REGULAR MEETING MINUTES

Date: 5/4/2020
Time: 7:00 p.m.
GoToWebinar.com – ID #996-415-779

A. Call To Order

Chair Andrew Barnes called the meeting to order at 7:00 p.m. He explained how he would conduct the virtual meeting and public hearings, and introduced Leo Tapia.

Mr. Tapia said he would be clerking the meeting and reviewed the mechanics of participating in the virtual meeting.

B. Roll Call

Present: Andrew Barnes (Chair), Chris DeCardy, Michael Doran, Larry Kahle, Camille Kennedy, Henry Riggs (Vice Chair)

Absent: Michele Tate

Staff: Kevin Chen, Senior Transportation Engineer; Kyle Perata, Principal Planner; Corinna Sandmeier, Senior Planner

C. Reports and Announcements

Senior Planner Corinna Sandmeier said the City would allow exterior construction and begin building inspections in a phased approach.

Commissioner Chris DeCardy asked about measures the City would take regarding changes to standards to support retail businesses reopening such as options to display merchandise outside to accommodate social distancing. Planner Sandmeier said she thought it would be awhile before businesses might reopen and that was dependent upon the County Health Order and state regulations, and after that the City Council.

Commissioner DeCardy asked if the Planning Commission could have a discussion about this on a future agenda as it seemed within its purview. He asked from whom or where a business owner could get clarification on this. Planner Sandmeier said she could get more information for the Commission.

Commissioner Michael Doran asked if the City was accepting new building applications. Planner Sandmeier said it was not. Replying further to Commissioner Doran, Ms. Sandmeier said she expected that accepting new building applications would occur in a phased approach. She said she would provide information regarding that to the Commission at its next meeting.

Commissioner Larry Kahle said he believed the Building Department was accepting applications online now or were ramping up to that but would not be able to issue permits for a while. He said he

had a Zoom call with the City's Building Official this week and was told that was what the department was working towards as well as phasing in person counter meetings soon.

D. Public Comment

There was none.

E. Consent Calendar

E1. Approval of minutes from the April 6, 2020, Planning Commission meeting. (Attachment)

ACTION: Motion and second (DeCardy/Henry Riggs) to approve the Consent Calendar consisting of the minutes from the April 6, 2020 Planning Commission meeting; passes 5-0-1-1 with Commissioner Camille Kennedy abstaining and Commissioner Michele Tate absent.

F. Public Hearing

F1. Development Agreement Annual Review/Facebook/1 Hacker Way and 1 Facebook Way: Annual review of the property owner's good faith compliance with the terms of the Development Agreements for their East Campus, West Campus, and Facebook Campus Expansion projects. (Staff Report #20-024-PC)

Staff Comment: Principal Planner Kyle Perata presented a report to the Commission on the 2019 Annual Reviews of the three Facebook Development Agreements for the East "Classic" Campus, West Campus and West Campus Expansion projects for compliance with one-time actions and ongoing annual activities. He said Table 2 in the staff report outlined the West Campus data but was mislabeled Campus Expansion project. He said Table 3 outlined compliance with the development agreement for the West Campus Expansion project noting a number in process items as it was a multi-phase, multi-building project. He outlined the recommended actions as shown in Attachment A.

Chair Barnes reviewed the public hearing process that would be conducted.

Questions of Staff: Chair Barnes asked about the CEQA finding recommended action. Planner Perata said that this finding was a required item and all three projects with development agreements had environmental impact reports that were certified.

Applicant Presentation: Fergus O'Shea, Director of Campus Development for Facebook in the Bay Area, made a presentation on each of the three project development agreements.

Chair Barnes opened the public hearing. Mr. Tapia reviewed for attendees the way to indicate they would like to make public comment. Chair Barnes closed the public hearing as there were no speakers.

Commission Comment: Commissioner Riggs said the staff report indicated the Chilco Campus Transit Center was expected to make a significant improvement to traffic and congestion, and asked how that would be verified. Planner Perata said staff's assessment was the Center provided a consolidated transit center that then linked to more localized trams among the campuses. He said the Center coupled with the opening of Building 22 would potentially increase ridership on the longer, regional shuttles. He said they would be looking at the utilization of the Center over the next

year. He said the Center with other traffic reducing measures were expected to reduce morning peak hour trips in compliance with the trip cap.

Commissioner Riggs referred to the statement in the staff report: *anticipated upcoming occupancy of Building 22 (which will increase employee capacity at the West Campus and likely reduce the employment density on the East Campus)*. He said history so far had been that there was never enough space to house the employees. He asked where staff's confidence came from that the West Campus would reduce the parking demand related to employee count from the East Campus. Planner Perata suggested the applicant might provide more details but a lot of that came from discussions with the applicant about utilization of their space in the East and West Campuses, and what or who would occupy Building 22 once it came online.

Mr. O'Shea said the Classic (East) Campus was a highly desirable site for employees. He said over the last couple of years they had been moving staff out of Menlo Park to sites in San Francisco, Fremont, Sunnyvale, and Mountain View with a plan to de-densify parts of Menlo Park campuses to get them into compliance or very close to it with the trip cap and a desirable density for employees. He said with Covid-19 things were very different and they would have a slow re-entry. He said they would continue to de-densify the Menlo Park campus.

Commissioner Riggs asked if there were any updates on the Dumbarton Rail. Mr. O'Shea said they had put significant investments into the Dumbarton Corridor but with Covid-19, it was being paused. Replying further, he said things were moving along until recently and the Covid-19 situation. He said the City Transportation Manager might have more information and he could do some follow up. Commissioner Riggs asked if Facebook was considering continuing working from home noting the impact of sheltering in place in reducing traffic. Mr. O'Shea said Facebook has had an informal work from home policy but now they were studying it and doing employee surveys about that. He said they were measuring impacts on productivity from working remotely. He said future action was to be determined.

Commissioner DeCardy asked about completion of the Housing Inventory and Local Supply Study and implementation of the Innovation Fund. Maya Perkins, Facebook, said they were moving forward with the Innovation Fund as planned. She said they had started funding some of the recommendations such as Accessory Dwelling Units (ADUs) as one of the things identified as important. She said they were using their own money to do that. She said they should have the final draft of the Study within a month. She noted Facebook's announcement regarding funding $1 billion for housing. She said Facebook was making a significant commitment to housing.

Commissioner Kennedy noted Mr. O'Shea's response regarding employees working remotely and asked if he could address further how to get more people off the peninsula once shelter in place was lifted. Mr. O'Shea said Facebook directed employees to work from home before the official directive came as it is a global organization and had been tracking Covid-19 since December 2019. He said a number of technology companies in the Bay Area were ahead of the shelter in place order, which he thought helped greatly. He said for them it was an easy transition. He said their long term employee mobility strategy was to create office communities close to mass transit and housing, which was why they picked the six locations in the Bay Area where they were located. He said they would take a very conservative approach to returning to work as they had the ability to do that. He said they would have to see what the long term would be and would be happy to share more in the future.

