

Parks, Open Space and Conservation Element

6.1 Introduction

This Element of the General Plan addresses issues related to the use, preservation, management and sustainability of land-based resources in Millbrae, whether that land is dedicated to active recreation use, passive use, or the protection of natural resources and environmental quality. Because of the important differences in these uses and issues, the Element is presented in three sections:

Parks and Recreation, concerning land which has been improved to provide opportunities for outdoor recreation and physical exercise for Millbrae's residents, work force, and visitors. These properties are typically landscaped and may contain recreational equipment (such as play equipment or basketball courts) and/or recreational buildings or structures.

Open Space, concerning vacant land in the city which is primarily maintained in its natural condition. In some cases this land includes landscaped areas which are maintained but which are not actively used for recreational purposes.

Conservation, which concerns the preservation of natural resources such as water, air and energy. Conservation of natural resources is necessary to insure their availability to future generations. The conservation issues cover sustainability of the environment, including: Plant Habitats; wildlife habitats; rare and endangered species; soils; water resources; air quality; energy; and recycling.

Table 6-1: Summary of Key Parks, Open Space and Conservation Element Issues

The Parks, Open Space, and Conservation Element reflects current conditions, needs, and relevant State laws. The element focuses on providing specific direction as to how to implement stated goals and policies, and greater recognition of limited City funds for development and maintenance of recreational facilities and open space areas.

Provide Sufficient Parkland

The updated General Plan continues the City policy of providing a minimum of 2.0 acres of parkland per 1,000 population. Recommendations for improvements of parks and recreational facilities are considered long-term goals to be carried out as funds are available.

Maintain a Clean and Safe Environment

Policies are included to satisfy state laws and require adequate mitigation to maintain air and water quality, conserve energy, and minimize impacts of development in hazardous or environmentally sensitive habitat areas.

Provide Diverse Recreation Facilities and Programs

Policies to provide recreational opportunities for persons of all ages and abilities are included. Numerous capital projects have been deferred and demographic projections indicate growth in the school-age youth and senior populations. This will require substantial investments in senior and teen centers, athletic fields, gymnasiums and park renovation funding. This is critical to the sustainable community expectation for high quality services.

Beautify the City

A desire to cooperate with private parties in beautification of the City. To facilitate these partnerships, community awareness and free educational programs are offered through the Park and Recreation Department and directed through City Commissions and the City Council.

6.2 Parks, Open Space and Conservation Element Requirements

This Element of the Millbrae General Plan combines two of the seven elements required by State law (California Government Code, Section 65300 et. seq.): Open Space and Conservation. The Open Space Element establishes programs to maintain, expand and improve Millbrae's open space and recreation areas, while the Conservation Element institutes programs to conserve natural resources. Under State law, parks are encompassed within the mandate of the Open Space Element. However, because of the importance placed on Parks and Recreation by Millbrae residents, this aspect of the Open Space Element has been devoted a separate section in this Plan.

Following is a brief overview of the State requirements for the Open Space and Conservation elements.

Open Space Element Requirements

An Open Space Element has been required as part of local General Plans since 1970. In enacting this requirement, it was the intent of the State Legislature to assure that cities recognize that open space land is a limited and valuable resource and to assure that every city and county will prepare and carry out an open space plan.

Section 65560 and 65561 of the Government Code specifies the contents of an Open Space Element. State policy with regard to open space is described in Section 65561 as follows:

"(1) That the preservation of open-space land . . . is necessary not only for the maintenance of the economy of the state, but also for the assurance of the continued availability of land for the production of food and fiber, for the enjoyment of scenic beauty, for recreation, and for the use of natural resources.

(2) That discouraging premature and unnecessary conversion of open-space land to urban uses is a matter of public interest and will be of benefit to urban dwellers because it will discourage non-contiguous development patterns which unnecessarily increase the costs of community services to community residents.

(3) That the anticipated increase in the population of the state demands that cities, counties, and the state at the earliest possible date make definite plans for the preservation of valuable open-space land and take positive action to carry out such plans by the adoption and strict administration of laws, ordinances, rules and regulations as authorized by this chapter or by other appropriate methods.

(4) That in order to assure that the interests of all its people are met in the orderly growth and development of the state and the preservation and conservation of its resources, it is

necessary to provide for the development by the state, regional agencies, counties and cities, including charter cities, of statewide coordinated plans for the conservation and preservation of open-space lands.

(5) That for these reasons this article is necessary for the promotion of the general welfare and for the protection of the public interest in open-space land."

Conservation Element Requirements

A Conservation Element has been required as part of local general plans since 1970. The Conservation Element overlaps those categories of the Open Space Element that deal with "open space for the preservation of natural resources" and "open space for the managed production of resources". Conservation should prevent the wasteful destruction and neglect of Millbrae's natural resources, particularly scarce resources. This philosophy is consistent with the intent of the California Environment Quality Act (CEQA) and National Environmental Protection Act (NEPA).

6.3 Clarification of Terminology

In general, the difference between *parks* and *open space* is that parks generally have landscaping improvements such as grass and trees, and recreational equipment for play and/or sports fields. Open space lands are likely to be unimproved and vacant of structures of any kind.

The advantage of unimproved open space lands is the historical view such lands offer of the original condition of the area before any development occurred. The value of open space lands increases when the property is located adjacent to a scenic resource, such as a lake or stream, because these resources attract people to the site.

The difference between *open space* and *conservation areas* is that open space lands might be preserved for recreational or scenic purposes, while conservation areas might be preserved solely because of the presence of a specific resource within the area, not necessarily the land itself. In some cases open space lands can also be conservation areas but with a different emphasis. For example, open space land may be preserved for its waterfront scenic qualities while a conservation area may be so designated because of the presence of an endangered animal or plant species found near the waterfront, such as areas where the red-legged frog, an endangered species, is located on bayfront lands.

Table 6-2: Definitions of Terms

Following are definitions to help differentiate between the character and purpose of a park, open space area, and conservation area.

- (1) **Park:** An improved, primarily unobstructed area with landscaping and recreational equipment such as play apparatuses and/or basketball courts. In some cases this definition includes property with recreation buildings or structures. The purpose of parks is to provide opportunities for outdoor recreation and physical exercise near to residential and employment areas.
- (2) **Open Space:** An open area which is vacant of any structures and is primarily maintained in its natural condition. In some cases this definition includes pathways, landscaping, and other improvements which are maintained. The provision of open space is intended to offer residents and visitors opportunities for

quiet introspection in a location that provides visual relief from buildings, concrete, and noise associated with urban life.

