

3.1 Land Use and Planning

This section describes existing and proposed land uses within the site for the Willow Village Master Plan Project (Proposed Project) and surrounding area and evaluates the potential for the Proposed Project to physically divide an established community or cause a significant environmental impact due to a conflict with land use policies adopted for the purpose of avoiding or mitigating environmental effects. This section also addresses the consistency of the Proposed Project with applicable land use goals and policies from the City of Menlo Park (City) General Plan,¹ the Menlo Park Municipal Code, and the Title 16 Zoning Ordinance. The City General Plan and Menlo Park Municipal Code consistency analysis is provided for environmental review purposes only. The City Council will ultimately determine the Proposed Project's consistency with the goals and policies of the City General Plan and the requirements of other City planning documents.

Under the California Environmental Quality Act (CEQA), land use and planning analyses generally consider two thresholds: 1) the extent to which a project may physically divide an established community and, 2) the consistency of a project with relevant local land use policies adopted to mitigate or avoid an environmental effect. With respect to the thresholds, the magnitude of the impact depends on how a project affects the existing development pattern, development intensity, and air quality, noise, and the visual setting in the immediate area. Specific environmental issues (e.g., visual, transportation, air quality, noise) and their potential significance are discussed in detail in the associated topical resource sections of this Draft Environmental Impact Report (Draft EIR) (e.g., Section 3.3, *Transportation/Traffic*, Section 3.6, *Noise*). In addition, the analysis presented in this section implements General Plan and M-2 Area Zoning Update (ConnectMenlo) Mitigation Measure LU-2, which requires, as part of any future project application processes, projects to demonstrate consistency with applicable goals, policies, and programs in the City General Plan and supporting zoning standards to the satisfaction of the City's Community Development Department.

Issues identified in response to the Notice of Preparation (NOP; Appendix 1) were considered in preparing this analysis. The City received two comments in response to the NOP related to land use. One comment requested an analysis that considers the Proposed Project's consistency with adopted San Francisco Public Utilities Commission (SFPUC) plans and policies. The other requested an analysis that considers how the Proposed Project would be integrated with land uses south of the Project Site and recommended that bicycle- and pedestrian-friendly neighborhoods be integrated into the plan.

Existing Conditions

Environmental Setting

Adjacent Uses

The Project Site is located in the city of Menlo Park. The city encompasses an area of about 19 square miles, including nearly 12 square miles of the San Francisco Bay (Bay) and wetlands. The approximately 7-square-mile urbanized portion of the city is predominately built out. The main Project Site is generally bounded by the currently inactive Dumbarton Rail Corridor to the north, an existing life science

¹ The City General Plan consists of the Open Space/Conservation, Noise, and Safety Elements, adopted May 21, 2013; the 2015–2023 Housing Element, adopted by the City on April 1, 2014; and the Circulation and Land Use Elements, adopted November 29, 2016.

complex to the east (Menlo Park Labs Campus), the SFPUC Hetch Hetchy right-of-way to the south, and Willow Road to the west. Hamilton Avenue Parcels North and South are adjacent to and west of Willow Road. Figure 2-1, Project Location, in Chapter 2, *Project Description*, depicts the Project Site and adjacent uses. North of the Dumbarton Rail Corridor, across State Route 84 (Bayfront Expressway), are tidal mudflats and marshes along the Bay, Don Edwards San Francisco Bay National Wildlife Refuge (Refuge), and Ravenswood Slough.

The Belle Haven neighborhood of Menlo Park is west of the Project Site, across Willow Road. Hamilton Avenue Parcels North and South are adjacent to the Belle Haven neighborhood, which includes a mix of uses including churches, Menlo Park Fire Station No. 77, single-family residential units, multi-family residential units, and institutional buildings. The Belle Haven neighborhood's institutional and park uses include Beechwood School, Belle Haven Elementary School, the Belle Haven Pool, Belle Haven Youth Center, Onetta Harris Community Center, Menlo Park Senior Center, the Boys and Girls Club, Hamilton Park, Karl E. Clark Park, the Belle Haven Community Garden, and Kelly Park. As part of a separate project, the Onetta Harris Community Center and Menlo Park Senior Center is being redeveloped into a new multi-generational facility that will incorporate the current Onetta Harris Community Center, Menlo Park Senior Center, Belle Haven Youth Center (childcare), Belle Haven Pool, and a branch library (commonly referred to as the Menlo Park Community Campus). Construction of the Menlo Park Community Campus began in May 2021 and is expected to continue through January 2023.

The majority of the Belle Haven neighborhood is zoned as R-1-U (Single-Family Urban Residential District), with a City General Plan land use designation of Low-Density Residential. Along the southern border of the Dumbarton Rail Corridor and the parcels along US 101, the zoning designations include R-3, R-4-S, and C-2-S (Neighborhood Commercial District, Special). Along Willow Road, the zoning designations include C-2-S, R-3, R-4-S (High-Density, Special) and C-2-B (Neighborhood Commercial District, Restrictive). Other zoning in the Belle Haven neighborhood includes P-F (Public Facilities) for Belle Haven Elementary School, Joseph B. Kelly Park (Kelly Park), and the Menlo Park Community Campus (adjacent to Kelly Park) and OSC (Open Space and Conservation) for Hamilton Park.

Two Menlo Park schools are directly south of the main Project Site: Open Mind School/Wund3rSCHOOL and Mid-Peninsula High School. Open Mind School/Wund3rSCHOOL is a small private school for pre-kindergarten through 12th-grade students. The school is across from the Hetch Hetchy right-of-way on O'Brien Drive. Mid-Peninsula High School is a private high school at 1340 Willow Road, abutting the main Project Site to the south. In the broader Bayfront Area, the Sequoia Union High School District operates the TIDE Academy, a small public high school at 150 Jefferson Drive in Menlo Park, approximately 1.25 miles west of the main Project Site near the Marsh Road and US 101 interchange.

Neighborhoods in East Palo Alto are east (across University Avenue) and south (across O'Brien Drive) of the Project Site. Included in these neighborhoods, as close as 0.1 mile from the main Project Site, are single-family residential units; multi-family residential units; neighborhood-serving retail uses; César Chávez Ravenswood Middle School; Creative Montessori Learning; the 4 Corners Civic Hub, including the East Palo Alto Library, city hall, and post office; Costaño School and San Francisco 49ers Academy; and Jack Farrell Park.

The Dumbarton Rail Corridor is immediately north of both the Project Site and Belle Haven neighborhood. The railway, which is owned by the San Mateo County Transit District (SamTrans), crosses the northernmost part of the city from east to west. It is part of a former Union Pacific right-of-way that once crossed the Bay. The SamTrans corridor spans across the Bay from Redwood City to Newark. The railway currently consists of a single track; the bridge that served the railway is no longer functional. Although

the railway is no longer in use, SamTrans studied the bicycle/pedestrian trail adjacent to the railway, along with other transportation alternatives, as part of the Dumbarton Transportation Corridor Study.² This study was completed in 2017. SamTrans is currently evaluating the technical and financial feasibility of the recommendations from the 2017 study. The evaluation was put on hold in spring 2020 because of the COVID-19 pandemic but restarted in spring 2021. According to SamTrans, the evaluation is ongoing. Located beyond the railway, north of Bayfront Expressway, is the Meta Platforms, Inc. (“Meta”), Campus, consisting of Buildings 10–19 (referred to as the East Campus); located west of Willow Road are Buildings 20–23 (referred to as the West Campus). Located farther north, beyond the campuses, is the Refuge and Ravenswood Slough.

Project Site

As described in Chapter 2, *Project Description*, the 59-acre Project Site encompasses the Menlo Science and Technology Park, which, historically, supported industrial uses. The Project Site also includes Hamilton Avenue Parcels North and South, approximately 3.1 acres of retail uses west of Willow Road at the intersection with Hamilton Avenue. As detailed in Table 2-1, the main Project Site contains 20 buildings with employee amenities/support services (for Meta) and a mix of office, research-and-development (R&D), and warehousing uses at the following addresses: 1350–1390 Willow Road, 925–1098 Hamilton Avenue, and 1005–1275 Hamilton Court. Buildings at the main Project Site were constructed between 1956 and 1996 and have an area of approximately 1 million square feet (sf). Building heights range from approximately 21 feet to a maximum of approximately 38 feet. Landscaping consists of mostly native trees, hedges, and plant material, although most of the site is paved. Hamilton Avenue Parcel North is a 1.8-acre block at the northwest corner of Willow Road and Hamilton Avenue; it is currently developed with approximately 16,000 sf of retail buildings. Hamilton Avenue Parcel South is a 1.3-acre parcel at the southwest corner of Willow Road and Hamilton Avenue; it includes a Chevron gas station with approximately 4,500 sf of retail space and a car wash.

The main Project Site was previously zoned M-2 (General Industrial), which permitted office and general industrial uses, such as warehousing, manufacturing, printing, and assembling, but did not allow housing, retail, or any form of mixed-use development. In 2016, as part of ConnectMenlo and an associated rezoning effort, nearly half of the main Project Site was rezoned for Residential Mixed-Use (R-MU) development, with the remainder zoned for Office (O) development. Hamilton Avenue Parcels North and South continued to be zoned Neighborhood Commercial, Special (C-2-S); no changes to the C-2-S zoning district were incorporated into ConnectMenlo.

The main Project Site is currently accessible from a stoplight-controlled intersection at Willow Road via Hamilton Avenue/Hamilton Court and from two driveways off northbound Willow Road. Multiple curb-cut entrances off Hamilton Avenue/Hamilton Court lead into the primary parking area for each building. There are approximately 2,300 parking spaces at the main Project Site. Hamilton Avenue Parcels North and South are accessible from a driveway on southbound Willow Road and a driveway along Hamilton Avenue. There are approximately 66 parking spaces at Hamilton Avenue Parcel North and 24 parking spaces at Hamilton Avenue Parcel South.

² San Mateo County Transit District. 2020. *Dumbarton Rail Corridor Study*. Available: https://www.samtrans.com/Planning/Planning_and_Research/Dumbarton_Rail_Corridor.html. Accessed: October 28, 2021.

Regulatory Setting

Plan Bay Area

Senate Bill (SB) 375, adopted in 2008, requires preparation of a Sustainable Communities Strategy (SCS) as part of the Regional Transportation Plan (RTP) for the Bay Area. The Metropolitan Transportation Commission (MTC) and Association of Bay Area Governments (ABAG) adopted Plan Bay Area 2040 in 2017 and Plan Bay Area 2050 in 2021. Because Plan Bay Area 2050 has not been formally adopted by the California Air Resources Board (CARB) and has been challenged in court, both plans are discussed below.

Plan Bay Area 2040

Plan Bay Area 2040 is the integrated land use/transportation plan and demographic/economic forecast for the nine-county San Francisco Bay Area region. The plan coordinates housing plans, open space conservation efforts, economic development strategies, and transportation investments. One of the main goals of Plan Bay Area 2040 is to reduce greenhouse gas (GHG) emissions from cars and light-duty trucks through 2040 to meet state goals under SB 375. Under SB 375, Metropolitan Planning Organizations such as MTC must develop an SCS as part of the RTP. Plan Bay Area 2040 functions as both the SCS and the RTP for the region.