Commissioner Kahle said page 8 of the staff report stated that: *The first project was a secondary dwelling unit program that Facebook determined did not fit within the Affordable Housing Preservation Pilot Program, but that Facebook is exploring the project separately*. He asked about

the ADUs Ms. Perkins indicated were being funded. Ms. Perkins said the development agreement had specific things that could be funded with the money. She said the ADU program they wanted to fund did not specifically fit into a particular funding program so they used separate money to fund the ADUs. Mr. O'Shea said he was on the board for Rebuilding Peninsula, one of the agencies that received some funding for ADUs. He said the City of East Palo Alto was one of the first cities to go through the process of updating zoning language and land use elements to allow ADUs. He said two of those projects were completed last year and two were expected to be completed this year.

Commissioner Kahle asked if Mr. O'Shea had a number of the employees who had been relocated to other cities, and whether those employees would return to Menlo Park once Building 23 opened or if new employees would be hired that would use that site. Mr. O'Shea said the plan by the end of the year was for Facebook to have more space outside the Bay Area and Menlo Park than in Menlo Park. He said the company was growing faster outside of the Bay Area than in Bay Area because of issues with housing. He said their hiring rates around the country were increasing. He said their global population was about 48,000 FTEs with about half of those in the Bay Area and 75 to 80% of those in Menlo Park. He said that number had stayed fairly consistently over the last three years. Commissioner Kahle said it sounded like they were trying to decrease the staff level in Menlo Park while opening up another building. Mr. O'Shea said they were decreasing the density of employees. He said in response to Commissioner Kahle's question if the absolute number of employees was increasing that they would have more space opening up for more employees.

Ms. Perkins returning to Commissioner Kahle's earlier question said the Preservation Fund was specifically for housing preservation and the ADUs were a building or a production program. She said as such they did not fit the requirements for the Preservation Fund Pilot Program. She said the ADU program was great so Facebook funded it. She said they also knew from the Housing Study that there was a great need for ADUs and wanted to fund it because it was an identified need and would help with the affordable housing crisis.

Chair Barnes referred to 7.1.2 related to the Dumbarton Corridor Transportation Study and 7.1.5 Attachment I, Regional Transportation Forum. He said outreach although paused due to current conditions had started in January 2019. He asked what was learned about the appetite and feasibility of the program, the intention behind what they might want to see and who the partners were. Mr. O'Shea said he had not been as involved in that particular project in several years but he could have the project person follow up with additional information if needed. He said he knew they learned that the project would be very expensive. Replying further to Chair Barnes, Mr. O'Shea said they had looked at it as a regional investment in the area but it was never envisioned as a Facebook project for Facebook employees. He said he understood the importance of the project and would see about getting more information for the Commission on it.

ACTION: Motion and second (Barnes/Kahle) to make a determination that Facebook over the course of the past year has demonstrated good faith compliance with the provisions of the Development Agreements (DA) for the East Campus, West Campus, and West Campus Expansion projects for the period of October 2018 through December 2019 with the following findings; passes 6-0-1 with Commissioner Tate absent.

1. Make a finding that the Annual Review of the Development Agreements has no potential to result in an impact to the environment and does not meet the definition of a Project under the California Environmental Quality Act (CEQA).

2. Make a finding that Facebook has implemented the provisions of its East Campus, West Campus, and Campus Expansion Development Agreements and associated amendments during the 2019 Development Agreement Review Year.

G. Regular Business

G1. Receive an overview and provide input on the update to the City's Transportation Impact Analysis guidelines to incorporate vehicle miles traveled (VMT) as the metric for analyzing potential transportation impacts from proposed development projects under the California Environmental Quality Act (CEQA) prior to July 1, 2020 as required by Senate Bill 743. (Staff Report #20-025-PC)

Staff Comment: Kevin Chen, Senior Transportation Engineer, said the City Council on January 14, 2020 held a study session on the scope of work for the Menlo Park Transportation Impact Analysis Guidelines Update (TIA Guidelines). He said feedback received was to proceed with incorporating vehicle miles traveled (VMT) as required by law as a new transportation study metric, retain levels of service (LOS) as a local-level roadway congestion transportation study metric, and ensure preservation of citywide transportation equities.

Magnus Barber, CHS Consulting Group, said the TIA Guidelines Update was required by SB 743 and local jurisdictions needed to adopt VMT by July 1, 2020. He said the big change for them was how to measure transportation impacts for new projects, which previously for CEQA was LOS. He said going forward from July 1 only VMT was going to be considered as transportation impacts. He said VMT also had to be adopted at the local level but jurisdictions had discretion to maintain LOS, which was the direction received from the City Council. He said that this changed how impacts were mitigated. He said this policy had been building over a period of years and aligned very well with other policies that Menlo Park had adopted. He said the City's General Plan Circulation Element, the Climate Action Plan, the Downtown and El Camino Real Specific Plan, and the Transportation Demand Management Guidelines all aimed to improve public health and reduce environmental impacts from transportation.

Mr. Barber said in California that transportation was the top contributor to greenhouse gas emissions (GHG). He said ongoing efforts to reduce GHG included increasing vehicle efficiency and reducing fuel carbon content. He said those did not reduce GHG to desired level so another way was to reduce the amount of vehicle travel. He said SB 743 aligned CEQA TIA with the state's goals to reduce GHG emissions, promote multimodal transportation networks and promote diversity of land uses.

Mr. Barber said the Menlo Park Travel Demand Model divided the City into transportation analysis zones (TAZs) with information as to the population, jobs, trips to/from/through, and average trip lengths for different trip types in each zone. He said the Travel Demand Model looked at how many trips were generated from each type of land use and how those trips distributed, and what mode of transportation people chose to make those trips. He said with those numbers the Model was able to calculate an average VMT for each TAZ for work trips and residential trips.

Mr. Barber said the screening methodology they were looking at was basically defining three ways projects could estimate their VMTs for purposes of TIA. He said the first, which was relatively small, found some projects exempt as they generated fewer than 100 trips per day, were local serving retail, and residential and office developments in TAZs below the threshold and within .5 mile of transit. He said the second was for routine projects such as residential and office that were larger than a certain size and not in a low VMT zone. He said C/CAG was developing a sketch model tool that would help projects quickly estimate their VMT and what mitigations they might need to do to

get below or meet the threshold. He said the third was for larger or unusual projects that were large trip generators greater than 800 trips per day such as regional employers or regional retail and would need to use the City's Travel Demand Model to estimate VMT impacts.

