LAND USE

EXISTING CONDITIONS REPORT

PUBLIC REVIEW DRAFT

JANUARY 2015

CONNECTMENLO

menlo park land use & mobility update

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OVERVIEW

This existing conditions report provides comprehensive information to help inform the Connect Menlo General Plan (Land Use and Circulation Elements) and M-2 Area Zoning Update process as it pertains to Land Use. The report includes information about relevant regulations, a description of Menlo Park's natural and urban setting, an account of the history of Menlo Park, background on planning and land use concepts, an overview of existing land use conditions in the city, and information on quality of life and the provision of public services in Menlo Park.

STATE REGULATIONS AND GUIDANCE

CALIFORNIA GENERAL PLAN LAW

As a general law city, Menlo Park has more limited powers to enact land use regulations than do charter cities. State planning and zoning law (California Government Code Section 65000-66499.58) requires every city in California to adopt a comprehensive, long-term general plan for the physical development of the city and of any land in a "Sphere of Influence" (SOI) outside its boundaries that in the jurisdiction's judgment bears relation to its planning. A general plan should consist of an integrated and internally consistent set of goals and policies that are grouped by topic into a set of elements guided by a citywide vision. State law requires that a general plan address seven elements or topics (land use, circulation, housing, conservation, open space, noise, and safety), but allows some discretion on the arrangement and content. All of the Menlo Park General Plan Elements have been updated between 2013 and 2014, except for Land Use and Circulation, which have not been comprehensively updated since 1994. Each of the specific and applicable requirements in the State planning law (as provided California Government Code Section 65300) should be examined to determine if there are environmental issues within the community that the general plan should address, including but not limited to hazards and flooding.

CALIFORNIA OFFICE OF PLANNING AND RESEARCH GENERAL PLAN GUIDELINES

As a means of assisting local governments to comply with State law regarding the development and updating process for local government general plans, the California Office of Planning and Research (OPR), per Government Code Section 65040.2, adopts and updates guidelines for the preparation and content of general plans. These guidelines currently include sections on the required content of general plans, sustainable development, environmental justice, formatting, public participation, and implementation. The most recent version of these guidelines is from 2003, but OPR is in the process of developing an extensive update to these guidelines, which is anticipated to be released in 2015. This update is expected to focus on making the guidelines more current, interactive, and user-friendly, and will not include any changes to the required contents of a general plan.

CALIFORNIA AERONAUTICS ACT

The California Aeronautics Act, established by the California Department of Transportation (Caltrans)–Division of Aeronautics, requires the preparation of airport land use compatibility plans (ALUCPs). ALUCPs allow for compatibility between airports and the uses adjacent to airports, to the extent that these adjacent uses are not already developed with incompatible uses. The primary goals of ALUCPs are to promote safety in flying and minimize risks to surrounding land uses. Additionally, these plans serve to protect airports from encroachment by new incompatible land uses. The effects on lands in Menlo Park of the Comprehensive Land Use Compatibility Plan for the Palo Alto Airport and the San Mateo County Comprehensive Airport Plan, which includes the nearby San Carlos Airport, are discussed below in the Regional and Local Plans and Regulations section of this report.

SENATE BILL 375

As a means to achieve the statewide emission reduction goals set by Assembly Bill (AB) 32 (The California Global Warming Solutions Act of 2006), SB 375 (The Sustainable Communities and Climate Protection Act of 2008) directs the California Air Resources Board (CARB) to set regional targets for reducing greenhouse gas (GHG) emissions from cars and light trucks. Using the template provided by the State's Regional Blueprint program to accomplish this goal, the bill seeks to align transportation and land use planning to reduce vehicle miles traveled (VMT) through modified land use patterns. There are five basic directives of the bill: 1) creation of regional targets for GHG emissions reduction tied to land use; 2) a requirement that regional planning agencies create a Sustainable Communities Strategy (SCS) to meet those targets (or an Alternative Planning Strategy if the strategies in the SCS would not reach the target set by CARB); 3) a requirement that regional transportation funding decisions be consistent with the SCS; 4) a requirement

that the Regional Housing Needs Allocation numbers for municipal general plan housing element updates must conform to the Sustainable Communities Strategy; and 5) California Environmental Quality Act (CEQA) exemptions and streamlining for projects that conform to the Sustainable Communities Strategy.[1] The implementation mechanism for SB 375 that applies to land use in Menlo Park is Plan Bay Area (see next section).

REGIONAL AND LOCAL PLANS AND REGULATIONS

PLAN BAY AREA

The Association of Bay Area Governments (ABAG), Metropolitan Transportation Commission (MTC), Bay Area Air Quality Management District (BAAQMD), and San Francisco Bay Conservation and Development Commission (BCDC) share joint responsibility for creating, updating, and overseeing Plan Bay Area, the Sustainable Communities Strategy (SCS) for the nine-county Bay Area region pursuant to SB 375. Each of the agencies involved in the SCS has a different role in regional governance. ABAG primarily deals with regional land use, housing, environmental quality, and economic development, while MTC is tasked with regional transportation planning, coordinating, and financing. BAAQMD is responsible for regional air pollution regulation. BCDC's focus is to preserve, enhance, and ensure responsible use of San Francisco Bay.

These agencies jointly created Plan Bay Area,[2] adopted in July 2013 and now a regulating portion of the Bay Area's 25-year Regional Transportation Plan (RTP), which in part dictates funding for local transportation programs and improvements. By federal law, the RTP must be internally consistent. Therefore, the more than $200 billion dollars of transportation investment typically included in the RTP must align with and support the SCS land use pattern. State law also requires that the updated 8-year regional housing need allocation (RHNA) prepared by ABAG for municipal housing element updates is consistent with the SCS.

Plan Bay Area sets a development pattern for the region, which, when integrated with the transportation network and other transportation measures and policies, would reduce GHG emissions from cars and light trucks beyond the per capita reduction targets identified by CARB pursuant to SB 375.

As part of the implementation framework for Plan Bay Area, local governments may identify "Priority Development Areas" (PDAs) to focus growth. The PDAs are transit-oriented, infill development opportunity areas within existing communities. Over two-thirds of overall Bay Area growth through 2040 is allocated to the PDAs, which are expected to accommodate 80 percent (or over 525,570 units) of new housing and

[1] William Fulton, 2008. *SB 375 Is Now Law – But What Will It Do,* California Planning and Development Report.

[2] To read more about Plan Bay Area go to www.OneBayArea.Org.

66 percent (or 744,230) of new jobs in the region.[3] Additionally, the plan designates "Priority Conservation Areas" (PCAs), which are regionally significant open spaces for which there exists broad consensus for long-term protection, but which face nearer-term development pressures. Menlo Park currently has one PDA that surrounds El Camino Real and includes areas in and around Downtown Menlo Park. The area covered by the El Camino Real & Downtown Specific Plan falls within Menlo Park's PDA. Menlo Park does not have a PCA.

The SCS does not directly govern land uses within Menlo Park and does not affect local decision-making authority. However, there are a number of benefits available to the City from being consistent with Plan Bay Area, including potential streamlining of CEQA review for certain transit priority, residential, and/or mixed-use projects, as well as high eligibility for transportation funding, provided that policies and land use patterns proposed in the General Plan align with SCS goals.

LOCAL AGENCY FORMATION COMMISSION

The Cortese-Knox Act (1986) and the Cortese-Knox-Hertzberg Local Government Reorganization Act (2000) govern Local Agency Formation Commissions (LAFCOs) in each county in California, empowering LAFCOs to review, approve, or deny proposals for boundary changes and incorporations for cities, counties, and special districts. San Mateo LAFCO establishes a SOI for each city that describes the city's probable future physical boundaries and service areas and/or the area with the potential to be strongly affected by city policies and land use decisions. Figure 1 shows the location of Menlo Park within the Bay Area region, and Figure 2 depicts the city limits, SOI and other important planning boundaries, which are discussed specifically beginning on page 17 of this report.

SAN FRANCISCO BAY BASIN WATER QUALITY CONTROL PLAN

The San Francisco Bay Regional Water Quality Control Board (RWQCB) oversees a Water Quality Control Plan for the San Francisco Bay Basin (the Basin Plan) that designates "beneficial" uses, establishes water quality objectives, and contains implementation programs and policies to achieve those objectives for all waters addressed through the Basin Plan, which includes wetlands in and near Menlo Park.[4] The Basin Plan centers on watershed management, a strategy for protecting water quality by examining all inputs into drainages and downstream water bodies. Accordingly, compliance with the Basin Plan involves adherence to stormwater control requirements for land use activities in Menlo Park.

[3] Metropolitan Transportation Commission (MTC) and Association of Bay Area Governments (ABAG), 2013. *Final Plan Bay Area, Strategy for a Sustainable Region.*

[4] California Regional Water Quality Control Board San Francisco Bay Region (Region 2), 2007. *San Francisco Bay Basin (Region 2) Water Quality Control Plan (Basin Plan).*

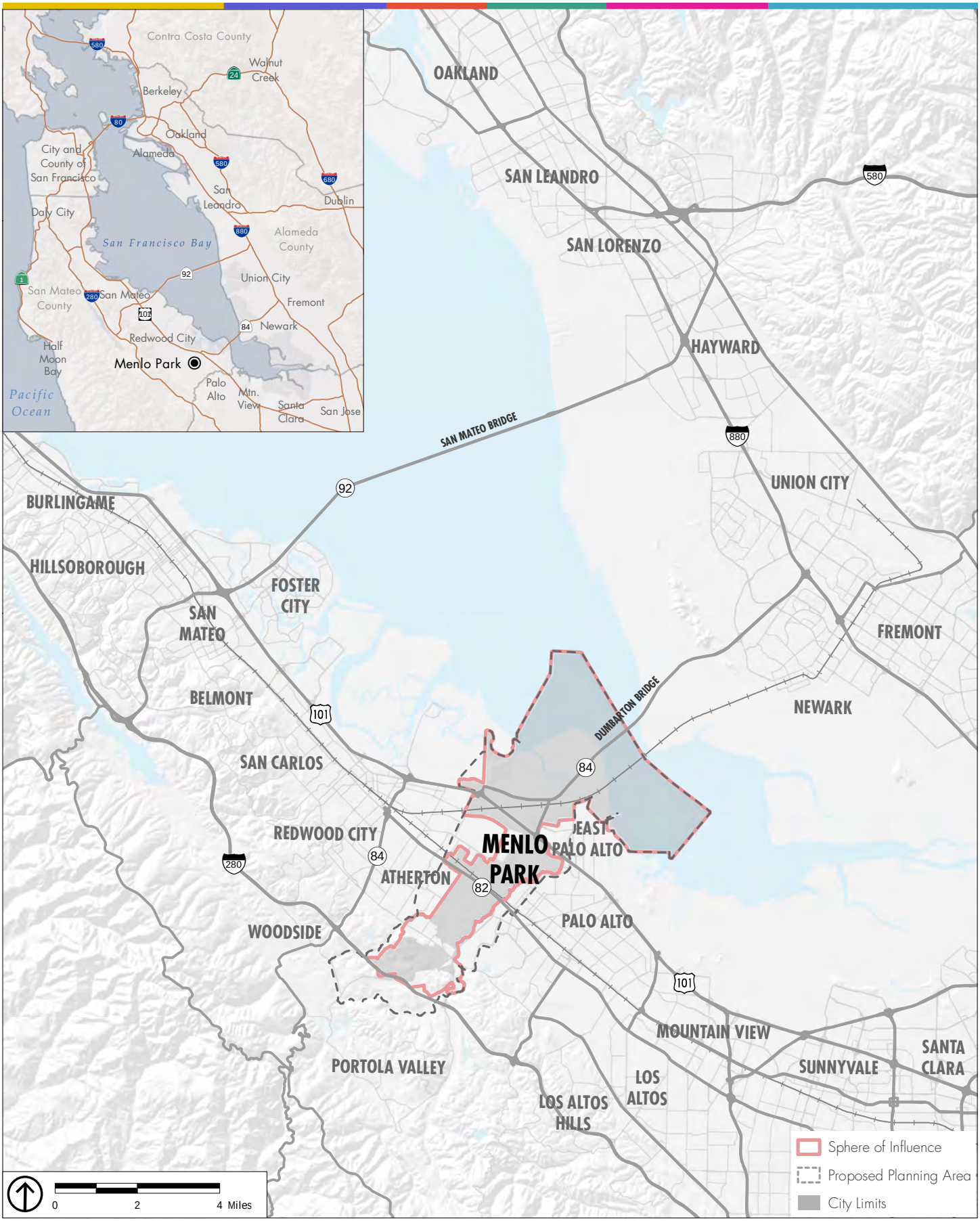

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FIGURE 1: MENLO PARK REGIONAL LOCATION

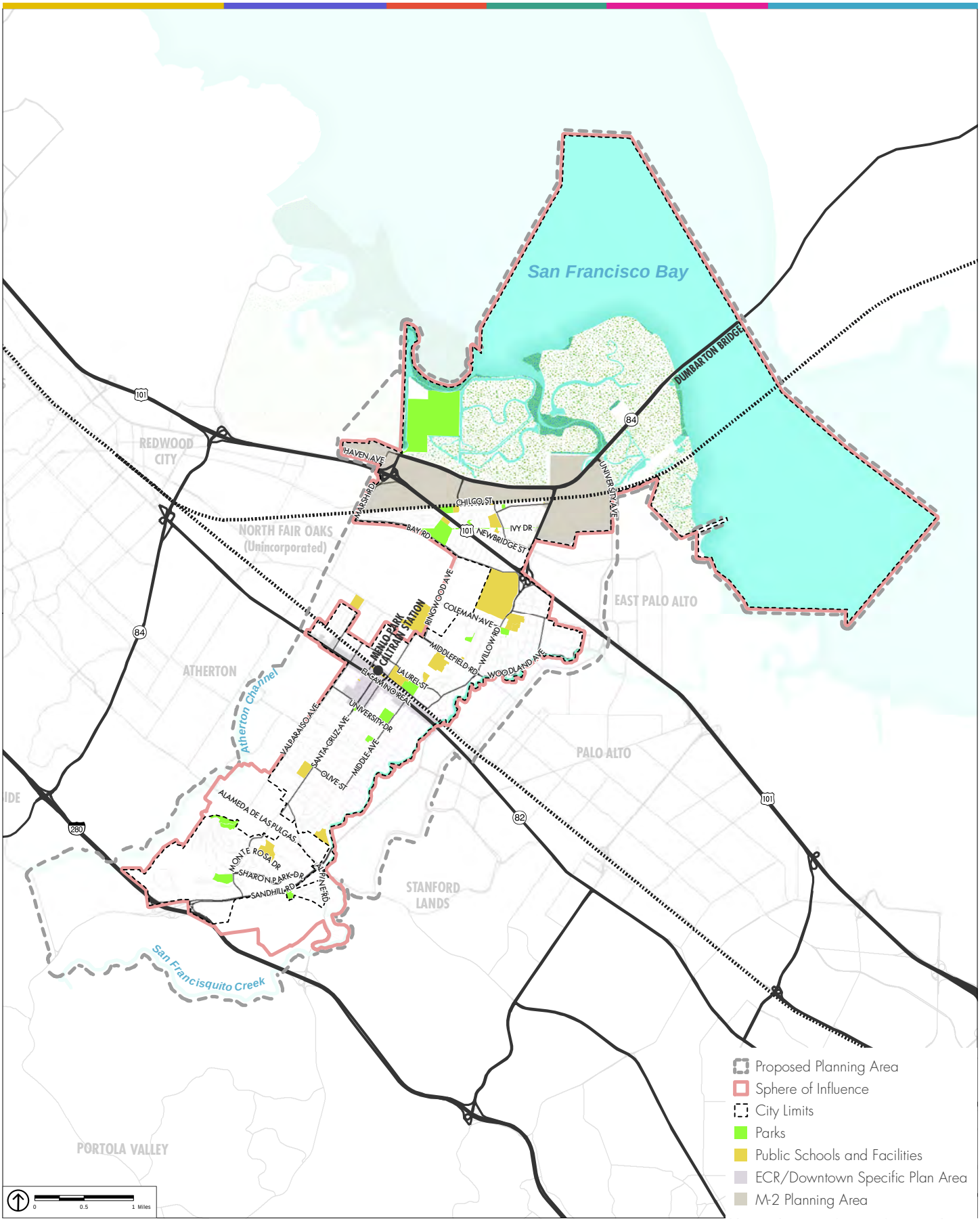

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FIGURE 2: CITYWIDE CONTEXT

SAN MATEO COUNTY GENERAL PLAN

The San Mateo County General Plan governs land use in three areas within the Menlo Park SOI that are not inside the city limits: 1) the area near Ringwood Avenue between Bay Road and Middlefield Avenue referred to as Menlo Oaks, 2) the Alameda de Las Pulgas District referred to as West Menlo Park – a census-designated place, Stanford Weekend Acres along Alpine Road, and 3) the Stanford Linear Accelerator (see Figure 2). Land use activities in these unincorporated areas, especially Alameda de Las Pulgas, influence conditions in Menlo Park. The San Mateo County General Plan includes primarily medium-to-high density residential and neighborhood commercial land uses along Alameda de Las Pulgas.