- (3) Conservation: The preservation and maintenance of a resource for the enjoyment of future generations such as water, air and energy systems. The preservation of these resources is concerned with the quality and quantity of the resource. Conservation areas sustain a rare species and/or natural resource that cannot be restored or replaced. The purpose of conservation areas is to provide a protected location where the properties of a natural resource may be observed and enjoyed without risk of endangering the resource.
-

6.4 Parks and Recreation Background

Millbrae residents enjoy a variety of recreational opportunities provided by the parks and recreation facilities located in the City. These facilities play an important role in reinforcing Millbrae's residential character and enhancing the quality of life for Millbrae residents.

Millbrae's parks range from Mini-Parks (parks generally less than one acre in size) to Neighborhood Parks (generally one to five acres in size) to the City's Central Park, an eight-acre Community Park with a Community Center facility. Residents also enjoy the recreational opportunities provided by the 93-acre County-owned Junipero Serra Park, part of which is located within the City's limits, and by several significant privately owned recreational facilities in the City, including the 103-acre Green Hills Country Club golf course.

Park Standards

A "park standard" establishes a general measure of supply in relation to demand for parks and recreation facilities. The measure relates acres of land dedicated and improved for park and recreation purposes to the population, and is typically expressed in "acres per thousand residents."

There is no agreed upon national or state-wide standard for parks. The National Recreational and Parks Association recommends a standard of ten acres per 1000 persons, with one-quarter of a mile maximum service distance for neighborhood playgrounds. However, the National Recreation Association's general standard is five acres per 1000, and many cities in California have standards ranging from one to five acres per 1000 persons.

Each city must establish its own park acreage standards in relation to what is realistically available and what is necessary to satisfy the needs, desires, and general health and welfare of its residents. In Millbrae, there are 12 parks totalling approximately 44 acres. With a population of 21,447 people (as of January, 1997), that translates into approximately 2.0 acres of park land per 1000 residents. When additional resources such as Junipero Serra County Park (15 acres located in Millbrae) and local school grounds (65 acres) are included in the measure, Millbrae's park standard stands at 5.5 acres per thousand. Add in recreation potential of the 40 acre Spur Property, and it is possible that Millbrae may be able to provide 8.1 acres of parks and recreation facilities per 1000 residents. Obtaining this standard in reality, however, requires that outdoor recreation facilities at schools be made available to the public during non-school

hours, and that the City undertake improvements to the Spur Property both in terms of access and on-site amenities.

To ensure that significant new residential developments provide adequate park and recreation opportunities for their residents, Millbrae's Municipal Code requires the dedication of land at the rate of 2 acres per fifty lots. Where less than fifty lots are involved, the developer can opt instead to pay in-lieu fees based upon the assessed value at a ratio of 4.5 acres per 1,000 population. These measures are permitted under State law (Public Resources Code Section 66477).

Existing Parks and Recreation Facilities

Following is a brief overview of the Millbrae's park and recreation facilities.

City Parks: There are 12 parks in Millbrae, nine of which are located on City land. The three parks which are not on City-owned land are Bayside Manor Park, Marino Vista Park and Bayfront Park (all three are on land leased from the Airport for \$1/year). Combined, these parks provide 44 acres of developed park space and 40 acres of undeveloped land for Millbrae residents (see Table 6.3). Additionally, there is landscaped park space on the Civic Center grounds (Constitution Square).

All of Millbrae's parks are either fully improved or are budgeted for full improvement.

Central Park and the Millbrae Community Center: The largest of the City parks, at 8.1 acres, is the Central Park located just west of the Civic Center. It serves both the surrounding neighborhood and the community as a whole since it is the site of the Millbrae Community Center. The Community Center, constructed in 1969, is a complete 2,500 sq. ft. multipurpose facility including auditorium, meeting rooms, senior wing, and provisions for food service.

The Spur Property: The 52 acre Spur site is a unique recreational resource which Millbrae is fortunate to possess. It is intended that the property be used by the entire community for passive outdoor recreation. Although, at present, only portions of the Spur are improved with a pedestrian and bicycling trail. It should also be noted that mapped and inferred traces of the Serra Fault are found along the Spur.

Junipero Serra County Park: Approximately 15 acres of the 93-acre San Mateo County Junipero Serra Park are located in the northwest corner of Millbrae. This is a natural area, characterized by steep terrain, which is suited for hiking and wildlife observation. Access to the park is in San Bruno.

School Playgrounds and Playfields: As in most cities, Millbrae's school grounds are important recreational resources. The City of Millbrae has Joint Powers Agreements (JPA) with both the Millbrae Elementary School District and the San Mateo Union High School District. The two high schools (including Mills High School and Capuchino High School, which is in the San Bruno city limits but surrounded by

Millbrae), one intermediate school, and eight elementary schools within the City provide 65.5 acres of playgrounds and playfields.

These school facilities are very popular, especially with young people, for active outdoor recreation such as team sports. The two high schools and one intermediate school serve both their neighborhoods and the community at large, while the elementary schools are primarily neighborhood resources.

Additionally, the local school districts have been very cooperative in allowing their facilities to be used by the Millbrae Parks and Recreation Department. Mills High School, especially, has proved an invaluable supplement to the facilities of the Community Center.

Private Recreation Facilities: In addition to the public areas and facilities listed above, Millbrae is home to several prominent privately owned recreation facilities which serve many Millbrae residents. These facilities include:

- *Green Hills Country Club*, featuring an 18 hole golf course extending over 103 acres of land and representing the largest reservoir of privately owned open space in Millbrae. The facility is considered financially successful and is expected to remain at its present size and location indefinitely.
- *Millbrae Meadows Swimming Club*, located at the northerly end of Helen Drive, is a 3.6 acre private facility with a pool constructed and operated by the membership.
- *Millbrae Tennis Club*, at Monterey Avenue and Santa Paula Avenue on the easterly side of the railroad tracks, is a private club maintaining several tennis courts on land leased from PG&E.