Mr. Barber outlined the recommended VMT impact threshold from the state's Office of Planning and Research. He said VMT was considered an impact if it was above the below 15% average for residential trips and employment trips. He showed a chart of the average VMTs for residential and employment trips in Menlo Park and that the 15% below the average for employment trips in Menlo Park was the threshold for determining VMT impact. He said for residential trips the threshold was based off the Regional (nine Bay Area counties) average VMT. He said for retail, hotel and school land uses the threshold guidance from the state was it was an impact if it increased VMT above existing. He said each component of a mixed-use project would be evaluated independently.

Mr. Barber spoke to how projects would mitigate impacts if found to be above the VMT threshold. He said mitigations for VMT looked similar to the City's TDM program but went beyond that and had a different way of summing up a reduction. He said TDM was a component that could gain up to 25% trip reduction, parking management up to 20% trip reduction, transit improvements up to 10% trip reduction, and active transportation projects up to 5% trip reduction. He said the in-lieu fee program was based on LOS impacts and it would not be appropriate to apply that funding program to VMT-based impacts so additional study was needed for what would be a fair and equitable way of funding VMT-based trip reductions.

Engineer Chen said they were also looking at current TIA Guidelines and recommended revisions to the LOS-based impact areas. He said the first area was exempt projects and it was recommended to modify the current exemption list to match the new CEQA exemption list. He said with that the only change was to the residential. He said retail and commercial would retain those projects less than 10,000 square feet. He said residential as recommended would go up to 10 single-family home developments and 13-unit multi-family developments. He said the second area of recommendation was to formalize the way a study area was identified. He said typically a study area from LOS standpoint involved intersection analysis and roadway segment analysis. He said the recommended revisions would formalize the current practice. He said other LOS considerations included formalizing the local LOS guidelines into the zoning code and conduct biennial review of the TIA guidelines. He said this evening they were looking for Commission and public feedback. He said next a final draft VMT-based TIA Guidelines would be prepared to be reviewed by the Council on June 9 with a goal of adoption on June 23 to meet the July 1, 2020 state adoption date.

Engineer Chen outlined the areas of Commission feedback staff was seeking:

- Do the recommended VMT criteria adequately reflect the current City policies and values on a local level?
- Is the City interested in exploring a new in lieu fee program separate from the current TIF program as a potential mitigation measure for VMT impacts?
- Are the recommendations to formalize the local LOS scoping acceptable?
- Is the City interested in formalizing the local LOS guidelines into the zoning code to ensure full compliance?
- Is the recommended biennial review of the TIA guidelines adequate?

Engineer Chen said they looked at three previously approved projects to look at VMT impact and potentially isolate what that would have meant for those projects if reviewed from VMT standpoint. He said they had slides on that if the Commission wanted to see that later.

Chair Barnes referred to the slide on the Menlo Park Travel Demand Model and asked if that was developed or would be. Mr. Barber said the Model existed and had been calibrated to current conditions and was available to be run by the City or a consultant. Chair Barnes asked how the trips to/from/through were determined. Mr. Barber said trip origins were based on the land uses within a zone. He said this model was part of the larger C/CAG model that covered the entire county and included land uses in all the surrounding cities that access destinations for these. He said his understanding was the tracking was not based on individuals but rather on averages.

Engineer Chen said the model looked at the general population and the general employment of the TAZ but did not look at specific individuals. He said data was aggregated and had some assumption numbers applied to it. Mr. Barber said individual behaviors did not matter so much in terms of VMT as they could predict how the density and distribution of land use affected average trip lengths.

Chair Barnes said they had done work on cut through traffic in the Willows with discussion about origination, destination, and where people were coming from and all the issues associated with that. He said he was curious about the backend of the data for the to/from/through determinations. Mr. Barber said there were other, newer approaches that could be used to validate this. He said here the intent was not origin and destination but aggregation. Replying further to Chair Barnes, Engineer Chen said this Model from a macro level standpoint could do the job they were trying to achieve. He said to study cut through traffic they would use some other method. Chair Barnes said historically it had been a challenge to determine where people were coming from or going to, and who was cutting through whether at a city or street level.

Chair Barnes referred to the slide for recommended VMP impact threshold and asked if the trip was to and from, and whether the threshold unit was miles involved. Mr. Barber said it was the one way trip and the unit was miles. Replying further, he said the screening methodology would dictate what analysis the project would need to do. He showed the slide for the recommended screening methodology for VMT. Chair Barnes asked about the C/CAG sketch tool. Mr. Barber said you would enter the number of square feet, the land use for the project, and the project location to get the average VMT for that zone. He said it would then generate recommendations for TDM measures and parking management measures, things an applicant could select to apply to their project to bring the VMT below that threshold.

Chair Barnes opened for public comment. Mr. Tapia said one written comment had been received. Engineer Chen read the public comment from Adina Levin.

Public Comment:

Dear Planning Commission and Staff,
I am trying to send this for public comment today for agenda item G1. However, the link provided in the staff report is showing an error message right now: e:menlopark.org/planningpubliccomment. Therefore I am sending to this address, and would welcome for the comment to be read.

Thank you for considering Menlo Park's VMT transition plan to implement SB743, I am glad that the staff/consultant reports are looking at other cities experiences with this transition for lessons to Menlo Park, and that they are looking to develop more effective TDM assessment than the San Mateo County's point based system.

One important thing I am seeing as missing is looking at alternatives to auto LOS considering

impacts/benefits for biking, walking and transit. City Council wanted to look at multimodal alternatives - I would encourage this to be considered in scope.

Thank you very much,
- Adina
Adina Levin
Menlo Park Resident, Complete Streets Commissioner, commenting for self

Chair Barnes closed public comment.

Commission Comment: Commissioner DeCardy referred to a discussion question posed by staff: *Is the City interested in exploring a new in lieu fee program separate from the current TIF program as a potential mitigation measure for VMT impacts?* He said staff indicated that TIF was associated with LOS impacts. He asked for clarification on that. Engineer Chen said he wanted to make a distinction as this would be a brand new in-lieu program. He said the purpose behind this program would be the idea of allowing a developer to pay into this fund as a potential percent reduction to their project's impact or a mitigation parity, all of which was to be determined. He said this particular fee structure would be more for projects to reduce VMT such as active transportation networks, connectivity of pedestrian and bicyclist infrastructures, a TDM program or a regional TMA. He said these would be things they would be looking at as opposed to roadway infrastructures that TIF funded. Mr. Barber said LOS mitigation projects were typically a very concrete project such as adding a turn lane or changing signal timing, things like that. He said the solutions to VMT impacts were much broader across the whole city so it might be easier for the City itself to make broad changes such as to the bicycle network providing a safe, complete network.