SAN MATEO COUNTY CONGESTION MANAGEMENT PROGRAM

In accordance with California Government code 65088, San Mateo County has established a Congestion Management Program (CMP), applicable to all the jurisdictions in the County, aimed at reducing traffic congestion and improving air quality. The CMP promotes infill development in core areas along major transit corridors, as well as alternative forms of transportation. The plan encourages the integration of land use and transportation planning efforts. Additional information about the CMP related to transportation is discussed in the Circulation Existing Conditions Chapter.

SAN MATEO COUNTY COMPREHENSIVE AIRPORT LAND USE PLAN

Menlo Park is not within the Airport Influence Area, Federal Aviation Regulation (FAR) Part 77 Conical Surface area,[5] or identified noise contours for any airports in San Mateo County, including the San Carlos airport.[6,7]

COMPREHENSIVE LAND USE COMPATIBILITY PLAN – PALO ALTO AIRPORT

The Comprehensive Land Use Plan (CLUP) for the Palo Alto Airport was adopted by the Santa Clara County Airport Land Use Commission in 2008. The CLUP is intended to safeguard the general welfare of the inhabitants within the vicinity of Palo Alto Airport and ensure that new surrounding uses do not affect continued safe airport operation. Specifically, the CLUP seeks to protect the public from the adverse effects

[5] The FAR Part 77 Conical Surface is an imaginary three-dimensional conical surface that extends upward and outward from airports in order to determine safe structure heights to avoid the obstruction of air traffic.

[6] City/County Association of Governments of San Mateo County, 1996. *San Mateo County Comprehensive Airport Land Use Plan,* Map SC-15, December. http://old.ccag.ca.gov/pdf/documents/2009/SMC_Airports_CLUP.pdf, accessed on Nov. 7, 2014.

[7] City/County Association of Governments of San Mateo County, 2004. *Revised Airport Influence Area Boundary for San Carlos Airport – Area B,* October 14. http://old.ccag.ca.gov/pdf/documents/archive/sc%20airport%20influence%20b.pdf, accessed on November 7, 2014.

of aircraft noise, to ensure that people and facilities are not concentrated in areas susceptible to aircraft accidents, and to ensure that no structures or activities adversely affect navigable airspace.[8] Menlo Park does not fall within the Airport Influence Area of this facility, and none of the noise or safety zones for the Palo Alto airport fall within the boundaries of Menlo Park; however, extreme eastern portions of Menlo Park in the vicinity of O'Connor Street and Byers Avenue fall within the 354-foot FAR Part 77 Surfaces for the Palo Alto Airport.[9] This means that buildings approaching or near a height of 354 feet in the area would conflict with use of the airport. Buildings in this area are generally less than 40 feet tall and are anticipated to remain at or below this height.

MENLO PARK MUNICIPAL CODE

The sections of the Menlo Park Municipal Code that are most directly relevant to land use are summarized below. Land use and development in the city are also affected by an array of other code sections that deal with specific technical issues.

CHAPTER 2.12 PLANNING COMMISSION

As currently written, this chapter assigns to the Planning Commission all the powers and duties outlined in the State Conservation and Planning Act. Although the Conservation and Planning Act has been superseded by updated legislation, the powers and duties of planning commissions remain much the same as they were under the original Act. In Menlo Park, the Planning Commission is the decision-making body on use permits, architectural control and variances. The Planning Commission also acts as the primary advisory body to the City Council on land use matters, including consideration of rezoning proposals, conditional development permits, general and specific plans, and issues recommendations regarding such plans and certain types of development proposals and land use activities.

TITLE 15 – SUBDIVISIONS

Also known as the Subdivision Ordinance, Title 15 controls the creation of parcels and establishes the regulatory process surrounding the division of land in Menlo Park. The regulations of the Subdivision Ordinance implement the Subdivision Map Act of the State of California. This ordinance includes provisions related to the requirement of tentative and final maps for all subdivisions, as well as the required contents of these tentative and final maps. Additionally, pursuant to the Quimby Act, this title contains provisions

[8] Santa Clara County Airport Land Use Commission, 2008. *Comprehensive Land Use Plan Santa Clara County,* page 1-1, November 19.

[9] Santa Clara County Airport Land Use Commission, 2008. *Comprehensive Land Use Plan Santa Clara County,* Figures 4, 5, 6, 7, and 8, November 19.

related to the required amount of parkland dedication for new subdivisions, including the formula used to calculate the required acreage of land to be dedicated or the fee, which would be due in lieu of the required land dedication. The Subdivision Ordinance also contains requirements pertaining to condominiums, lot mergers, variances, and compliance with the City's affordable housing requirements.

TITLE 16 – ZONING

Menlo Park's zoning ordinance serves to implement the land use designations in the General Plan by establishing comprehensive zoning rules for the city. The Zoning Ordinance includes the zoning map, which establishes and delineates various districts in Menlo Park, with each district having specific zoning regulations and development standards. The Zoning Code directs decision makers to consider public health, safety, general welfare, traffic conditions, and "orderly development" when making land use and zoning decisions. As stated in Chapter 16.02 of the Zoning Code:

> The purpose of this [zoning] title is 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[sic] 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.

A targeted update to the Zoning Code will be an integral component of the General Plan and M-2 Area Zoning Update Project. Zoning districts in the M-2 Area are currently viewed as out of date, since they do not adequately respond to the types of uses that are in demand and being considered for the M-2 Area.

MENLO PARK HOUSING ELEMENT

Housing Elements are one of the seven State-mandated elements for local General Plans; however, housing elements are subject to special requirements and are often updated in a process separate from the remainder of a general plan, since their updates occur on a set schedule. For jurisdictions such as Menlo Park with a compliant Housing Element, the update process is on an 8-year cycle. State law requires that municipalities adopt housing elements that enable them to adequately meet their projected housing needs, including a fair share of regional market-rate and affordable housing demand. Regional housing needs are projected as part of the Regional Housing Needs Allocation (RHNA) process, which is overseen in Menlo Park by the California Department of Housing and Community Development (HCD) and the Association of Bay Area Governments. For the 2015–2023 planning period, Menlo Park's housing allocation was 655 dwelling units, 362 of which are designated for households earning less than 80 percent of the median household income in

San Mateo County. Menlo Park is part of a collaborative effort named "21 Elements" to coordinate the update of Housing Elements in San Mateo County.

The City of Menlo Park adopted its most recent Housing Element for the 2015–2023 cycle in April 2014, and the Element was subsequently certified by HCD also in April 2014. The 2015–2023 Housing Element contains goals, policies, and programs to ensure the adequate provision of housing, affordable housing, and housing for special-needs populations. The City adopted several new ordinances alongside the Housing Element in order to comply with recent changes in State law. The ordinances adopted serve to provide opportunities for emergency shelter, residential care facilities, and supportive and transitional housing. The City also adopted amendments to the secondary dwelling unit and accessory buildings and structures ordinances. The amendments allowed for the conversion of legally permitted and constructed accessory buildings (meeting certain criteria) into second dwelling units and also provided greater clarity in the definitions of accessory building and accessory structure and established development regulations more aligned to facilitate the construction of such buildings and structures. Table 1 illustrates Menlo Park's RHNA requirements for the 2015–2023 housing cycle and lists the housing sites and other sources of residential development identified by the 2015–2023 Housing Element that will allow Menlo Park to meet these requirements.

As of December 2014, four higher density, multi-family residential projects have been initiated in Menlo Park, with a total of 795 new units. In addition to the St. Anton and Core/VA residential projects shown in Table 1, Menlo Park is now also anticipating the completion of the Greenheart – Hamilton Avenue and Greystar projects, which together will contribute 341 of the 795 new units. Of the total 795 new units, 15 units, 74 units, and 7 units will be reserved, respectively, for Low Income, Very Low Income, and Extremely Low Income Households.

MENLO PARK CLIMATE ACTION PLAN

The City's Climate Action Plan (CAP) (adopted in May 2009)10 proposes local emissions reduction strategies designed to help meet AB 32 targets. The CAP provides the emission inventory from 2005-2009, the emission forecast for year 2020, a reduction goal for 2020, and the recommendation for GHG reduction strategies. The City subsequently prepared the CAP Assessment Report in July 2011. This report clarified and updated the CAP and is now the primary strategy for the City to reduce GHG emissions. Based on the emission inventory and forecast for year 2020, and in order to meet AB 32 goals, the City adopted a GHG reduction target of 27 percent below the 2005 level by 2020 in June 2013.

[10] City of Menlo Park, 2009. *Climate Action Plan.* http://www.menlopark.org/DocumentCenter/View/1346, accessed December 30, 2014.

TABLE 1 POTENTIAL HOUSING SITES AND CONTRIBUTIONS TOWARD RHNA REQUIREMENTS

	Total Units
2015–2023 RHNA	**655**
Units in Pipeline as of December 2013 [a]	
3639 Haven Avenue (Anton Menlo)	394
605 Willow Road (Willow Housing – VA/Core)	60
Scattered Site Units Pre-2012 Zoning	11
New Second Units	7
Subtotal	*472*
Residual 2015–2023 RHNA (Subtracting In-Pipeline Units)	**183**
New Units Potential Under the 2015–2023 RHNA	
El Camino Real/Downtown Specific Plan Zoning	680
New Housing on Infill Sites Around Downtown	70
New Second Units	50
Conversions to Second Units	15
High Density Opportunity Sites [b]	433
Scattered Site Units Pre-2012 Zoning	189
Subtotal	*1,427*
Remaining Adjusted 2015–2023 RHNA	**-1,244**

a. "Units in the Pipeline" include units built or approved (permits issued or entitlements completed)
b. Includes the following sites: both of MidPen's Gateway Apartments sites, Hamilton Avenue, and Haven Avenue R-4-S sites
Source: City of Menlo Park, April 1 2014, @ Home in Menlo Park, 2015–2023 City of Menlo Park Housing Element.

The CAP Assessment Report recommends various community and municipal strategies for near-term and mid-term considerations. The emissions reduction strategies are generally focused on community actions, since more than 99 percent of the emissions are from community sources. A cost benefit analysis of the selected strategies will be presented to City Council prior to implementation.

In June 2014, the City Council approved an updated 5-year Climate Action Plan Strategy, based on the current staffing levels and budget resources available. If the current list of strategies is implemented, Menlo Park can expect to achieve 46 percent of its GHG target, which still falls far short of the goal. Additional strategies were not added as there are not sufficient staffing levels to accomplish more.

LAND USE AND ZONING

Menlo Park zoning and General Plan land use designations are more closely aligned than in many other cities. For properties in Menlo Park, a parcel's zoning designation stems directly from its General Plan land use designation, with the zoning designation acting as a means to refine the specific uses and development standards for that parcel. Land Uses in Menlo Park are also governed by Specific Plans, such as the El Camino Real and Downtown Specific Plan, which is discussed in greater detail later in this chapter.

- "Existing land use" refers to the use currently in place on a property, regardless of the General Plan land use designation or zoning designation.
- "General Plan land use designation" refers to broad categories of different types of land uses, such as Single-Family Residential or Retail/Commercial, that are included and mapped within the General Plan. Each category establishes the general types of uses that are allowed by policy on a parcel with that designation. Each designation allows a range of possible intensities.

"Zoning designations" or "zoning districts" are also categories of land use, but they are regulatory standards and more specific than the General Plan land use designation. Zoning designations must be consistent or compatible with General Plan designations and provide detail about allowed uses, minimum setbacks, parking requirements, height restrictions, and other aspects of development above and beyond what is contained in the more general General Plan designation. In Menlo Park, zoning designations correlate directly with the General Plan land use designations.

MENLO PARK'S UNIQUE IDENTITY

Menlo Park has long played a central role in the dynamism of the Bay Area and Silicon Valley culture and economy. Situated in the middle of the Peninsula, approximately halfway between San Francisco and San Jose, Menlo Park is a hub of investment and scientific innovation. Menlo Park draws upon the academic powerhouse of Stanford University as well as the economic centers of San Francisco and Silicon Valley, but Menlo Park has forged its own identity with its unique contributions to the economic and intellectual landscape both regionally and globally.

Menlo Park hosts institutions that are renowned both nationally and worldwide. Located in central Menlo Park on Middlefield Road, the US Geological Survey (USGS) Menlo Park Science center remains the Survey's "flagship research center in the western United States." SRI International, formerly the Stanford Research Institute, is a spinoff of the university that has been a world leader in science and technology for over 50 years. Sand Hill Road hosts many influential investment firms, leading it to be known as the Venture

Capital or "VC" Corridor. Finally, the location and now expansion of Facebook has drawn international attention and even tourism to the M-2 Area.

Menlo Park's identity is also defined by its mosaic of distinctive residential neighborhoods, which represent a variety of urban forms, architectural styles, and cultures. Menlo Park's individual neighborhoods are discussed in greater detail below, as well as in the Community Character Existing Conditions chapter.

REGIONAL CONTEXT

Menlo Park is one piece in a jigsaw puzzle of neighboring jurisdictions with which Menlo Park must coordinate and cooperate. The city shares borders with portions of unincorporated San Mateo County, the municipalities of Atherton, Palo Alto, East Palo Alto, Fremont, and Redwood City. Although the municipalities of Portola Valley, and Woodside and the community of Ladera are located nearby, they do not share borders with Menlo Park. The San Francisco Bay comprises as significant proportion of Menlo Park's border. The presence of the Bay uniquely defines the geography and setting of Menlo Park, creating both issues and opportunities for Menlo Park and its residents, but the Bay is not the only water feature that defines Menlo Park. San Francisquito Creek has long been an important natural feature for Menlo Park, and today serves both as the city's eastern border with Palo Alto and as much of the border between San Mateo and Santa Clara counties. Figure 1 shows Menlo Park's regional location and immediate geographic context.

THE NEXUS BETWEEN TRANSPORTATION AND LAND USE

Many issues and opportunities faced by Menlo Park relate to transportation and its connection to land use. For example, transit stations and corridors often present opportunities for higher density or mixed-use development, which gives more people easy access to transit, and in turn, increases transit ridership and fare revenue. Similarly, placing employment uses near major transit corridors or freeways can help workers reach their workplaces without a need to drive long distances on local streets. The relationship between transportation and land use is increasingly recognized as a key planning issue for the near future, a nexus highlighted by the traffic congestion in Menlo Park related to regional commuting patterns. In fact, the State of California has recognized this issue and enacted relevant legislation. SB 375 requires that regional planning agencies now account for the close relationship between transportation and land use when making key planning and transportation program decisions. Additionally, SB 743, adopted in 2013, strengthens the statewide commitment to recognize and respond to the nexus between transportation and land use. Among other things, SB 743 offers opportunities for streamlined environmental review for certain types of projects near high-quality transit facilities, and also requires transportation agencies to ensure that Congestion Management Plans (CMPs) conform to regional transportation plans.

MENLO PARK CIRCULATION SYSTEM

The transportation information discussed in this report overlaps with the more detailed presentation in the Circulation Existing Conditions report; however, a brief discussion is offered to provide context for current land use patterns in the city.

MAJOR ROADWAYS

US 101

US 101 serves as a major regional connection but is also a formidable local barrier. It provides access to San Francisco, San Jose, and beyond, but also limits crosstown connectivity. Most surface streets do not cross US 101, creating a physical separation and forcing many cars, pedestrians, and bicyclists to travel longer distances on a limited number of crossings in order to reach destinations on the opposite side of the freeway. This barrier effect raises significant issues for the M-2 Area and Belle Haven neighborhood.

Interstate 280

Noted for its scenery, Interstate 280 runs along the hillside edge of Menlo Park. I-280 serves as another important connection to San Francisco and to other Peninsula communities near Menlo Park, especially for residents living in the Hillside areas of Menlo Park. I-280 does not pass through a geographically central or densely populated area of Menlo Park, but it does contribute to traffic congestion to and from the freeway along the Sand Hill Road corridor and Alpine Road during peak commute times.

Bayfront Expressway (Highway 84)

Bayfront Expressway runs along the Bay between the developed edge of Menlo Park and the marshlands of San Francisco Bay. Highway 84 is the approach to the Dumbarton Bridge, which provides access to the East Bay.

El Camino Real

Highway 82, also known as El Camino Real, is an important roadway with a long history. Established as a conduit between many of California's early missions and pueblos, El Camino Real once served as the primary connection between San Francisco, San Jose, and all the major cities along the Peninsula. Despite the construction of newer freeways like US 101 and I-280, El Camino Real continues to serve as a primary

arterial, while also functioning as an important retail and mixed-use corridor. Regional pass-through traffic along El Camino Real contributes to significant congestion during commute times.

TRANSIT OPTIONS

In addition to its automobile infrastructure, Menlo Park is also served by local and regional rail, bus, and shuttle connections.

Caltrain

Caltrain runs parallel to El Camino Real through the heart of Menlo Park, with a stop located at the foot of Santa Cruz Avenue, immediately adjacent to Downtown Menlo Park. Caltrain offers seven-day-a-week service north to San Francisco and south to San Jose and beyond. Local trains run on all days of the week, with limited-stop and several "baby bullet" services on weekdays. The planned electrification of Caltrain to this corridor may result in future land use challenges and opportunities in the area surrounding the Menlo Park Station.

Dumbarton Express

Operated through a coordinated effort of AC Transit, BART, SamTrans, Union City Transit, and the Santa Clara Valley Transportation Authority (VTA), the Dumbarton Express offers a weekday transit connection to the East Bay, via the Union City BART station. On its way to and from the Stanford University campus, the Dumbarton Express bus serves areas of Menlo Park along Willow Road from Middlefield Road to San Francisco Bay.