Evaluation of Existing Facilities

Based on current population projections and the development policies contained in this General Plan, the present amount of park land will be adequate to maintain the City's current ratio of park acres per capita. In fact, with the addition of the Spur property as a usable park and recreation facility, Millbrae residents will enjoy a higher park standard than currently exists.

However, while park acquisition is not a pressing issue, all parks are currently in need of some improvements to comply with federal mandates as well as replacement of antiquated play equipment with state of the art modular play structures. Increased maintenance and community expectations are the most pressing issues at the forefront of these needs.

The challenge in the coming 20-year planning period will be to find more effective and innovative ways to fund improvements to existing parks and to meet ongoing maintenance expenses. The economic trends of the last decade have necessitated all available resources be allocated to essential services. The deferring of adequate maintenance staffing levels and capital projects have created an unmet need of \$8.0 million. Also, the City will need to continue considering and addressing the park and recreation needs of specific neighborhoods, ages, and interest groups.

6.5 Open Space Background

Millbrae has a variety of open space resources serving a wide range of recreational and conservation purposes. These resources include land held by the City, County, and other public agencies, as well as privately held land that is undevelopable due to site characteristics, particularly in the western third of the City where sharply rising hills require that large areas be left undeveloped and heavily vegetated.

Inventory of Open Space Resources

Following is an overview and brief assessment of the significant open space resources located in the City. Acreage quotations are approximate.

The Spur Property: The most significant city-owned space in Millbrae, in terms of physical area, location, and public use potential, is the Spur property. Beginning at Millbrae Avenue and Magnolia Avenue, and winding almost the entire length of the City, the Spur varies in width from 100 to 400 feet and occupies approximately 52 acres. The Spur property has remained in its natural state along most of its length, being restricted to convenient access by the general public, yet offering unique opportunities for passive recreational uses once access is gained. The City has programmed development of the Spur based on recommendations of the Spur Study Committee and Park and Recreation Commission. Portions of the Spur property which are currently developed include Rotary Park, Josephine Waugh Park and a multi-purpose trail and deteriorated par course along Millbrae Avenue.

San Francisco Water Department Lands: Within Millbrae City limits, the City and County of San Francisco owns three sizeable parcels of land which are presently utilized by the San Francisco Water Department, all of which are only marginally developed. The Water Department parcel on El Camino Real occupies 15.4 acres, and borders the Southern Pacific Railroad right-of-way to the east. The land is presently being used as the Peninsula Division Headquarters.

Centrally located on the west side of the City, the Water Department owns a parcel 16.6 acres in size. The terrain of this property is quite steep and very heavily vegetated. Earth slides have rendered only a part of this property developable. This site offers potential for a City water storage facility for either just Millbrae or as part of a regional water improvement project.

Another significant Water Department parcel containing the filtration plant lies just outside the northwest boundary of the City bordering I-280 with access from Helen Drive in Millbrae. Part of this 56-acre property is also quite steep. The land remains in its natural state, heavily vegetated with live oak trees. The site contains 11 million gallons of water storage in two tanks.

County Lands: Adjacent to the Water Department's filtration plant property lies San Mateo County's Junipero Serra Park, approximately 15 acres of which are in Millbrae. The steep slopes in this park exhibit many slide areas which remain susceptible to further soil erosion. As permanent open space, however, these potential hazards are not significant.

San Francisco International Airport Lands: The San Francisco Airport owns approximately 90 acres of undeveloped land along the west side of the Bayshore Freeway, between Millbrae Avenue and the northern City boundary. Within this area land for two neighborhood parks (Marino Vista and Bayside Manor Park) has been leased by the City and developed.

The Airport also owns the only waterfront land within the City of Millbrae. This 8.5-acre property is located adjacent to the Old Bayshore Highway and was created with fill material, which would have to be considered in connection with development of any structures. Residents of Millbrae and surrounding communities have traditionally used this land for airplane watching and other passive recreational pursuits. About 2.8 acres are improved as a park (Bayfront Park) and a portion of the regional Bay Trail.

Bay Trail: The Bay Trail is a 400-mile trail which will eventually ring the Bay. The Bay Trail preferred alignment has been proposed by the ABAG Technical Advisory Committee. An appropriate alignment will need to be determined between South San Francisco and Millbrae due to San Francisco International Airport restrictions.

Residential Interior Lots and Deep Backyards: Steep topography and unstable soils in some of the hill areas of Millbrae have resulted in only partial utilization of many very large residential lots. Homes have been constructed along streets, leaving deep rear lots and backyards largely or entirely unimproved, often extending down into creek beds. On a block scale, this has produced open interior areas which provide significant areas of open space and vegetation in these residential neighborhoods.

6.6 Conservation Background

This section of the Parks, Open Space and Conservation Element concerns the preservation of natural resources such as clean air and water, energy, and plant and wildlife habitats. Conservation of these resources is necessary to protect our health and well-being, and to ensure their availability to future generations. The conservation issues addressed within the Element include plant and wildlife habitats, rare and endangered species, soils, water resources, air quality, energy and recycling.

Plant Habitats

The two primary natural plant communities in Millbrae are the Chaparral and the Broadleaf/Riparian Woodland. These plant communities represent remainders of the original Millbrae natural environment and are of unique educational value in understanding the City's natural history as well as its present natural systems and inter-relationships.

Chaparral areas are characterized by heavily branched shrubs such as Scrub Oak and Chamise, and low-branched shrubs such as Coyotebush and Poison Oak. Chaparral areas are located on the dry south- and east-facing slopes of the western hills.

Broadleaf/Riparian Woodland environments are forested areas containing California Buckeye, Laurel and other deciduous plants. They are found primarily in canyons and along water courses (riparian vegetation). In general, wildlife nesting and feeding sites are located in the riparian woodlands.

Other plant communities that are found less extensively in the City but which play potentially important roles as wildlife habitat areas are the open grasslands, marshy areas, and scrubby vegetation on the Airport lands in the City's eastern section. These areas provide food (red-legged frogs) and shelter for the San Francisco Garter Snake, an endangered species. Grasslands also have value as potential mitigation corridors.

Lastly, the City's parks and open space areas contain a variety of indigenous and introduced California natives, including: Wild Lilac, Coast Live Oak, Toyon, Buckeye, Jenesta, Elder, Wild Cherry, Eucalyptus, Coast Redwood, Monterey Pine, and Arizona Cypress. Eucalyptus and Pine trees are also found on other City-owned parcels and along the railroad tracks that run through the City, providing a visual buffer for adjacent residences. Private and public landscaping along City streets also include a wide range of domesticated and native plant species, and contribute significantly to the City's scenic quality.

