the Town.

HR-4-3: **CDBG Funding.** Explore Community Development Block Grant (CDBG) funds as a potential funding source for rehabilitation of historic resources.

HR-4-4: **Property Owner Incentives.** Encourage owners of historic properties to utilize federal and State of California incentives such as Federal Rehabilitation Tax Credits, Mills Act, California State Historical Building Codes, California Cultural and Historical endowments, among others.



HR-4-5: **Local History and Public Art.** Use local history in public arts projects.

## IMPLEMENTATION

Historic Implementation Programs	2021-2030	2030-2040	Annual	Ongoing
HR-IP1 : Apply the U.S. Secretary <b>of the Interior’s Standards for the</b> Treatment of Historic Properties to the rehabilitation and on-going maintenance of historic structures.				X
Implements Policies: HR-1-2, Responsible Dept.: Planning, Supporting Dept. Building				
HR-IP2: Adopt a demolition ordinance that shall require discretionary review for all demolitions involving structures that are 50 years old or older.	X			
Implements Policies: HR-1-2, Responsible Dept.: Planning, Supporting Dept. Building				
HR-IP3: Incorporate community participation in landmark hearings <b>by educating the Town’s resident’s</b> and businesses through flyers, mailouts and other information sources.				X
Implements Policies: HR-1-2, 1-3 Responsible Dept.: Planning, Supporting Dept. None				
HR-IP4 Modify the Zoning Code to establish a separate design review process for historic or potentially historic structures.	X			
Implements Policies: HR-1-2, Responsible Dept.: Planning, Supporting Dept. None				
HR-IP5: Utilize the Historic Building Code in the restoration, rehabilitation, and adaptive reuse <b>of the Town of Colma’s historically</b> significant structures.				X
Implements Policies: HR-1-2, Responsible Dept.: Building, Supporting Dept. Planning				
HR-IP6: Provide support to property owners who wish to apply for designation of their properties as a California Historical Landmark, a California Point of Historical Interest, and/or				X



inclusion in the National Register of Historical Places.				
Implements Policies: HR-1-2, HR-4-2, Responsible Dept.: Planning, Supporting Dept. None				
HR-IP7: Create and maintain a historic preservation webpage on <b>the Town's website that includes information on the Town's historic</b> and cultural resources, resource listings, white papers or other helpful and informative resources.	X			
Implements Policies: HR-3-1, Responsible Dept.: Planning, Supporting Dept. None				
HR-IP-8: Create a self -guided tour <b>map and unique "historic Colma route" signs along the route of the</b> self-guided tour to further identify it.	X			
Implements Policies: HR-3-1, Responsible Dept.: Planning, Supporting Dept. None				

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## APPENDIX A – DEFINITIONS

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**Adaptive re-use:** a use for a structure or landscape other than its historic use, normally entailing some modification of the structure or landscape.

**Building:** an enclosed structure with walls and a roof, created to serve some residential, industrial, commercial, agricultural, or other human use.

**Character-defining feature:** a prominent or distinctive aspect, quality, or characteristic of a historic property that contributes significantly to its physical character. Structures, objects, vegetation, spatial relationships, views, furnishings, decorative details, and materials may be such features.

**Cultural landscape:** a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values. There are four general kinds of cultural landscape, not mutually exclusive. The four types are:

1. Designed Landscape – Consciously designed or laid out by a landscape architect, master gardener, architect or horticulturist.
2. Vernacular Landscape – A landscape that evolved through use by the people whose activities or occupancy shaped the landscape.
3. Historic Site – A landscape significant for its association with a historic event, activity or person.
4. Ethnographic Landscape – A landscape containing a variety of natural and cultural resources that the associated people define as a heritage resource.

**Cultural resource:** an aspect of a cultural system that is valued by or significantly representative of a culture or that contains significant information about a culture. A cultural resource may be a tangible entity or a cultural practice.

**Culture:** a system of behaviors (including economic, religious, and social), beliefs (values, ideologies), and social arrangements.