Local Shuttles

Menlo Park is served by four different public shuttle lines run by the City and funded by both the City and a collection of regional agencies, including the San Mateo City/County Association of Governments (C/CAG), the Bay Area Air Quality Management District's (BAAQMD) Transportation Funds for Clean Air (TFCA), and the Peninsula Joint Powers Board (JPB). These shuttles serve a variety of areas and populations and operate on differing schedules. Caltrain shuttles run during weekday mornings and afternoons, serving the Menlo Park Caltrain station and employers in the Marsh Road and Willow Road corridors. Midday Shuttles serve a variety of community amenities and commercial centers in Menlo Park during weekdays from 9:30 a.m. to 3:30 p.m. The Menlo Park Shoppers Shuttle runs on Tuesdays, Wednesdays, and Saturdays, picking up passengers from their homes in the mornings and dropping them at major shopping centers and Menlo Park destinations. Later in the day, the shuttle picks passengers up at the same locations

and returns them home. In addition, large employers like Facebook operate their own shuttles to transport their employees to and from the workplace.

SamTrans

Menlo Park is served by a number of regular and school day SamTrans routes. The only routes with daily service are Route 296 between East Palo Alto and Redwood City, and the El Camino Real Express, which runs from Daly City BART to the Palo Alto Transit Center. Menlo Park is also served by a number of commute-time and school-day bus routes that provide service at limited times on weekdays only. These routes are discussed in greater detail in the Circulation Existing Conditions chapter.

FUTURE POTENTIAL DUMBARTON RAIL

The now defunct Dumbarton Rail bridge once provided a train connection to the East Bay. Although largely abandoned at present, the remaining right-of-way has been the subject of planning efforts to potentially restore rail service along this corridor. In anticipation of this future potential, other municipalities have considered station areas plans for possible stops along this route. Due to a lack of funding, this project is not currently being actively pursued at the regional level; however, the right-of-way may hold nearer-term potential for bus, rail, or light-rail service, and a bicycle/pedestrian path. The potential for a Menlo Park station along the Dumbarton rail corridor presents unique land use opportunities and major implications for nearby employers, the surrounding M-2 Area, and the adjacent Belle Haven neighborhood, even if an extended rail connection to the East Bay is not completed. A pedestrian/bicycle pathway could also be established along the Corridor.

PEDESTRIAN AND BICYCLE CONNECTIONS

Although Menlo Park does not currently have a citywide network of dedicated, fully connected bicycle/pedestrian pathways, the vast majority of arterial roadways in Menlo Park include traditional bike lanes. Menlo Park currently has in place a Sidewalk Master Plan, and most roadways in Menlo Park currently have sidewalks, with the exception of some residential areas that have traditionally not had sidewalks in order to maintain a semi-rural character. Bicycle and pedestrian connectivity across US 101 and to the San Francisco Bay have been ongoing issues in Menlo Park. In addition to the less user-friendly roadway crossings over US 101 at Marsh and Willow Roads, Menlo Park also has a pedestrian/bicycle crossing over US 101 at Ringwood Avenue. In 2012, a new structure replaced the older crossing, reestablishing pedestrian and bicycle connectivity between the Flood Triangle and Belle Haven neighborhoods. Caltrans is expected to begin work in 2016 on bicycle/pedestrian improvements at the US 101 Willow Road interchange.

PLANNING BOUNDARIES

Menlo Park is subject to a variety of political, administrative, and service area boundaries, many of which do not coincide with one another, but all of which have implications for land use planning in Menlo Park.

CITY LIMIT

The Menlo Park city limit comprises the areas under jurisdiction of the City and subject to its land use designations, zoning restrictions, municipal code, and other regulations. Certain unincorporated areas outside of the City Limit may still have a Menlo Park mailing address and may share certain services with the city. For example, most of the area along Alameda de las Pulgas, commonly referred to as West Menlo Park, is not actually contained within Menlo Park's City Limit; however, it does fall within Menlo Park's SOI, as shown in Figure 2.

SPHERE OF INFLUENCE

Menlo Park's SOI is designated by the San Mateo County Local Agency Formation Commission (LAFCo). LAFCos are county bodies empowered by the State to set boundaries for municipalities under their jurisdiction. The SOI includes areas beyond but adjacent to the city limit, where the City may not have direct land use or other legal authority, but which could be affected by development and government regulations in adjacent incorporated areas. Similarly, development in areas within the SOI but outside the city limit could likewise impact incorporated areas. For example, development within Menlo Park could have impacts on traffic or other issues in the vicinity of Alameda de Las Pulgas, even though the area surrounding the roadway is mostly unincorporated. Unincorporated areas adjacent to Menlo Park fall under the planning, land use, and regulatory jurisdiction of San Mateo County. The area within the SOI also is considered as having the potential for future annexation into Menlo Park.

PLANNING AREA BOUNDARY

The Planning Area Boundary sometimes extends beyond the SOI to capture additional areas that could experience more indirect effects of City policies and potential land uses within Menlo Park. Although General Plan policies and City zoning codes do not apply in these locations, General Plan policies must consider these areas and their relationship to the incorporated areas of Menlo Park. The Planning Area Boundary for Menlo Park extends beyond the city limit to encompass portions of Palo Alto, East Palo Alto, Atherton, and unincorporated San Mateo County. The purpose of these extended areas is to capture portions of the watersheds of San Francisquito Creek and the Atherton Channel, as well as areas of adjacent

communities, that could impact or be impacted by land use, development, and other changes in Menlo Park, including impacts to hydrology, traffic, and biological resources, among others.

SERVICE AREA BOUNDARIES

In addition to the jurisdictional boundaries relevant to the General Plan, Menlo Park is subject to a number of boundaries relating to utilities and other service providers. These boundaries are largely not coterminous with Menlo Park's other administrative boundaries. Service area boundaries exist for the Menlo Park Fire Protection District, the Menlo Park Police Department, sewer service providers, and water service providers. Additional information on existing conditions relating to these service providers begins on page 45 of this report.

MENLO PARK HISTORY

Natural features both within and around Menlo Park contribute strongly to the attractiveness of the city and quality of life for the community. Native Americans and, later, European immigrants and San Francisco business owners were drawn to Menlo Park by its abundant wildlife, rich farmland, and scenic vistas. The progression from farms and large estates to tightly knit, attractive neighborhoods in large part has made Menlo Park what it is today.

Although the wetlands surrounding San Francisco Bay have been dramatically altered over the past two centuries, these natural areas remain a vital resource for both wildlife and human activity. The Baylands provide critical habitat for plants, birds, fish, and other organisms, including special-status species protected by State and federal law. Areas surrounding the Bay are also a working landscape, hosting ports, salt ponds, flood control infrastructure, and other development. The Menlo Park Baylands and Bay Trail are also valuable recreation resources, with opportunities for bicycling, hiking, bird watching, and many other outdoor activities.

Menlo Park lies at the foot of the northern reach of the Santa Cruz Mountains, and the earliest residents of the area benefited from easy access to fresh water and timber. Now heavily protected for open space uses, the Santa Cruz Mountains form a beautiful framing backdrop for the city. San Francisquito Creek flows from headwaters in the hills above the city and hosts one of the last steelhead runs in the Bay Area.

PRE-WESTERN AND EUROPEAN SETTLEMENT PERIODS

Prior to the arrival of European missionaries and immigrants, the area surrounding San Francisco Bay, including what would become Menlo Park, was populated by Native Americans, specifically the Ohlone

People. The Ohlone People lived a seasonal hunter gatherer lifestyle, relying on the abundant foodstuffs and natural resources provided by the San Francisco Bay ecosystem and trading with neighboring Native American groups. Artifacts from the lives of these early residents of what is now Menlo Park are still being discovered today. As recently as 2012, Native American remains were found at a construction site along Willow Road, not far from San Francisco Bay.[11]

Arrival of Spanish missionaries in the Bay Area disrupted the lifestyle and culture of the Ohlone People, and few Ohlone remained when California became a part of Mexico and later the United States. During California's periods of Spanish and Mexican rule, what would become the Rancho de Las Pulgas was granted to José Argüello and later his son, Luís Argüello. San Francisquito Creek, which served as the boundary of the Rancho, now forms nearly the entirety of the boundary between Menlo Park and Palo Alto. In ensuing battles over ownership, the Argüello family lost much of the original Rancho, opening the door to others who would eventually put down the roots that would establish Menlo Park.

Menlo Park was first given its name when Irish immigrants Dennis Oliver and Daniel McGlynn established farms in the area in the 1850s and named their new home after their Irish home community of Menlough. A distinctive gate, built by Oliver and McGlynn, bore and popularized the name Menlo Park. The gate stood as an important symbol of the town until an automobile crashed into the local landmark in 1922.

INCORPORATION AS A CITY

In the years after McGlynn and Oliver settled in Menlo Park, the area became a vacation destination for the upper class of San Francisco, with palatial houses on sprawling estates. The arrival of the railroad in 1863 and its connection to San Jose in 1864 dramatically cut the time it took to travel the Peninsula and cemented Menlo Park's role as an easily accessible rural getaway from San Francisco. In response to early infrastructure problems that emerged in the growing town, Menlo Park incorporated in 1874. This first incorporation, which included what would later become Atherton, was undertaken to bring about improvements such as the surfacing of Middlefield Road. Once the desired improvements were completed, however, local leaders ceased to meet and the incorporation lapsed in 1876.

The late 19th century and the early part of the 20th century witnessed a number of events that transformed Menlo Park. The opening of Stanford University in 1891 changed the course of history for Menlo Park and the San Francisco Peninsula. The growth of the University itself and the research and business it generated would become integral to the economy and character of Menlo Park. Perhaps just as transformative was the opening of Camp Fremont, a training ground for US Soldiers to be sent off to World War I, which

[11] Eslinger, Bonnie, 2012. San Jose Mercury News. *Native American Remains Found at Menlo Park Construction Site,* November 14. http://www.mercurynews.com/ci_21991249/native-american-remains-found-at-menlo-park-construction, accessed December 16, 2014.

temporarily increased Menlo Park's population, previously less than 2,000 people, by as much as 40,000 according to some estimates. After the end of WWI, Camp Fremont closed and later became the Veterans Medical Center. The closure of the camp returned the town to more incremental growth, but left behind a number of new businesses and city improvements.

THE MODERN ERA

The modern era brought considerable change and growth to Menlo Park, taking it from a small town to a major player in an increasingly urbanized region. Menlo Park's population marched steadily upward, increasing from 2,414 in 1930 to 26,826 in 1970. In 1923, the citizens of Atherton voted to effectively secede from Menlo Park, formally incorporating as Atherton in 1923. Efforts to bring Atherton into a broader reincorporation of Menlo Park were unsuccessful, and in 1927, Menlo Park voted to incorporate as a municipality independent of Atherton.[12,13]

The 1920s and 1930s saw the expansion of both Menlo Park's transportation infrastructure and its residential neighborhoods. In 1927, the same year as Menlo Park's official incorporation, the original Dumbarton Bridge opened, creating a new link between the East Bay and the Peninsula. Between 1929 and 1931 the Bayshore Highway (now US 101) was constructed and expanded to Menlo Park. Even then, the new bridges and freeways were subject to traffic and agitated drivers, especially when roads leading to the bridge proved inadequate and football games brought traffic to a standstill. Other roadways underwent similar expansions. In the late 1930s, El Camino Real was paved and widened from two lanes to four. This change meant the closure, demolition, or relocation of many Menlo Park businesses and structures. This time period also saw the beginnings of the Belle Haven neighborhood, with two-bedroom homes in the new development selling for as low as $2,950 ($50,000 in 2014 dollars).[14] Belle Haven was the only major housing development undertaken locally during the worst of the Great Depression, and it was not fully built out until the 1950s.[15] Additional information on Menlo Park neighborhoods is provided in the Community Character Report.

The mid-twentieth century witnessed Menlo Park becoming a major regional and global leader in technology and the broader economy. In 1946, the Stanford Research Institute was established, making Menlo Park a center of research and innovation. Although the Stanford Research Institute separated from Stanford University and changed its name to SRI International in 1970, this institution is still headquartered in Menlo Park and has contributed from innovations ranging from the computer mouse to the 9-1-1

[12] Svanevik, Michael and Shirley Burgett, 2000, *Menlo Park California Beyond the Gate,* San Francisco: Custom & Limited Editions.

[13] US Department of Commerce Economics and Statistics Administration Bureau of the Census, 1990. *CPH-2-1 1990 Census of Population and Housing Population and Housing Unit Counts United States.*

[14] Bureau of Labor Statistics CPI Inflation Calculator. http://www.bls.gov/data/inflation_calculator.htm, accessed October 13, 2014.

[15] Svanevik, Michael and Shirley Burgett, 2000. *Menlo Park California Beyond the Gate,* San Francisco: Custom & Limited Editions.

emergency call system. The 1950s brought increased industrial development to Menlo Park near the San Francisco Bay. Job opportunities in what is now the M-2 Area led to an increasingly diverse population in Menlo Park, especially in the areas between US 101 and the Bay. Today, the Belle Haven neighborhood is a focal point for Menlo Park's Latino, African American, and Pacific Islander communities.

The expansion of the Silicon Valley economy in the 1980s and 1990s made Menlo Park and the entire San Francisco Peninsula increasingly popular and expensive places to live. The "Dot-Com Boom" in the late 1990s drove up demand for housing in Menlo Park and similar areas with good schools, convenient access to job centers, and high quality of life. Although the recessions that began 2001 and more recently in 2008 slowed or even temporarily reversed regional job growth, Menlo Park has remained a highly desired community. The latest and ongoing economic expansion has brought new growth and real estate demand to Menlo Park. The bayside campus that once hosted Sun Microsystems is now the international headquarters of Facebook, one the world's leading tech firms, which continues to grow and build additional office facilities.

MENLO PARK PLANNING HISTORY

In 1952, Menlo Park enacted its first General Plan, which was then referred to as the City's "Master Plan." This plan was followed by the 1966 General Plan, which was prepared over the course of a 2-year process by a citizen committee with more than 100 members.

A subsequent general planning effort was launched in 1972 when the City Council and members from City commissions, boards, and advisory committees formed a task force to examine pressing issues. This large body convened about a dozen times and held a series of neighborhood information meetings to solicit community input. Following creation and adoption of an Open Space and Conservation General Plan Element, the City Council in 1974 adopted an updated General Plan titled Toward 2000. New State mandates led to updates of the Seismic Safety and Safety Element (1976) and the Noise Element (1978).

In 1984 an ad hoc committee of Planning Commission and City Council members formed to draft a project scope for an update of the 1974 Comprehensive Plan. Although extensive review by the committee found that most parts of plan remained valid, it was determined that the Land Use, Circulation, and Housing elements required further review, and public forums were held in early 1984 to solicit input from citizens. A new housing element was adopted in 1985, followed by an updated Comprehensive Plan in 1986.

In 1988 the City initiated the process for a General Plan update largely to incorporate new standards for development that could be used to conduct traffic analyses. First drafts of a General Plan update and EIR were released in 1989, with a second round in 1991, and a third in 1994. These documents included revised Land Use and Circulation Elements that had been revised to reflect what were by then 1994 conditions. The

two updated elements were adopted in 1994. Each of the other required Elements, Open Space, Conservation, Noise, and Safety, were updated in 2013, and the 2015–23 Housing Element, which was the first housing element to be adopted and certified by HCD in the Bay Area for the current cycle, was adopted in 2014. The City also conducted previous Housing Element updates in 1992, and more recently in 2013 for the 2007–14 Housing Element.

Over the past 40 years, Menlo Park has developed of number of additional plans and studies that supplement the General Plan, including:

- 1978 El Camino Real/Southern Pacific Railroad Corridor Study
- 1981 Las Pulgas Community Project Area Plan
- 1987 Development Guidelines for El Camino Real
- 1996-1998 Center City Design Plan
- 1997 Willow Road Land Use Plan
- 1999 Smart Growth Initiative
- 2000 Land Use and Circulation Study

Within the past 10 years, the City has also embarked on a handful of visioning efforts, zoning updates, and specific plans that are relevant for this update.

- Comprehensive Bicycle Development Plan (2004)
- Imagine a Downtown (2005)
- Commercial Streamlining and Zoning (2004-2006)
- El Camino Real and Downtown Vision Plan (2008)
- City Sidewalk Master Plan (2008)
- El Camino Real/Downtown Specific Plan (2012)
- Belle Haven Vision Plan (2013)

Since the Land Use Element of the General Plan was last updated in 1994, significant changes in Menlo Park and the surrounding region have affected the community. The "Dot Com Boom," the housing bubble and dip, and the recent expansion of the tech economy continue to make a mark on Menlo Park. Earlier economic expansions, for instance, led to more rapid increases in Menlo Park's population and home prices than had previously been experienced. Between 1990 and 2010, Menlo Park's population increased by 13 percent from 28,403 to 32,026 people;[16] during the same time period, an influx of new businesses led the number of jobs in the city to increase by 7 percent, from 26,800 to 28,890.[17,18] This growth led to both soaring property values and increasing congestion. Given Menlo Park's close proximity to job and urban centers, and location along two major transit corridors, it is anticipated the Menlo Park will experience significant

[16] US Census Bureau, 1990 and 2010. *Census Data*. http://www.calinst.org/datapages/calcities9098.html & http://quickfacts.census.gov/qfd/states/06/0646870.html, accessed December 2, 2014.