Commissioner DeCardy said moving from LOS to VMT made great sense to him. He said their whole point was to get people (not just cars) to where they needed to go and this was a step in the right direction. He said he agreed with the one public comment to look at the mix and load of transportation in their community that would best get people to where they needed to go. He said regarding the question about in lieu fee program that it made a lot of sense if the whole point was to capture resources that could move them away from just vehicular traffic in their community. He said related to the question on LOS he was interested in understanding the expense to maintain LOS noting that it was no longer a requirement. He said he did not think it particularly helpful for the type of community they would want in the future. He said he wondered about the amount of resources needed to develop the new scoping and implement it on projects. He said he did not support formalizing the local LOS guidelines into the zoning code and that they should move to VMT and find an alternative. He said having guidelines regularly reviewed was a good idea with how quickly things were changing both by developments and transportation, land use and building sector. He said he was somewhat concerned about enforcement, how much money got raised and went to what kind of projects and how beneficial they were. He said they could treat his question on the amount of effort of LOS as rhetorical unless it was an easy answer.

Engineer Chen said City Council direction indicated a desire to retain LOS as a local metric. He said they were not recommending any change to the technical aspect of the scope of LOS impact. He said they were updating the exemption and that only impacted residential development.

Commissioner Riggs said he would pass on the first question as VMT was required. He said regarding the idea of an in-lieu fee to mitigate VMT impacts that the City needed investment in a great number of its traffic lights for example. He said traffic lights did not just serve single-occupant vehicles but also trucks, buses, pedestrians and bicyclists as well. He said he had suggested for a number of years to have dual pedestrian crosswalks so it was based on time needed to cross. He

said the TIF in his opinion was notably underfunded and they would not benefit splitting potential funds coming in. He said he would support formalizing LOS scoping into code for the same reasons as Council which was that LOS actually measured impacts on their neighborhoods. He said the assumptions of VMT that were very generalized were an issue. He asked regarding the biennial review of the TIA guidelines if that would burden staff or would that be better when there were issues that needed to be addressed.

Engineer Chen thanked Commissioner Riggs for the feedback on the review. He said City's General Plan practice was to review those guidelines every two years so they thought that was a good opportunity to also look at these guidelines primarily because the calculation of VMT required the existing population of both residents and employees as well as the trips they make on a daily basis. He said the threshold they were using to define impact was a direct result of that calculation.

Commissioner Riggs referred to the public comment in which the writer prompted that multi-modal alternatives be included. He said the fourth of the five VMT mitigation bullets was active transportation projects with a 5% mitigation potential. He said they had seen that TDM outweighed the potential of alternative transit at the pedestrian and bicyclist level so he thought the 5% for active transportation projects was present and generous. Mr. Barber said it explicitly was one of the goals of SB 743 to encourage multi-modal transportation.

Chair Barnes said any information or tools that came online that explained what was happening in the circulation network from the City jurisdiction up through the regional was welcome development. He described what he thought the LOS evaluation was and asked staff to speak to that. Engineer Chen said that when they were looking at LOS that they were looking for what that project would do to the intersection or LOS segment. He said in doing the analysis they looked at existing conditions and then those plus the project. He said they would compare those evaluations to come up with a numerical value of that project's impact.

Chair Barnes referred to page 3 of the staff report that stated: *LOS analysis and mitigation measures, different from VMT, would typically support strategies that encourage faster automobile travel times, reduce peak commute time congestion, implement roadway widening and other infrastructure or strategies that could encourage travel by single-occupant vehicles.* He asked if it was fair to say that in effect LOS induces demand. Mr. Barber said that was the way it had functioned historically but that was not inherent to the analysis of the impact of LOS but was more in the way the mitigations had been practiced adding capacity historically. He said for transportation projects under SB 743 it was considered an impact if that project would induce traffic so future LOS mitigation measures would need to consider if that mitigation would induce additional traffic. Replying further to Chair Barnes, Mr. Barber said LOS and VMT mitigations were solving for different things and it was not necessarily redundant to do both but to take the information so those were pulling in the same direction.

Chair Barnes said there was a reason VMT was a best practice. He said they had labored long enough under LOS that paid more attention to flows irrespective of where those flows came from but which placed the burden on the specific jurisdiction. He said VMT was the appropriate measure for development to look at reducing greenhouse gas emissions, developing multi-modal transportation networks, and increasing land use diversity in the City. He said that LOS should be winnowed out as soon as possible. He said that absolutely the recommended VMT criteria adequately reflected the current City policies and values on a local level. He said regarding an in lieu fee program for VMT impact mitigation that they should know what other cities do, what was the nexus, were the City's fees greater or less, and what was the City paying for. He referred to the City's Transportation Plan and the over 130 potential projects that included bike lanes, sidewalks, multi-modal and everything

having to do with increasing mobility choices. He said he was against another in lieu fee but wanted the existing TIF to strengthen and do all transportation mitigation projects through one fund. He said he did not think they should pursue LOS any longer and was opposed to formalizing local LOS guidelines into the zoning code. He declined to comment on the biennial review question.

In response to Chair Barnes, Planner Sandmeier said staff was looking for a motion to recommend the TIA Guidelines Update to the City Council and whatever feedback the Commission wanted to include.

Commissioner DeCardy said there was nothing in the staff report or agenda to indicate the Commission would make a motion. He said the staff report indicated staff would coalesce input from the Planning Commissioners.

Discussion between staff and the Chair ensued relative to what the Commission's action was to include.

Commissioner Riggs moved to recommend to the City Council approval of the proposed update to the City's Transportation Impact Analysis guidelines to incorporate vehicle miles traveled (VMT) as the metric for analyzing potential transportation impacts from proposed development projects under the California Environmental Quality Act (CEQA) prior to July 1, 2020 as required by Senate Bill 743 to include Commission feedback on the five topic questions.

Engineer Chen said in response to Chair Barnes that Commissioner DeCardy supported the proposed VMT criteria, was supportive of exploring a VMT impact in lieu fee program, but was not supportive of formalizing LOS guidelines into the zoning code, and was supportive of biennial review. He said Commissioner Riggs understood that the updates for VMT were a requirement, he was uncomfortable with a VMT impact in lieu program while understanding the current TIF was not as well funded as it could be, supported formalizing LOS guidelines, and was not comfortable with biennial review due to potential impact to staff and should be looked at prior to going to Council. Engineer Chen said Chair Barnes was supportive of the VMT criteria, not interested in an additional in lieu fee program, was comfortable with LOS scoping but not interested in formalizing those into the zoning code, and did not comment on biennial review. Chair Barnes said regarding in lieu fee that TIFs should be made strong enough to serve the purpose of mitigating transportation impacts. He said the bifurcation of LOS and VMT enhancements was a false bifurcation. He said they needed the funding in aggregate but did not need to further stratify the types of fees.

Chair Barnes seconded the motion.

ACTION: Motion and second (Riggs/Barnes) to recommend to the City Council to update the City's Transportation Impact Analysis guidelines to incorporate vehicle miles traveled (VMT) as the metric for analyzing potential transportation impacts from proposed development projects under the California Environmental Quality Act (CEQA) prior to July 1, 2020 as required by Senate Bill 743 and described in the staff report with the following feedback from Commissioners; passes 6-0-1 with Commissioner Tate absent.