**Design:** the combination of elements that create the form, plan, space, structure, and style of a historic property.

**Documentation:** drawings, photographs, writings, and other media that depict cultural and natural resources.

**Evaluation:** process by which the significance of a property is judged and eligibility for National Register of Historic Places (or other designation) is determined.

**Feature (historic):** (1) a prominent or distinctive aspect, quality, or characteristic of a historic property; (2) a historic property.

**Historic character:** the sum of all visual aspects, features, materials, and spaces associated with a property's history.

**Historic district:** a local or national geographically definable area, urban or rural, possessing a significant concentration, linkage, or continuity of sites, landscapes, structures, or objects, united by past events or aesthetically by plan or physical developments. A district may also be composed of individual elements separated geographically but linked by association or history. (See National Register Bulletin 15.)

**Historic property:** a district, site, structure, or landscape significant in American history, architecture, engineering, archeology, or culture; an umbrella term for all entries in the National Register of Historic Places.

**Historic site:** the site of a significant event, prehistoric or historic occupation or activity, or structure or landscape whether extant or vanished, where the site itself possesses historical, cultural, or archeological value apart from the value of any existing structure or landscape; see cultural landscape.

**Historic significance:** the meaning or value ascribed to a structure, landscape, object, or site based on the National Register criteria for evaluation. It normally stems from a combination of association and integrity.

**In-kind:** in the same manner or with something equal in substance having a similar or identical effect.

**Integrity:** the authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during its historic or prehistoric period; the extent to which a property retains its historic appearance.

**Inventory:** a list of cultural resources, usually of a given type and/or in a given area.

**Material:** the physical elements that were combined or deposited to form a property. Historic material or historic fabric is that from a historically significant period, as opposed to material used to maintain or restore a property following its historic period(s).

**Protection:** action to safeguard a historic property by defending or guarding it from further deterioration, loss, or attack or shielding it from danger or injury.

**Preservation:** the act or process of applying measures to sustain the existing form, integrity, and material of a historic structure, landscape or object. Work generally focuses upon the ongoing preservation maintenance and repair of historic materials and features, rather than extensive replacement and new work.

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**Reconstruction:** the act or process of depicting, by means of new work, the form, features, and detailing of a non-surviving historic structure or landscape, or any part thereof, for the purpose of replicating its appearance at a specific time and in its historic location.

**Rehabilitation:** the act or process of making a compatible use for a historic structure through repair, alterations, and additions while preserving those portions or features, which convey its historical, cultural and architectural values.

**Repair:** action to correct deteriorated, damaged, or faulty materials or features of a structure or landscape.

**Restoration:** the act or process of accurately depicting the form, features, and character of a historic structure, landscape, or object as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period.

**Secretary of the Interior Standards:** See [http://www.nps.gov/history/local-law/arch\\_stnds\\_8\\_2.htm](http://www.nps.gov/history/local-law/arch_stnds_8_2.htm)

**Setting:** the physical environment of a historic property; the character of the place in which the property played its historical role.

**State historic preservation officer (SHPO):** an official within each state appointed by the governor to administer the state historic preservation program and carry out certain responsibilities relating to federal undertakings within the state.

**Structure:** a constructed work, usually immovable by nature or design, consciously created to serve some human activity. Examples are buildings of various kinds, monuments, dams, roads, railroad tracks, canals, millraces, bridges, tunnels, locomotives, nautical vessels, stockades, forts and associated earthworks, Indian mounds, ruins, fences, and outdoor sculpture.



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## APPENDIX B – HISTORIC RESOURCE INVENTORY