[17] Association of Bay Area Governments (ABAG), 2002. *Projections 2002*.

[18] Association of Bay Area Governments (ABAG), 2013. *Projections 2013*.

additional growth pressure over the next 10 to 20 years. The Association of Bay Area Governments predicts that Menlo Park's population will increase to about 38,100 in 2040, with the number of jobs increasing to 34,980. These projections represent 19 percent and 21 percent growth, respectively, in population and jobs over the next 25 years.[19] More detailed information about growth in Menlo Park is contained in the Economics Existing Conditions Report.

EXISTING GENERAL PLAN

The current Menlo Park General Plan establishes ten principles to guide growth and land use policy to:

- Provide guidelines for the development of the city's remaining vacant land, for revitalization of existing development, and for development of a transportation system and other public facilities in a manner that:
    1. Maintains and enhances the residential quality of life in the city by emphasizing development, which has a human scale and is pedestrian friendly.
    2. Protects the city's open space and natural resources.
    3. Minimizes the exposure of people and property to health and safety hazards.
    4. Minimizes the adverse impacts of development on the city's public facilities and services.
    5. Minimizes traffic congestion on city streets and limits through traffic in residential neighborhoods through sound land use planning.
    6. Maintains the city's historical character by emphasizing an analysis of proposed transportation improvement projects which incorporates a balanced review of both the need for any proposed physical changes and the socio-economic impacts of the physical changes.
    7. Promotes the rehabilitation of existing housing and the upgrading of existing commercial development.
    8. Provides for expansion of the city's stock of affordable housing.
    9. Allows for the orderly development of the city's employment and commercial base.
    10. Maintains and enhances the city's economic vitality and fiscal health.

The existing General Plan Land Use Element establishes extensive goals, policies, and implementing actions with regard to land use, and also defines the existing broad land use categories for the City of Menlo Park. Table 2 shows Menlo Park's existing General Plan Land Use goals, policies, and implementing actions.

[19] Association of Bay Area Governments (ABAG), 2013. *Projections 2013.*

TABLE 2 CURRENT GENERAL PLAN LAND USE GOALS, POLICIES, AND ACTIONS

Goal/Policy #	Goal / Policy Text
Residential	
Goal I-A	To maintain and improve the character and stability of Menlo Park's existing residential neighborhoods while providing for the development of a variety of housing types. The preservation of open space shall be encouraged.
Policy I-A-I	New construction in existing neighborhoods shall be designed to emphasize the preservation and improvement of the stability and character of the individual neighborhood.
Policy I-A-2	New residential developments shall be designed to be compatible with Menlo Park's residential character.
Policy I-A-3	Quality design and usable open space shall be encouraged in the design of all new residential developments.
Policy I-A-4	Residential uses may be combined with commercial uses in a mixed-use project, if the project is designed to avoid conflicts between the uses, such as traffic, parking, noise, dust, and odors.
Policy I-A-5	Development of housing, including housing for smaller households, is encouraged in commercially zoned areas in and near Downtown. (Downtown is defined as the area bounded by Alma Street, Ravenswood Avenue/Menlo Avenue, University Drive and Oak Grove Avenue.) Provisions for adequate off-street parking must be assured.
Policy I-A-6	Development of residential uses on the north side of Oak Grove Avenue and on the south side of Menlo Avenue adjacent to the Downtown commercial area is encouraged.
Policy I-A-7	Development of secondary residential units on existing developed residential lots shall be encouraged consistent with adopted City standards.
Policy I-A-8	Residential developments of ten or more units shall comply with the requirements of the City's Below-Market Rate (BMR) Housing Program.
Policy I-A-9	Residential developments subject to requirements of the BMR Housing Program may be permitted to increase the total density, number of units and floor area of residential projects up to a maximum of 15 percent above that otherwise permitted by the applicable zoning. The increases in the total density, number of units and floor area shall be in compliance with the BMR Housing Program.
Commercial	
Goal 1-B	To strengthen Downtown as a vital and competitive shopping area while encouraging the preservation and enhancement of Downtown's historic atmosphere and character.
Policy I-B-1	The Downtown should include a complementary mix of stores and services in a quality design, adding natural amenities into the development pattern.
Policy I-B-2	Parking which is sufficient to serve the retail needs of the Downtown area and which is attractively designed to encourage retail patronage shall be provided.
Policy I-B-3	New development shall not reduce the number of existing parking spaces in the Assessment District, on P-zoned parcels, or on private property where parking is provided in lieu of Assessment District participation.
Policy I-B-4	Uses and activities shall be encouraged which will strengthen and complement the relationship between the Transportation Center and the Downtown area and nearby El Camino Real corridor.
Policy I-B-5	New development with offices as the sole use that is located outside of the boundary of the Downtown area along the south side of Menlo A venue and the north side of Oak Grove A venue shall not create a traffic impact that would exceed that of a housing project on the same site.
Goal 1-C	To encourage creativity in development of the El Camino Real Corridor.
Policy I-C-1	New and upgraded retail development shall be encouraged along El Camino Real near Downtown, especially stores that will complement the retailing mix of Downtown. Adequate parking must be provided and the density, location, and site design must not aggravate traffic at congested intersections. The livability of adjacent residential areas east and west of El Camino Real and north and south of Downtown must be protected.

TABLE 2 CURRENT GENERAL PLAN LAND USE GOALS, POLICIES, AND ACTIONS

Goal/Policy #	Goal / Policy Text
Policy I-C-2	Small-scale offices shall be allowed along most of El Camino Real in a balanced pattern with residential or retail development.
Goal 1-D	To encourage the rehabilitation and continued use of viable and appropriate neighborhood commercial uses or collections of stores servicing surrounding residential neighborhoods.
Policy I-D-1	Special attention should be given to strengthen the neighborhood shopping centers throughout the city. This can be done by continuing the existing policy of removing marginal uses or vacant commercially-zoned properties from the present commercial zoning and placing them in a residential land use category or rezoning to the P District.
Policy 1-D-2	Expansion of operations in neighborhood shopping centers shall be prohibited if they disrupt adjacent residential areas. Subject to obtaining a use permit or rezoning to a P district, development of additional parking may be permitted to alleviate parking problems on residential streets caused by existing businesses which lack the required number of parking spaces.
Goal 1-E	To promote the development and retention of commercial uses which provide significant revenue to the City and/or goods or services needed by the community and which have low environmental and traffic impacts.
Policy l-E-1	All proposed commercial development shall be evaluated for its fiscal impact on the City as well as its potential to provide goods or services needed by the community.
Policy l-E-2	Hotel uses may be considered at suitable locations within the commercial and industrial zoning districts of the city.
Policy I-E-3	Retention and expansion of auto dealerships in the city shall be encouraged. Development of new auto dealerships or combined dealerships in an auto center shall be encouraged at suitable locations in the city.
Policy I-E-4	Any new or expanded office use must include provisions for adequate off-street parking, mitigating traffic impacts, and developing effective alternatives to auto commuting, must adhere to acceptable architectural standards, and must protect adjacent residential uses from adverse impacts.
Policy I-E-5	The City shall consider attaching performance standards to projects requiring conditional use permits.
Policy I-E-6	Public-private cooperation in the provision of job training, child care, housing and transportation programs for Menlo Park residents shall be supported.
Industrial	
Goal I-F	To promote the retention, development, and expansion of industrial uses which provide significant revenue to the City, are well designed, and have low environmental and traffic impacts.
Policy I-F-1	Industrial development shall be allowed only in already established industrial areas and shall not encroach upon Bay wetlands.
Policy I-F-2	Establishment and expansion of industrial uses that generate sales and use tax revenues to the City shall be encouraged.
Policy I-F-3	Modifications in industrial operations required to keep firms competitive should be accommodated, so long as any negative impacts on the environment and adjacent areas are satisfactorily mitigated.
Policy I-F-4	The City shall consider attaching performance standards to projects requiring conditional use permits.
Policy I-F-5	Convenience stores and personal service uses may be permitted in industrial areas to minimize traffic impacts.
Policy I-F-6	Public-private cooperation in the provision of job training, child care, housing and transportation programs for Menlo Park residents shall be supported.
Policy I-F-7	All new industrial development shall be evaluated for its fiscal impact on the City.

TABLE 2 CURRENT GENERAL PLAN LAND USE GOALS, POLICIES, AND ACTIONS

Goal/Policy #	Goal / Policy Text
Open Space	
Goal 1-G	To promote the preservation of open-space lands for recreation, protection of natural resources, the production of managed resources, protection of health and safety, and/or the enhancement of scenic qualities.
Policy I-G-1	The City shall develop and maintain a parks and recreation system that provides areas and facilities conveniently located and properly designed to serve the recreation needs of all Menlo Park residents.
Policy I-G-2	The community should contain an ample supply of specialized open space in the form of squares, greens, and parks whose frequent use is encouraged through placement and design.
Policy I-G-3	Public spaces should be designed to encourage the attention and presence of people at all hours of the day and appropriate hours of the night.
Policy I-G-4	Dedication of land, or payment of fees in lieu thereof, for park and recreation purposes shall be required of all new residential development.
Policy I-G-5	The City shall encourage the retention of at least 10 acres of open space on the St. Patrick's property through consideration of various alternatives to future development including rezoning consistent with existing uses, cluster development, acquisition of a permanent open space easement, and/or transfer of development rights.
Policy I-G-6	The City shall encourage the retention of open space on large tracts of land through consideration of various alternatives to future development including rezoning consistent with existing uses, cluster development, acquisition of a permanent open space easement, and/or transfer of development rights.
Policy I-G-7	Public access to the Bay for the scenic enjoyment of the open water, sloughs, and marshes shall be protected.
Policy I-G-8	The Bay, its shoreline, San Francisquito Creek, and other wildlife habitat and ecologically fragile areas shall be maintained and preserved to the maximum extent possible. The City shall work in cooperation with other jurisdictions to implement this policy.
Policy I-G-9	The salt ponds shall be allowed to continue in mineral production. In the event
Policy I-G-10	Extensive landscaping should be included in public and private development, including greater landscaping in large parking areas. Where appropriate, the City shall encourage placement of a portion of the required parking in landscape reserve until such time as the parking is needed. Plant material selection and landscape and irrigation design shall adhere to the City's Water Efficient Landscaping Ordinance.
Policy I-G-11	Well-designed pedestrian facilities should be included in areas of intensive pedestrian activity.
Policy I-G-12	The maintenance of open space on Stanford lands within Menlo Park's unincorporated sphere of influence shall be encouraged.
Policy I-G-13	Regional and sub-regional efforts to acquire, develop, and/or maintain appropriate open space and conservation lands shall be supported.
Public and Quasi-Public Facilities and Services	
Goal 1-H	To promote the development and maintenance of adequate public and quasi-public facilities and services to meet the needs of Menlo Park's residents, businesses, workers, and visitors.
Policy I-H-1	The community design should help conserve resources and minimize waste.
Policy I-H-2	The use of water-conserving plumbing fixtures in all new public and private development shall be required.
Policy I-H-3	Plant material selection and landscape and irrigation design for City parks and other public facilities and in private developments shall adhere to the City's Water Efficient Landscaping Ordinance.
Policy I-H-4	The efforts of the Bay Area Water Users Association to secure adequate water supplies for the Peninsula shall be supported to the extent that these efforts are in conformance with other City policies.

TABLE 2 CURRENT GENERAL PLAN LAND USE GOALS, POLICIES, AND ACTIONS

Goal/Policy #	Goal / Policy Text
Policy I-H-5	New wells and reservoirs may be developed by the City to supplement existing water supplies for Menlo Park during emergency and drought periods. Other sources, such as interconnections and purchase agreements with water purveyors, shall be explored and developed.
Policy I-H-6	The City shall work with other regional and subregional jurisdictions and agencies responsible for ground water extraction to attempt to develop a comprehensive underground water protection program which includes the monitoring of all wells in the basin to evaluate the long term effects of water extraction. In addition, the City shall consider instituting appropriate controls within Menlo Park on the installation of new wells and on the pumping from both existing and new wells so as to prevent: ground subsidence, further salinity intrusion into the shallow aquifers, particularly in the bayfront area, and contamination of the deeper aquifers that may result from changes in the ground water level.
Policy I-H-7	The use of reclaimed water for landscaping and any other feasible uses shall be encouraged.
Policy I-H-8	The expansion and improvement of sewage treatment facilities to meet the needs of Menlo Park and to meet regional water quality standards shall be supported to the extent that such expansion and improvement are in conformance with other City policies.
Policy I-H-9	Urban development in areas with geological and earthquake hazards, flood hazards, and fire hazards shall be regulated in an attempt to prevent loss of life, injury, and property damage.
Policy I-H-10	The City shall continue to participate in the National Flood Insurance Program. To this end, the City shall work to keep its regulations in full compliance with standards established by the Federal Emergency Management Agency.
Policy I-H-11	Buildings, objects, and sites of historic and/or cultural significance should be preserved.
Policy I-H-12	Street orientation, placement of buildings, and use of shading should contribute to the energy efficiency of the community.
Annexation and Intergovernmental Coordination	
Goal I-I	To promote the orderly development or Menlo Park and its surrounding area.
Policy I-I-1	The City shall cooperate with the appropriate agencies to help assure a coordinated land use pattern in Menlo Park and the surrounding area.
Policy I-I-2	The regional land use planning structure should be integrated within a larger transportation network built around transit rather than freeways and the City shall influence transit development so that it coordinates with Menlo Park's land use planning structure.
Policy I-I-3	A program should be developed in cooperation with interested neighborhood groups outlining under what conditions unincorporated lands within the City's sphere of influence may be annexed.
Policy I-I-4	The City shall request San Mateo County to follow Menlo Park's General Plan policies and land use regulations in reviewing and approving new ·developments in unincorporated areas in Menlo Park's sphere of influence.
Policy I-I-5	The City shall carefully monitor any significant development proposals which are outside of Menlo Park's jurisdiction, including any development proposals along the Sand Hill Road corridor which are within the jurisdiction of the City of Palo Alto, to evaluate their potential impacts on the City of Menlo Park. It shall be the policy of the City to oppose any such development proposal(s) unless the City Council makes findings that the benefits of such proposal(s) outweigh all of the impacts to the City of Menlo Park. The City Council shall consider holding an advisory election on any such development proposal(s).
Implementation Programs	
Program I-1	The City will amend its Zoning Ordinance to maintain consistency with the General Plan. Responsibility: City Council; Planning Commission; Planning Division Time Frame: FY 94-95; on-going

TABLE 2 CURRENT GENERAL PLAN LAND USE GOALS, POLICIES, AND ACTIONS

Goal/Policy #	Goal / Policy Text
Program I-2	The City shall develop, evaluate, and adopt an ordinance in cooperation with other jurisdictions and interested organizations to protect and preserve San Francisquito Creek, including consideration of land use regulations such as the requirement of use permits for structures or impervious surfaces within a specified distance of the top of the creek bank. Responsibility: City Council; Planning Commission; City Manager; Development Services Department Time Frame: FY 94-95; 95-96
Program I-3	The City will develop and periodically update a five-year Capital Improvement Program. Such program shall include, among others, improvements for transportation, water supply, and drainage. Responsibility: City Council; Planning Commission (for General Plan consistency); City Manager; City Department Heads Time Frame: On-going
Program I-4	The City shall analyze the fiscal impacts of proposed developments to determine the financial feasibility of providing needed services. Responsibility: City Council; Planning Commission; Planning Division Time Frame: On-going
Program I-5	The City shall prepare and adopt an economic vitality element to the General Plan that sets forth policies and programs to assure continued economic vitality for the city and adequate municipal revenues for City services. The development of the economic vitality policies and programs shall be a cooperative effort between the City and a task force reflecting a balance of business people and residents throughout the city. Responsibility: City Council; Planning Commission; City Manager; Finance Division; Planning Division Time Frame: FY 94-95
Program I-6	The City shall develop and conduct a public participation charrette to evaluate and propose implementation of General Plan policies for the Central Business District and the El Camino Real corridor, especially encouraging housing and mixed use developments in those areas. The charrette shall evaluate what can be developed under existing land use designations as well as what would be possible with changes in land use designations and zoning, and shall evaluate the adoption of design criteria. Responsibility: City Council; Planning Commission; City Manager; Planning Division Time Frame: FY 94-95; 95-96

LAND USES IN MENLO PARK

Menlo Park has a developed area of approximately 6.5 square miles, of which roughly 1.2 square miles are roadways or other public/utilities use lands that do not carry zoning designations. As shown in Tables 3 and 4 and Figures 3 and 4, a majority of land in Menlo Park is designated for residential use (55 percent). Other major land use categories include Industrial/Business Park (16 percent), Open Space/Recreation (5 percent), Commercial (7 percent), and Public Facilities/Institutional (6 percent). The geographic distribution of Menlo Park's generalized land uses is shown in Figure 4. Table 5 shows the acreages of these same generalized land uses for Menlo Park, Table 6 lists the amount of land by zoning districts in the M-2 Area, and Table 7 summarizes population density in Menlo Park and neighboring cities. Figure 5 shows population density by Census Block in Menlo Park. Additional details regarding residential neighborhoods

TABLE 3 EXISTING LAND USE CATEGORIES AND DESCRIPTIONS

Land Use Type	Description
Residential Designations	
Very Low Density Residential	This designation provides for single family detached homes, secondary residential units, public and quasipublic uses, and similar compatible uses. Residential intensity shall be in the range of 0 to 3.5 units per net acre.
Low Density Residential	This designation provides for single family detached homes, secondary residential units, public and quasipublic uses, and similar and compatible uses. Residential intensity shall be in the range of 3.6 to 5.0 units per net acre.
Medium Density Residential	This designation provides for single family detached and attached homes, duplexes, multi-family units, garden apartments, condominiums, public and quasi-public uses, and similar and compatible uses. Residential intensity shall be in the range of 5.1 to 18.5 units per net acre, and up to 30 units per acre in designated areas around the El Camino Real/Downtown Specific Plan boundary.
High Density Residential	This designation provides for single family detached and attached homes, duplexes, multi-family units, garden apartments, condominiums, senior rental housing operated by a non-profit agency and designed to be occupied by persons age 60 and older, public and quasi-public uses, and similar and compatible uses. Residential intensity shall be in the range of 20 to 40 units per net acre, provided, however, that the residential intensity of senior rental housing may be up to 97 units per net acre.
Commercial Designations	
Retail/Commercial	This designation provides for retail services, personal services, professional offices, banks, savings and loans, restaurants, cafes, theaters, social and fraternal clubs, residential uses, public and quasi-public uses, and similar and compatible uses. The maximum FAR for non-residential uses shall be in the range of 40 percent to 200 percent. Residential intensity shall not exceed 18.5 units per net acre.
Professional and Administrative Offices	This designation provides for professional offices, executive, general, and administrative offices, research and development facilities, banks, savings and loans, convalescent homes, research and development facilities, residential uses, public and quasi-public uses, and similar and compatible uses. The maximum FAR for non-residential uses shall be in the range of 25 percent to 40 percent. Residential intensity shall not exceed 18.5 units per net acre.
Industrial Designations	
Limited Industry	This designation provides for light manufacturing and assembly, distribution of manufactured products, research and development facilities, industrial supply, incidental warehousing, offices, limited retail sales (such as sales to serve businesses in the area), public and quasi-public uses, and similar and compatible uses. The maximum FAR shall be in the range of 45 percent to 55 percent.
Commercial Business Park	This designation provides for light manufacturing and assembly, distribution of manufactured products, research and development facilities, industrial supply, incidental warehousing, offices, limited sales, services to serve businesses and hotel/motel clientele in the area (such as restaurants, cafes, and health/fitness centers), hotel/motel to serve the local and regional market, public and quasi-public uses, and similar and compatible uses. The maximum FAR shall be 45 percent, except through a negotiated Development Agreement, which could allow a maximum FAR of 137.5 percent, with office uses limited to 100% percent.