To reduce GHG emissions, Plan Bay Area 2040 promotes compact, mixed-use, infill development within bikeable/walkable neighborhoods that are close to public transit, jobs, schools, shopping, parks, recreation, and other amenities. Local jurisdictions voluntarily identified Priority Development Areas (PDAs) as appropriate locations for these types of neighborhoods. PDAs are eligible for capital infrastructure funds, planning grants, and technical assistance. The adopted Plan Bay Area 2040 estimates that approximately 80 percent of the region's future housing needs may be met within PDAs. The strategy of focusing growth within PDAs maximizes travel choices, reduces dependency on driving, takes advantage of existing infrastructure capacity, and reduces pressure to develop open space. Many PDAs are also eligible transit priority project (TPP) areas,³ and most of the TPP-eligible land in the Bay Area is within PDAs. Although the Project Site is not within a TPP-eligible area, it is adjacent to the Ravenswood PDA in East Palo Alto.⁴ Table 3.1-1 illustrates the anticipated jobs and housing for the city of Menlo Park, as projected by ABAG and considered in Plan Bay Area 2040 as of 2017. As shown, the number of households is projected to increase by 5,400 between 2010 and 2040, while the number of jobs in the city is expected to grow by 7,900 during that same period. According to the ABAG's projections, which do not include Meta's expected growth, the jobs/housing ratio is anticipated to improve in 2040.

Plan Bay Area 2050

Plan Bay Area 2050, adopted by MTC and ABAG in October 2021, includes transportation and environmental strategies that support active and shared modes of travel combined with a transit-supportive land use pattern that places housing near transportation centers. Implementation of the strategies are forecast to lower the number of Bay Area residents who drive to work alone from 50 percent

³ Per Public Resources Code Section 21155 et seq., to qualify as a transit priority project, a project must meet the following criteria: be consistent with the general use designation, density, building intensity, and applicable policies of the adopted RTP/SCS; have at least 50 percent residential use; have a FAR of 0.75 or more if the project has between 26 and 50 percent non-residential uses; have a minimum net density of at least 20 dwelling units per acre; and be located within 0.5 mile of a major transit stop or high-quality transit corridor included in the RTP/SCS.

⁴ Metropolitan Transportation Commission. 2021. *MTC Policy Map Explorer*. Available: <https://mtc.maps.arcgis.com/apps/View/index.html?appid=1b8fdd83aa564aa180a59e9b7c4583ca>. Accessed: November 4, 2021.

Table 3.1-1. Comparison of Projected Number of Jobs to Housing in Menlo Park (Plan Bay Area 2040)

	2010	2040
Jobs ^a	34,600	42,500
Households ^a	12,300	17,700
Jobs/Household Ratio	2.8	2.4

Source: Metropolitan Transportation Commission and Association of Bay Area Governments. 2017. *Plan Bay Area, Land Use Modeling Report*. July.

Note:

^a Jobs and housing are based on the city's sphere of influence, which also includes unincorporated areas of San Mateo County. Although the original Plan Bay Area listed this value as "housing," the 2017 update refers to this as "households."

in 2015 to 33 percent in 2050, leading to a 20 percent decrease in GHG emissions compared to 2005 and meeting the state mandate that calls for a 19 percent decrease in GHG emissions by 2050.⁵ Plan Bay Area 2050 reports household and employment growth projections at the regional, county, and sub-county level. The number of households in San Mateo County is expected to increase by 129,000 from 2015 to 2050, and the number of jobs is expected to increase by 114,000 in the same period.⁶ Because Plan Bay Area 2050 reports household and employment growth at the regional, county, and sub-county level and Plan Bay Area 2040 reports household and employment growth at the city level, a comparison table (i.e., between the 2040 and 2050 projects from each Plan Bay Area report) is not provided.

SFPUC Right-of-Way Encroachment Policy

As discussed in Section 3.1, above, the SFPUC requested that the Proposed Project consider consistency with their plans and policies in the Draft EIR; the applicable SFPUC policies to the Proposed Project include the Right-of-Way Encroachment Policy. As part of its utility system, the SFPUC operates and maintains approximately 1,600 miles of water pipelines and tunnels, 160 miles of electrical transmission lines, and 900 miles of sewer lines and related appurtenances that run through real property located in San Francisco, San Mateo, Santa Clara, Alameda, Tuolumne, Stanislaus and San Joaquin Counties. To support management of these lines, the SFPUC adopted its Right-of-Way Encroachment Policy in 2007. Increased urbanization and development around a water transmission line right-of-way in particular led to an increase in the number of encroachments onto the right-of-way. Because of limited resources and the variation in safety and other threats posed by different encroachments, the SFPUC continuously prioritizes known encroachments. Prioritization is conducted to ensure that encroachments that pose the greatest threat to pipeline access, construction, safety, and security are addressed first, along with encroachments that can be easily removed. Depending on the nature of the encroachment, at the sole discretion of the SFPUC, response options may include:

- Immediate removal,
- Removal within a specified period of time,
- Possible modifications to the encroachment, and/or
- Development of a permit agreement with provisions acceptable to the SFPUC.

⁵ Metropolitan Transportation Commission and Association of Bay Area Governments. 2021. *Plan Bay Area 2050*. Adopted: October 2021. Available: <https://www.planbayarea.org/finalplan2050>. Accessed: February 2, 2022.

⁶ Metropolitan Transportation Commission and Association of Bay Area Governments. 2021. *Plan Bay Area 2050, Final Blueprint Compendium*. Adopted: October 2021. Available: https://www.planbayarea.org/sites/default/files/FinalBlueprintRelease_December2020_Compendium_Jan2021Update.pdf. Accessed: February 2, 2022.

With respect to possible modifications to an encroachment and development of a permit agreement, the SFPUC's policy is that ancillary uses and encroachments in the right-of-way are permitted only when the uses provide identifiable benefits for the SFPUC, as determined by the SFPUC Water Enterprise and Real Estate Services personnel. Approval of permitted uses shall be consistent with existing SFPUC policy and be processed by Real Estate Services. In specific cases, the SFPUC will allow use of the right-of-way by third parties to enhance maintenance efforts and reduce maintenance costs for the SFPUC. For example, the SFPUC provides for the leasing or permitting of portions of rights-of-way with nominal revenue-generating potential to property owners whose land was bisected by the SFPUC as well as neighborhood associations, municipal governmental entities, non-profit groups, and similar entities at little or no cost, provided they agree to maintain the surface of the right-of-way in a good and safe condition acceptable to the SFPUC and indemnify the SFPUC for any injury or loss related to such third-party use.⁷

ABAG Bay Trail Plan

The ABAG Bay Trail Plan proposes development of a regional biking and hiking trail around the perimeter of San Francisco Bay and San Pablo Bay. The Bay Trail Plan mandates that the San Francisco Bay Trail (Bay Trail) provide connections to existing park and recreational facilities, create links to existing and proposed transportation facilities, and be planned in a way that avoids adverse effects on environmentally sensitive areas. The Bay Trail Plan policies and design guidelines are intended to complement, rather than supplant, the adopted regulations and guidelines of local managing agencies. Implementation of the Bay Trail Plan relies on continued cooperation among shoreline property owners as well as federal, state, and local agencies with jurisdictions over the trail alignment. The Elevated Park and Willow Road Tunnel would link the onsite multi-use pathway with the East Campus, which provides Bay Trail access. However, because Proposed Project improvements would not provide direct links to the Bay Trail, it would not necessitate application of the Bay Trail Plan. Consideration of the ABAG Bay Trail Plan is included for informational purposes.

Menlo Park General Plan (ConnectMenlo)

California planning law requires each city and county in the state to adopt a general plan for its future development. A general plan identifies the allowable land uses within its boundaries and establishes policies for both development and the protection of resources. It forms the foundation for a zoning ordinance, which establishes regulatory standards for development and resource protection. The City General Plan, known as ConnectMenlo, adopted in 2016, is a long-term plan that guides the physical development and character of the city. The City General Plan discusses the City's goals, policies, and implementation programs regarding future growth and development in the city. It also provides a framework for implementation of the City's zoning, subdivision, and building regulations, as codified in the Menlo Park Municipal Code. As such, the City General Plan is used by the City Council and Planning Commission in considering planning and land use decisions. The central purpose of the City General Plan, as stated in the document, "is to maintain the community's special character, including a range of residential, business, and employment opportunities, and accommodate change that will help maintain a vital community."⁸

⁷ San Francisco Public Utilities Commission. 2007. *Right-of-Way Encroachment Policy*. Available: https://sfpuc.org/sites/default/files/construction-and-contracts/ROW_EncroachmentPolicy_2007.pdf. Accessed: November 4, 2021.

⁸ City of Menlo Park. 2016. *ConnectMenlo General Plan*. Adopted: November 16. Available: https://www.menlopark.org/DocumentCenter/View/15013/Land-Use-and-Circulation-Element_adopted-112916_final_figures?bidId=. Accessed: May 17, 2021.

General Plan—Land Use Designations. The Land Use Diagram in the City General Plan depicts the land use pattern for future development in the city. The boundaries of the land use designations in the Land Use Diagram are depicted generally. The land use designations are meant to outline building intensity and population density for various land uses. The City General Plan designates the main Project Site, which is within the Bayfront Area, for Office and Residential Mixed-Use land uses and Hamilton Avenue Parcels North and South for Retail/Commercial land uses. The purpose of the Bayfront Area designation is to create live/work/play environments. This designation encourages office, R&D, residential, and commercial uses, as well as hotels, in proximity to or integrated with one another. These designations are intended to foster innovation and emerging technologies; promote the creation of an employment district with travel patterns that are oriented toward bicyclists, pedestrians, and transit riders; and provide amenities to surrounding neighborhoods as well as fiscal support to the City, as leveraged through development intensity bonuses. Master planned projects on parcels that are in the same designation and in proximity to one another or large contiguous parcels with different zoning designations that are owned by the same entity may calculate residential density, floor area ratio (FAR), and open space according to aggregate lot area, provided that the underlying development regulations are satisfied, the vision for the Bayfront Area identified in the City General Plan is maintained, and the maximum overall residential density and/or FAR of the combined parcels is not exceeded.

The Office land use designation allows office and R&D uses, business-oriented community education and training facilities, supportive sales and personal services, corporate housing, and hotel uses. The designation also accommodates existing and new light industrial uses that are not in conflict with existing or planned commercial or residential uses in the vicinity. Hotels are allowed as options in several locations. The Office designation also allows for increased development intensities with the provision of community amenities. The maximum FAR allowed is 0.45 for office uses (plus 0.10 for commercial uses); the maximum bonus-level FAR with community amenities is 1.0 (plus 0.25 for commercial uses). For corporate housing, 0.6 is the maximum residential FAR. The maximum FAR for hotels is 1.75.

The Residential Mixed-Use land use designation allows higher-density housing to meet the needs of all income levels. It also allows mixed-use developments with integrated or stand-alone supportive sales and service uses as well as uses that are consistent with the Office designation. Sales uses can range from small-scale businesses that serve nearby employment to a large-format grocery that serves adjacent neighborhoods. This designation is intended to promote live/work/play environments that are oriented toward bicyclists, pedestrians, and transit riders, especially for those who commute to nearby jobs. The maximum base residential density is 30 units per acre, and the maximum bonus-level residential density is 100 units per acre. Maximum base FAR for residential uses is 0.9, with a maximum of 2.25 for the bonus-level FAR, which is calculated on a sliding scale, based on proposed density. Non-residential uses have a maximum additional base FAR of 0.15 and additional bonus-level FAR of 0.25.