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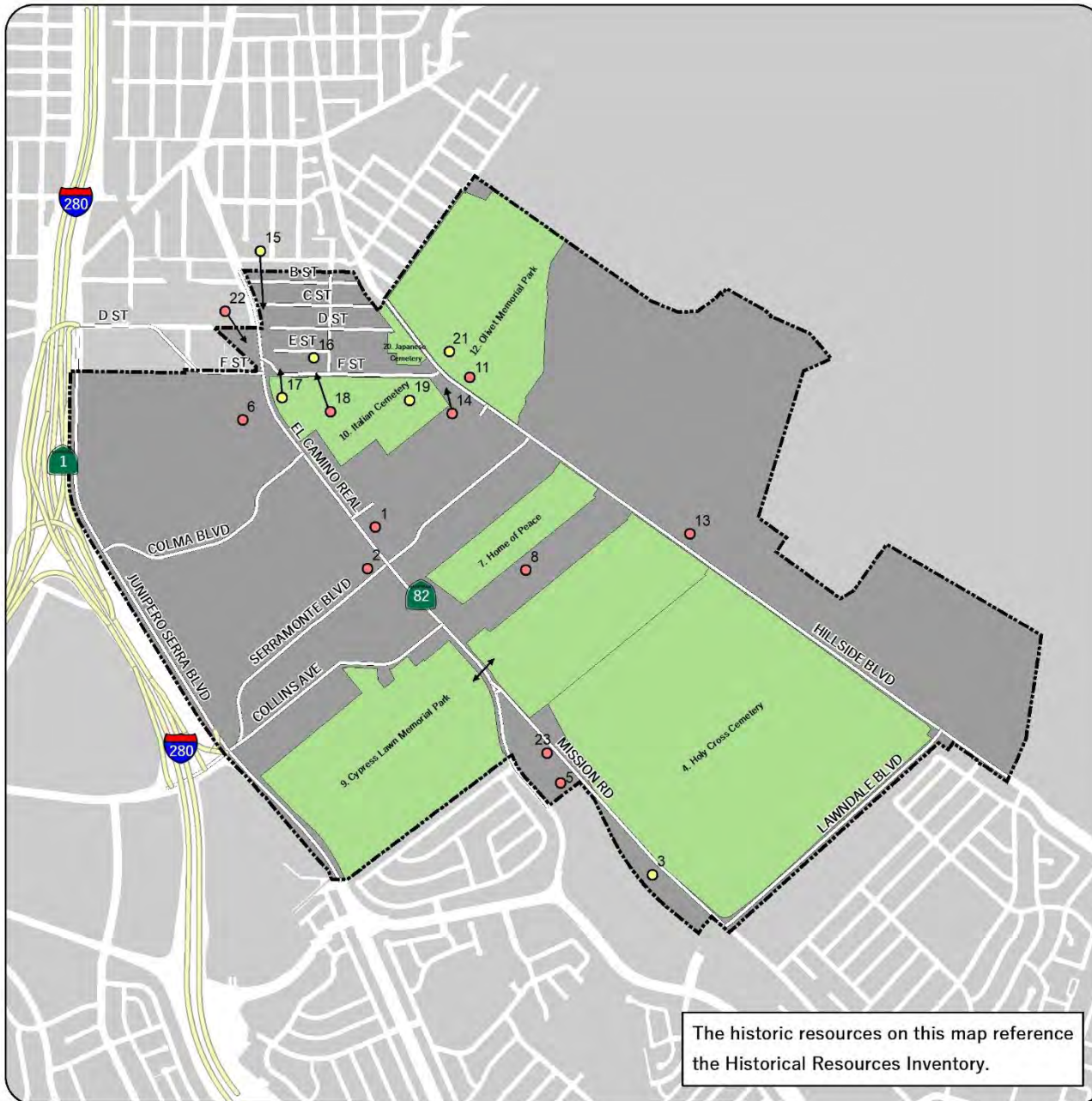
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The 1992 Historic Resource Inventory (HRI) developed as a joint project with the cooperation of the City of Colma, the San Mateo County Historical Association and the San Mateo County Historic Resources Advisory Board. The intent of the HRI was to develop a comprehensive citywide survey of all cultural resources to inform subsequent planning decisions. At that time 58 resources were identified and evaluated based on significance and potential eligibility for the National or State Registers of Historic Places.

However, because the HRI was performed more than twenty years ago, this list can no longer be considered a comprehensive list. The 1992 HRI (below) is useful as a reference, but because it may not include all potentially eligible resources and may not reflect the most current significance evaluation it should not be considered a comprehensive inventory of all significant historic and cultural resources in Colma. One new resource has been added recently to the inventory (Champion Auto Parts on Mission Road) and **one resource (Molloy's) was reclassified** based on a more recent evaluation. Figure H.1. shows the location of resources.