TABLE 3 EXISTING LAND USE CATEGORIES AND DESCRIPTIONS

Land Use Type	Description
Specific Plan Designations	
El Camino Real/Downtown Specific Plan	This designation provides for a variety of retail, office, residential, personal services, and public and semipublic uses, as specified in detail in the El Camino Real/Downtown Specific Plan. The maximum FAR shall be in the range of 85 percent to 200 percent (base-level maximum) or 100 percent to 225 percent (public benefit bonus-level maximum). Office (inclusive of medical and dental offices) FAR is limited to one-half of the appropriate total FAR, and medical and dental office FAR is limited to one-third of the appropriate total FAR. Residential intensity shall be in the range of between I8 .5 to 50 units per net acre (base-level maximum) or 25 to 60 units per net acre (public benefit bonus-level maximum).
Non-Urban Designations	
Marshes	This designation provides for the preservation and protection of wildlife habitat and ecological values associated with the marshlands bordering San Francisco Bay and similar and compatible uses. The maximum amount of development allowed under this designation shall be 5,000 square feet of building floor area per parcel.
Salt Ponds	This designation provides for the commercial production of salt and other minerals on the lands bordering San Francisco Bay and similar and compatible uses. The maximum amount of development allowed under this designation shall be 5,000 square feet of building floor area per parcel.
Preserve	This designation provides for the preservation and protection of wildlife habitat and ecological values associated with the foothill areas bordering I-280 and similar and compatible uses.
Public and Quasi-Public Designations	
Parks and Recreation	This designation provides for public and private golf courses, passive and active recreation uses, educational facilities, and similar and compatible uses. The letter "P" overlaid on this designation denotes a park. The maximum FAR shall be in the range of 2.5 percent to 30 percent.
Landscaped Greenways, Buffers, and Parkways	This designation provides for public and private open space uses, linear buffers and parkways along roads, and similar and compatible uses.
Public Facilities	This designation provides for public and quasi-public uses such as government offices, fire stations, schools, churches, hospitals, public utility facilities, airports, sewage treatment facilities, reservoirs, and similar and compatible uses. Many of the specific uses within this designation are denoted by symbols on the Land Use Diagram. The maximum FAR shall not exceed 30 percent generally, although specific zoning may allow for a higher FAR. The City recognizes that it does not have the authority to regulate development by Federal, State, or other governmental agencies, but the City will work cooperatively with these agencies in an effort to ensure their development is consistent with City goals, plans, and regulations and mitigates any impacts.
Other	This designation is applied to the following two properties based on the unique qualities of the uses: 1. Stanford Linear Accelerator Center: Research facility located within City of Menlo Park's sphere of influence. 2. Allied Arts Guild (75 Arbor Road): Guild for artisans and craftsmen comprised of retail shops, workshops, restaurant, gardens and public grounds. The Guild was constructed in 1 929 and has historic significance for both its relationship to the American Arts and Crafts Movement and the architecturally important buildings and gardens. Allowed uses shall be as established in the Allied Arts Guild Preservation Permit. The maximum FAR for the property shall be 15 percent.

TABLE 4 AMOUNT OF LAND BY CURRENT GENERAL PLAN LAND USE DESIGNATION

General Plan Land Use Designation	Acres	Percent of General Plan Land Use Designations[a]
Low Density Residential	1,373.8	39.2%
Limited Industry	490.1	14.0%
Medium Density Residential	354.7	10.1%
Public Facilities	227.7	6.5%
Professional and Administrative Offices	212.5	6.1%
Very Low Density Residential	179.7	5.1%
Parks and Recreation	319.2	9.1%
El Camino Real/Downtown Specific Plan	122.2	3.5%
N/A [Infrastructure/Easements]	121.7	3.5%
Retail/Commercial	46.8	1.3%
High Density Residential	35.1	1.0%
Commercial Business Park	16.0	0.5%
Other	3.5	0.1%
Total of Land Uses *(Excluding non-urban)*	**3,503.7**	**100%**
Floodplain (Non-urban Bay lands)	*7,170.5*	*67.2%*
Total (Including non-urban Bay lands)	***10,674.2***	***100%***

a. Excluding floodplain / non-urban land use designations that apply to Bay lands
b. Including floodplain / non-urban land use designations that apply to Bay lands
Source: City of Menlo Park, December 2014, City of Menlo Park Zoning Map data and Zoning District and General Plan Land Use Designation Correspondence Table, accessed on December 11, 2014.

can be found in the Community Character Report, and information on nonresidential land use activities is contained in the Economics Existing Conditions Report.

The current Land Use Element and Zoning Ordinance define a variety of land use designations and zoning districts. These designations correspond to the basic types of land use activities that are common to most cities: residential, commercial, industrial, and institutional/public. Residential land uses are those where people live, such as single-family homes, row houses, or apartment/condominium buildings. Commercial

FIGURE 3 DISTRIBUTION OF GENERALIZED LAND USES IN MENLO PARK

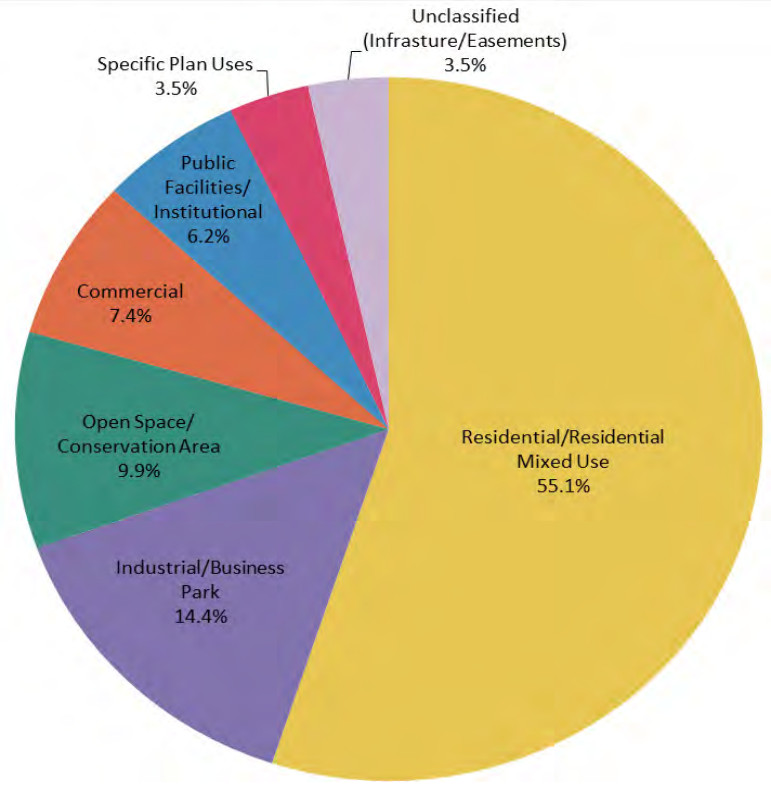

TABLE 5 EXISTING GENERALIZED LAND USE TYPES IN MENLO PARK

Generalized Land Use Type	Acres	Percent of Generalized Land Use Types[a]
Residential/Residential Mixed Use	1,929.3	55.1%
Industrial/Business Park	506.0	14.4%
Open Space/Conservation Area	348.6	9.9%
Commercial	259.3	7.4%
Public Facilities/Institutional	216.8	6.2%
Specific Plan Uses	122.2	3.5%
Infrastructure/Easements [b]	121.7	3.5%
Total of Generalized Land Use Types (Not including non-urban Bay lands)	**3,503.7**	**100%**
Floodplain/ Non-Urban Bay lands	*7,170.5*	*67.2%*
Grand Total	***10,673.4***	***100%***

a. Excluding floodplain / non-urban land use designations that apply to Bay lands
b. Does not include public roadways.
c. Including floodplain / non-urban land use designations that apply to Bay lands
Source: City of Menlo Park Zoning Map data and Zoning District and General Plan Land Use Designation Correspondence Table.

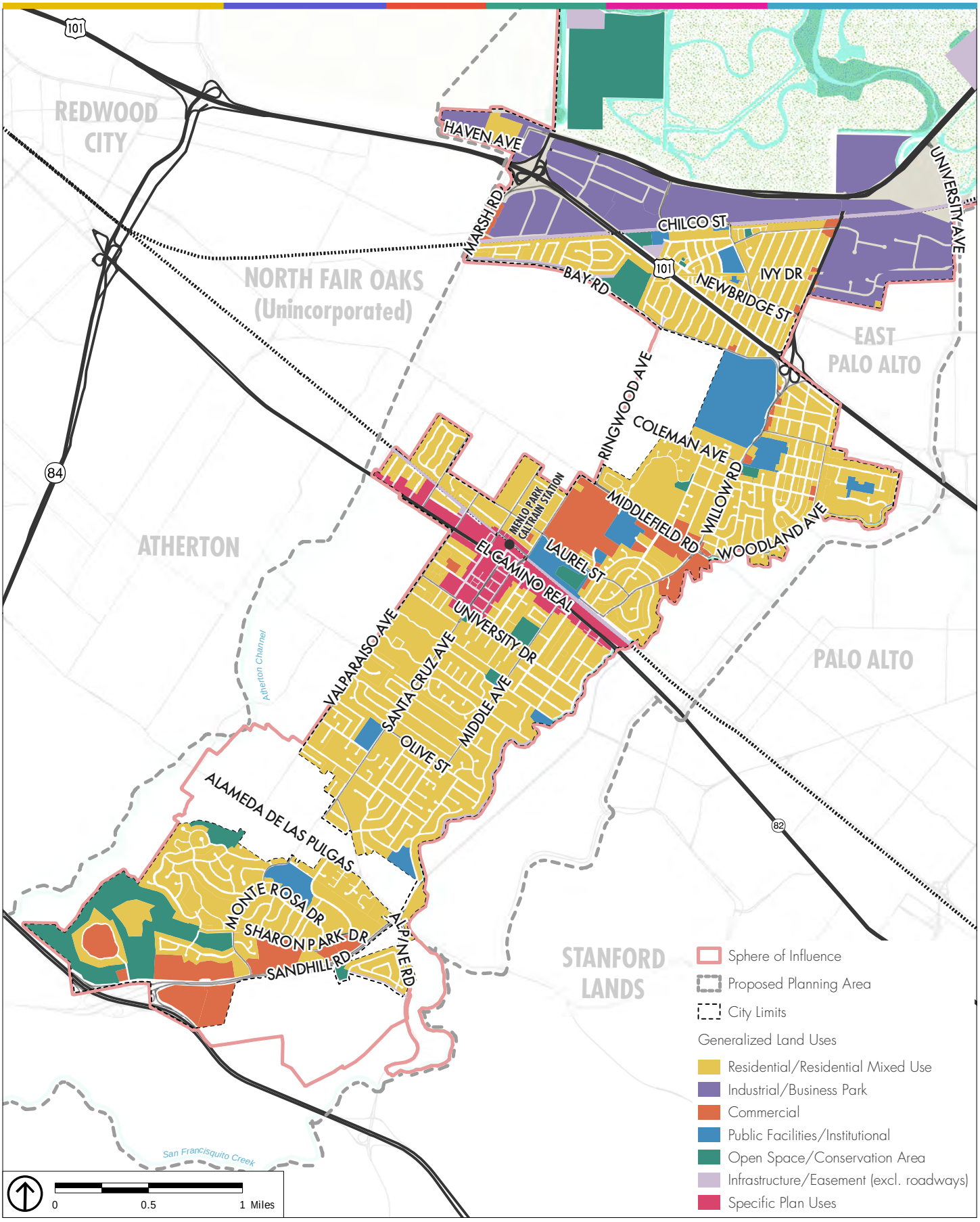

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FIGURE 4: GEOGRAPHIC DISTRIBUTION OF GENERALIZED LAND USES

TABLE 6 AMOUNT OF LAND BY ZONING DESIGNATION IN THE M-2 AREA

Zoning Designation	Generalized Land Use Type	Acres	Percent of Generalized Land Use Types[a]
C2B	Commercial	1.4	0.2%
C2S	Commercial	3.2	0.6%
C4	Commercial	2.0	0.4%
C4(X)	Commercial	3.2	0.6%
M2	Industrial/Business Park	328.4	58.4%
M2(X)	Industrial/Business Park	161.6	28.8%
M3(X)	Industrial/Business Park	16.0	2.8%
P	Parking	0.1	0.0%
R3(X)	Medium Density Residential	0.4	0.1%
R4S(AHO)	High Density Residential	15.5	2.8%
U	Unclassified (Rail right of way)	36.0	5.4%
Total of Generalized Land Use Types (Not including non-urban Bay lands)		**562.0**	**100%**
		Acres	Percent of All Zoning Designations[b]
FP	Floodplain	77.5	12.1%
	Grand Total	*639.5*	*100%*

a. Excluding floodplain / non-urban land use designations that apply to Bay lands
b. Including floodplain / non-urban land use designations that apply to Bay lands
Source: City of Menlo Park Zoning Map data and Zoning District and General Plan Land Use Designation Correspondence Table.

TABLE 7 APPROXIMATE RESIDENTIAL DENSITIES FOR MENLO PARK AND NEIGHBORING COMMUNITIES IN 2010

	Menlo Park	Palo Alto	East Palo Alto	Mountain View	Atherton	Redwood City
Land Area (square miles) [a]	6.4	12.9	2.2	11.8	5.0	10.9
Housing Units	13,085	26,493	7,819	33,881	2,530	29,167
Population	32,026	64,403	28,155	74,066	6,914	76,815
Residential Density (housing units per square mile)[b]	2,040	2,050	3,550	2,870	510	2,680
Population Density (residents per square mile)[b]	5,000	4,990	12,800	6,280	1,380	7,050

a. Approximate area excluding Bay Lands and large, protected conservation areas.
b. Approximate net density calculated by excluding Bay Lands and large, protected conservation areas and rounding to nearest ten.
Source: United States Census Bureau, 2014.