- Do the recommended VMT criteria adequately reflect the current City policies and values on a local level?

  Commissioners Barnes, DeCardy and Riggs provided feedback that it did.

- Is the City interested in exploring a new in lieu fee program separate from the current TIF program as a potential mitigation measure for VMT impacts?

  Commissioner DeCardy supported looking into such a fund.
  Commissioners Barnes and Riggs did not.

- Are the recommendations to formalize the local LOS scoping acceptable?

  Commissioner Barnes said they were acceptable
  Commissioners DeCardy and Riggs did not support

- Is the City interested in formalizing the local LOS guidelines into the zoning code to ensure full compliance?

  Commissioners Barnes, DeCardy and Riggs did not support

- Is the recommended biennial review of the TIA guidelines adequate?

  Commissioner DeCardy indicated support
  Commissioner Riggs thought that impact to staff should be considered before taking to the City Council

H. Informational Items

H1. Future Planning Commission Meeting Schedule

- Regular Meeting: May 11, 2020

Planner Sandmeier said a special meeting study session would be held on the proposed multi-generation community center in Belle Haven.

- Regular Meeting: May 18, 2020

Planner Sandmeier said the May 18 agenda would have use permits for two single-family homes and General Plan consistency for a right of way abandonment and easement abandonment related to the proposed new community center.

- Regular Meeting: June 8, 2020

I. Adjournment

Chair Barnes adjourned the meeting at 10:08 p.m.

Staff Liaison: Corinna Sandmeier, Senior Planner

Recording Secretary: Brenda Bennett

Approved by the Planning Commission on June 8, 2020

Menlo Park Development Agreements / Community Benefits Update

May 4th, 2020

FACEBOOK

2011: Classic Campus (MPK 10-19)

- Hwy 84 Undercrossing – Connecting Belle Haven
- Committed to a Trip Cap
- Bay Trail Improvements
- Local Community Fund
- High School Internship Program
- Local Job Fairs
- Financial Commitments
- Roadway & Utility Upgrades
- Environmental Education and Community Volunteering

Facebook Academy

- Currently in its 9th year
- 140 students have graduated from the program
- Students from Ravenswood
- Partnered with mentors from tech, communications, IT, policy, marketing
- Voluntarily expanded and extended

2014: West Campus (MPK 20)

- Local Community Fund
- Public Access Areas
- Extended & Expanded Trip Cap
- Job Fairs
- Future Transit Station Connectivity
- Clean Up Prior Environmental Toxins
- Funded 15 Units of Affordable Housing in Menlo Park
- Financial Commitments

2016: Facebook Campus Expansion (MPK 21 & 22, Bayfront Hotel)

- Transportation
- Housing
- Community
- Environment
- Financial

2016: Facebook Campus Expansion (MPK 21 & 22, Bayfront Hotel)

Transportation

- Belle Haven Traffic Calming Study
- Belle Haven Traffic Improvements (Chilco Street)
- Dumbarton Corridor Study
- Bayfront Pedestrian Bridge
- Local & Regional Transportation Investments

2016: Facebook Campus Expansion (MPK 21 & 22, Bayfront Hotel)

Community

- Continued Funding to Community Fund & Scholarship Program
- Funding to the Belle Haven Pool
- New Public Park / Public Access
- Ped/Bike Bridge over Bayfront Expressway
- Funding for Bedwell Bayfront Park Maintenance
- Hotel & Restaurant

MPK 22 Public Park

Bayfront Bike / Ped Bridge

2016: Facebook Campus Expansion

Financial

- Yearly and One Time Public Benefit and In lieu Sales Tax Payments
- Property Tax Guarantees
- TOT Guarantees

Housing

- Teacher Housing
- Belle Haven Housing Study
- Housing Innovation Fund
- Housing Preservation Fund
- BMR Funds

Environmental

- On Campus Recycled Water
- Bedwell Bayfront Park Educational
- Green Building Design
- Support to Regional Recycled Water Study
- Environmental Education

Appendix

FACEBOOK


Levee Trail - 2015
25/10/2019 Document name


Hwy 84 Undercrossing
Before


After

Menlo Park Transportation Impact Analysis Guidelines Update

Menlo Park Planning Commission
May 4th, 2020
Presented by: Kevin Chen, Magnus Barber

Agenda

- January 14 City Council study session scoping feedback
- TIA Guidelines update
  - Brief SB 743 recap
- Recommended TIA methodology
  - VMT
  - LOS
- Schedule & next steps

Jan 14 City Council Study Session Scoping Feedback

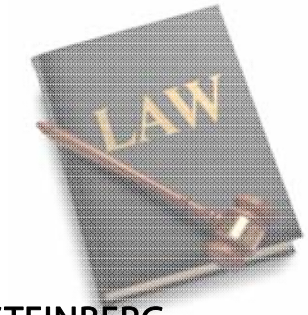
- Proceed with incorporating VMT as a new transportation study metric
- Retain LOS as a local-level roadway congestion transportation study metric
- Ensure preservation of citywide transportation equities

TIA Guidelines Update

- Required by SB 743 (July 1, 2020)
- Changes how transportation impacts are measured
  - State mandate: change to CEQA, only VMT
  - Local discretion: both VMT and LOS
- Changes how impacts are mitigated
- Coordinates with existing policies:
  - General Plan Circulation Element
  - Climate Action Plan
  - Downtown & El Camino Real Specific Plan
  - Transportation Demand Management Guidelines

About

SB 743, STEINBERG

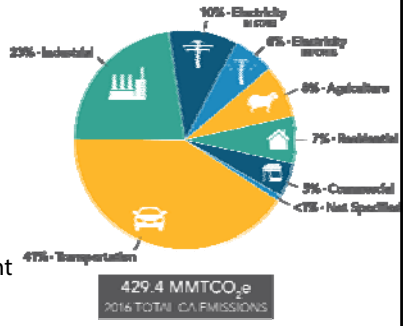


Greenhouse Gas Sources

Emissions from transportation sector continuing to rise despite increase in fuel efficiency and decrease in carbon content fuel.