The Retail/Commercial land use designation applies to Hamilton Avenue Parcels North and South. It provides for retail services, personal services, professional offices, banks, savings and loan offices, restaurants, cafes, theaters, residences, public and quasi-public uses, and similar and compatible uses. Under the Retail/Commercial land use designation residential density shall not exceed 30 units per acre. Furthermore, the maximum FAR shall be 50 percent for nonresidential uses, 90 percent for residential uses, and 100 percent for mixed uses.

General Plan – Goals and Policies. The City General Plan was updated in November 2016 when the City adopted ConnectMenlo, which contained the City’s new Land Use Element and new Circulation Element. Other recent revisions to the City General Plan took place in 2013, including updated Open Space and Conservation, Noise, and Safety Elements and the 2015–2023 Housing Element. Applicable City General

Plan goals and policies adopted for environmental protection purposes and related to land use are discussed under Impact LU-1, below. In addition, other applicable policies adopted for environmental protection purposes related to other topics are outlined in the relevant sections of this EIR.

Menlo Park Municipal Code

The Menlo Park Zoning Ordinance implements the land uses designated in the City General Plan. Title 16 of the Menlo Park Municipal Code was adopted as a precise zoning plan for the City. It is designed to

...preserve and extend the charm and beauty inherent to the residential character of the city; to regulate and limit the density of population; encourage the most appropriate use of land; to conserve land and stabilize the value of property; to provide adequate open space for light, air and fire protection; to lessen traffic congestion; to facilitate the provision of community facilities; to encourage tree and shrub planting; to encourage building construction of pleasing design; to provide the economic and social advantages of a planned community.

The Menlo Park Zoning Ordinance defines the City's zoning districts and identifies the land uses permitted and conditionally permitted in each. The ordinance also establishes development regulations regarding building heights, setbacks, parking ratios, building land cover, and floor area. The main Project Site is currently zoned for Office and Residential Mixed-Use development; Hamilton Avenue Parcels North and South are zoned C-2-S.

The O zoning district permits office and accessory uses, light industrial and R&D uses, banks, retail uses, eating establishments, personal services, privately operated recreational facilities, and community education/training centers.⁹ Conditional uses allowed in the O district include office and accessory uses with a gross floor area greater than 250,000 sf; eating and drinking establishments that sell beer, wine, and alcohol; automobile dealerships; privately owned recreational facilities greater than 20,000 sf; hotels; and public utilities, in accordance with Chapter 16.76 of the Menlo Park Municipal Code.¹⁰ Development regulations for the O district specify a minimum open space requirement (i.e., 30 percent of the site), minimum building setbacks (i.e., 5 feet at the street and 10 feet at the sides and rear), and a maximum FAR for office buildings (i.e., 0.45 plus 0.10 for commercial uses and 1.75 for hotels when permitted). The zoning ordinance includes provisions for development projects to increase height, density, and/or intensity in exchange for community amenities (i.e., a bonus-level scenario). Under a bonus-level scenario, the maximum office FAR is 1.0 (plus 0.25 for commercial uses). In addition, the maximum building height is not to exceed 35 feet, except hotels, which may reach 110 feet. Under a bonus-level scenario, a maximum building height of up to 110 feet is permitted.¹¹ The height (average) within the O zoning district is 67.5 feet under the bonus-level scenario (O-B).

⁹ Note that, under permitted uses, offices and light industrial uses are limited to 250,000 square feet of gross floor area and recreational facilities are limited to 20,000 square feet; retail and eating establishments do not permit alcohol sales; personal services exclude tattoo parlors and piercing, palm-reading, and similar services; and education/training centers should provide free or low-cost educational and vocational programs to help prepare local youth and adults for entry into college and/or the local job market.

¹⁰ Administratively permitted uses allowed in this district include any outside storage of material, equipment, or vehicles associated with the main use; eating establishments offering beer and wine only and/or that have live entertainment; outdoor seating areas; childcare centers; R&D and light industrial uses requiring hazardous material review; and diesel generators.

¹¹ The maximum height does not include roof-mounted equipment and utilities (i.e., a parapet used to screen mechanical equipment is not included in the height or maximum height). The maximum allowed height for rooftop mechanical equipment is 14 feet, except for elevator towers and associated equipment, which may be 20 feet. Properties within the flood zone or subject to flooding and sea-level rise are allowed a 10-foot increase in height and maximum height.

The R-MU zoning district permits multiple dwellings, office and accessory uses, banks, retail uses, eating establishments, personal services, privately operated recreational facilities, and community education/training centers.¹² Conditional uses allowed in the R-MU district include home businesses;¹³ office and accessory uses with a gross floor area greater than 20,000 sf; retail uses; privately operated gyms with a gross floor area greater than 20,000 sf; R&D; eating and drinking establishments that sell beer, wine, and alcohol; personal services; including tattooing, piercing, palm-reading, etc.; movie theaters; and public utilities, in accordance with Chapter 16.76 of the Menlo Park Municipal Code.¹⁴

Development regulations for the R-MU district specify a minimum open space area equal to 25 percent of the site, with minimum building setbacks of 0 feet at the street and 10 feet at the sides and rear. Residential developments within this district are permitted a base FAR in the range of 0.6 (for 20 dwelling units per acre) to 0.9 (for 30 dwelling units per acre); with the increase under a bonus scenario, the permitted FAR is from 0.9 (for 30 dwelling units per acre) to 2.25 (for 100 dwelling units per acre). The maximum FAR for both the base and bonus-level development scenarios is calculated on a sliding scale, based on the proposed density. The maximum ratio of non-residential square footage to the gross floor area of all buildings on a lot in this district is permitted at 0.15, with a bonus of up to 0.25. In addition, the base development building height is 35 feet and cannot exceed 40 feet; in the bonus-level scenario (R-MU-B), the height (average) is 52.5 feet. The maximum height cannot exceed 70 feet.¹⁵

The C-2-S zoning district permits retail, financial, professional, and personal services, along with restaurants (excluding those that serve alcohol or provide live music/entertainment), similar and compatible neighborhood commercial uses, and residential dwelling units.

Conditional uses allowed in the C-2-S district include service stations, including associated automobile repair facilities, car washes, and mini-marts; cafés and restaurants that serve alcoholic beverages and provide live music/entertainment; special uses (in accordance with Menlo Park Municipal Code Chapter 16.78); outside uses; and utilities (in accordance with Menlo Park Municipal Code Chapter 16.76). Although the FAR should not exceed 0.5, development regulations for the C-2-S district specify that all setbacks, building heights, distances between buildings, lot coverage requirements, parking requirements, and landscaping requirements shall be established by the Planning Commission for each development. A development plan shall be submitted for preliminary review by the Community Development Director and for final review and approval by the Planning Commission.

Environmental Impacts

This section describes the impact analysis related to land use for the Proposed Project. It describes the methods used to determine the impacts of the Proposed Project and lists the thresholds used to conclude whether an impact would be significant. Measures to mitigate (i.e., avoid, minimize, rectify, reduce, eliminate, or compensate for) significant impacts accompany each impact discussion.

¹² Note that, under permitted uses, office, retail, and recreational uses are limited to 20,000 sf of gross floor area; retail and eating establishments do not permit alcohol sales; personal services exclude tattoo parlors and piercing, palm-reading, and similar services; and education/training centers should provide free or low-cost educational and vocational programs to help prepare local youth and adults for entry into college and/or the local job market.

¹³ That is, home businesses in accordance with Section 16.04.340.

¹⁴ Administratively permitted uses allowed in this district include eating establishments offering beer and wine only and/or that have live entertainment, childcare centers, outdoor seating areas, and diesel generators.

¹⁵ The maximum height does not include roof-mounted equipment and utilities (i.e., a parapet used to screen mechanical equipment is not included in the height or maximum height). The maximum allowed height for rooftop mechanical equipment is 14 feet, except for elevator towers and associated equipment, which may be 20 feet. Properties within the flood zone or subject to flooding and sea-level rise are allowed a 10-foot increase in height (average) and maximum height.

Thresholds of Significance

In accordance with Appendix G of the CEQA Guidelines, the Proposed Project would have a significant effect if it would result in any of the conditions listed below.

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

Methods for Analysis

CEQA requires that an EIR consider whether a proposed project would conflict with any applicable land use plan, policy, or regulation that was adopted for the purpose of avoiding or mitigating an environmental impact. This environmental determination differs from the larger policy determination of whether a proposed project is consistent with a jurisdiction's general plan. The former determination (intended for consideration in a CEQA document) is based on, and limited to, a review and analysis of environmental effects. The latter determination, by comparison, is made by the decision-making body of the jurisdiction and based on the jurisdiction's broad discretion to assess whether a proposed project would conform to the policies and objectives of its general plan/specific plan as a whole. In addition, the broader general plan consistency determination takes into account all evidence in the record concerning project characteristics, its desirability, as well as its economic, social, and other non-environmental effects. A project's conflicts with land use policies do not, in and of themselves, constitute significant environmental impacts. Policy conflicts are considered environmental impacts only when they result in direct environmental effects. This Draft EIR evaluates the Proposed Project's consistency with City General Plan policies adopted to avoid or mitigate environmental effects. Consistency with policies designed to avoid or mitigate environmental land use impacts are discussed in this section; consistency with policies designed to avoid or mitigate other physical impacts are discussed in the sections that address those particular impacts (e.g., consistency with the City's Climate Action Plan is discussed in the section that addresses energy and greenhouse gases). The Planning Commission and City Council will consider all policies, as well as overall City General Plan consistency, during the Project review process in the non-CEQA context.

Summary of Analysis in the ConnectMenlo EIR

The ConnectMenlo EIR analyzed the impacts below that would result from implementing the updates to the Land Use and Circulation Elements and the M-2 Area Zoning Update.¹⁶

- Impacts related to the physical division of an established community were analyzed in the ConnectMenlo EIR as Impact LU-1 (pages 4.9-11 to 4.9-13) and determined to be less than significant because future development under ConnectMenlo would generally retain existing roadway patterns, would not propose new major roadways or physical features that would create new barriers, and would provide measures to increase connectivity.
- Impacts related to conflicts with applicable land use plans, policies, or regulations with jurisdictional authority were analyzed in the ConnectMenlo EIR as Impact LU-2 (pages 4.9-14 to 4.9-23) and determined to be less than significant with mitigation. Although it was found that ConnectMenlo would not conflict with applicable land use plans adopted for the purpose of avoiding

¹⁶ City of Menlo Park. 2016. *ConnectMenlo: General Plan Land Use and Circulation Elements and M-2 Zoning Update for the City of Menlo Park*. June 1. Prepared by PlaceWorks, Berkeley, CA. Menlo Park, CA. Available: <https://www.menlopark.org/1013/Environmental-Impact-Report>. Accessed: March 19, 2021.

or mitigating an environmental impact in the study area, Impact LU-2 concluded that, should future development in Menlo Park be found inconsistent with the City General Plan, implementation of ConnectMenlo Mitigation Measure LU-2 would reduce impacts to less than significant. ConnectMenlo Mitigation Measure LU-2 requires projects to demonstrate consistency with the applicable goals, policies, and programs in the City General Plan and the supporting zoning standards.