A key for the National register status and Significance Criteria is listed below:





The historic resources on this map reference the Historical Resources Inventory.

# Town of Colma

Figure H.1.  
Historic Resources

Town Limits

Historic Resources

Eligible Historic District

Structure

Residence

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



0 0.25 0.5

Miles

## Historic Resource Inventory

Resource Name	Street Address	Architectural Style	Construction Date	Nat'l Reg Status/ Significance Criteria
				Local Designation
1. Salem Memorial Park Office/Chapel	1171 El Camino Real	Art Moderne and Exotic Revival	1936-1940/1986	5S2 None
	An interesting example of divergent architectural forms drawing from Neo-Babylonian and Roman styles which work together to communicate a contemporary Moderne style representative of the 1930s.			
2. City Hall/Civic Building	1198 El Camino Real	Spanish Eclectic	1937	3S: A, C(c) None
	<b>Designed by Resing &amp; McGinness of San Francisco in 1936, the City Hall's Spanish Eclectic style was actually influenced by the "City Father,"</b> Mattrup Jensen who had been inspired by the Ross, California Town Hall c. 1928.			
3. Lagomarsino Farm Houses/ Residential	1431 -1457 Mission Rd.	Neoclassical Rowhouses	1908-1918	3S B, C(a) None
	These 6 residences constitute the largest and only remaining concentration of residential housing constructed in Colma between 1906 and 1914. They also exist as the most intact example of the family <b>farmstead from Colma's agricultural heyday. The farm houses</b> retain integrity as constructed by the New Era building Co. to a remarkable degree.			

National Register Status:

3S: Eligible for the National Register

4S8: May become eligible for separate listing in the National Register when other properties, which provide more significant examples of the historical or architectural associations connected to this property are demolished or otherwise lost their architectural integrity.

5S2: Not eligible for the national Register, but of local interest because it is likely to become eligible for separate listing or designation under a local ordinance that has not yet been written.

Z: Not Evaluated

National Register Significance Criteria:

A = Representative of Events of Broad Pattern of History

B = Associated with Important Persons

C = Architectural Significance

(a) Significant Type, Period, or Method of Construction

(b) Work of a Master

(c) High artistic values

Resource Name	Street Address	Architectural Style	Construction Date	Nat'l Reg Status/ Significance Criteria
				Local Designation
4. Holy Cross Cemetery	1595 Mission Rd.	Rural Cemetery	1886	3S None
	Holy Cross was established by the Catholic Church in 1887. The gateway entrance and lodge for Holy Cross Cemetery, designed in the Richardsonian Romanesque style, is the oldest remaining building ensemble of the first cemetery to be established in Colma. Additional monuments and structures contribute to the National Register eligible Holy Cross Cemetery Historic District.			
5. Molloy's Tavern/ Commercial	1655 Mission Rd.	Vernacular	1883	5S2 None
	<b>Originally opened as the Brooksville Hotel in 1883, what is now Molloy's Tavern</b> is the oldest commercial establishment in continuous operation in Colma. The building has been a hostelry, speakeasy, and pub. Due to significant modifications to the building over the years, it is not eligible for National Register designation.			
6. Woodlawn Entry/Office	1000 El Camino Real	Romanesque	1904/1948	3S;C(a,c) None
	Designed by SF Architect Thomas Patterson Ross, the Woodlawn Entry and Office combines elements of the late Gothic Revival with those of HH Richardson. The employment of structural concrete as a framework was one of the earlier uses of the new building technology. The Woodlawn office is considered to possess the highest artistic value of any like architectural features in Colma or perhaps the State.			

National Register Status:

3S: Eligible for the National Register

4S8: May become eligible for separate listing in the National Register when other properties, which provide more significant examples of the historical or architectural associations connected to this property are demolished or otherwise lost their architectural integrity.

5S2: Not eligible for the national Register, but of local interest because it is likely to become eligible for separate listing or designation under a local ordinance that has not yet been written.