Ways to reduce GHG:

- Increase vehicle efficiency
- Reduce fuel carbon content
- **Reduce the amount of vehicle travel**



Source: California Air Resources Board, 2019

Goals of SB 743

Align CEQA TIA with state's goals:

- Reduce GHG emissions
- Promote multimodal transportation networks
- Promote diversity of land uses

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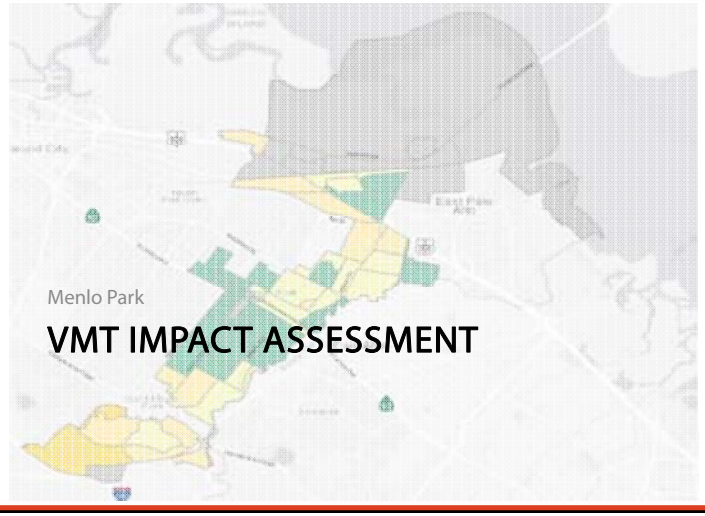


Menlo Park

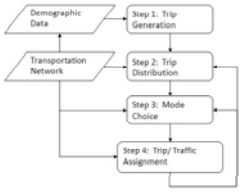
VMT IMPACT ASSESSMENT

Developing VMT Screening Framework

Data from Menlo Park Travel Demand Model

- City divided into zones (TAZs)
  - Population in each zone
  - Jobs in each zone
  - Trips to/from/through
  - Average trip lengths for different trip types (H-W, H-S, H-O, etc)

- Travel Demand Model, Four-step process
  - Trip generation
  - Trip distribution
  - Mode choice
  - Trip assignment



Recommended Screening Methodology

Select the most appropriate alternative:

- Exempt
  - <100 trips/day
  - Local-serving retail: 50,000 s.f.
  - Residential/office: areas with low VMT & within ½ mile transit
- Routine projects
  - Residential, office
  - C/CAG Sketch tool
- Large and/or unique projects
  - Large trip generators (> 800 trips/day), regional retail
  - Travel demand model

Caltrain walkshed, ½ m/10 min

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Recommended VMT Impact Threshold

	Average VMT		Office/Res. Threshold	
Area of Influence	VMT/resident	VMT/job	VMT/resident	VMT/job
Menlo Park	14.5	14.9	12.3	12.7
Regional (9 Bay Area Counties)	16.1	15.8	13.7	13.4

- Retail/Hotel/School
  - A net increase in total VMT
- Mixed use
  - Evaluate components independently

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VMT-based Mitigation

Target Reduction: Depends on VMT vs. Threshold

- Transportation Demand Management, up to 25%
  - E.g. commute trip reduction program, transit subsidies, parking cash-out
- Parking Management, up to 20%
  - Unbundling, pricing, reducing supply
- Transit improvements, up to 10%
  - Proximity/access improvements, increased service frequency
- Active Transportation Projects, up to 5%
  - Pedestrian & bicycle networks, traffic calming
- In lieu Fee Program
  - Additional study needed

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Recommended LOS Revisions

Topic	Current Menlo Park guidelines	Staff recommended revision	Explanation
Exempted projects	• < 5 residential units, • 10,000 s.f. net new commercial project • Land use change in Bayfront area with TDM • Other projects exempted by CEQA	• Modify the to match new CEQA exemption list • ≤ 10,000 s.f. net new retail and other commercial project	Provide consistency
Study area (intersections / roadway segments)	Undefined	• Intersection: ≥ 10 peak hour veh trip per one travel lane (e.g., left, straight, or right turns) • Roadway segment: likelihood to generate impact based on existing demand	Formalize current practice

Other LOS Considerations

- Formalize the local LOS guidelines into the zoning code to ensure full compliance
- Conduct biennial review of the TIA guidelines

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Schedule

- May
  - Planning Commission meeting (May 4)
- May – June
  - Refine process
  - Final draft VMT-based TIA Guidelines
  - Council hearing, adoption (June 9 and 23)

Planning Commission Feedback

- Do the recommended VMT criteria adequately reflect the current City policies and values on a local-level?
- Is the City interested in exploring a new in lieu fee program, separate from the current TIF program, as a potential mitigation measure for VMT impacts?
- Are the recommendations to formalize the local LOS scoping acceptable?
- Is the City interested in formalizing the local LOS guidelines into the zoning code to ensure full compliance?
- Is the recommended biennial review of the TIA guidelines adequate?

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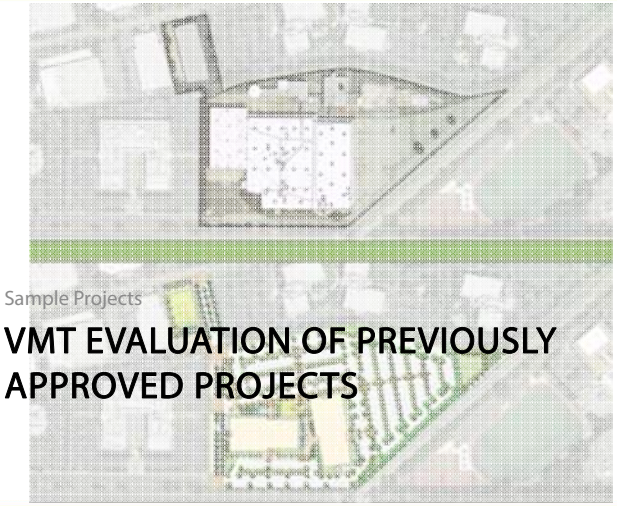
Kevin Chen
KChen@menlopark.org
Kristiann Choy
kmchoy@menlopark.org

Magnus Barber
mbarber@chsconsulting.net



Sample Projects

VMT EVALUATION OF PREVIOUSLY APPROVED PROJECTS

Previously Approved Projects

Project	Mitigations based on LOS	Final Determination
Middle Plaza, 500 El Camino Real	Proposed: restriping, adding additional lanes or turn lanes Some improvements not feasible due to: • increased safety hazards to bicyclist • right-of-way constrains • outside City's jurisdiction.	• Transportation Impact Fees • Partial mitigations where feasible • Funding for transportation improvements generally • Required TDM plan • Some traffic impacts significant and unavoidable
Commonwealth Corporate Center		
Housing Element Site 1 - Veterans Affairs		
Housing Element Site 2 - MidPen's Gateway Apts		
Housing Element Site 3 - MidPen's Gateway Apts		
Housing Element Site 4 - Hamilton Avenue East		
Housing Element Site 5 - Haven Avenue		