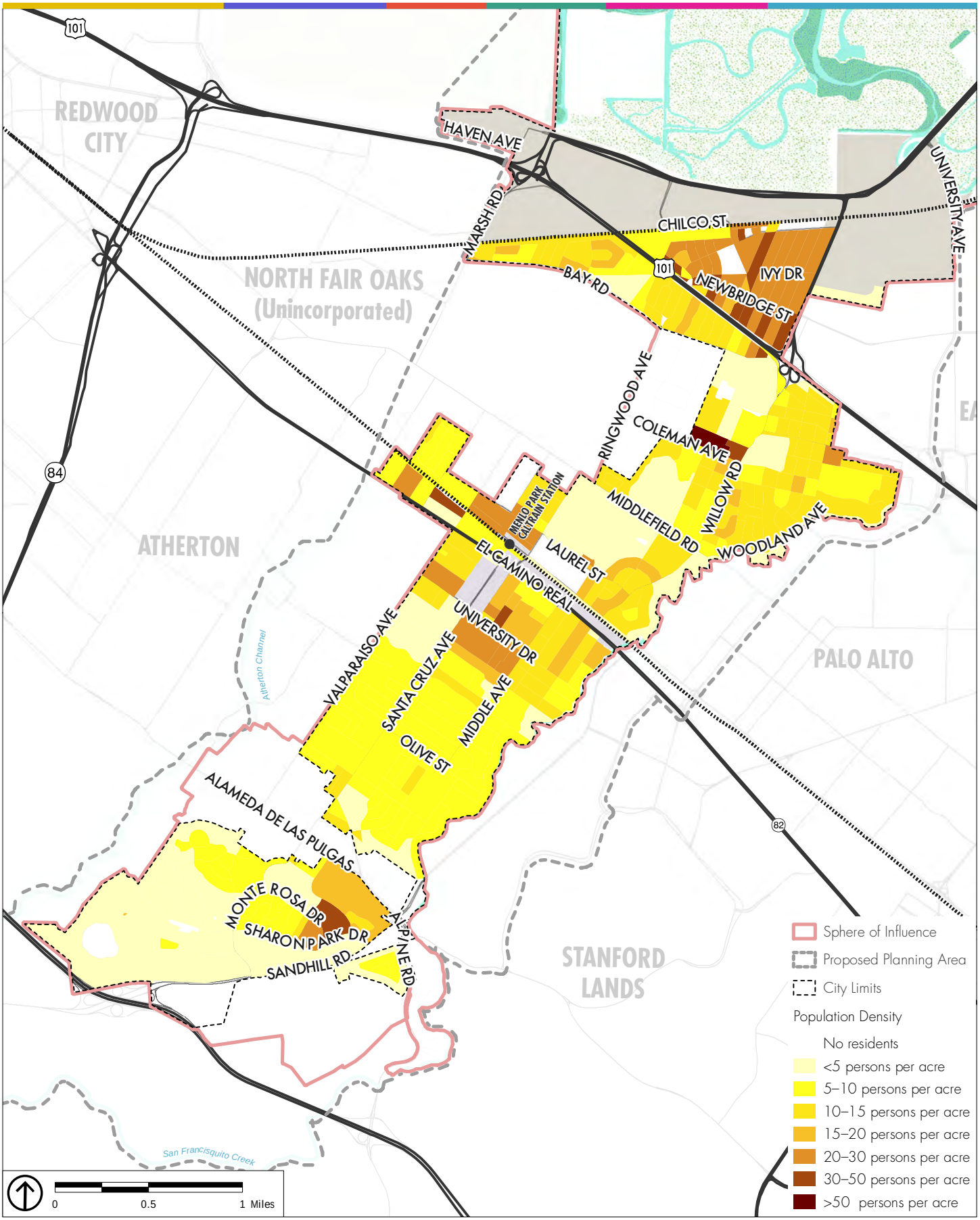

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FIGURE 5: APPROXIMATE POPULATION DENSITY BY CENSUS BLOCK

land uses typically include retail, office, and some service uses, such as gas stations, dry cleaners, and beauty salons. Industrial designations encompass a wide array of uses, including manufacturers, wholesalers, research and development, and laboratories. Public and institutional uses include facilities such as schools, parks, and places of worship.

Some buildings contain a mix of uses, including uses that do not fit into traditional categories. Until the early-1900s it was typical for various land uses to be geographically mixed together—or, in some cases, even indistinguishable. The same buildings that contained residences often also served as places of business, and even hosted small-scale home industries. Beginning in the late 19th and early 20th centuries, in response to the negative impacts of industrialization and due to safety concerns, it became more common to separate land uses physically. However, cities are increasingly returning to a mixture of land uses in appropriate locations where compatibility issues can be mitigated or avoided. Menlo Park has adopted a variety of land use and zoning designations that include both discrete uses and mixed uses. Land use designations and policies can have a profound impact upon issues of access and equity within the community. Land uses can help or hinder access to amenities, such as parks, shopping, commercial and public services, employment, and healthy food; and such access is closely tied to community health, socioeconomic mobility, and quality of life. Land use decisions can also affect other, less tangible aspects of a community such as neighborhood cohesion.

LAND USE TYPES AND METRICS

This section of the report offers general description of the type of land use activities existing in Menlo Park, as well some ways to measure and describe land uses.

RESIDENTIAL USES

Current land use designations and zoning in the City of Menlo Park currently accommodate a range of residential types, as follows:

- **Estate/Very-Low Density Residential:** This type of residential use tends to feature single-family homes on somewhat larger lots, in some cases approaching an acre in size, but usually around ¼ to ½ acre. Menlo Park features limited areas with such designations, including portions of Sharon Heights, and limited areas of West Menlo near Arbor Road and San Mateo Drive. Approximately 5.3 percent of Menlo Park's developable area is zoned Estate/Very-Low Density Residential.
- **Single-Family Residential:** As its name suggests, this type of residential includes single-family homes on a variety of lot sizes, and in some cases includes secondary dwelling units. The majority of Menlo Park's residential areas are designated single-family residential, with approximately 40.8 percent of the

city's total developable area zoned for low-density residential land uses. Single-family designations represent 71.4 percent of residentially designated areas in Menlo Park.

- **Multi-Family Residential:** Multi-family residential includes garden apartments, row homes and multi-unit buildings and complexes. Multi-family designations comprise a relatively small proportion of Menlo Park's land uses, and are generally concentrated in the area surrounding Downtown Menlo Park, as well as along corridors such as Willow Road, near US 101, and in portions of Sharon Heights. Just over 10 percent of Menlo Park's developable area is designated for medium- or high-density residential uses that may contain multi-family buildings or garden/row houses, and these uses comprise 19 percent of all residential uses in Menlo Park.
- **Mixed-Use Residential:** Mixed-use residential includes dwelling units that are co-located with other uses, such as retail or office. Usually, the uses are vertically mixed, with non-residential uses on the ground floor and residential units above. Menlo Park does not have a land use or zoning designation specific to mixed-use residential; however, mixed-use residential is permissible in a limited number of Downtown commercial designations and in certain areas under the El Camino Real/Downtown Specific Plan.

It should be noted that certain uses which are not strictly residential and which may not even contain any residential units are nonetheless grouped in the residential category based on their underlying zoning. Such uses include places of worship, such as the Church of the Nativity, as well as Corpus Christi Monastery and St. Patrick's Seminary and University, which is designated as single-family residential zoning. Religious institutions are generally conditional uses in residential areas pursuant to Menlo Park's zoning ordinance.

In addition to these primarily density-based classifications of residential areas, there are other, more qualitative ways to characterize residential neighborhoods. One such characterization is the distinction between traditional and suburban neighborhood design, both of which occur in Menlo Park. Traditional neighborhood design usually features a highly interconnected street pattern, usually based on a grid or other linear/geometric street network. This type of neighborhood design results in more frequent intersections and a higher number of potential travel routes between any two points. Suburban neighborhood design typically features curvilinear streets, cul-de-sacs, and fewer intersections and potential travel paths. Residential areas of Menlo Park feature a mixture of traditional and suburban neighborhood design. Additional information on neighborhood design and character is included in the Community Character Report.

COMMERCIAL USES

Primarily commercial land uses comprise approximately 7 percent of Menlo Park's developable land area. The existing General Plan currently establishes two different types of mainly commercial uses:

Retail/Commercial and Professional and Administrative Offices. These two commercial designations respectively occupy 1 percent and 6 percent of the city's developable land area. Additionally, certain specific plan and mixed-use designations also allow commercial land uses. The El Camino Real/Downtown Specific Plan Designation, which also permits mixed uses, is applicable to the El Camino Real/ Downtown Specific Plan Area and covers 3.5 percent of the city's developable land area.

The variety of commercial uses in Menlo Park can generally be described as follows:

- **Regional commercial:** Regional commercial uses tend to be large stores, such as department stores, home improvement stores, or "super-centers," that draw significant numbers of customers from areas beyond the city in which they are located. This type of commercial development is often characterized by "big-box" stories and nationally-recognizable chains. Menlo Park does not host this type of development, but the IKEA store located on the bay side of US 101 in East Palo Alto is an example of this sort of commercial development.
- **Community commercial:** These uses are typically characterized as those that act as a major draw throughout their host community. Popular restaurants or retail stores, such as ACE Hardware in the Downtown and Kepler's Books on El Camino Real, are good examples of this type of commercial use.
- **Service commercial:** Rather than selling food or consumer goods, this type of commercial includes activities such as automobile repair, veterinary clinics, gas stations, and personal care. This type of commercial use tends to be mixed in with other commercial uses, either in shopping centers or along retail corridors.
- **Neighborhood commercial:** These commercial uses are similar to community commercial, but typically draw customers from a smaller geographic area. Small- to medium-sized grocery stories, such as The Willows Market, and pharmacies are typical of this type of commercial use, and the Sharon Heights Shopping Center is an example of a neighborhood commercial shopping center.
- **Offices:** Offices associated with research and development uses may fall into an industrial category, such as in the M-2 Area, while offices associated with business or professional services are usually classified as commercial. For technology firms, where offices may be integrated with research and development, these classifications may be even less distinct. Office commercial is most common near Downtown and Central Menlo Park and along Sand Hill Road, which is known internationally as a Venture Capital Corridor.
- **Mixed-use:** Commercial uses may also occur as part of mixed-use designations. This sort of mixed use usually includes retail or sometimes customer-serving offices at the street level, with residential units or offices above. Downtown Menlo Park currently includes a limited amount of this type of mixed use.

- **Hotel/lodging:** Hotel and lodging commercial uses can occur as a part of mixed use, or may be stand-alone uses. Menlo Park currently has relatively few hotel rooms for its size and employment base, with the vast majority occurring along El Camino Real and Sand Hill Road. The Rosewood Sand Hill and the Stanford Park Hotel are both examples of stand-alone hotel uses in or near Menlo Park, and a large (11-story) hotel has been approved for construction at the Menlo Gateway site in the M-2 Area.

INDUSTRIAL USES

Industrial and Business Park designations together account for approximately 15.7 percent of Menlo Park's developable land area. The Limited Industry designation comprises 97 percent of industrial uses in Menlo Park, and Commercial Business Park designation comprises the remaining 3 percent, but the city and Silicon Valley Region have been experiencing a shift over the past several decades from more intensive uses to lighter industrial and research and development office-type uses. As described in Table 3, Limited Industry designations generally include "light manufacturing and assembly, distribution of manufactured products, research and development facilities, industrial supply, incidental warehousing, offices, limited retail sales [and] public and quasi-public uses." Commercial Business Park allows all of these uses, as well as "services to serve businesses and hotel/motel clientele in the area (such as restaurants, cafes, and health/fitness centers), [and] hotel/motel to serve the local and regional market."

Industrial uses in Menlo Park are concentrated in the M-2 Area. The industrial legacy of the 567-acre M-2 Area began with the 1948 arrival of Hiller Helicopters on the unincorporated outskirts of Menlo Park, and this area is now occupied by new light industrial and research and development uses. Another significant event in the industrial history of the M-2 Area was the development of a nearly 200-acre industrial park by David Dewey Bohannon in the 1950s. The legacy of these early uses continues to influence the M-2 Area today, as illustrated in Table 6. Current uses in the M-2 Area include a mix of generally low-intensity wholesaling, offices, research and development, warehousing, and light manufacturing. The M-2 Area is currently undergoing a major expansion of office uses, with Facebook currently occupying approximately 1 million square feet, completing another 435,000 square feet of new office space for their west campus, and poised to redevelop the adjacent former Raychem/TE Connectivity site with another approximately 1 million square feet of office campus. As of this writing, the largest private landholders in the M-2 Area are Bohannon, Facebook, Prologis, and Tarlton Properties Inc.

INSTITUTIONAL/PUBLIC USES

Institutional and public uses in Menlo Park include schools, government offices and agencies, the Menlo Park Civic Center, the Belle Haven library and pool, Onetta Harris Community Center, Belle Haven Child Development Center, Belle Haven Neighborhood Services Center, the USGS offices, and the Veterans Affairs

Medical Center. Together, these uses account for 6.7 percent of Menlo Park's developable land area. Although the USGS offices and the VA Medical Center are considered Institutional/Public land uses, two other major institutions in Menlo Park, SRI International and St. Patrick's Seminary and University, are not designated as public or institutional land uses, in part because they are privately owned and operated. Instead, the St. Patrick's Seminary property is zoned residential, as discussed above, and SRI international is classified as commercial.

OPEN SPACE AND CONSERVATION

Open Space and Conservation areas comprise 5 percent of Menlo Park's developable land area and include popular parks, such as Burgess Park and Nealon Park, as well as the Sharon Heights Golf and Country Club and Flood Park, although the latter two are not owned by the City. Although Bedwell Bayfront Park is a well-used recreation area, it is currently classified as Floodplain under City zoning.

EL CAMINO REAL/DOWNTOWN SPECIFIC PLAN LAND USES

Areas subject to the land use designations of the Specific Plan comprise approximately 3.5 percent of Menlo Park's developable area. The El Camino Real/Downtown Specific Plan was adopted in 2012 and applies to Downtown Menlo Park and most areas along El Camino Real. The El Camino Real/Downtown Specific Plan encourages improvements to the Downtown's streetscape and parking facilities and allows new mixed-use development along El Camino Real. The Plan contains a number of tailored land use designations, which allow a mix of commercial, including retail, office, hotel, as well as residential, depending on the location within the Specific Plan Area.

DENSITY AND INTENSITY OF USES

A common measure in planning is density, which usually refers to the number of people, dwelling units, or in some cases, jobs per acre. Gross density is expressed in people, units, or jobs in an area, including land that is not developable, such as roads, parks, or utility infrastructure areas, while net density considers only land areas that are developed (or could be developed) with the use under consideration. For example, the gross density of a neighborhood would divide the number of people or housing units in a neighborhood by the total number of acres in that area. Net density would use the same population or unit count but exclude properties where homes were not located from the acreage. Table 7 compares Menlo Park population and housing densities to that of surrounding communities.

Although density and intensity are closely correlated, intensity focuses on the physical characteristics of structures, rather than the number of housing units or of people who live or work in a given area. The

concept of intensity incorporates a variety of metrics derived from the dimensions of a building and the land it occupies; these include interrelated measures of height, bulk, and lot coverage. A common measure of building intensity is Floor Area Ratio (FAR), which is determined by dividing the amount of floor space in a building by the total area of the parcel it occupies. For example, a one-story building that covers half of a parcel would have an FAR of 0.5, while a three-story building that covers 25 percent of a lot would have an FAR of 0.75.

In general, buildings that contain greater "bulk" —that is more height and more floor space— are considered to be more intense. Density and intensity do not entirely describe how a building relates to the underlying land, and depending on the degree to which building mass is visible to passersby, a building may be made to appear more or less intense. For instance, a three story building occupying one-quarter of its parcel looks very different from a one-story building occupying half of the same size lot. This is where measures and zoning controls such as height, setback, and step-back regulations play a role. Setbacks (or "build-to" lines) are the distances from building facades to the boundaries of a parcel. Step-backs establish larger setbacks for upper floors.

PARCEL SIZE AND ORIENTATION

Approximately two-thirds of Menlo Park parcels range between 1/8 and 1/3 acre. At the other end of the spectrum, the M-2 Area features parcels that are much larger than in the remainder of Menlo Park, with an average parcel size of 2.7 acres. The largest parcels in the city are institutional uses, and commercial and industrial uses located at the opposite ends of the city along the bay and near the hills. The three largest parcels in Menlo Park that are not undeveloped Bay lands are those occupied by Facebook (137 acres on three adjacent properties), the Veterans Affairs Hospital and medical complex (95 acres), and St. Patrick's Seminary and University (42 acres).

The average parcel size in Menlo Park is 1.13 acres; however, this number is skewed by a relatively small number of relatively large parcels. The median parcel size, which better captures the area of a typical Menlo Park parcel, is approximately 0.17 acres or 1/6 of an acre. Typical parcel sizes vary between neighborhoods, with Linfield Oaks and Sharon Heights tending to feature slightly larger parcels on average than Belle Haven or Allied Arts, for example. Linfield Oaks and Sharon Heights have typical parcel sizes of 1/5 and 1/3 acre, respectively; Belle Haven and Allied Arts have typical parcel sizes of approximately 1/8 and 1/6 acre, respectively. Figure 6 illustrates the geographic distribution of parcel sizes in Menlo Park, and Figure 7 depicts the mathematical distribution of parcel sizes.

In addition to zoning regulations, use restrictions, and quantitative metrics that affect and characterize land use, there are also qualitative aspects that are important to the function and feel of particular uses and areas.