Wildlife Habitats

The plant communities found in Millbrae's parks and open spaces also provide valuable habitats for a diverse population of wildlife. Following is a brief overview of some of the species found in these habitat areas.

Mammals: The Black-Tailed Jack Rabbit, Deer Mouse, California Meadow Mouse, Coyote, and Raccoon can occasionally be found in the City's upper canyon areas and in Junipero Serra Regional Park, which is adjacent to Millbrae. The Grey Fox, Red Fox, Valley Pocket Gopher, Brushrabbit, Coast Deer, Bobcat, and Virginia Opossum can also be seen at times. The natural vegetation, seasonal availability of water, and isolation of these areas make them attractive to wildlife.

Birds: Certain avians have found nesting places within the City's parks and general open spaces. Species common to Chaparral areas in the City include California Quail, Chestnut-backed Chickadee, California Thrasher, and Rufous-sided Towhee. In grassland areas, the Brewer's Blackbird and Mourning Dove are sometimes found. Other birds found in Millbrae include Allen's Hummingbird, Robin, Bluejay, Mockingbird, Purple Finch, Herons, Egrets, Acorn Woodpeckers, Ravens, Red-Tailed Hawks, and owls.

Reptiles and Amphibians: A few reptiles and amphibians find habitat in Millbrae. These include the Pacific Gopher Snakes, Arboreal Salamander, and Western Toad. The San Francisco Garter Snake and Red-Legged Frog, both endangered species, live on portions of the airport lands.

Rare and Endangered Species

The San Francisco Garter Snake (*Thamnophis sirtalis tetrataenia*) is an endangered species known to live in and near Millbrae, generally west of Junipero Serra Freeway (particularly within the Crystal Springs Reservoir watershed), and on marshy vacant lands east of Highway 101, known as the "Airport lands." Here the snake feeds on the Red-Legged Frog, also an endangered species.

The San Francisco Garter Snake is federally listed as an endangered species, and is considered one of the most beautiful snakes in North America. It has a wide strip of greenish-yellow edged with black along its back bordered on each side by a broad red and black stripe. The belly is greenish-blue in color and the top of the head is red. Adults grow to a length of 18 to 51 inches.

Historically, the San Francisco Garter Snake was found on the San Francisco Peninsula from approximately the San Francisco County line south along the base of the Santa Cruz Mountains to at least Crystal Springs Reservoir and along the coast south to Ano Nuevo Point. However, many of the snakes' habitat areas have been destroyed by urbanization.

The snakes' present distribution is in isolated pockets within the historical range. The Airport lands west of Bayshore Freeway represent the northeastern most known occurrence of the snake on the Peninsula. It is one of only five known locations of the snake (others have not been confirmed) and thus is a very significant location in terms of the continued existence of the subspecies.□

A three year study, funded by CalTrans and the Federal Highway Administration, was undertaken to obtain more information on the snakes' biology and ecology, and to discuss the potential for future development of the property. The study was required as mitigation for completion of Interstate 380 between San Bruno Avenue and the San Francisco International Airport and BART Extension to Millbrae.

Soils

Erosion is generally not a serious problem in Millbrae, although in periods of heavy rains some erosion and sliding has occurred on several vacant parcels in the City. Of particular concern for soil erosion are steeper hillside lands where cuts, grading, or landslides have occurred.

Soil that washes down from the hills eventually is deposited in the Bay. The Regional Water Quality Control Board has an interest in the effect of soil erosion on San Francisco Bay water. The Water Quality Control Plan (Basin Plan) for the San Francisco Bay Region encourages local governments to regulate erosion and sedimentation. If local governments do not adopt adequate controls, the Regional board can enforce erosion control by issuing localized waste discharge requirements.

Water Resources

The water supply system must provide sufficient capacity to meet domestic, commercial, and industrial user demands as well as satisfy fire protection requirements. These components of demand are functions of land use, population density and per

capita water consumption. Residential water use varies with climate, lot size, system pressure, metering practices, water rates, and the standard of living in the community, as well as other factors.

The City of Millbrae contracts the right to purchase water from the San Francisco Public Utilities Commission. The City, along with 29 other Bay area agencies, receives water from Hetch Hetchy in the Sierra Nevada Mountains and the San Andreas/Crystal Springs reservoirs in San Mateo County. Only a little more than half of Millbrae's water is treated locally at the Harry Tracy Treatment Plant at the northwestern edge of Millbrae prior to distribution to domestic and business users. The rest comes from Hetch Hetchy.

The City's Public Works Department has an ongoing Water Conservation Program codified in the Municipal Code and Urban Water Management Plan. Should drought conditions return to the region, the City would be prepared to formulate and enforce strict water conservation measures and water reclamation. Recycled water is used for water US 101 from Millbrae Avenue to San Francisco International Airport.

The water storage and distribution systems within the City are discussed in the Land Use Element within the section focused on public services and facilities. The City is currently undertaking a study to determine utility improvements for water distribution, sanitary sewer collection, wastewater treatment and disposal, use of recycled water, and storm water collection.

Air Quality

Air quality is a regional issue that affects the health of Millbrae residents. Addressing air quality issues requires that all jurisdictions in the region play a responsible role in addressing them. Following is a brief discussion of air quality issues as they pertain to Millbrae and regional efforts to reduce air pollution.

Pollutants and Pollution Levels. The San Francisco Bay Area is one of the state-designated critical air pollution basins. While over 75 percent of the region's population lives in areas which meet National air quality standards, and while air quality has steadily improved in the last two decades, there are some portions of the region which have continued to exceed acceptable levels for ozone and suspended particulates during the past several years.

The region's most serious pollution problems are attributable to the hydrocarbons, nitrogen oxides and carbon monoxide from automobile emissions. These emission pollutants are compounded by the region's topography and climatic factors such as wind patterns and seasonal temperature inversions. Temperature inversions are the result of warm dry air riding over cool marine air at varying heights, creating a layering effect that limits the volume of air into which pollutants can be dispersed. The inversion coupled with low wind speeds reduces the "ventilation" or total volume of air available to dilute and disperse pollution. The poor ventilation resulting from inversions during the warm, sunny months fosters the development of photochemical oxidant, of which ozone is the major component. That is why the

period from April to October is usually the “ozone season” in the Bay Area, when air pollution is most apparent.