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VMT Threshold Screening

Project	TAZ VMT	Citywide VMT	Regional VMT
Middle Plaza, 500 El Camino Real	Per Capita – 13.86	85% – 100%	85% – 100%
	Per Job – 15.63	100% – 115%	85% – 100%
Commonwealth Corporate Center	Per Job – 16.80	100% – 115%	100% – 115%
Housing Site 1 - Veterans Affairs	Per Capita – 17.41	>115%	100% – 115%
Housing Site 2 - MidPen's Gateway Apts	Per Capita – 12.79	85% – 100%	<85%
Housing Site 3 - MidPen's Gateway Apts	Per Capita – 12.63	85% – 100%	<85%
Housing Site 4 - Hamilton Avenue East	Per Capita – 14.87	100% – 115%	85% – 100%
Housing Site 5 - Haven Avenue	Per Capita – 16.45	100% – 115%	100% – 115%

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VMT-based Mitigation

Project	Mitigations based on LOS	Mitigations based on VMT
Middle Plaza, 500 El Camino Real	• Transportation Impact Fees • Partial mitigations where feasible • Funding for transportation improvements generally • Required TDM plan • Some traffic impacts significant and unavoidable	• Transportation Impact Fees • ~~Partial mitigations where feasible~~ • Funding for transportation improvements generally • **VMT mitigation** • Some traffic impacts significant and unavoidable
Commonwealth Corporate Center		
Housing Element Site 1 - Veterans Affairs		
Housing Element Site 2 - MidPen's Gateway Apts		
Housing Element Site 3 - MidPen's Gateway Apts		
Housing Element Site 4 - Hamilton Avenue East		
Housing Element Site 5 - Haven Avenue		

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VMT Screening Examples

- Middle Plaza
  - Medium VMT TAZ
  - Moderate residential TDM needed against either threshold
  - Extensive employer TDM needed vs. City threshold, otherwise moderate
  - EIR estimates > 2,000 trips/day
  - Full VMT analysis required
- Commonwealth Corporate Campus
  - High VMT TAZ
  - Extensive employer TDM needed against either threshold
  - EIR estimates > 3,700 trips/day
  - Regional employer
  - Full VMT analysis required
- Veterans Affairs clinic/housing
  - High VMT TAZ
  - Extensive TDM required for against either thresholds
  - Sketch tool VMT analysis

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VMT Screening Examples, Housing

- Low VMT Areas
  - MidPen Housing (Sites 2 & 3)
    - No TDM required vs regional threshold, moderate vs city threshold
    - Sketch tool VMT analysis
- High VMT Areas
  - Hamilton Ave East
    - Extensive TDM vs. city threshold, otherwise moderate
    - Sketch tool VMT analysis
  - Haven Avenue
    - Extensive TDM required vs either threshold
    - Sketch tool VMT analysis

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Recommended Screening Criteria: Exempt Projects

Exempting low VMT projects from *VMT analysis*

- Project types
  - Generates <100 vehicle trips/day
  - Local-serving public amenities: e.g. police, fire, utilities
  - Affordable housing (if in low VMT area and close to transit)
- Areas with low VMT
  - Average VMT < threshold
  - Project matches characteristics of existing development (e.g. density, parking ratios etc)
- Transit proximity
  - Within 0.5 miles of major transit stop

Caltrain walkshed, ½ m/10 min

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Recommended Screening Criteria: Routine Projects

- Project types
  - Residential, office, local-serving retail
  - Average VMT
- C/CAG developing model
  - Office, residential, industrial, mixed-use
  - Estimate project VMT
  - Compare to threshold
  - Evaluate VMT-reduction measures
  - Available "fall 2020"
  - Screening criteria not yet announced

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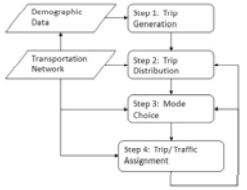
Recommended Screening Criteria: Large or Unique Projects

- Project types
  - Uses other than residential, office, or local retail
  - Large projects, e.g. regional employment sites, regional retail
  - >800 vehicle trips/day (after project trip reduction measures)
- Modeling
  - Menlo Park travel demand model



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Recommended VMT Sig. Criteria

- Land use projects:
  - Residential/Office: less than significant if 15% below city/regional VMT per capita / VMT per job
  - Retail: less than significant if VMT does not increase
- Transportation projects:
  - Significant impact if it would increase VMT
  - Significant impact if would induce additional vehicle trips (e.g. projects adding vehicle capacity)

	Average VMT		Office/Res. Threshold	
Area of Influence	VMT/resident	VMT/job	VMT/resident	VMT/job
Menlo Park	14.5	14.9	12.3	12.7
Regional (9 Bay Area Counties)	16.1	15.8	13.7	13.4

Supporting Materials

- Example Implementation
- Additional VMT maps

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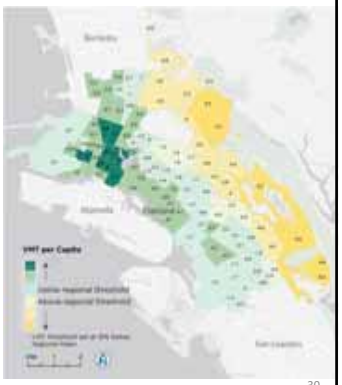
CITY OF OAKLAND

EXAMPLE IMPLEMENTATION

Oakland – VMT Tools

- Location-based VMT approach recommended by OPR
- Model developed by the Metropolitan Transportation Commission (MTC)



Source: City of Oakland, 2016; Nelson Nygaard, 2016.

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Metrics and Thresholds

1. Residential Projects
   a. Metrics = VMT per capita
   b. Significance Criteria = Less than significant if **15% below existing regional VMT per capita**
   c. Include tourist hotels, student housing, single room occupancy hotels, and group housing land uses

1. Office Projects
   a. Metric = VMT per employee
   b. Significance Criteria = Less than significant if **15% below existing regional VMT per employee**
   c. Includes K-12 schools, post-secondary institutional, Medical, and production, distribution, and repair (PDR) land uses

1. Retail Projects
   a. Metric = VMT per employee
   b. Significance Criteria = Less than significant if **15% below existing regional VMT per employee**
   c. Includes grocery stores, local-serving entertainment venues, religious institutions, parks, and athletic clubs land uses

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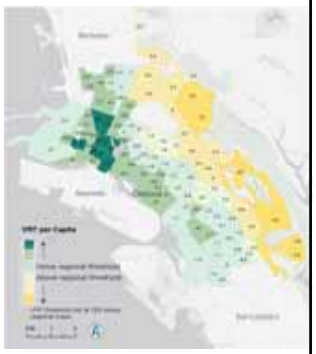
Exemptions

Fast-track approval if:

- Fewer than 100 vehicle trips/day
- Located in a low-VMT area - use a map or a tables
- Located within ½ mile of an existing major transit stop

If not, projects must develop alternatives or refinements to reduce VMT impacts, and a detailed VMT analysis may be required.



Source: City of Oakland, 2016; Nelson Nygaard, 2016.