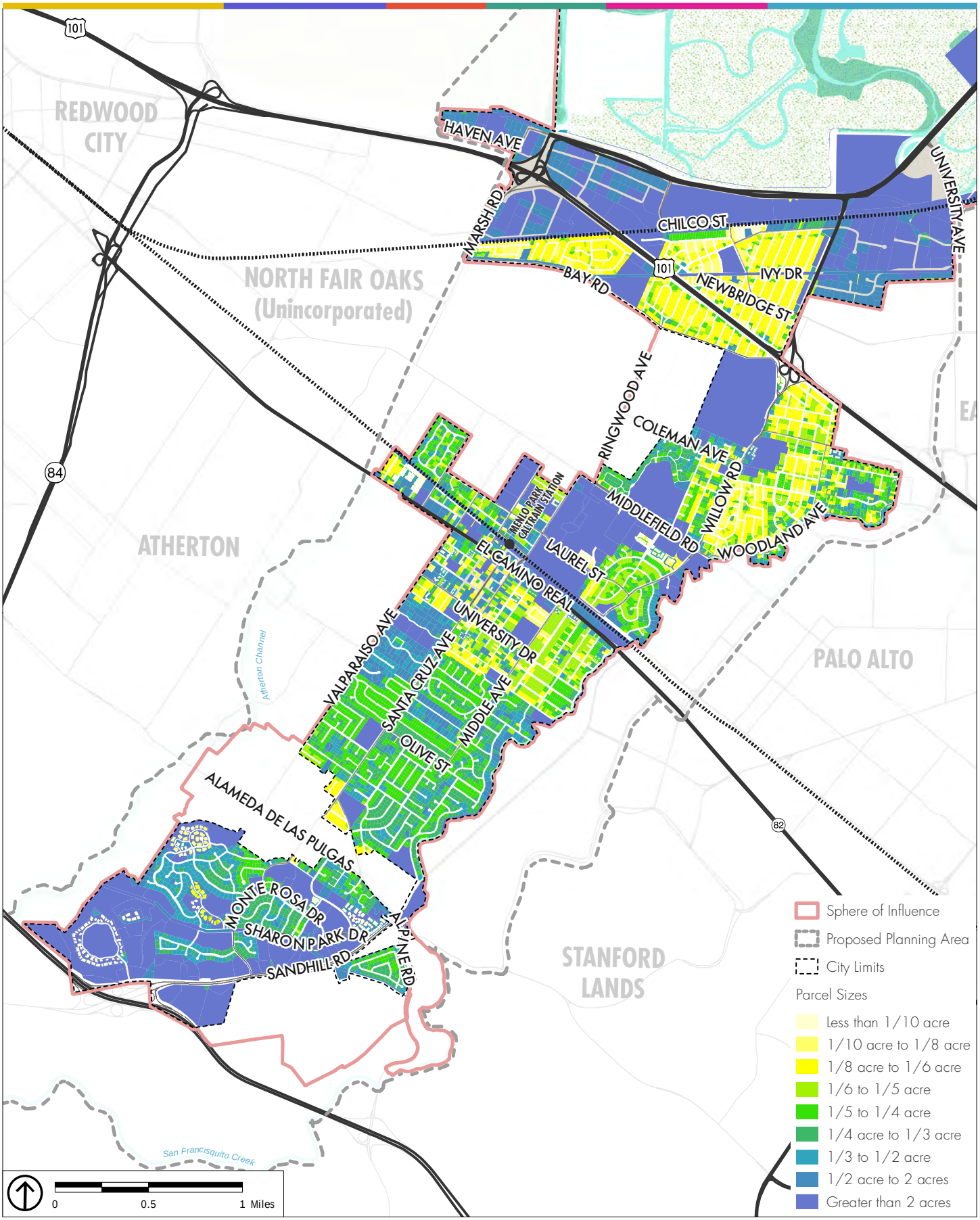

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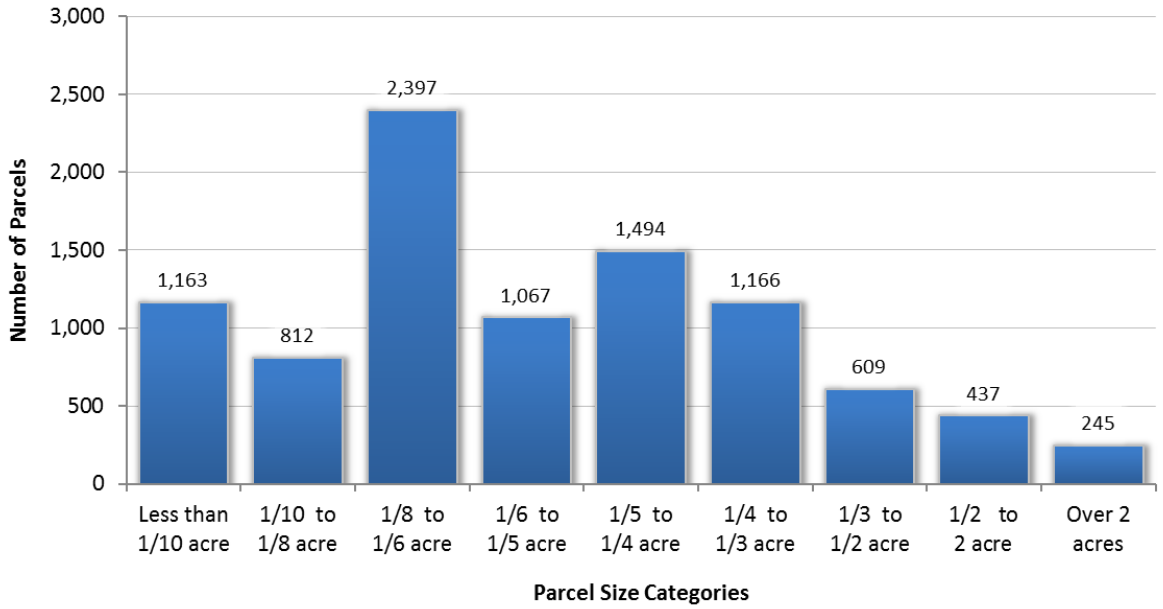
FIGURE 6: GEOGRAPHIC DISTRIBUTION OF PARCEL SIZES

FIGURE 7 MATHEMATICAL DISTRIBUTION OF PARCEL SIZES



For example, the layout and design of a land use may reflect an orientation towards pedestrians, toward automobiles, or in some cases, toward transit. Pedestrian-oriented uses typically front sidewalks and offer windows, signage and entrances accessible to those on foot. Auto-oriented uses tend to have their entrances adjacent to parking areas, which offer convenience to drivers, but may require pedestrians to walk greater distances from public streets or sidewalks, and may not offer sidewalks at all. Uses may be specifically oriented toward transit, with entrances fronting directly on to transit plazas or concourses. Many other factors contribute to a pedestrian or an automobile orientation, and some developments may present a blend of auto- and pedestrian-oriented features.

CITY STRUCTURE

COMMERCIAL CENTERS

Menlo Park contains a number of retail/commercial centers that act as a focus of community and commercial activity. Some centers are characterized primarily by retail and/or services, while others contain a mix of commercial uses and community facilities.

Downtown Menlo Park and El Camino Real

Downtown contains the primary concentration of commercial uses in Menlo Park. In addition to being an important thoroughfare in Downtown, Santa Cruz Avenue serves as Menlo Park's primary shopping and dining street. El Camino Real hosts a number of commercial uses and also serves as a major thoroughfare connecting Menlo Park to Atherton, Redwood City, Palo Alto, and other Peninsula and South Bay Cities. Together, Santa Cruz Avenue and El Camino Real feature a variety of uses, including restaurants, shops, offices, hotels, residences, places of worship, and mixed-use sites, making Downtown a bustling and diverse focal point of the City.

Sharon Heights Shopping Center

Although considerably smaller and less heavily trafficked than Downtown Menlo Park, the Sharon Heights Shopping Center is the only major shopping center in Menlo Park outside of Downtown and off of El Camino Real. Located along Sand Hill Road, the Sharon Heights Shopping Center contains primarily neighborhood-serving retail goods and services, including a grocery store, a gas station, a pharmacy, and a coffee shop.

Nearby Centers

Although the commercial and mixed uses along Alameda de Las Pulgas are not within Menlo Park (and therefore City regulations do not apply to uses there), the area is bounded on three sides by city neighborhoods. The corridor features restaurants, offices, coffee shops, a dry cleaner, a pub, and a gas station. Stanford Shopping Center is another center outside of Menlo Park that nonetheless provides important commercial retail and services for the Menlo Park community. Located along El Camino Real and Sand Hill Road, Stanford Shopping Center is a large, open-air mall with a wide variety of restaurants and retail stores that serves as a regional draw, serving not only Menlo Park and Palo Alto residents, but also the Peninsula and, to a certain extent, the greater Bay Area.

Neighborhood Retail Nodes

In addition to the larger retail centers identified above, Menlo Park also has a small number of smaller retail nodes that generally serve surrounding neighborhoods. These nodes include the Willows Market, the cluster of shops at the intersection of Menalto and Gilbert Avenues, and a number of small retail clusters along Willow Road, such as at Ivy Drive, Newbridge Street, Hamilton Avenue, and between O'Keefe Street and US 101.

EMPLOYMENT CENTERS

Menlo Park hosts a number of large employers that are generally concentrated in several clusters: the M-2 Area, the VA Medical Center, central/Downtown Menlo Park, and the Venture Capital Corridor along Sand Hill Road. Major employers include Facebook, Intuit, and Pacific Biosciences in the M-2 Area; SRI International, the City of Menlo Park, and the USGS in central Menlo Park, and a variety of noted venture capital firms such as Elevation Partners, Kleiner Perkins Caufield Byers, and Greylock Partners along Sand Hill Road. Additional discussion of employment levels and major employers in Menlo Park is available in the Existing Economics Conditions Report.

NEIGHBORHOODS

Neighborhood and community character are defined by a wide array of characteristics that both describe the built environment and reflect the diversity of a neighborhood's residents. Among many features, community character may be described in terms of architectural styles, streetscape conditions, topography, street trees, lot sizes, building forms, landscaping, public art, and open spaces. Community character is closely related to but also distinct from land use. Menlo Park's eclectic community character is discussed in much greater depth in the Community Character Report. Figure 8 shows the location of Menlo Park neighborhoods, as well as key features that distinguish the city, and Figures 9a, 9b, and 9c show examples of views and gateways in Menlo Park. It should be noted that the General Plan Update portion of the ConnectMenlo project focuses on the M-2 Area and is not anticipated to lead to new policies or land use changes directed at neighborhoods in Menlo Park, except perhaps Belle Haven.

CITY SERVICES AND PUBLIC FACILITIES

EMERGENCY SERVICES

MENLO PARK FIRE PROTECTION DISTRICT

Formed in 1916, the Menlo Park Fire Protection District (MPFPD) provides fire-prevention, inspection and investigation, along with fire-fighting, hazardous materials response, technical rescue, urban search and rescue, water rescue, and advanced life support paramedic emergency medical services for Menlo Park, the adjacent communities of Atherton, East Palo Alto, certain unincorporated portions of San Mateo County, federal facilities such as the Veterans Hospital and United States Geological Survey, Stanford Linear

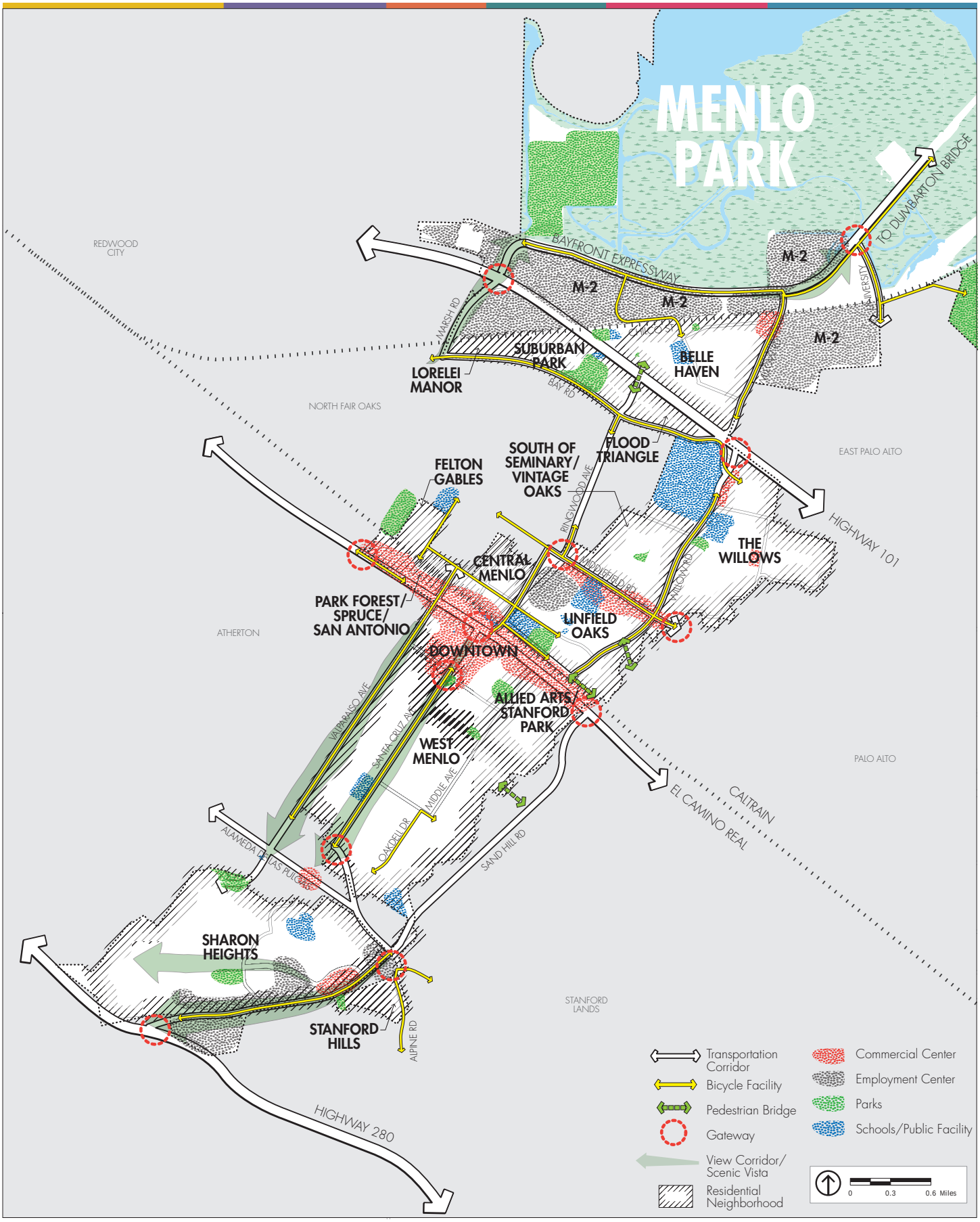


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FIGURE 8: COMMUNITY FEATURES

View toward hills along Sharon Park Drive.

View toward hills along Ivy Drive.

Downtown Menlo Park gateway.

View toward hills on Santa Cruz Ave.

View toward hills along Santa Cruz Avenue.

View of bay lands from edge of Bedwell Bayfront Park.

Accelerator and the marshlands bordering San Francisco Bay in order to protect life and property.[20] As of 2012, the total population of the MPFPD service area was approximately 90,000.[21] In addition to its 33-square-mile service area, Menlo Park Fire Protection District also maintains a mutual aid agreement with Fremont Fire Department, an automatic aid agreement with Palo Alto Fire Department, and a county-wide automatic aid agreement with adjacent fire agencies such as the Woodside Fire Protection District and Redwood City Fire Department. That agreement consists of a closest unit concept, border drops, paramedic first response, move and cover station backfill, expanded incident alarm plan and common and singular dispatch agreement. Figure 10 shows the MPFPD service area and the location of MPFPD and Menlo Park Police facilities.

Because Menlo Park is composed mostly of residential and multi-residential structures, the risk of fire in these areas of Menlo Park is typical of that in primarily suburban California communities, and this risk has been reduced through the use of early fire detection and sprinkler suppression systems. Multi-unit, multi-story residential development density has been increasing in recent years, which presents unique challenges for access and increased population and vehicle trips. The elevated fire risk typical in areas with wildland/urban interface is found predominantly in the Alpine Road, Stanford Hills and Sharon Heights neighborhoods and all areas bordering San Francisquito Creek. Those areas are most susceptible to potential wildland fire hazards. Areas along the creek are also more vulnerable to flooding during significant rain storms and to large trees falling on to structures, vehicles, and pedestrians, especially during high winds and winter storm events.

Higher density buildings, specifically those in downtown Menlo Park and the M-2 Area, as well as industrial structures, are considered to be at greater risk from fire or, in the case of the latter, hazardous materials releases. Businesses in Menlo Park that use or re-sell hazardous materials, such as research and development laboratories, gas stations, dry cleaners, or industrial fabrication processes, pose a risk of special hazard fire. Hazardous materials releases or explosions may occur as a result of or independently of a fire or other disaster. Industrial buildings and other businesses that potentially use hazardous materials are mostly concentrated in M-2 Area, though other businesses throughout the city may use varying amounts of hazardous materials. Many businesses throughout the City have also installed back-up generators to insure uninterrupted operations. Most back-up generators require combustible liquid permits for their diesel fuel tanks. Businesses that handle hazardous materials must comply with applicable building, fire, and environmental regulations, and are subject to supervision and inspection by a variety of State and federal agencies, as well as the MPFPD.

[20] Menlo Park Fire Protection District. http://www.menlofire.org/Operations.html, accessed October 21, 2014.

[21] Menlo Park Fire Protection District, 2007. Ordinance 30 & District Standards, September 5. http://www.menlofire.org/fireprevention/forms/Ordinance%2035-2012.pdf, accessed September 27, 2012.