Z: Not Evaluated

National Register Significance Criteria:

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(b) Work of a Master

(c) High artistic values

Resource Name	Street Address	Architectural Style	Construction Date	Nat'l Reg Status/ Significance Criteria
				Local Designation
7. Home of Peace Cemetery	1299 El Camino Real	Jewish Cemetery	1889	5S2 None
	The oldest and largest Jewish Cemetery in the West, Founded by the Emanu-El Congregation in 1850. The original cemetery was located at Vallejo and Gough Streets in San Francisco. The Funerary architecture of this cemetery draws its inspiration from near eastern design.			
8. Hills of Eternity Mausoleum	1301 EL Camino Real	Moderne; Neo Byzantine	1934	5S2 None
	As one of the two examples of Neo-Byzantine in Colma, the reinforced concrete mausoleum exhibits a marked reference to the Moderne style in the horizontal and vertical grooves and use of chevron moldings. The mausoleum was designed by the architecture firm of Samuel Hyman and Abraham Appleton.			
9. Cypress Lawn Cemetery	1370 El Camino Real	Garden Cemetery/ Memorial Park	1892	3S None
	Among the last great rural cemeteries built in the 19 <sup>th</sup> Century, Cypress lawn includes 87 family mausoleums and many impressive monuments. <b>B.J.S Cahill's Roman Renaissance Community Mausoleum represents the largest collection of art glass in America.</b> This cemetery particularly, provides a visual chronicle of the American Cemetery Movement to the present. Additional monuments and structures contribute to the National Register eligible Cypress Lawn Cemetery Historic District.			

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Z: Not Evaluated

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				Local Designation
10. Italian Cemetery	540 F St.	Traditional Italian Cemetery	1899	3S None
	Established by the Italian Mutual Benefit Society in 1899, the Italian Cemetery reflects many architectural and funerary features endemic to Italy. Many of the architectural features are a product of ethnic Italian architects from San Francisco.			
11. Olivet Cemetery Office	1500 Hillside Blvd.	Mission Revival	1896-1904	3S; A, C(c) None
	The office best represents the contributions of the Abbey Land and Improvement Company to the City of Colma. The Mission Revival office <b>was designed by the Corporation's Vice President, SF Architect William H Crim</b> . The building has received a number of alterations and additions over time, however it retains its original character.			
12. Olivet Memorial Park/Cemetery	1601 Hillside Blvd.	Picturesque Cemetery	1896	4S8 None
	Olivet Memorial Park is significant as a model modern cemetery thanks to efforts made by its long-time superintendent, Mattrup Jensen. In years under his leadership Olivet received new concrete crypts and liners; modern crematories; and new standard columbarium and incendiary with <b>"Jensen" front doors</b> . A notable feature of the cemetery is the segregation of cemetery sections based on vocation or interests.			

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				Local Designation
13. Pet's Rest Office	1905 Hillside Blvd.	Vernacular	1908	5S2 None
	One of the few remaining examples of post-1906 earthquake residential buildings remaining in Colma. In 1907 the Colma area became a center for resettlement for San Franciscans affected by the earthquake. This building is representative of that era of buildings in its narrow pent roof, recessed entry with double angled bays. In 1947 the house was <b>purchased to establish the Pet's Rest Cemetery.</b>			
14. Old Colma Railroad Station	1506 Hillside Blvd.	Vernacular RR Depot	1860's	3S, A,C(c) None
	Estimated to be built in <b>the early 1860's</b> by the San Francisco and San Jose Railroad, the Old Colma Railroad Station is considered a relic of <b>Colma's gardening era.</b> For a time, this railroad stop served as the most important stopping place between the city of San Mateo and the City of San Francisco.			
15. Filipino Residence	7701 Mission Street	Spanish Eclectic	1934	5S2 None
	The single-family residence exists as the best remaining example of the Spanish Eclectic style in Colma, so popular before WWII. The residence was constructed in 1934 by Joseph Ragni, a Daly City Contractor who was also responsible for the remodeling of the Bocci and Sons business office at the same time.			