Impacts Not Evaluated in Detail

Division of an Established Community. The Proposed Project would redevelop a site that is already developed but would not change the site boundaries. The main Project Site is adjacent to and south of the Dumbarton Rail Corridor, an area that is characterized by light industrial, office, and commercial uses. The Proposed Project would include the construction of up to 1,730 residential units; up to 200,000 sf of retail (non-office commercial) uses; up to 193 hotel rooms, with accessory hotel uses (e.g., restaurant and bar); up to 1.6 million sf of space for an office campus, consisting of up to 1.25 million sf of office uses and the balance (i.e., 350,000 sf if office use is maximized) for accessory uses in multiple buildings;¹⁷ and approximately 8 acres of publicly accessible open space, assuming full buildout. Although this would add new development to the area, the development would be in an area with similar uses that is already physically separated from the Belle Haven neighborhood by Willow Road. In addition, the proposed Elevated Park and Willow Road Tunnel would connect the Belle Haven neighborhood to the main Project Site and areas north to the Bay Trail using a grade-separated bicycle and pedestrian crossing, thereby better integrating existing land uses in the community. Although the Proposed Project would reconfigure roadways and multi-use pathways within the main Project Site, the reconfiguration would maintain or enhance access to and through the main Project Site. Likewise, the reconfiguration of Hamilton Avenue and the land uses on Hamilton Avenue Parcels North and South would maintain area access. The Proposed Project would not divide the established communities surrounding the Project Site, including the Belle Haven community to the west or the established residential neighborhoods in East Palo Alto to the south, resulting in no impact. Therefore, this impact is not evaluated further.

Impacts and Mitigation Measures

Impact LU-1: Conflicts with any Land Use Plan, Policy, or Regulation Adopted for the Purpose of Avoiding or Mitigating an Environmental Effect. The Proposed Project would not result in a significant environmental impact due to a conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the Proposed Project (including, but not limited to, a general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect. (LTS)

As addressed under *Methods for Analysis*, this impact considers whether the Proposed Project would conflict with an applicable land use plan, policy, or regulation that was adopted for the purpose of avoiding or mitigating an environmental impact. The following subsections address the Proposed Project's consistency with applicable land use plans, policies, and regulations adopted for the purpose

¹⁷ Accessory uses could include the following types of spaces: meeting/collaboration space, orientation space, training space, event space, incubator space, a business partner center, an event building (including pre-function space, collaboration areas, and meeting/event rooms), a visitors center, product demonstration areas, a film studio, gathering terraces and private gardens, and space for other Meta accessory uses. Accessory uses could occur in spaces located anywhere throughout the Campus District.

of avoiding or mitigating an environmental effect, including, but not limited to, a general plan, specific plan, local coastal program, or zoning ordinance.

Plan Bay Area Consistency

As described under *Regulatory Setting*, Plan Bay Area 2040 and Plan Bay Area 2050 (consistent with SB 375) provide incentives for local governments by allowing streamlined CEQA review of GHG impacts for certain qualifying “transit priority projects” and other residential or mixed-used projects (i.e., where at least 75 percent of the total square footage of a project consists of residential use) that are consistent with Plan Bay Area, as the approved SCS.¹⁸ The Project Site is not located within a TPP-eligible area but is adjacent to the Ravenswood PDA in East Palo Alto.¹⁹ As such, the Proposed Project’s degree of consistency with Plan Bay Area (both 2040 and 2050) is discussed for informational purposes only in this Draft EIR.²⁰

Plan Bay Area 2040 calls for new development to be placed near active transit corridors. Similarly, Plan Bay Area 2050 includes transportation and environmental strategies that support active and shared modes of travel, combined with a transit-supportive land use pattern that places housing near transportation centers throughout the Bay Area. The Project Site is an already-developed urban site; however, there are no public transit stops adjacent to the Project Site. Alameda-Contra Costa Transit District (AC Transit), SamTrans, and the City of Menlo Park Midday Shuttle serve areas near the Project Site, connecting them to surrounding areas. Consistent with Plan Bay Area 2040 and Plan Bay Area 2050, the Proposed Project would include Transportation Demand Management (TDM) programs that would provide subsidized public transit passes and shuttle services to connect the main Project Site to public transit stations, thereby encouraging employees to use alternate modes of transportation and reducing the number of vehicles traveling to/from the main Project Site. Section 3.3, *Transportation*, of this Draft EIR describes the Proposed Project’s relationship to transit in detail.

As indicated above in Table 3.1-1 and in Section 3.12, *Population and Housing*, the City’s jobs/housing ratio is projected to improve by 2040. The Proposed Project’s development of housing in addition to office and hotel uses, in the context of the city’s already-high jobs/housing ratio, further supports the balanced growth objectives of Plan Bay Area. As described in Section 3.12, *Population and Housing*, the indirect housing demand from the Proposed Project would represent only a small percentage of ABAG’s projected housing growth for Menlo Park. Therefore, the Proposed Project would be consistent with Plan Bay Area 2040 and/or Plan Bay Area 2050 and result in a less-than-significant impact.

Consistency with SFPUC Right-of-Way Encroachment Policy

As discussed under Section 3.1, *Regulatory Setting*, the SFPUC requested that the Proposed Project be analyzed for consistency with relevant plans at policies; the SFPUC Right-of-Way Encroachment Policy applies to the Project Site. At the southeast corner of the main Project Site, the Proposed Project would

¹⁸ Public Resources Code Section 21155 (defining a “transit priority project” as a project that contains at least 50 percent residential use and a minimum net density of at least 20 dwelling units per acre that is within 0.5 mile of a major transit stop or high-quality transit corridor) and Section 21159.28 (providing certain exemptions from the need to evaluate project or cumulative impacts on global warming due to car and light-duty vehicle trips generated by the project).

¹⁹ Metropolitan Transportation Commission. 2021. *MTC Policy Map Explorer*. Available: <https://mtc.maps.arcgis.com/apps/View/index.html?appid=1b8fdd83aa564aa180a59e9b7c4583ca>. Accessed: May 18, 2021.

²⁰ Plan Bay Area 2050 has not been formally adopted by the California Air Resources Board and has been challenged in court. Therefore, both the 2040 and 2050 plans are discussed.

create a new four-legged roundabout at O'Brien Drive to accommodate site access and area circulation.²¹ This would require realignment of O'Brien Drive where it passes through the roundabout. The southern half of the roundabout would then overlay the SFPUC Hetch Hetchy right-of-way. Because of this overlay, the Project Sponsor would be required to obtain approval to access the SFPUC Hetch Hetchy right-of-way. Through adherence to this approval process, the Proposed Project would be consistent with SFPUC's Right-of-Way Encroachment Policy and result in a less-than-significant impact.

Consistency with the ABAG Bay Trail Plan

The Proposed Project would include construction of Willow Road Tunnel under the current Dumbarton Cutoff Line at Willow Road (and under the Willow Road right-of-way) to facilitate tram, service-vehicle, bicycle, and pedestrian traffic between the main Project Site and the West Campus, which is located south of Bayfront Expressway and the Bay Trail. In addition, the Elevated Park would enhance access to the Bay Trail from the Project Site and the Bell Haven neighborhood via the Willow Road Tunnel. Although construction of the Elevated Park and Willow Road Tunnel could affect a California Department of Transportation (Caltrans) right-of-way, all construction would occur within the Caltrans right-of-way, the Project Site, Samtrans right-of-way, and the West Campus; no construction would occur directly adjacent to the existing Bay Trail. Furthermore, the Proposed Project's multi-use pathways would not be located within an area that would be subject to the ABAG Bay Trail Plan. Therefore, the Proposed Project would have no inconsistencies with the ABAG Bay Trail Plan and would result in a less-than-significant impact.

Consistency with the General Plan

Land Use Designations. The Proposed Project is required to be consistent with the land use designations described in the City General Plan. As described in greater detail above, the main Project Site, within the Bayfront Area, is designated for Office and Residential Mixed-Use land uses. Under the two land use designations, as implemented by the associated zoning districts, the main Project Site could be built out to approximately 1.774 million sf for office uses—specifically, the 1.586 million sf of office uses with an allowable bonus-level FAR of 1.0, with community amenities, for land in an Office district and an additional 188,442 sf of office uses with an allowable bonus-level FAR of 0.25 for land in a Residential Mixed-Use district. The main Project Site could also include 2,776,048 sf of hotel use, with a maximum FAR of 1.75 for land in an Office district; up to 396,578 sf of commercial/retail (non-office) space, with a permitted FAR of 0.25 for land in an Office district; up to 188,442 sf of commercial uses for land in a Residential Mixed-Use district (proposed to be used partially for office uses); and up to 1.695 million sf of residential land uses, with a maximum allowable bonus-level FAR of 2.25, with community amenities, for land in a Residential Mixed-Use district (assuming a maximum residential density of 100 dwelling units per acre).

Hamilton Avenue Parcels North and South, also within the Bayfront Area, are designated for Retail/Commercial land uses. The Retail/Commercial land use designation provides for retail services, personal services, professional offices, banks, savings and loan offices, restaurants, cafes, theaters, residences, public and quasi-public uses, and similar and compatible uses. Under the existing land use designation and the corresponding C-2-S zoning designation, Hamilton Avenue Parcels North and South could be built out with approximately 69,260 sf of commercial uses, with an allowable 0.5 FAR.

The Proposed Project would include new infrastructure, housing, sustainability features, circulation elements, open spaces, office uses, commercial (retail, dining, entertainment, and hotel) uses, and bicycle and pedestrian infrastructure. The new housing and community-serving retail uses would include

²¹ Note that the intersection design is still being developed but may include a four-way, signal-controlled intersection; the design of the intersection would be subject to review and approval by the City and the SFPUC.

publicly accessible spaces of various scales, restaurants, and publicly accessible gathering spaces. The Proposed Project would also include a Town Square with ground-floor retail, publicly accessible gathering space, and a 193-room hotel. Hamilton Avenue Parcels North and South would provide neighborhood-serving commercial and retail uses, along with a service station and car wash.

To ensure consistency with City General Plan policies and City Zoning Ordinance requirements for master-planned projects, as indicated in Chapter 2, *Project Description*, the Proposed Project would require:

- *General Plan Circulation Map and Zoning Map Amendment.* Amendments to the City General Plan Circulation Map and Zoning Map would be required to modify the site-specific circulation plan with regard to the locations for new street connections to the surrounding roadway network as well as the locations for public rights-of-way and paseos within the Project Site.
- *Rezoning from O-B and R-MU-B to O-B-X and R-MU-B-X to Incorporate an X Overlay for the Project Site.* Rezoning of the main Project Site would be required to add a conditional development (“X”) combining district, thereby allowing special regulations and conditions to be added at the main Project Site (combined with the underlying O-B and R-MU-B regulations) as part of a proposed master-planned project, pursuant to a CDP.
- *Conditional Development Permit (CDP).* A CDP would be required to permit a master-planned project with bonus-level development, define any adjustments to City Zoning Ordinance development standards, identify Project conditions and requirements, and create mechanisms for the City to use to process any revisions to the Proposed Project that might arise over the buildout period. The CDP for the main Project Site also would include conditional use approval for a master-planned project with bonus-level development in the O and R-MU districts; office and accessory uses greater than 20,000 sf in gross floor area (GFA) in an RM-U district or 250,000 sf in GFA in an O district; a hotel; eating establishments, including those that sell alcohol; drinking establishments; and retail sales establishments, including those that sell alcohol.
- *Development Agreement (DA).* A DA is required to permit a master-planned project. A DA would create vested rights in Project approvals, address issues regarding community amenities not otherwise identified in the approved list of amenities adopted by City Council resolution, address issues regarding implementation of the proposed design and infrastructure improvements, and specify any additional benefits to the City.