The Bay Area Pollution Control District which monitors air quality in communities throughout the Bay Area does not operate an air monitoring station in Millbrae, so specific information on air quality in Millbrae is not available. However, information on observed levels of pollutants and the number of days ambient air quality standards were exceeded is available for the monitoring station at Redwood City. In the 1985-89 period, the national standard for ozone of 0.12 parts per million (PPM) was exceeded one time. The State standard of 0.09 PPM was exceeded eleven times during that period.

Regulation of Air Quality. Millbrae is part of the San Francisco Bay Area Air Quality Management District (BAAQMD) which regulates air pollution emissions throughout the Bay Area according to regional air quality standards. Air quality standards are set by the Federal Government (Air Quality Act of 1967) and implemented through the Environmental Protection Agency and the California Air Resources Board.

Pursuant to the Clean Air Act of 1988, the BAAQMD in cooperation with the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) developed the 1991 Clean Air Plan (Air Quality Management Plan--AQMP) for the Bay Area. This plan includes long term control strategies for attaining and maintaining air quality standards. The Plan includes additional pollution controls on industry and reflects tighter emission standards on vehicles. Primary emphasis is on reducing the use of motor vehicles through Transportation System Management (TSM) and Transportation Demand Management (TDM) measures. TSM and TDM are discussed in the Circulation Element of the Millbrae General Plan.

In order for Millbrae’s General Plan to be consistent with the AQMP, the City’s population and employment projections must fall within those anticipated in the AQMP. The City must also assure that the cumulative air quality impacts of land use patterns, potential development, and circulation policies for Millbrae are adequately mitigated. Lastly, the General Plan must require individual project analysis and impact mitigation consistent with CEQA requirements.

The General Plan responds to these concerns in several ways:

- *Making minimal changes to the City’s existing land use pattern and densities.*
Approximately 90 percent of the land in Millbrae is developed with urban uses. Growth in population and households is expected to be fairly moderate as the City approaches build-out due to the limited availability of vacant land in the City. Development in the Millbrae Station Area Specific Plan area is expected to result in the most significant change. From a regional sense, development of a higher intensity, transit-oriented mixed use area reinforces a city-centered concept of urban development that directs in-fill growth to areas where

infrastructure capacity may be available or uncommitted. Without further information on the potential types and intensities of uses, it is not possible to evaluate potential air quality impact, however, transit-oriented development is highly desirable from a regional standpoint.

- *Encouraging alternative transportation modes.* The Plan supports and encourages frequent accessible transit service and the application of Transportation Demand Management (TDM) to promote the use, maintenance and expansion of alternative transportation modes such as transit, vanpools, carpools, and bicycles. A major focus of this effort is the City's participation in and support for the San Mateo County Transportation System Management Plan. Also, the new Millbrae BART Station is seen as a significant new development towards encouraging transit use by city residents and employees.
- *Encouraging mixed use development.* The Plan encourage mixed uses, such as residential, commercial and office, within a single project to reduce vehicle trips.
- *Ensuring compatible land uses.* The Plan favors land use patterns that will reduce vehicle miles traveled by locating residential uses near services, transit, and shopping where compatible. The Plan also tries to minimize the impact of localized air pollutants on sensitive land uses such as hospitals, senior citizen housing, and parks through careful siting and use of buffer areas.

Reviewing and mitigating project-specific impacts. The City reviews proposed projects to determine any projected impacts on air quality and require appropriate mitigation measures as necessary. Such measures may include preferential car pool parking, providing bicycle storage, bus stop shelters and/or reduced emissions from stationary sources.

Coordination with other agencies. The City seeks to comply with and enforce provisions of the 1991 Bay Area Clean Air Plan and coordinate with the Bay Area Air Quality Management District regarding emissions from existing and future developments.

6.7 Energy Conservation

The Pacific, Gas and Electric Company (PG&E), transports energy to Millbrae. Energy supply is offered by the ABAG Power Pool is generated in the Southwest, California and Canada.

Since the 1970's the United States and many other countries have been facing an energy crisis. The cause of this crisis is two-fold: 1) the United States consumes more energy than it produces, and 2) energy sources that were formerly feasible have been found to create harmful environmental effects, such as coal and fuel oil with a high sulfur content.

Energy conservation (reducing consumption) and the use of alternative energy systems (producing energy in cleaner, more sustainable ways) are important aims for all Millbrae residents to ensure that energy is available to meet future needs.

Following is a brief overview of some of the conservation techniques and alternative energy efforts that can be undertaken to improve energy conservation in Millbrae.

Title 24 of the Uniform Building Code. State law requires that all new building construction and additions meet energy efficiency standards as set forth in Title 24 of the Uniform Building Code. Title 24 establishes standards to ensure adequate light and ventilation in buildings, and requires new buildings and additions to be designed for energy conservation and efficiency.

Insulation and Weather-Proofing. Property owners should retrofit their buildings with weatherstripping and caulking around doors and windows to reduce heat loss. Insulation of attics, exterior walls and water heaters will also contribute to reduction of heat loss.

Solar Energy. Many buildings in Millbrae are situated or can be situated to take advantage of solar heating opportunities. Installation of solar panels on these buildings can help utilize solar energy for heating and cooling. Property owners should be encouraged to install solar panels for heating and cooling interior spaces with solar energy, and for heating swimming pools and spas.

Solar Access. According to State law, each parcel in a subdivision has the right to receive sunlight across adjacent parcels for any solar energy system (Section 66475.3 of State Government Code), and new residential subdivisions must provide to the extent feasible for passive and natural heating and cooling opportunities (Section 66473.1). Similarly, the Solar Shade Control Act prohibits the placement of vegetation in locations that would shade a solar collector on another's property. View preservation is also a concern.

6.8 Millbrae's Urban Forest

The City of Millbrae, with its 55 linear miles of streets has a tree density of 68 trees per mile, which is slightly more than one-half the national average. Of the street tree species found, 35% are Sycamore or London Plane trees. Ideally, no one species should represent more than 5% of the tree population. The practice of pollarding (topping) has resulted in a large number of poorly structured trees. Although, this pruning method has been curtailed, view pruning is allowed in hillside locations.