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				Local Designation
16. E Street Residences	464 -471 E Street	Row house	c.1924 – c.1935 <sup>1</sup>	5S2 None
	Spanish Eclectic and Arte Moderne in style, these row houses were moved from Alemany Boulevard in San Francisco prior to, or during the construction of Hwy 280. Typically 1 and 2 story residences dating from the 1920s to 1950s. Based on the gradual relocation of San Francisco Row houses to Colma they present an erroneous sense that they were part of the original growth of the City. They do play in important role in explaining the evolution of Colma. (Also see listing below for F Street Residences).			
17. Ottoboni Residence	417 F Street	Craftsman	1904	3S: A, B None
	In 1902 the Ottoboni Family, recently emigrated from Italy, established the first nursery in the area near El Camino Real and F Street, and by doing so initiated what would become a booming flower industry in the area. The Ottoboni home served as the original office for the Pioneer nursery.			
18. Pelton "Cheap" Building	437 F Street	Vernacular	1883 <sup>2</sup>	5S2 None
	<b>A relatively intact example of the "Cheap Dwellings" designed by San Francisco architect, John Pelton in the early 1880s. This house like many of those on E street was moved from Alemany Boulevard in SF. It is one of the few remaining examples of this style to survive.</b>			

<sup>1</sup> \*467,469 and 471 E St. were moved From Alemany Boulevard in San Francisco in the 1960s

<sup>2</sup> 437 F St was moved from Alemany Boulevard in 1964

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Resource Name	Street Address	Architectural Style	Construction Date	Nat'l Reg Status/ Significance Criteria
				Local Designation
19. F Street Residences	609, 611, 613, 621, and 615 F Street	Row House	c.1924 – c.1935	Unknown
				None
	Spanish Eclectic and Arte Moderne in style, these row houses were moved from Alemany Boulevard in San Francisco prior to/ during the construction of Hwy 280. Typically 1 and 2 story residences dating from the 1920s to 1950s. Based on the gradual relocation of San Francisco Row houses to Colma they present an erroneous sense that they were part of the original growth of the City. They do play in important role in explaining the evolution of Colma. Note: None of the Houses on F Street are included in the historic inventory, so register status is not known. Likely 5S2, similar to the E Street houses.			
20. Japanese Cemetery	1300 Hillside Blvd.	Cemetery	1902	7
				None
	A small cemetery, unique for its absence of trees and lawn crowded with monuments. It is the final resting place for hundreds of Japanese who <b>were relocated from San Francisco's Laurel Hill Cemetery in 1940.</b> A number of notable Japanese are buried here including the tomb of Makoto Hagiwara and family who built the Japanese Tea Garden in Golden Gate Park.			

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				Local Designation
21. Mattrup Jensen Residence	629 F Street	Vernacular w/ Neoclassical	1903/1941	3S; A, B None
	The home of Mattrup Jensen from 1903-1945. The home was designed and built by Mattrup Jensen who was considered the "Father of Modern Colma". Later he remodeled the house based on ante bellum residences he had seen while traveling in the American South. The residence is representative of Mattrup's many contributions to the Town of Colma.			
22. Bocci Monuments/ Commercial	7778 Mission St.	Vernacular	1904/1934	3S; A, B None
	Bocci & Sons served as one of the first monument shops established in Colma. First constructed in 1904, the building was remodeled in 1934 when local contractor Joseph Ragni built the new office façade. Leopoldo Bocce's descendants continue to operate the business and it is now among the oldest cemetery related business in continuous operation in Colma.			
23. Champion Auto Parts/ Commercial	1685-1687 Mission Rd.	Concrete	1958, 1967	3S None
	The former Champion Auto Parts is comprised of two commercial buildings constructed in the late 1950s and early 1960s. The earlier building is a concrete warehouse-style building with a built-up bow-truss roof, parapet walls, glazed aluminum-frame windows, and simple metal doors, and a single metal roll-up warehouse door. The later building is a small concrete structure with a metal canopy. The site is important because of its association with the development of the drag racing culture in Colma in the 1950s and 60s, and with local drag racing pioneer Jim McLennon, a local racing track owner and promoter.			

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