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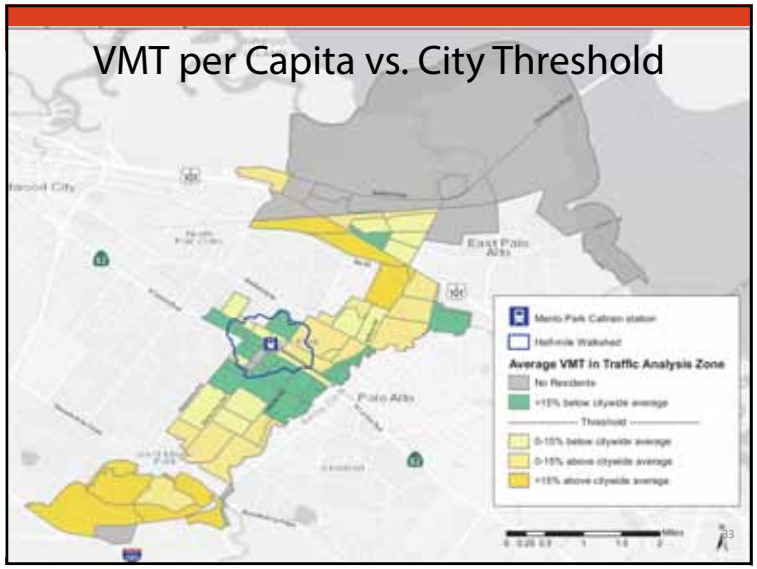
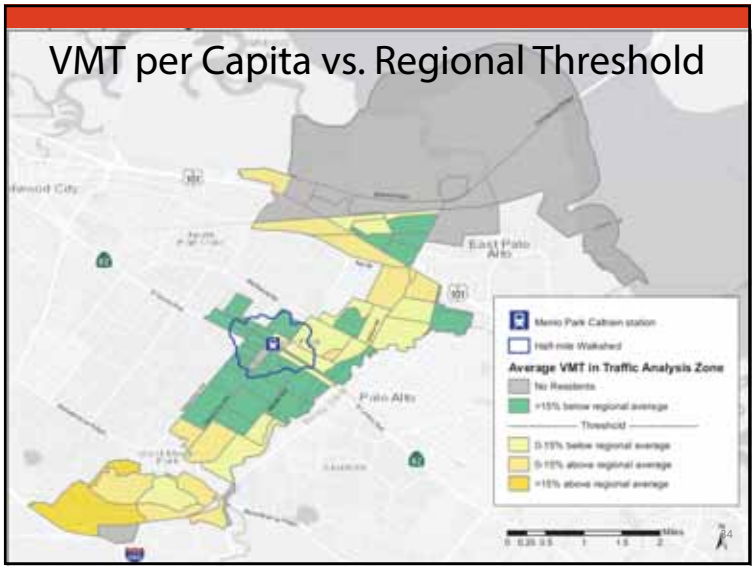
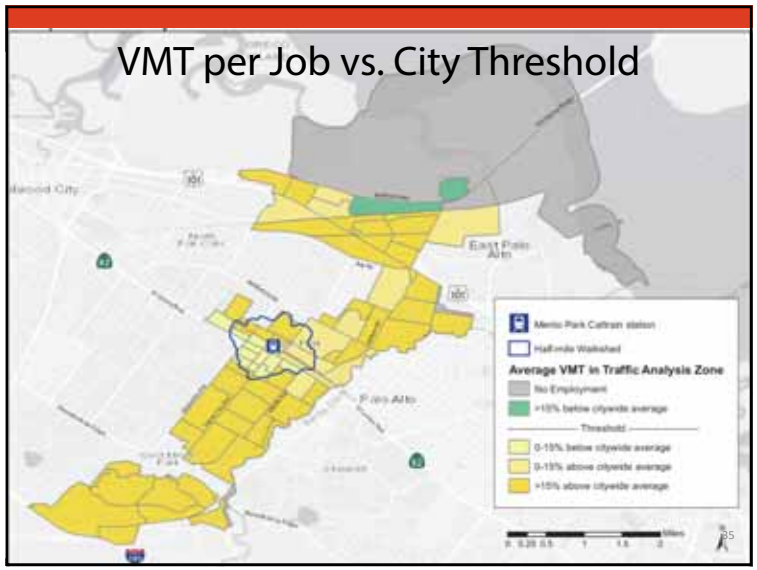
VMT per Capita vs. City Threshold



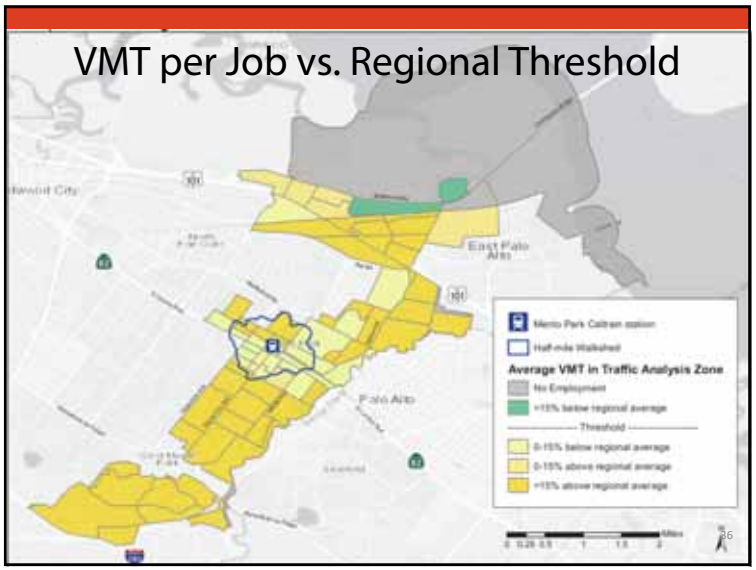
VMT per Capita vs. Regional Threshold



VMT per Job vs. City Threshold



VMT per Job vs. Regional Threshold



From: Adina Levin
To: Planning Commission
Subject: Agenda G1 - CEQA transition - VMT
Date: Monday, May 4, 2020 6:56:32 PM

CAUTION: This email originated from outside of the organization. Unless you recognize the sender's email address and know the content is safe, DO NOT click links, open attachments or reply.

Dear Planning Commission and Staff,

I am trying to send this for public comment today for agenda item G1. However, the link provided in the staff report is showing an error message right now: e: menlopark.org/planningpubliccomment

Therefore I am sending to this address, and would welcome for the comment to be read.

Thank you for considering Menlo Park's VMT transition plan to implement SB743

I am glad that the staff/consultant reports are looking at other cities experiences with this transition for lessons to Menlo Park, and that they are looking to develop more effective TDM assessment than the San Mateo County's point based system.

One important thing I am seeing as missing is looking at alternatives to auto LOS considering impacts/benefits for biking, walking and transit. City Council wanted to look at multimodal alternatives - I would encourage this to be considered in scope.

Thank you very much,
- Adina
Adina Levin
Menlo Park Resident
Complete Streets Commissioner, commenting for self