The application for a CDP and DA demonstrates the Project Sponsor’s intent to comprehensively redevelop the main Project Site through a master-planned process. The Proposed Project would use bonus-level development allowances for density, intensity (FAR), and height in exchange for community amenities (as defined through the ConnectMenlo process and memorialized in the City’s adopted Community Amenities List or DA). Overall, by proposing up to 1.6 million sf of office and accessory uses, up to 200,000 sf of commercial retail uses, approximately 172,000 sf of hotel uses (up to 193 rooms), and approximately 1.695 million sf of residential land uses, the main Project Site would be within the maximum FARs identified above for Office and Residential Mixed-Use land uses and associated zoning districts. By proposing approximately 28,200 sf of neighborhood-serving commercial, including a reconstructed service station, Hamilton Avenue Parcels North and South would be within the maximum FAR identified for Retail/Commercial land use and the corresponding zoning district. These land uses would be consistent with those identified in their respective land use designations under the City General Plan. As such, the Proposed Project, including the proposed amendment to the City General Plan Circulation Map and Zoning Map, would not conflict with the existing land use designation, resulting in a less-than-significant land use impact.

General Consistency with Goals and Policies. The determination of whether or not the Proposed Project would conflict with applicable policies adopted for the purpose of mitigating an environmental impact is addressed in part by the regulatory setting and environmental analysis provided in each resource section of this Draft EIR. For example, transportation- and circulation-related policies are addressed in Section 3.3, *Transportation*, and noise- and vibration-related policies are addressed in Section 3.7, *Noise*. In addition, Table 3.1-4, at the end of this section, both outlines the adopted City General Plan goals and policies related to land use that have been identified as applicable to the Proposed Project and provides a determination of either “consistent” or “inconsistent” for each policy. Based on this analysis, the Proposed Project, with approval of the Zoning Map and Circulation Element amendments for onsite circulation, would be consistent with the environmental goals and policies contained in the City General Plan, resulting in a ***less-than-significant*** impact. The ultimate determination of the consistency of the Proposed Project with the City General Plan overall (not only polices adopted for the purpose of protecting the environment) will be made by the City Council.

Compliance with the Zoning Ordinance

As described in Chapter 2, *Project Description*, the Proposed Project at the main Project Site would redevelop the existing industrial, office, and warehouse complex into a mixed-use neighborhood that would connect to the surrounding areas of Menlo Park and East Palo Alto. Although intended to be consistent with the guiding principles of ConnectMenlo, City General Plan policies, and the City’s zoning standards, as indicated in Chapter 2, *Project Description*, the Proposed Project would also require:

- (i) Amendments to the adopted zoning map and the Circulation Element of the City General Plan to modify the site-specific circulation plan with regard to the locations for new street connections to the surrounding roadway network as well as the locations of public rights-of-way and the proposed paseo within the main Project Site.
- (ii) Rezoning of the site to add a conditional development (“X”) combining district to the main Project Site, allow development of the site through the master-planned process, and adjust development standards, such as maximum height, modulation, and step-back requirements, pursuant to a CDP. The “X” district would be combined with the underlying O-B and R-MU-B regulations.
- (iii) A CDP would be required to permit a master-planned project with bonus-level development, define any adjustments to City Zoning Ordinance development standards, identify Project conditions and requirements, and create mechanisms for the City to use to process any revisions to the Proposed Project that might arise over the buildout period. The CDP for the main Project Site also would include conditional use approval for a master-planned project with bonus-level development in the O and RMU districts; office and accessory uses greater than 20,000 sf in GFA in an RM-U district or 250,000 sf in GFA in an O district; a hotel; eating establishments, including those that sell alcohol; drinking establishments; and retail sales establishments, including those that sell alcohol.

The mixed-use “village” would include up to 1,730 residential units; up to 200,000 sf of retail (non-office commercial) uses; up to 193 hotel rooms, with accessory hotel uses (e.g., restaurant and bar); up to 1.6 million sf of space for an office campus, with a maximum of 1.25 million sf for office uses and the balance (350,000 sf if office uses are maximized) for accessory uses, including meeting and collaboration space, orientation space, training space, incubator space, a business partner center, an event building (including pre-function space, collaboration space, and meeting/event rooms), a visitors center, product demonstration areas, a film studio, gathering terraces, private gardens within a sun-/rain-protected area, and space for other Meta accessory uses. All components of the Proposed Project at the main Project Site are shown in Table 2-4 in Chapter 2 and repeated below in Table 3.1-2.

Table 3.1-2. Allowed and Proposed Development for the Main Project Site

Zoning District	Development Regulations per Zoning District¹	Proposed Development^{a,b,c,d,g}
Maximum Square Footage		
O-B Zoning		
Office	1,586,313 sf	1,600,000 sf
Non-Office	396,578 sf	200,000 sf
Commercial/Retail		
Hotel	2,776,048 sf	172,000 sf
R-MU-B Zoning		
Residential	1,695,976 sf	1,695,976 sf
Non-Residential	188,442 sf	—
Commercial/Retail		
Maximum Building Height^{e,f}		
O-B Zoning	110 feet	120 feet
R-MU-B Zoning	70 feet	80 feet; 85 feet for the parcel bounded by Center Street, West Street and Main Street (Building RS 3)
Building Height (average)^{e,f}		
O-B Zoning	77.5 feet	70 feet
R-MU-B Zoning	62.5 feet	62.5 feet
Minimum Open Space^h		
O-B Zoning	475,894 sf (30%)	487,000 sf
R-MU-B Zoning	188,442 sf (25%)	370,000 sf
Total Open Space	664,336 sf	857,000 sf
Minimum Publicly Accessible Open Space		
O-B Zoning	237,947 sf (50%)	200,000 sf
R-MU-B Zoning	47,110 sf (25%)	160,000 sf
Total Public Open Space	285,057 sf	360,000 sf

Source: Peninsula Innovation Partners, LLC, 2021.

Notes:

- a. Although the proposed hotel has a FAR of 1.75, the number of rooms (193) is a more useful metric for this analysis.
- b. The Proposed Project would be developed at up to the maximum density for residential units, after rounding the maximum down to the nearest whole number, and therefore would be permitted for a FAR of up to 225 percent, as identified in this table.
- c. The Proposed Project includes the nonresidential FAR permitted for the R-MU zoning district, which allows for office uses.
- d. The Proposed Project includes up to 1.6 million sf of office space and accessory uses, consisting of up to 1.25 million sf of office space and the balance (i.e., 350,000 square feet if office space is maximized) of accessory use in multiple buildings. Accessory uses could occur in the following types of spaces: meeting/collaboration space, orientation space, training space, event space, incubator space, a business partner center, an event building (including pre-function space, collaboration areas, and meeting/event rooms), a visitors center, product demonstration areas, a film studio, gathering terraces and private gardens, and space for other Meta accessory uses.

Zoning District	Development Regulations per Zoning District ¹	Proposed Development ^{a,b,c,d,g}
e.	Properties within the flood zone or subject to flooding and sea-level rise are allowed a 10-foot increase in average height and maximum height. The height increase to 85 feet applies only to the parcel bounded by Center Street, West Street, and Main Street (Parcel 3) on the main Project Site.	
f.	Height is defined as the average height of all buildings on one site where a maximum height cannot be exceeded. Maximum height does not include roof-mounted equipment and utilities.	
g.	The difference between the amount of office permitted by the zoning district and the amount of office proposed by the Project comes from the “Non-Office Commercial/Retail” category. The 200,000 sf of Non-Residential/Retail proposed by the Project is using the bonus-level commercial development from the Office district, not the R-MU district.	
h.	Private garden space is proposed within a sun-shaded, rain-protected area that is included in the calculation of FAR, per the City Zoning Ordinance.	
i.	The 188,442 sf of Non-Residential Commercial/Retail is included in the estimated 1,600,000 sf of office use because the R-MU district allows for office uses.	

The Proposed Project would be designed as a master-planned project under the City’s Zoning Ordinance, which would allow for the construction of single projects or phased projects on sites that exceed 15 acres and meet certain specified criteria. Master-planned projects are permitted to aggregate permitted densities and uses across an entire site.

The City Zoning Ordinance states that the purpose of master-planned projects is to provide flexibility for creative designs, orderly development, and optimal use of open space while maintaining and achieving the City General Plan vision for the Bayfront Area. Master-planned projects for sites with the same zoning (O, LS, or R-MU) in proximity to one another or contiguous sites that have a mix of zoning designations (O or R-MU), larger than 15 acres, and held in common ownership (or held by wholly owned affiliated entities), either for development as a single project or single phased development project, are permitted as a conditional use, provided that sites with mixed zoning obtain a CDP and enter into a DA. For a master-planned project that meets the criteria, residential density, FAR, and open space requirements at the bonus level, if applicable, may be calculated in the aggregate across the site, provided the overall development proposed does not exceed what would be permitted if the site were developed in accordance with the zoning designation applicable to each portion of the site and the development complies with all other design standards identified for the applicable zoning districts.

Because the City’s master-planned project aggregation provisions apply to the Proposed Project, the precise distribution of uses across the main Project Site would be flexible and not prescribed by the boundaries shown on the City’s zoning map. These provisions permit allowable non-office commercial uses associated with the property zoned O-B to be allocated as part of property zoned R-MU as well as allowable commercial uses associated with the property zoned R-MU to be allocated as part of property zoned O, subject to review and approval of a CDP and DA by the City Council. Table 3.1-2, above, summarizes allowed development under current O and R-MU zoning and the development proposed for the main Project Site.

In addition to the main Project Site, the Proposed Project includes realignment of Hamilton Avenue, which would require demolition, relocation, and reconstruction of the service station on Hamilton Avenue Parcel South. It would also enable redevelopment of Hamilton Avenue Parcel North. To accommodate the Proposed Project’s intersection realignment at Hamilton Avenue and Willow Road, a subdivision mapping process would be initiated for the parcels that would include abandonment of a portion of Hamilton Avenue and an irrevocable offer of dedication and public utility easement for the

realigned Hamilton Avenue. Hamilton Avenue Parcels North and South are both zoned C-2-S. The development regulations for the C-2-S district are intended to be flexible and encourage innovative site and design solutions that accommodate the uses allowed in the district.

Apart from a FAR of 0.5, development within this district must be consistent with Willow Road design guidelines, heights, and open space restrictions, as considered on a case-by-case basis. In addition, the subdivision mapping process would include the creation of new parcels for the retail uses at Hamilton Avenue Parcel North and the relocated service station at Hamilton Avenue Parcel South. A Conditional Use Permit would also be required to relocate the existing service station to a new parcel. Height is set by the use permit and established by Planning Commission review. Hamilton Avenue Parcel North would include an expanded one-story structure; Hamilton Avenue Parcel South would be reconstructed with a height similar to the existing condition. Table 3.1-3, below, compares allowable development areas across Hamilton Avenue Parcels North and South with the Project Sponsor’s proposed levels of development.