On summer days, downtown areas of most cities are 3 to 10 degrees warmer than the surrounding region. By shading urban concrete and asphalt, which absorb the sun's rays, trees help lower a city's temperature. In addition, tree shade lowers air conditioning cost 10-15%.

According to Forest Service analysis, trees can add 7-20% to the value of a property. Trees strengthen neighborhoods values in Millbrae by giving streets identity and a sense of place. Trees also protect building exteriors from deterioration due to sun exposure. Trees also absorb sound and soften noise, serving as baffles against the noise of busy

boulevards and freeways. They can mask urban noise by generating pleasing sounds, like rustling leaves and birdsong.

As of the 1998-2000 budget, the City will take over responsibility for street tree care and pruning from private property owners. In addition, the Park and Recreation Department has prepared a "Recommended List of Trees" differentiating small stature, medium stature and large stature trees. The Park and Recreation Department has also prepared Policy Guidelines for City Park and Open Space Trees/Views.

6.9 Recycling

The City operates a Source Reduction and Recycling (SRR) program, designed to meet state law requiring a 50% reduction of waste to landfills by the year 2000. The program approach is to reduce the amount of waste delivered to the landfill through outreach and education to the community to inform them of the many opportunities to reduce, reuse, recycle and buy recycled products. The City SRR program includes backyard and worm composting, organic gardening, art reuse and waste prevention workshops, school assistance, outreach and education activities technical assistance for businesses, participation in the Bay Area Regional Shop Smart Program and Household hazardous waste collection events. New programs being planned include curbside collection of yardwaste and expanded mixed waste processing.

6.10 Recreation Programs

The Park and Recreation Department must balance the citizenry expectations for both traditional and innovative programming while maximizing direct cost recovery. Recreation programs cover special interest classes, feature special events, year-round tiny tot/pre-school, after school sports and enrichment programs, adult sports, senior nutrition, senior leisure activities, summer aquatics, summer youth camps, youth "at risk" programs, building rentals and other co-sponsored events.

Over the past five years, overall enrollment has substantially increased in youth sports and summer programs, however, the lack of sufficient capital has stalled innovative/continuous improvement projects requiring funding (i.e. field/court expansion and conversion, facility upgrades and other capital needs). In order to respond to the demand and meet the ever changing needs, the Department continues to look for viable public and private partnerships which are mutually beneficial.

6.11 Parks, Open Space and Conservation Goals

The goals set forth below provide a framework for the subsequent articulation of the City's policies and implementing programs that will guide future city actions regarding the management of parks, open spaces, and natural resources. The goals are presented in three sections: parks and recreation goals; open space goals; and conservation goals.

Parks and Recreation Goals

PC1 *Provide Sufficient, Diverse, and Accessible Recreational Opportunities*
Provide sufficient, diverse, and accessible recreational opportunities for all Millbrae residents – including children, youth, seniors, and others with special needs – in parks, recreation facilities, school yards and open space balanced with the protection of important habitat areas throughout the City.

PC2 *Maintain Existing Recreation Facilities*
Maintain current park amenities and infrastructure in a safe, attractive and functional recreation environment.

PC3 *Improve the Spur Property as a Recreational Resource*
Provide improvements to the Spur Property to enhance its function as a community-wide open space and recreational amenity.

Open Space Goals

PC4 *Protect Open Space Resources*
Preserve the undeveloped open space areas in the City to maintain visual buffers between developed areas, preserve natural and man-made resources, minimize health and safety hazards, and provide recreational opportunities.

PC5 *Provide for Public Access and Use of Open Space as Appropriate*
To enhance the recreational value of open space areas, provide for public access to and use of open space areas where such access and use will not harm the area's natural features or habitat.

Conservation Goals

PC6 *Protect and Conserve Natural Resources*
Preserve natural resources which provide important habitat, ecological or archeological value, and maintain clean air and water quality.

6.12 Parks, Open Space and Conservation Policies

Goal PC1 -- Provide Sufficient, Diverse, and Accessible Recreational Opportunities

PC1.1 **Recreation Needs.** Respond to the diverse recreation needs of Millbrae residents and meet the long-term projected recreation needs and preferences of individuals and groups within the community, including those with special needs.

- PC1.2 **New Recreation Facilities.** Pursue opportunities through public and private means for developing new recreational facilities and/or expanding and enhancing existing recreation facilities in those parks where existing facilities are deficient.
- PC1.3 **New Residential Development.** Require that all new multi-family residential projects provide a significant amount of on-site open space/recreation facilities for residents *or* provide a combination of park in-lieu fees and on-site recreational facilities.
- PC1.4 **Joint Use of School Property.** Maintain the levels of recreational service in Millbrae by continuing to coordinate with the local school districts in the joint use and maintenance of school recreation facilities.
- PC1.5 **Bicycle Routes and Facilities.** Develop an action program for bicycle route improvements including signing, striping, paving and provision of bicycle facilities.

Goal PC2 -- Maintain Existing Recreation Facilities

- PC2.1 **Park Facilities Maintenance and Inspection.** Continue regular inspection and maintenance of park facilities to prolong the life of equipment, ensure facility safety and accessibility, and enhance the enjoyment of park users.
- PC2.2 **Project Review.** When reviewing new park facility proposals, assure that long term maintenance needs are considered, including need for future staff and equipment.
- PC2.3 **In-Lieu Recreation and Condominium Park Fees.** Exact in-lieu fees according to California Government Code 66477 and the Municipal Code to fund park and recreation facility improvements, and use the interest earned on fees to fund facility maintenance.
- PC2.4 **Community Maintenance Efforts.** Continue to encourage community organizations and private citizens to help the City maintain public parks and open spaces.

Goal PC3 -- Improve the Spur Property as a Recreational Resource

- PC3.1 **Spur Property Improvements.** Enhance the function of the Spur property as a recreational amenity for City residents, with additional landscaping, hiking trails, benches and related amenities.

Goal PC4 -- Protect Open Space Resources

- PC4.1 **Open Space Protection and Preservation.** Protect and preserve open space lands in the City, and maintain them as necessary to protect the public health, safety and welfare. Protected open space areas should include:
- (1) Portions of property which have significant value to the public as scenic resources or which serve public recreation purposes.
 - (2) Portions of property which are identified through the EIR process as environmentally sensitive habitat areas or archaeological sites, with development setbacks and other mitigation measures as recommended in the EIR to ensure protection of such resources.
 - (3) Portions of property subject to geologic or seismic hazards, erosion, flooding, liquefaction, or other hazards, unless such hazards can be adequately mitigated to assure the protection of public health and safety for the life of the project.