Table 3.1-3. Allowable and Proposed Development for Hamilton Avenue Parcels North and South

Land Uses – Maximum Square Footage (C-2-S Zoning)	Development Regulations per Zoning^a	Proposed Development
Hamilton Avenue Parcel North	48,134 sf/(FAR 0.5)	22,400 sf
Hamilton Avenue Parcel South	21,126 sf/(FAR 0.5)	5,700 sf

Source: Peninsula Innovation Partners, LLC, 2021.

Notes:

- a. “Development Regulations per Zoning” represents maximum development potential after realignment of Hamilton Avenue.
- b. The lot area for Hamilton Avenue Parcel North totals 95,773 sf (and includes two legal parcels at one site), and the lot area for Hamilton Avenue Parcel South is 42,495 sf.

As shown in Table 3.1-2 and Table 3.1-3, development on the main Project Site and Hamilton Avenue Parcels North and South would be below the maximum square footage permitted per their respective FARs. Therefore, the Proposed Project would not conflict with the existing FAR requirements outlined in the City Zoning Ordinance, as discussed above.

As shown in Table 3.1-2 and Table 3.1-3, the O-B and R-MU-B zoning districts have maximum height limits of 110 feet and 70 feet, respectively, and an average height requirement of 67.5 feet and 52.5 feet, respectively. In both cases, an additional 10 feet is permitted for properties within the flood zone or subject to flooding and sea-level rise. The C-2-S height limit is provided on a per project basis. The Project Sponsor proposes a CDP that would allow for modification to the maximum height requirement of the development regulations for the parcel bounded by Center Street, West Street, and Main Street in the Residential/Shopping District. Development of Hamilton Avenue Parcels North and South would include an expanded one-story structure and other structures with a height similar to the existing condition.

As described above, the Project Site is within the O, R-MU, and C-2-S zoning districts. The proposed uses at the main Project Site and Hamilton Avenue Parcels North and South are within the scope permitted for their respective zoning districts. The Project Sponsor’s CDP and DA for redevelopment of the main Project Site through a master-planned process includes bonus-level development allowances for density, intensity (FAR), and height in exchange for community amenities (as defined through the ConnectMenlo process and memorialized in the City’s adopted Community Amenities List or the DA). Therefore, through

rezoning of the main Project Site to include the conditional development (“X”) combining district and approval of the associated CDP to allow development through the master-planned process and adjust development standards, such as maximum height, modulation, and step-back requirements, the Proposed Project would be consistent with the City Zoning Ordinance, resulting in a less-than-significant impact.

Conclusion

Overall, the Proposed Project, with approval of the Zoning Map and General Plan Circulation Element amendments for the onsite circulation, would be consistent with the environmental goals and policies contained in the City General Plan, resulting in a *less-than-significant* impact.

Cumulative Impacts

Impact C-LU-1: Cumulative Land Use Impacts. Cumulative development would not result in a significant cumulative impact on land use, and the Proposed Project would not be a cumulatively considerable contributor to such cumulative impacts. (LTS/M)

Summary of Analysis in the ConnectMenlo EIR

As stated in Section 4.9, *Land Use and Planning*, of the ConnectMenlo EIR, the geographic context for the cumulative assessment of land use and planning impacts considered growth in the study area projected by ConnectMenlo in combination with impacts from development on lands adjacent to the city in East Palo Alto, Palo Alto, Stanford, Atherton, North Fair Oaks, and Redwood City as well as the unincorporated areas of San Mateo County within the sphere of influence.

The development of past, current, and future projects affects Menlo Park and surrounding areas. However, the City and surrounding areas implement general plans and regulations to guide development and growth within their respective jurisdictions. The ConnectMenlo EIR determined that implementation of ConnectMenlo would not divide an established community or conflict with established plans, policies, and regulations and that implementation of Mitigation Measure LU-2 (requiring projects to demonstrate consistency with the City General Plan and zoning standards prior to approval) would ensure that future projects in Menlo Park would be consistent with City General Plan policies (Table 3.1-4). The ConnectMenlo EIR also determined that the Proposed Project would be consistent with existing and proposed changes in other local and regional plans and that development in surrounding cities and the San Mateo County region is taking place in already-urbanized areas and therefore would not require significant land use changes that would create land use conflicts, nor would they divide communities. Therefore, cumulative impacts related to land use changes would be *less than significant with mitigation*.

Cumulative Impacts with the Proposed Project

Consistent with the ConnectMenlo EIR, the geographic context for cumulative land use impacts under the Proposed Project includes development within the ConnectMenlo study area in combination with development on lands adjacent to the city in East Palo Alto, Palo Alto, Stanford, Atherton, North Fair Oaks, and Redwood City as well as the unincorporated areas of San Mateo County within the sphere of influence.

As noted in Chapter 3, *Environmental Impact Analysis*, of this EIR, in addition to the buildout projections considered in the ConnectMenlo EIR, the cumulative scenario for this EIR also includes the additional unrestricted residential units in the 123 Independence Drive and East Palo Alto projects. As with the Proposed Project, the additional unrestricted residential units in the 123 Independence Drive and East

Palo Alto projects, as well as other projects within the area, would be required to comply with existing local and regional plans adopted to minimize potential cumulative land use impacts related to dividing an established community or conflicts with adopted land use plans, policies, or regulations. In addition, the Proposed Project and the additional unrestricted residential units in the 123 Independence Drive project would be required to comply with ConnectMenlo EIR Mitigation Measure LU-2, which requires projects to demonstrate consistency with ConnectMenlo policies and zoning standards prior to approval. Therefore, the additional projects would not alter the cumulative impact determination stated in the ConnectMenlo EIR, and the cumulative impact with respect to land use would remain ***less than significant***.

The Proposed Project would not result in a substantial change in the ConnectMenlo project and would not cause a new or substantially more severe significant land use impact than that analyzed in the ConnectMenlo EIR. Therefore, consistent with the conclusions in the ConnectMenlo EIR, the Proposed Project in combination with other cumulative development would result in ***less-than-significant cumulative impact with mitigation*** with respect to land use. No additional mitigation measures would be required.

Table 3.1-4. Comparison of Project to General Plan Goals and Policies

General Plan Goal/Policy	Consistency Analysis
Land Use Element – Adopted November 2016 (ConnectMenlo)	
<p><i>Policy LU-1.1 Land Use Patterns.</i> Cooperate with the appropriate agencies to help ensure a coordinated land use pattern in Menlo Park and the surrounding area.</p>	<p>CONSISTENT. The Proposed Project would involve approvals from and coordination with various agencies, in addition to the City, as detailed in Section 2.5, <i>Proposed Project Approvals and Analyses</i>, which would ensure a coordinated land use pattern in Menlo Park and the surrounding area.</p>
<p>Goal LU-2: Maintain and enhance the character, variety, and stability of Menlo Park’s residential neighborhoods.</p>	<p>CONSISTENT. The Proposed Project would involve construction of a new residential mixed-use neighborhood in Menlo Park, which would be developed following City architectural control approval.</p>
<p><i>Policy LU-2.1: Neighborhood Compatibility.</i> Ensure that new residential development possesses a high-quality design that is compatible with the scale, look, and feel of the surrounding neighborhood and respects the city’s residential character.</p>	<p>CONSISTENT. For the Proposed Project’s new residential mixed-use neighborhood, each building’s architectural design and configuration would be determined through the design review process set forth in the CDP and the subdivision mapping process.</p>
<p><i>Policy LU-2.2: Open Space.</i> Require accessible, attractive open space that is well maintained and uses sustainable practices and materials in all new multiple-dwelling and mixed-use development.</p>	<p>CONSISTENT. In addition to approximately 3.5-acre Publicly Accessible Park, approximately 0.3-acre publicly accessible Dog Park, and approximately 0.3-acre plaza adjacent to the mixed-use building on Parcel 3, within the Residential/Shopping District, the Proposed Project would include common amenities and gathering areas as well as private spaces, such as balconies, patios, podium-level open spaces, and rooftop spaces. All landscaping would be a combination of native, drought-tolerant, and adapted species and comply with the Menlo Park Water-Efficient Landscaping Ordinance. The Proposed Project would include generally aggregated open space in the approximately 3.5-acre Publicly Accessible Park, Town Square, Dog Park, and Elevated Park that would connect the main Project Site to Hamilton Avenue Parcel North (across Willow Road).</p>
<p><i>Policy LU-2.3: Mixed-Use Design.</i> Allow mixed-use projects with residential units if the project design addresses potential compatibility issues, such as traffic, parking, light spillover, dust, odors, and the transport and use of potentially hazardous materials.</p>	<p>CONSISTENT. As addressed in Sections 3.2, 3.3, 3.4, 3.7, and 3.12 of this Draft EIR, the Proposed Project would not result in incompatible uses related to traffic, parking, light spillover, dust, odors, or the transport and use of potentially hazardous materials.</p>
<p><i>Policy LU-2.5: Below-Market-Rate Housing.</i> Require residential developments of five or more units to comply with the provisions of the City’s Below-Market-Rate Housing Program, including eligibility for increased density above the number of market-rate dwellings otherwise permitted by the applicable zoning as well as other exceptions and incentives.</p>	<p>CONSISTENT. Through approval of a below-market-rate program, the Proposed Project would include onsite affordable units and/or pay commercial in-lieu fees.</p>

General Plan Goal/Policy	Consistency Analysis
<p><i>Policy LU-2.6 Underground Utilities.</i> Require all electric and communications lines serving new development to be placed underground.</p>	<p>CONSISTENT. The Proposed Project would install all new electric and communication lines underground throughout the Project Site.</p>
<p><i>Policy LU-2.9: Compatible Uses.</i> Promote residential uses in mixed-use arrangements and the clustering of compatible uses such as employment centers, shopping areas, open spaces, and parks within easy walking and bicycling distance of each other as well as transit stops.</p>	<p>CONSISTENT. By providing a mix of uses within the Residential/Shopping District, Town Square District, and Campus District, the Proposed Project would cluster compatible uses within easy bicycling/walking distance.</p>
<p>GOAL LU-3 Retain and enhance existing uses and encourage new neighborhood-serving commercial uses, particularly retail services, to create vibrant commercial corridors.</p>	<p>CONSISTENT. By updating the existing neighborhood-serving commercial uses at Hamilton Avenue Parcels North and South, the Proposed Project would support the vibrancy of the Willow Road commercial corridor.</p>
<p><i>Policy LU-3.1: Underutilized Properties.</i> Encourage underutilized properties in and near existing shopping districts to redevelop with attractively designed commercial, residential, or mixed-use development that complements existing uses and supports bicycle and pedestrian access.</p>	<p>CONSISTENT. By updating the main Project Site with new, attractively designed mixed-use development (office, residential, commercial, and hotel), updating existing commercial uses at Hamilton Avenue Parcels North and South, and providing new multi-use pedestrian and bicycle paths, the Proposed Project would improve existing underutilized properties.</p>
<p><i>Policy LU-3.2 Neighborhood Shopping Impacts.</i> Limit the impacts from neighborhood shopping areas, including traffic, parking, noise, light spillover, and odors, on adjacent uses.</p>	<p>CONSISTENT. By updating the footprint of the existing neighborhood-serving commercial and retail uses at Hamilton Avenue Parcels North and South, consistent with current City and CEQA thresholds related to traffic, parking, noise, light, and odor, the Proposed Project would limit impacts on the adjacent Belle Haven neighborhood.</p>
<p><i>Policy LU-3.3: Neighborhood Retail.</i> Preserve existing neighborhood-serving retail, especially small businesses, and encourage the formation of new neighborhood retail clusters in appropriate areas while enhancing and preserving the character of the neighborhood.</p>	<p>CONSISTENT. By updating and expanding the footprint of the existing neighborhood-serving commercial and retail uses at Hamilton Avenue Parcels North and South, the Proposed Project would support the neighborhood retail cluster adjacent to the Belle Haven neighborhood.</p>
<p>Goal LU-4: Promote and encourage existing and new businesses, and attract entrepreneurs and emerging technologies that will provide goods, services, amenities, local job opportunities, and tax revenue for the community while avoiding or minimizing potential environmental and traffic impacts.</p>	<p>CONSISTENT. The Proposed Project would provide goods, services, amenities, local job opportunities, and tax revenue to the Belle Haven neighborhood and the City. As evaluated throughout this Draft EIR, the Proposed Project would minimize potential environmental and traffic impacts through various Project components or mitigation measures.</p>
<p><i>Policy LU-4.1: Priority Commercial Development.</i> Encourage emerging technology and entrepreneurship, and prioritize commercial development that provides fiscal benefits to the city, local job opportunities, and/or the goods or services needed by the community.</p>	<p>CONSISTENT. The Proposed Project would include commercial (including office and retail) development that would provide fiscal benefits to the City, local job opportunities, and goods and services needed by the community.</p>

General Plan Goal/Policy	Consistency Analysis
<p><i>Policy LU-4.2: Hotel Location.</i> Allow hotel uses at suitable locations in mixed-use and non-residential zoning districts.</p>	<p>CONSISTENT. The Proposed Project would include an up to 193-room hotel with approximately 172,000 sf of space in the Town Square District of the Project Site, an area currently zoned as O, which permits this use.</p>
<p><i>Policy LU-4.3: Mixed-Use and Non-residential Development.</i> Limit parking, traffic, and other impacts of mixed-use and non-residential development on adjacent uses, and promote high-quality architectural designs and effective transportation options.</p>	<p>CONSISTENT. Overall, the Proposed Project would include onsite parking, implement TDM programs and a trip cap, and require building-specific architectural control permits. The Proposed Project would provide approximately 6,250 parking spaces (i.e., between 5,960 and 6,516 spaces) on the main Project Site and approximately 106 spaces at Hamilton Avenue Parcels North and South; proposed parking would require review by the City’s transportation manager and approval by the City Council as part of the requested land use entitlements. The TDM programs would encourage Project workers and residents to use alternative modes of transportation, thereby reducing the number of vehicles traveling to/from the Project Site. Architectural design would be subject to review and approval of architectural control plans, consistent with the CDP, to ensure high-quality design.</p>
<p><i>Policy LU-4.4: Community Amenities.</i> Require mixed-use and non-residential development of a certain scale to support and contribute to programs that benefit the community and the city, including programs related to education, transit, transportation infrastructure, sustainability, neighborhood-serving amenities, child care, housing, job training, and meaningful employment for Menlo Park youth and adults.</p>	<p>CONSISTENT. The Proposed Project would include community amenities, based on the Menlo Park–adopted Community Amenities List and the DA and the extent of bonus-level development. To determine the value and scale of amenities, the community development director would approve an appraisal to identify the fair-market value of the additional gross floor area of the bonus-level development and 50 percent of that value, which would be the value of the community amenities provided by the Project Sponsor. The DA would specify the community amenities to be provided by the Proposed Project.</p>
<p><i>Policy LU-4.5 Business Uses and Environmental Impacts.</i> Allow modifications to business operations and structures that promote revenue-generating uses for which potential environmental impacts can be mitigated.</p>	<p>CONSISTENT. The Proposed Project would include a mixture of uses (including residential, hotel, office, and retail) on the main Project Site and modify the commercial uses at the Hamilton Avenue Parcels, which would promote revenue generation. The environmental impacts, as addressed in this Draft EIR, would be mitigated to the extent feasible.</p>
<p><i>Policy LU-4.6: Employment Center Walkability.</i> Promote local-serving retail and personal service uses in employment centers and transit areas that support walkability and reduce the number of automobile trips.</p>	<p>CONSISTENT. The Proposed Project would provide a high-density, mixed-use neighborhood with up to 1,730 housing units; a grocery store and pharmacy services; neighborhood-serving retail uses; office and accessory space; a hotel; new bicycle and pedestrian connections; and open space; therefore, it supports this policy.</p>
<p>GOAL LU-6: Preserve open space lands for recreation, protect natural resources and air and water quality, and protect and enhance scenic qualities.</p>	<p>CONSISTENT. By providing a minimum of 857,000 sf (20+ acres) of open space, assuming full buildout, the Proposed Project would exceed the minimum requirement that calls for 664,336 sf of open space. Of the open space, a minimum of 360,000 sf (approximately 8 acres) would be publicly accessible, assuming full buildout.</p>

General Plan Goal/Policy	Consistency Analysis
<p><i>Policy LU-6.2: Open Space in New Development.</i> Require new non-residential, mixed-use, and multiple-dwelling development of a certain scale to provide ample open space in the form of plazas, greens, community gardens, and parks whose frequent use is encouraged through thoughtful placement and design.</p>	<p>CONSISTENT. Assuming full buildout, the Proposed Project would include a minimum of approximately 20 acres of open space, of which a minimum of approximately 8 acres would be publicly accessible. Publicly accessible open spaces would include the Town Square, Publicly Accessible Park, Dog Park, and Elevated Park. New multi-family residences would also include open spaces in the form of private balconies, patios, and rooftop terraces. The Campus District would provide ample private open space.</p>
<p><i>Policy LU-6.3: Public Open Space Design.</i> Promote a public open space design that encourages active and passive uses, with use during daytime and appropriate nighttime hours, to improve quality of life.</p>	<p>CONSISTENT. The mixture of open spaces provided by the Proposed Project, including its Town Square paths and parks, would promote both active and passive uses that would improve the quality of life for Project Site users.</p>
<p><i>Policy LU-6.4: Park and Recreational Land Dedication.</i> Require new residential development to dedicate land, or pay fees in lieu thereof, for park and recreational purposes.</p>	<p>CONSISTENT. Assuming full buildout, the Proposed Project would set aside a minimum of approximately 8 acres of land as publicly accessible open space, which would include several parks.</p>
<p><i>Policy LU-6.6: Public Bay Access.</i> Protect and support public access to the Bay for the enjoyment of open water, sloughs, and marshes, including restoration efforts and completion of the Bay Trail.</p>	<p>CONSISTENT. The Proposed Project would include the publicly accessible Elevated Park to facilitate bicycle and pedestrian travel from the Belle Haven neighborhood to the main Project Site and a publicly accessible tunnel (Willow Road Tunnel) to facilitate tram, service-vehicle, bicycle, and pedestrian travel between the main Project Site and the West Campus. The Elevated Park and Willow Road Tunnel would facilitate pedestrian access to Bayfront Expressway and the Bay Trail.</p>
<p><i>Policy LU-6.8: Landscaping in Development.</i> Encourage extensive and appropriate landscaping in public and private development to maintain the city’s tree canopy and promote sustainability and healthy living, particularly through additional trees and water-efficient landscaping in large parking areas and the public right-of-way.</p>	<p>CONSISTENT. The Proposed Project would plant approximately 822 trees, thereby meeting the heritage tree replacement requirements. Landscaping at the Project Site would include a combination of native, drought-tolerant, and adapted species and comply with the Menlo Park Water-Efficient Landscaping Ordinance.</p>
<p><i>Policy LU-6.11 Baylands Preservation.</i> Allow development near the Bay only in already-developed areas.</p>	<p>CONSISTENT: Although the Proposed Project would be located near the Bay, all development would be located on existing developed sites. No portion of the Proposed Project would encroach on Bay lands.</p>
<p><i>Policy LU-7.1 Sustainability.</i> Promote sustainable site planning, development, landscaping, and operational practices that conserve resources and minimize waste.</p>	<p>CONSISTENT. As part of landscaping plans, the Proposed Project would include a combination of native, drought-tolerant, and adapted species and comply with the Menlo Park Water-Efficient Landscaping Ordinance. The Proposed Project would be Leadership in Energy and Environmental Design (LEED) Gold certified for buildings 10,000 square feet or larger. Smaller buildings in the Town Square District and Residential/Shopping District (e.g., the south pavilion and park restroom building) would not be certified under LEED. All buildings would comply with the City’s applicable reach codes, and include strategies to optimize energy performance.</p>

General Plan Goal/Policy

Consistency Analysis

Circulation and Transportation Element – Adopted November 2016 (ConnectMenlo)

Goal CIRC-2: Increase accessibility for and use of streets by bicyclists, pedestrians, and transit riders.

CONSISTENT. The Proposed Project would provide pedestrian connections to adjacent sidewalks, an Elevated Park to facilitate safe crossings over Willow Road, and the Willow Road Tunnel. The Project Sponsor has identified bicycle, pedestrian, and transit routes within the Project Site. Furthermore, the TDM programs would promote bicycle and transit use.

Policy CIRC-2.11: Design of New Development. Require new development to incorporate designs that prioritize safe bicycle and pedestrian travel and accommodate senior citizens, people with mobility challenges, and children.

CONSISTENT. The Proposed Project would facilitate bicycle and pedestrian accessibility and connectivity, both within the Project Site (new streets with bike lanes and sidewalks and new multi-use pathways) and between nearby areas, including the Belle Haven neighborhood (from Hamilton Avenue Parcels North and South via the Elevated Park) and Meta Campus via the Willow Road Tunnel. Access to the Elevated Park would be provided by both stairs and elevators.

Policy CIRC-5.7: New Development. Ensure that new non-residential, mixed-use, and multiple-dwelling residential developments provide the associated needed transit service, improvements, and amenities in proportion to the demand attributable to the type and scale of the proposed development.

CONSISTENT. There are no public transit stops adjacent to the Project Site. However, AC Transit’s DB and DB1 Dumbarton express routes cross the Dumbarton Bridge, with stops near the Project Site on Willow Road. SamTrans provides bus service to the area south of the Project Site from Routes 296 (Redwood City Transit Center – Bayshore/Donohoe) and 281 (Onetta Harris Center – Stanford Mall) and several shuttle routes. The City of Menlo Park Midday Shuttle serves the Menlo Park Senior Center, located south of the Dumbarton Rail Corridor, and several retail areas in downtown Menlo Park. Furthermore, the Proposed Project’s TDM programs would provide subsidized public transit passes and a shuttle service that would connect the Project Site to public transit stations.

Goal CIRC-7: Use innovative strategies to provide efficient and adequate vehicle parking.

CONSISTENT. In addition to onsite vehicle parking, the Proposed Project would include TDM programs that would encourage employees and residents to use alternative modes of transportation, thereby reducing the number of vehicles traveling to/from the Project Site.

Policy CIRC-7.1: Parking and New Development. Ensure that new development provides appropriate parking ratios through the application of appropriate minimum and/or maximum ratios, unbundling, shared parking, electric-car charging, car-sharing, and Green Trip–Certified strategies to accommodate employees, customers, and visitors.