PC4.2 **Development Review Process.** Maximize open space preservation opportunities in the private development review process and other approaches that minimize on-going City costs and liability exposure and still achieve City open space goals.

PC4.3 **Open Space Preservation.** The following means will be considered for preserving open space resources, in order of priority: (1) private development review process; (2) public-private partnerships; and lastly, (3) public funds. Possible means are described below.

Private Resources

- (1) Require permanent dedication of open space areas with high habitat, visual, recreational, or archaeological value as a condition of development. These lands should be owned and maintained by private parties unless they are appropriate for use as trails or other public-access uses.
- (2) Use visual or public-access easements and building setbacks to protect open space resources while allowing development on private parcels.
- (3) Use impact fees from development of land with lower open-space values to acquire easements or ownership on land with higher open-space values.
- (4) Encourage clustering of units to protect areas with high open space values.
- (5) Encourage grants and donations of undeveloped property with high open-space values from private individuals or organizations.
- (6) Encourage private, non profit and other public agencies to acquire and maintain undeveloped land for open space preservation. These methods are preferred over the use of city funds for acquisition.

Public-Private Partnerships

- (1) When parcels on planned trail or pathway corridors are developed, require the developer to construct the portion of the trail crossing the parcel as one of the conditions of development.
- (2) Work with organizations such as the Urban Creeks Council, Trust for Public Lands, Nature Conservancy, Coastal Conservancy, and other cities to perform creek restoration and other tasks related to open space.

Public (City) Funds

- (1) Prioritize parcels with high habitat, visual, archaeological or recreational values for purchase by the City if funds become available.

PC4.4 **Improvements in Open Space.** Design any improvements in open space areas to minimize adverse impacts to habitats (including provision of a buffer to minimize human disturbances), views, and other open space resources.

PC4.5 **Trees and Landscaping.** Protect existing trees and encourage drought-tolerant landscaping, including new tree plantings, in private and public areas, including street medians. Utilize the design review process to review landscaping plans and enforce tree and landscape goals, consistent with the preservation of views.

Goal PC5 -- Provide Public Access and Use of Open Space as Appropriate

PC5.1 **Open Space Access.** Pursue public access to open space lands through the Tentative Map process to require dedications, easements and other mechanisms in the Conditions of Approval for a project.

PC5.2 **Access Design and Protection of Natural Resources.** For open space areas in public ownership, clearly delineate areas which are appropriate for public use and access, and differentiate them from those areas to be protected from human disturbance. In areas where public access is appropriate, provide access points and accessible design features (e.g., trails and related facilities).

PC5.3 **Special Need Groups.** Ensure that public access points and recreational design features provide equal opportunity for people with special needs to access and enjoy public open space areas.

PC5.4 **Development Review.** Review all new development or improvement proposals through the City's development and design review processes for: (1) impacts on access to sunlight; (2) provision of landscaped setbacks; (3) provision of street furniture in public open spaces; and (4) impacts on views.

PC5.5 **Critical Public Views and Ridgelines.** Require assessment of critical public views and ridgelines as part of the project review process to assure that projects protect natural resources through proper site planning, building design, and landscaping.

Goal PC6 -- Protect and Conserve Natural Resources

PC6.1 **Habitat Protection.** Preserve important plant and wildlife habitats, including chaparral, broadleaf/riparian woodlands, open grasslands, marshy areas, creeks, and sensitive nesting sites. Loss of these habitats should be fully offset through creation of habitat of equal value, with the compensation rate for habitat recreation determined by a qualified biologist.

PC6.2 **Rare and Endangered Species.** Limit development in areas which support the San Francisco garter snake, red-legged frog, and other rare or endangered species. If development of these areas must occur, any loss of habitat should be fully compensated on-site. If off-site mitigation is necessary, it should occur within the Millbrae planning area whenever possible, and must be accompanied by plans and a monitoring program prepared by a qualified biologist.

PC6.3 **Development Patterns.** Encourage development patterns which minimize impacts on the City's environmental resources and integrate development with open space areas. Cluster development and other creative site planning techniques should be encouraged to preserve open space, habitat, and other environmental or recreational resources.

PC6.4 **Development Setbacks.** Lands adjacent to sensitive habitat areas should be protected as public or private permanent open space through dedication or easements. New developments adjacent to such areas should provide adequate building setbacks to buffer against potential impacts, with adequate access easements provided to allow for necessary open space maintenance.

PC6.5 **Air Quality.** Strive to achieve federal and state air quality standards by managing locally generated pollutants, coordinating with other jurisdictions, and implementing measures to reduce automobile trips in Millbrae and the region. Require that local project Environmental Impact Reports meet the air quality analysis criteria set forth by the Bay Area Air Quality Management District.

PC6.6 **Air Pollution Sensitive Land Uses.** To the extent feasible, separate air pollution sensitive land uses from sources of air pollution.

- PC6.7 **Agency Coordination in Air Quality Improvements.** Coordinate review of large projects with local, regional and state agencies to improve air quality.
- PC6.8 **Water Quality Strategies.** Implement habitat protection programs and evaluate proposed projects for potential water quality impacts which may require sediment basins as part of grading activities, grease/oil traps where concentrations of such pollutants are anticipated, or other measures.
- PC6.9 **Water Quality.** Maintain, at a minimum, the water quality levels established by the Environmental Protection Agency (EPA) and achieve the highest possible level of water quality reasonable for an urban environment.
- PC6.10 **Wastewater Effluent.** Ensure that treated wastewater meets the standards established by the State Regional Water Quality Board.
- PC6.11 **Water Conservation.** Conserve water resources in existing and new development, and work with the San Francisco Bay Area Water Users Association and the water agencies of the San Mateo County to develop a regional approach to water conservation.
- PC6.12 **Water Saving Landscaping and Irrigation.** Promote the use of low-water-use landscaping and irrigation devices in parks and require such devices of new projects during review of new projects and modifications to existing developments.
- PC6.13 **Property Owner Water Saving Techniques.** Encourage all property owners to implement the following conservation techniques: utilize drought tolerant plant materials; limit turf areas to 25 percent of landscaping; limit hours of the day for watering; retrofit with water-conserving fixtures; retrofit existing bathrooms and install new bathrooms with ultra low-flow toilets and water-conserving shower heads.
- PC6.14 **Soil Stabilization.** Prevent soil erosion by retaining and replanting vegetation, and by siting development to minimize grading and land form alteration. In hillside areas, require preparation of a drainage and erosion control plan when projects include land alteration or vegetation removal.
- PC6.15 **Energy Efficiency: Title 24.** Require that all new buildings and additions in the City be in compliance with the energy efficiency standards of Title 24 of the California State Building Code.