CONSISTENT. The Proposed Project would provide a minimum of 5,960 and a maximum of 6,516 parking spaces on the main Project Site, 93 spaces on Hamilton Avenue Parcel North, and 13 spaces on Hamilton Avenue Parcel South (i.e., a total of 106 spaces on the Hamilton Avenue Parcels); this proposed parking would meet minimum City parking requirements and would not exceed City parking maximums. This would require review by the City’s transportation manager and approval by the City Council as part of requested land use entitlements. In addition, the TDM programs would encourage workers to use alternative modes of transportation, thereby reducing the number of vehicles traveling to/from the Project Site. The Proposed Project would provide unbundled parking for the market-rate rental units and include electric-car charging stations and car-sharing spaces.

General Plan Goal/Policy	Consistency Analysis
<p><i>Policy CIRC-7.2: Off-Street Parking.</i> Ensure both new and existing off-street parking is properly designed and used efficiently through shared parking agreements and, if appropriate, parking in-lieu fees.</p>	<p>CONSISTENT. The Proposed Project would provide adequate off-street parking and encourage the use of alternative modes of transportation. Shared parking would be provided below the Town Square for hotel guests, retail patrons, residential visitors, and campus visitors.</p>
Open Space/Conservation Element – Adopted May 21, 2013	
<p><i>Policy OSC1.11: Sustainable Landscape Practices.</i> Encourage the enhancement of boulevards, plazas, and other urban open spaces in high-density and mixed-use residential developments, as well as commercial and industrial areas, with landscaping practices that minimize water usage.</p>	<p>CONSISTENT. As part of landscaping plans, the Proposed Project would plant approximately 822 trees throughout the Project Site, thereby meeting heritage tree replacement requirements. Landscaping would include a combination of native, drought-tolerant, and adapted species and comply with the Menlo Park Water-Efficient Landscaping Ordinance.</p>
<p><i>Policy OSC1.12: Landscaping and Plazas.</i> Include landscaping and plazas on public and private lands and well-designed bicycle and pedestrian facilities in areas of intensive non-vehicular activity. Require landscaping to provide shade, reduce surface runoff, or obscure parked cars in extensive parking areas.</p>	<p>CONSISTENT. The Proposed Project would include landscaping throughout the Project Site, along with walkways, roads, parks, and plazas. The landscaping would include shade trees in parking areas and stormwater gardens to reduce runoff.</p>
<p><i>Policy OSC1.13: Yard and Open Space Requirements in New Development.</i> Ensure that required yards and open spaces are provided as part of new multi-family residential, mixed-use, commercial, and industrial development.</p>	<p>CONSISTENT. Assuming full buildout, the Proposed Project would include a minimum of approximately 20 acres of open space, of which a minimum of approximately 8 acres would be publicly accessible. Publicly accessible open spaces would include the Town Square, Publicly Accessible Park, Dog Park, and Elevated Park. New multi-family structures would also include open spaces for residences in the form of private balconies, patios, and rooftop terraces. The Campus District would provide ample private open space.</p>
Housing Element – Adopted April 1, 2014	
<p><i>Policy H1.7: Local Funding for Affordable Housing.</i> Seek ways to reduce housing costs for lower-income workers and people with special needs by developing ongoing local funding resources and continuing to use local, state, and federal assistance to the fullest extent possible. The City will also maintain the Below-Market-Rate Housing Program requirements for residential and non-residential developments.</p>	<p>CONSISTENT. The Proposed Project would adhere to below-market-rate program requirements for both residential and non-residential developments.</p>

General Plan Goal/Policy

Policy H2.4: Protection of Existing Affordable Housing. Strive to ensure that affordable housing provided through government incentives, subsidies, or funding, as well as deed restrictions, remains affordable over time; the City will intervene when possible to help preserve such housing.

Policy H-2.5 Maintenance and Management of Quality Housing and Neighborhoods. Encourage good management practices, rehabilitation of viable older housing, and long-term maintenance and improvement of neighborhoods.

Policy H3.4: Adaptable/Accessible Units for the Disabled. Ensure that new multi-family housing includes units that are accessible and adaptable for use by disabled persons in conformance with the California Building Code. This will include ways to promote housing design strategies that will allow seniors to “age in place” or in the community.

Policy H4.3: Housing Design. Review proposed new housing in order to achieve excellence in development design through an efficient process and encourage infill development on vacant and underutilized sites that is harmonious with the character of Menlo Park’s residential neighborhoods. New construction in existing neighborhoods shall be designed to emphasize preservation and improvement of the stability and character of the individual neighborhood.

The City will also encourage innovative design that creates housing opportunities that are complementary to the location of the development. It is the City’s intent to enhance neighborhood identity and sense of community by ensuring that all new housing will (1) have a sensitive transition with the surrounding area, (2) avoid unreasonably affecting the privacy of neighboring properties, or (3) avoid impairing access to light and air for structures on neighboring properties.

Consistency Analysis

CONSISTENT. The Proposed Project would provide up to 1,730 multi-family rental units. Of the proposed units, at least 15 percent (260 if the maximum number of units [1,730] is constructed), and possibly up to 17.8 percent (308 if the maximum number of units [1,730] is constructed), would be below-market-rate rental units. The 308 units would be inclusive of the inclusionary requirement and the commercial linkage fee/unit requirement. The units would be located throughout the Residential/Shopping District. The market-rate units would include up to 120 units for dedicated senior housing, to be located in a proposed stand-alone building. Through approval of a below-market-rate program, the Proposed Project would include onsite affordable units and/or pay commercial in-lieu fees.

CONSISTENT. Adherence to City standard conditions and Menlo Park Municipal Code requirements would ensure compliance with this policy.

CONSISTENT: Within the Residential/Shopping District, the Proposed Project would provide up to 1,730 multi-family rental units. Of the proposed units, at least 15 percent (260 if the maximum number of units [1,730] is constructed), and possibly up to 17.8 percent (308 if the maximum number of units [1,730] is constructed), would be below-market-rate rental units. The 308 units would be inclusive of the inclusionary requirement as well as the commercial linkage fee/unit requirement. These would be located throughout the district. The below-market-rate units would include a dedicated senior housing community (up to 120 units).

CONSISTENT: The Proposed Project’s housing components would be subject to design review through building-specific architectural control permits. The units would be located on an underutilized infill site.

General Plan Goal/Policy	Consistency Analysis
<p><i>Policy H4.4: Variety of Housing Choices.</i> Strive to achieve a mix of housing types, densities, affordability levels, and designs in response to the broad range of housing needs in Menlo Park. Specific items include:</p> <ul style="list-style-type: none"> a. The City will work with developers of non-traditional and innovative housing approaches regarding financing, designs, construction, and the types of housing required to meet local housing needs. b. Housing opportunities for families with children should strive to provide necessary facilities nearby or onsite. c. The City will encourage a mix of housing types, including owned and rental housing, single- and multiple-family housing, housing close to jobs and transit, mixed-use housing, work-force housing, special-needs housing, single-room-occupancy housing, shared living and co-housing units, mobile-homes, manufactured housing, self-help or “sweat-equity” housing, cooperatives, and assisted living facilities. d. The City will support the development of affordable alternative living arrangements, such as co-housing and shared housing units (e.g., the Human Investment Project’s HIP Housing [shared housing program]). 	<p>CONSISTENT: Of the proposed units, at least 15 percent (260 if the maximum number of units [1,730] is constructed), and possibly up to 17.8 percent (308 if the maximum number of units [1,730] is constructed), would be below-market-rate rental units. The 308 units would be inclusive of the inclusionary requirement as well as the commercial linkage fee/unit requirement. These would be located throughout the Residential/Shopping District. The below-market-rate units would include a dedicated senior housing community (up to 120 units) in a stand-alone building. In addition, the 1,730 units would consist of a mix of unit sizes, currently anticipated to be distributed approximately as follows:</p> <ul style="list-style-type: none"> • Studios: 29 percent (approximately 501 units if the maximum number of units [1,730] is constructed) • One-bedroom units: 32 percent (approximately 561 units if the maximum number of units [1,730] is constructed) • One bedroom plus den: 9 percent (approximately 158 units if the maximum number of units [1,730] is constructed) • Two-bedroom units: 27 percent (approximately 459 units if the maximum number of units [1,730] is constructed) • Three-bedroom units: 3 percent (approximately 51 units if the maximum number of units [1,730] is constructed)
<p><i>Policy H-4.5 Density Bonuses and Other Incentives for Affordable Housing Development.</i> Use density bonuses and other incentives to help achieve housing goals while ensuring that potential impacts are considered and mitigated. This will include affordable housing overlay zoning provisions as an alternative to State Density Bonus Law.</p>	<p>CONSISTENT. Of the proposed units residential units, up to 17.8 percent (308 if the maximum number of units [1,730] is constructed) would be below-market-rate rental units; these would be located throughout the district. The below-market-rate units would include a dedicated senior housing community (up to 120 units) in a stand-alone building. The Proposed Project would comply with the City’s below-market-rate housing requirements and would not seek a density bonus for the provision of onsite below-market-rate units.</p>
<p><i>Policy H4.6: Mixed-Use Housing.</i> Encourage well-designed mixed-use developments (residential mixed with other uses) where residential use is appropriate to the setting, and encourage mixed-use development in proximity to transit and services, such as at shopping centers and near downtown, to support downtown businesses (consistent with the El Camino Real/Downtown Specific Plan).</p>	<p>CONSISTENT: By proposing up to 1.6 million sf of office and accessory space, up to 200,000 sf of commercial retail uses, and nearly 1.7 million sf of residential sf uses within the Project Site, in addition to open spaces and an onsite multi-modal road network, the Proposed Project would be a well-designed mixed-use development.</p>

General Plan Goal/Policy	Consistency Analysis
<p><i>Policy H-4.8 Retention and Expansion of Multi-Family Sites at Medium and Higher Density.</i> Strive to protect and expand the supply and availability of multi-family and mixed-use infill housing sites for housing. When possible, the City will avoid re-designating or rezoning multi-family residential land for other uses or lowering densities without re-designating equivalent land for multi-family development and ensure that adequate sites remain at all times to meet the City’s share of the region’s housing needs.</p>	<p>CONSISTENT: The Proposed Project would not involve re-designation or rezoning of multi-family residential land for other uses or lower densities. Rather, the Proposed Project’s housing components would provide medium- and higher-density multi-family units at a Project Site that currently provides no housing. The Proposed Project would take advantage of bonus-level development to maximize the number of multi-family units on the Project Site permitted by the City Zoning Ordinance.</p>
<p><i>Policy H4.10: Inclusionary Housing Approach.</i> Require residential developments involving five or more units to provide units or an in-lieu fee equivalent for very low-, low-, and moderate-income housing. The units provided through this policy are intended for permanent occupancy and must be deed restricted, including, but not limited to, single-family housing, multi-family housing, condominiums, townhouses, or land subdivisions. In addition, the City will require larger non-residential developments, as job generators, to participate in efforts to address housing needs in the community through the City’s commercial in-lieu fee requirements.</p>	<p>CONSISTENT. Through approval of a below-market-rate housing agreement, the Proposed Project would include onsite affordable units and/or pay commercial in-lieu fees.</p>