- PC6.16 **Solar Heating and Cooling.** Encourage installation of solar panels for heating and cooling with solar energy.
- PC6.17 **Solar Heating for Pools.** Encourage property owners to heat all new and existing spas and swimming pools with solar energy.
- PC6.18 **Energy Conservation.** Promote energy conservation in new and existing development and encourage use of alternative energy sources, including passive heating and cooling, by allowing variances to site or building requirements (i.e., setbacks, lot coverage, building height, etc.) where consistent with public health and safety.
- PC6.19 **Recycling.** Enhance the long-term viability of natural resources and reduce the volume of material sent to solid waste sites by continuing the City's source reduction and recycling programs, encouraging the participation of all City residents and businesses.

6.13 Parks, Open Space and Conservation Implementing Programs

Parks and Recreation Programs

- PCIP-1 **Recreation User Surveys.** Encourage feedback from recreation program participants, facility users and the general community with periodic surveys.
- PCIP-2 **Recreation Program Responsiveness.** Based upon a periodic review of recreation user needs, expand and diversify recreation program offerings to address new and unmet recreation needs.
- PCIP-3 **Parks Facilities Plan.** Consider adopting and regularly reviewing a Parks Facilities Plan which would address the need for new facilities as well as maintenance of existing facilities. This plan would be used as a basis for establishing park in-lieu fees, review of the City's Capital Improvement Program, park use fees, volunteer assistance needs and ADA requirements.
- PCIP-4 **Park and Playfield Inspections.** Perform and document monthly inspections of park amenities and infrastructure and inspect playfields during weekly maintenance.
- PCIP-5 **Park Facility Maintenance.** Ensure that park and recreation facility maintenance is performed in a timely manner in response to problems and deficiencies noted in routine inspections.
- PCIP-6 **City/Schools Joint Use Agreement.** Continue to implement joint use agreements with local school districts for the shared use and maintenance of their recreational facilities.

PCIP-7 **Park Dedication Fees.** Review current requirements for park dedication fees for new development and revise as needed.

PCIP-8 **Pedestrian Improvements.** Install the following improvements where appropriate to pedestrian walkways: benches, lighting, new landscaping, trash cans, and children's play apparatus that do not require large safety areas (e.g., spring toys and sand play areas).

PCIP-9 **Bicycle Facilities Action Program.** Develop an action program to identify, prioritize, and implement needed improvements to bicycle paths, routes, signage, and parking facilities.

Open Space Programs

PCIP-11 **Open Space Management Plan.** Develop an Open Space Management Plan to identify criteria for use and maintenance of open space area, and to define the responsibilities of fire, police and public works in relation to open space maintenance and management. The Plan should also define the conditions of approval for development located in or adjacent to existing open space lands.

PCIP-12 **Maintenance Funding.** Identify funding sources for ongoing maintenance of open space lands.

PCIP-13 **Street Tree and Landscape Master Plan.** Develop a street tree and landscape master plan for major streets. The plan should promote the use of indigenous species and be guided by the concept of interconnected open space in Millbrae, linked visually via dense street plantings along the sides of streets and in median strips. The plan should include special plantings at gateways to the city.

PCIP-14 **Tree Preservation Ordinance.** Consider updating the Tree Preservation Ordinance that will define the types and sizes of trees to be protected, and will include specific criteria, procedures, and mitigation measures when trees are proposed to be removed.

PCIP-15 **Adopt-a-Tree Program.** Continue to implement the Adopt-a-Tree program to encourage additional plantings in the City right-of-way.

Conservation Programs

PCIP-16 **Habitat Protection Ordinance.** Comply with State and Federal laws regarding habitat protection to identify and protect areas of biological value, including chaparral, broadleaf/riparian woodlands, open grasslands, marshy areas, creeks, and sensitive nesting sites. The ordinance would include setback requirements, guidelines for impact

avoidance and mitigation, standards for compensation of habitat loss (as established by a qualified biologist), and requirements for monitoring and habitat enhancement plans.

- PCIP-17 **Consultation on Fish and Wildlife Impacts.** The City will continue to notify and consult with the California Department of Fish and Game and the Army Corps of Engineers when development projects are proposed in locations where there may be impacts to fish and wildlife and their habitats.
- PCIP-18 **Environmental Education.** Establish public information/education programs to enhance public knowledge about environmental protection and conservation measures.
- PCIP-19 **Air Quality Strategies.** Implement trip reduction and energy conservation measures, including jobs/housing balance and Transportation Systems Management programs as identified in the Land Use, Circulation and Housing Elements; and coordinate with regional and state agencies and other jurisdictions in enhancing air quality.
- PCIP-20 **Water Conservation Efforts.** Work with other cities and agencies in the region to develop and implement a regional approach to water conservation.
- PCIP-21 **Water Emergencies.** Declare a state of water emergency when mandatory water conservation and/or water rationing is necessary and prepare newsletter articles and brochures to educate customers about water conservation.
- PCIP-22 **Energy Information and Outreach.** Continue to expand and monitor information about energy conservation and establish a public outreach program to inform Millbrae residents and businesses about the availability and importance of the information.
- PCIP-23 **Citywide Recycling Program.** Continue the citywide residential recycling program.
- PCIP-24 **Source Reduction and Recycling Element.** Continue to implement a Source Reduction and Recycling Element in accordance with State regulations.
- PCIP-25 **Recycling Information.** Continue to inform all Millbrae residents and businesses about recycling opportunities.
- PCIP-26 **Recycling Bins Incentives.** Consider waiving fees and simplifying the review process for trash enclosures around recycling bins.

PCIP-27

Deconstruction Program. Establish a program to recycle building construction and demolition material as much as possible.