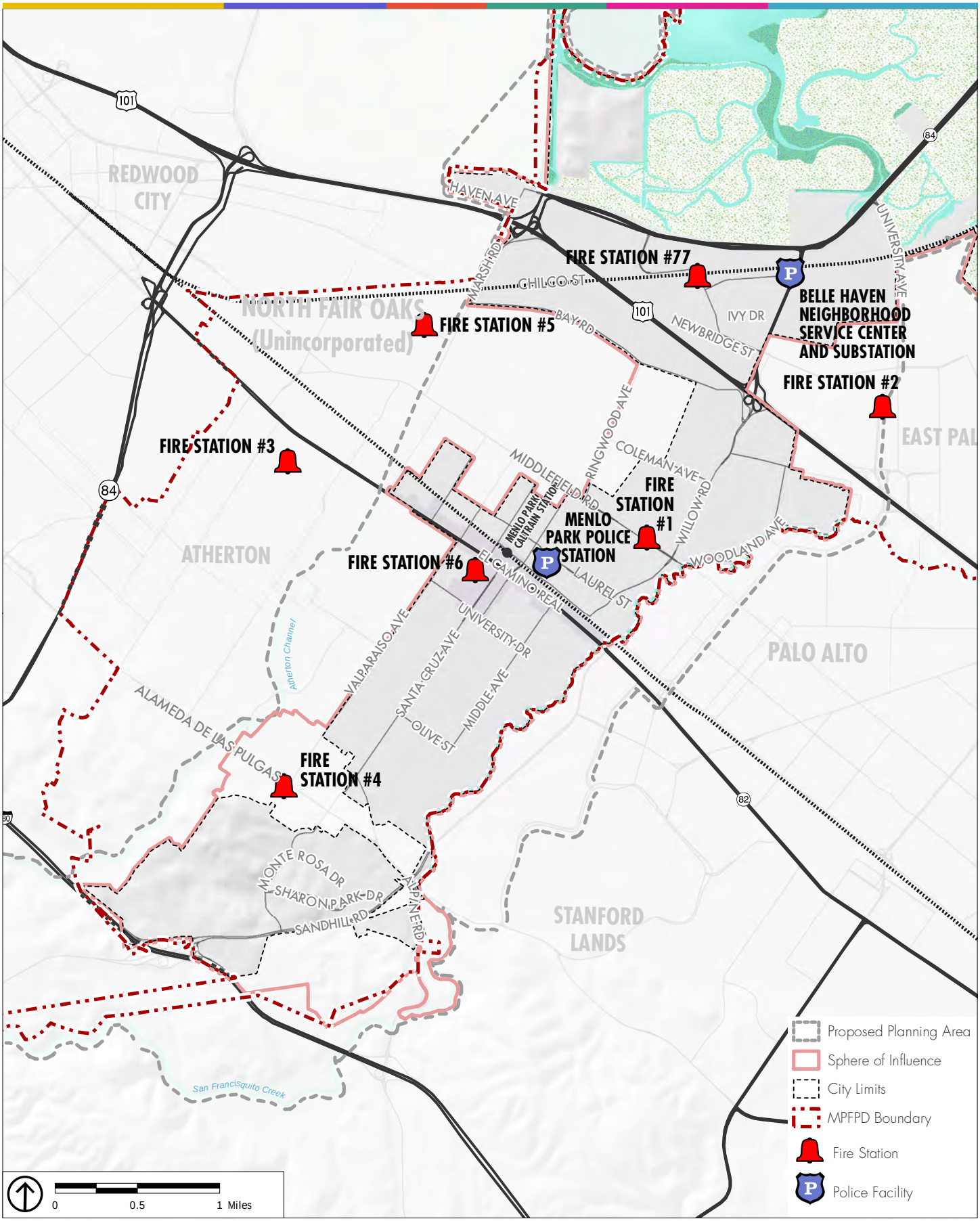

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FIGURE 10: FIRE DISTRICT AND POLICE FACILITIES

Large, "campus style" complexes and technology sector, biotech, and energy businesses present unique challenges based upon their size, layout, number of employees and business purpose. These businesses and complexes are changing the traditional mix and business model of the M-2 Area with larger, denser buildings and more employees, which lead to increased service population in the M-2 Area and additional traffic impacts during peak commute hours and service demands.[22]

Menlo Park Fire Protection District Operations

Dispatching for the MPFPD is conducted through the Countywide consolidated Fire Dispatch Center. MPFPD personnel respond to more than 8,000 calls for service annually, of which 61 percent are medical emergencies.

The Menlo Park Fire Protection District operates seven stations at the following locations:

- Station 1: 300 Middlefield Rd. (1250 plus calls for service per year)
- Station 2: 2290 University Ave. (East Palo Alto – 2000 plus calls for service per year)
- Station 3: 32 Almendral (Atherton – 800 plus calls for service per year)
- Station 4: 3322 Alameda de Las Pulgas (unincorporated County – 1100 plus calls for service per year)
- Station 5: 4101 Fair Oaks Avenue (unincorporated county – 700 plus calls for service per year)
- Station 6: 700 Oak Grove Avenue – (1200 plus calls for service per year)
- Station 77: 1467 Chilco Avenue – (700 plus calls for service per year)

The Fire District maintains the following equipment and vehicle fleet:[23]

- One battalion SUV command vehicle (operating out of Station 1)
- One reserve battalion SUV command vehicle
- Seven Type 1 heavy fire engines (one at each station)
- Three Type 1 heavy reserve fire engines
- One ladder truck (105-foot ladder, operating out of Station 1)
- One reserve ladder truck (100-foot aerial ladder)
- One medium-duty technical rescue vehicle
- One utility truck with skid mount pump
- Three inflatable rescue boats and trailer
- Two jet skis and trailer
- One Office of Emergency Services (OES) water rescue truck
- One airboat and trailer
- Four fire prevention/investigation vehicles

[22] Communication with Menlo Park Fire Protection District (MPFPD) by City of Menlo Park, November 2014.

[23] Menlo Park Fire Protection District (MPFPD). http://www.menlofire.org, accessed October 23, 2014. 20 Menlo Park Fire Protection District, Fiscal Year 2014–2015 Adopted District Budget & CA-TF2 US&R Budget, http://www.menlofire.org/pdf/budget1415/Budget%2014-15.pdf, accessed October 23, 2014. Edited, updated, and confirmed by the MPFPD, December 2014.

- Two fire mechanic field utility trucks
- One dually crew cab truck (used to tow trailers)

Each of the seven fire stations is equipped with one Type 1 heavy fire engine and is continuously staffed by three fire crew members: a captain, an apparatus driver, and a paramedic. Every station operates on three rotating 48-hour shifts to ensure 24-hour constant service. Fire District staff also includes two full-time mechanics who maintain District response vehicles. Administrative offices for the Menlo Park Fire Protection District are located at 170 Middlefield Road, near the Willow Road intersection. For fiscal year 2014–2015, MPFPD's staffing level was anticipated to be 115.5 full-time equivalents.[24]

The MPFPD provides in-department training in the following areas: emergency medical technician/paramedic response; technical rescue; auto extrication; live fire training; ropes operations; incident simulation and career development; hazardous materials first response, situational awareness, command and control; and incident command special training in Urban Search and Rescue (USAR) consisting of collapsed structure, trench and confined space training. To maintain these training programs, the MPFPD training unit engages in annual requirements for all specialties including driver operator and acting officer testing, as well as probationary testing, and mandates requirements for yearly training, which consists of on-line computer and hands-on training formats. Additionally, the MPFPD runs a variety of community training and education programs, including community emergency preparedness consisting of agency to agency or inter-governmental service agreements to meet mandated training, plans and exercise requirements for unified command, Community Emergency Response Team (CERT) training, Get Ready, and the Boy Scouts high school explorer and College of San Mateo fire cadet work experience programs, which teach and train young people and students about careers in the Fire Service. MPFPD also provides custom-designed school and workplace fire safety education programs for the public by request.[25]

Fire District Budget

The 2014/2015 total budget for the Menlo Park Fire Protection District is $37.7 million, which represents a 3 percent decrease from the 2013/2014 budget, primarily due to decreased capital expenditures. The MPFPD receives the majority of its funding through property taxes and operational/developmental permitting fees, with smaller amounts coming from intergovernmental transfers, such as grants or funding provided by other agencies. The 2014/2015 budget for MPFPD includes $5.8 million for the completion of construction on Station 2 and $6.7 million for the redevelopment of Station 6.

[24] Menlo Park Fire Protection District (MPFPD). http://www.menlofire.org, accessed October 23, 2014. 20 Menlo Park Fire Protection District, Fiscal Year 2014–2015 Adopted District Budget & CA-TF2 US&R Budget, http://www.menlofire.org/pdf/budget1415/Budget%2014-15.pdf, accessed October 23, 2014. Edited, updated, and confirmed by the MPFPD, December 2014.

[25] Communication with Menlo Park Fire Protection District (MPFPD) by City of Menlo Park, November 2014.

The MPFPD maintains a schedule of fees for a variety of uses and permits in order to help support cost recovery for the District. These fees were adopted in 2012 subsequent to a fee study that was completed earlier that year. In early 2014, Facebook partnered with the Menlo Park Fire Protection District to provide $150,000 for the installation of traffic signal preemption devices that would give emergency vehicles priority at key intersections along Marsh Road, Bayfront Expressway, Willow Road, and University Avenue.[26]

Issues for Future Consideration

Although the Menlo Park Fire Protection District is currently meeting its response and service goals, it faces operational challenges as a result of ongoing and increasing traffic congestion, most notably along Marsh and Willow Roads. In order to circumvent congestion during emergency response, MPFPD vehicles are forced to drive against the flow of traffic with increasing frequency. Traffic congestion also effects non-emergency operations, decreasing the efficiency of everyday travel for routine activities such as maintenance and supply purchases.

MPFPD's future goals include improved, more reliable access across Menlo Park, especially to the M-2 Area and Belle Haven.[27] The District is updating a critical "Standards of Cover" report to analyze the effects of increased regional growth, changes to project heights, density, population, and roadway congestion as well as service delivery. An aerial ladder truck study identified that a singular ladder truck was not adequate if growth continued and traffic congestion increased, especially in the M-2 Area. The study examined the need for an aerial ladder on both sides of US 101. MPFPD has commissioned a draft impact fee study to better determine fair share costs to developers and to equally distribute service delivery changes and costs that would address the need for additional apparatus, equipment, staffing, and stations.[28]

Other future challenges that MPFPD faces include: 1) changes in MPFPD staffing, equipment, and facilities due to new development in Menlo Park; 2) impacts on MPFPD's ability to provide services due to increased development in Menlo Park and neighboring jurisdictions served by MPFPD; 3) potential replacement of Station 77 and Station 1; and 4) continued provision of a high level of MPFPD services to preserve and protect life and property.,

[26] Communication with Menlo Park Fire Protection District (MPFPD) by City of Menlo Park, November 2014.
[27] Harold Schapelhouman, Chief, Menlo Park Fire Protection District (MPFPD). Interview with PlaceWorks on October 16, 2014.
[28] Communication with the Menlo Park Fire Protection District (MPFPD) by City of Menlo Park, November 2014.

MENLO PARK POLICE DEPARTMENT

The Menlo Park Police Department (MPPD) provides law enforcement services in the City of Menlo Park. One police station, located at City Hall, primarily covers the whole service area. The MPPD operates one newly opened 1,800-square-foot substation on the bayside of US 101 in the Neighborhood Service Center, which is staffed and open to the public during normal business hours. The Belle Haven Neighborhood Service Center and Substation is also used for officers to use restrooms, make calls, or interview and process suspects, victims, or witnesses. The substation is also a location used during critical incidents in the Belle Haven neighborhood. The MPPD divides its service area by three beats:

- Beat 1 covers the area of the City on the hillside of El Camino Real
- Beat 2 covers the area between El Camino Real and US 101
- Beat 3 covers the bayside of US 101

Figure 10 shows the locations of Menlo Park police facilities.

The MPPD has a mutual aid agreement with every other police agency in the County of San Mateo. This agreement includes all neighboring jurisdictions: Atherton Police Department, East Palo Alto Police Department, Redwood City Police Department, and the San Mateo County Sherriff's Office, which is responsible for law enforcement in unincorporated areas of Menlo Park and Redwood City. The MPPD also has an informal mutual aid agreement with the Palo Alto Police Department which borders Menlo Park, but is in Santa Clara County.

Staffing

MPPD staffing includes 48 sworn officers and 22 professional staff, resulting in a total full-time equivalent (FTE) of 70 as of 2014. The sworn officers consist of one chief, two commanders, eight sergeants, and 37 police officers,[29] with a staffing ratio of 1.4 officers per 1,000 residents.[30] Recent budget shortfalls in the City have resulted in staff deficiencies in the MPPD. To maintain service levels with limited budget, the MPPD has tightened its resources by assigning some sworn officer's tasks to non-sworn staff. Recently, MPPD has been able to revive its traffic unit with the staffing of two motorcycle positions. Currently there is one full time motorcycle traffic officer on duty with a second motorcycle officer in training.

Response Times

The MPPD prioritizes calls for police services as follows: Priority 1 calls involve life-threatening situations; Priority 2 calls are not life-threatening but necessitate immediate response; all other calls are designated

[29] Dave Bertini, Commander, Menlo Park Police Department. Interview with PlaceWorks on November 19, 2014.
[30] Dave Bertini, Commander, Menlo Park Police Department. Interview with PlaceWorks on November 19, 2014.

Priority 3. In 2014, the average response time for Priority 1 calls was 3:35 minutes, for Priority 2 calls was 7:39 minutes, and for Priority 3 calls was 11:30 minutes.[31] Vehicle traffic and congestion are the primary impediment to improving response times.

Call Volumes

From November 18, 2013 to November 18, 2014, the MPPD received 401 Priority 1 calls, 10,833 Priority 2 calls, and 10,507 Priority 3 calls for service. This does not include the 18,448 additional officer-initiated calls that the dispatch center handled.[32] These officer initiated calls could be priority 1, 2, or 3 depending on their nature. The MPPD identified the Beat 3 area as a "crime hot spot" because of entrenched gang activity in the area and rival gangs in East Palo Alto, although violent crime has dramatically decreased throughout the City in 2014.

Belle Haven Neighborhood Service Center and Substation

The City currently operates a police substation within the Neighborhood Service Center in the Belle Haven neighborhood. This location recently opened (Spring 2014) with funding provided by Facebook. The renovated facility includes a new interior and free WiFi, and is a location for community members to meet with law enforcement, and each other. The substation also houses the department's Code Enforcement Officer and newly created Community Safety Policy Officer.

Future Needs

With recent completion of the Belle Haven Neighborhood Service Center and Substation, the Menlo Park Police Department anticipates that, with the exception of evidence storage, its space needs will be adequately met for the near future. However, the Police Department has a number of programs it hopes to develop or expand in the short-term, including a Diversion Program, the David Lewis Community Re-Entry Program, Chilco area sidewalk and street lighting, and improvements to traffic management during school drop-off and pick-up.[33]

[31] Dave Bertini, Commander, Menlo Park Police Department. Interview with PlaceWorks on November 19, 2014.
[32] Dave Bertini, Commander, Menlo Park Police Department. Interview with PlaceWorks on November 19, 2014.
[33] Robert Jonsen, Police Chief, Menlo Park Police Department. Interview with PlaceWorks on October 16, 2014.

UTILITIES

WATER SERVICE

Potable water is supplied to the Menlo Park community by one of four water utility companies: the Menlo Park Municipal Water District (MPMWD), California Water Service, the O'Connor Tract Cooperative Water District, and the Palo Alto Park Mutual Water Company. Menlo Park Municipal Water District covers the Sharon Heights neighborhood and most areas on the bay side of Middlefield Road. The Menlo Park Municipal Water District also covers the SRI International campus, Menlo Park Civic Center, and a small number of nearby residences on Barron, Thurlow, and Hopkins Streets. The O'Connor Tract Cooperative Water District serves a small area of Menlo Park, roughly bounded by Euclid Avenue, Woodland Avenue, Menalto Avenue, and properties on the bay side of O'Connor Street. A small area along Euclid Avenue is served by the Menlo Park Municipal Water District. California Water Service serves the remaining, mostly central portion of Menlo Park, including Downtown Menlo Park. A very small portion of Menlo Park is served by the Palo Alto Park Mutual Water Company. This area includes several properties on Menalto Avenue near US 101. Figure 11 shows the boundaries of the water districts serving Menlo Park.

Menlo Park Municipal Water District

The MPMWD serves approximately 40 percent of the City's population within the following four zones:

- The Lower Pressure Zone includes part of the Belle Haven neighborhood, Bay Road, and Willows neighborhood. This includes the business park area located along O'Brien Drive between Willow Road and University Avenue.
- The High Pressure Zone is located in Menlo Park between US 101 and the Bayfront Expressway and includes part of the Belle Haven neighborhood and M-2 Area business parks.
- The Upper Pressure Zone is geographically and hydraulically disconnected from other zones. It primarily serves the residential Sharon Heights neighborhood, the Sharon Heights Golf and Country Club, and the SLAC National Accelerator Laboratory.

In its 2010 Urban Water Management Plan (UWMP), MPMWD's demand projections assumed very modest residential growth and strong growth in the Commercial-Industrial-Institutional sectors. The MPMWD distribution system consists of 59 miles of water mains, 4,200 metered connections, two reservoirs, and one pump station. The MPMWD also maintains fire hydrants, backflow prevention devices, flushing points,

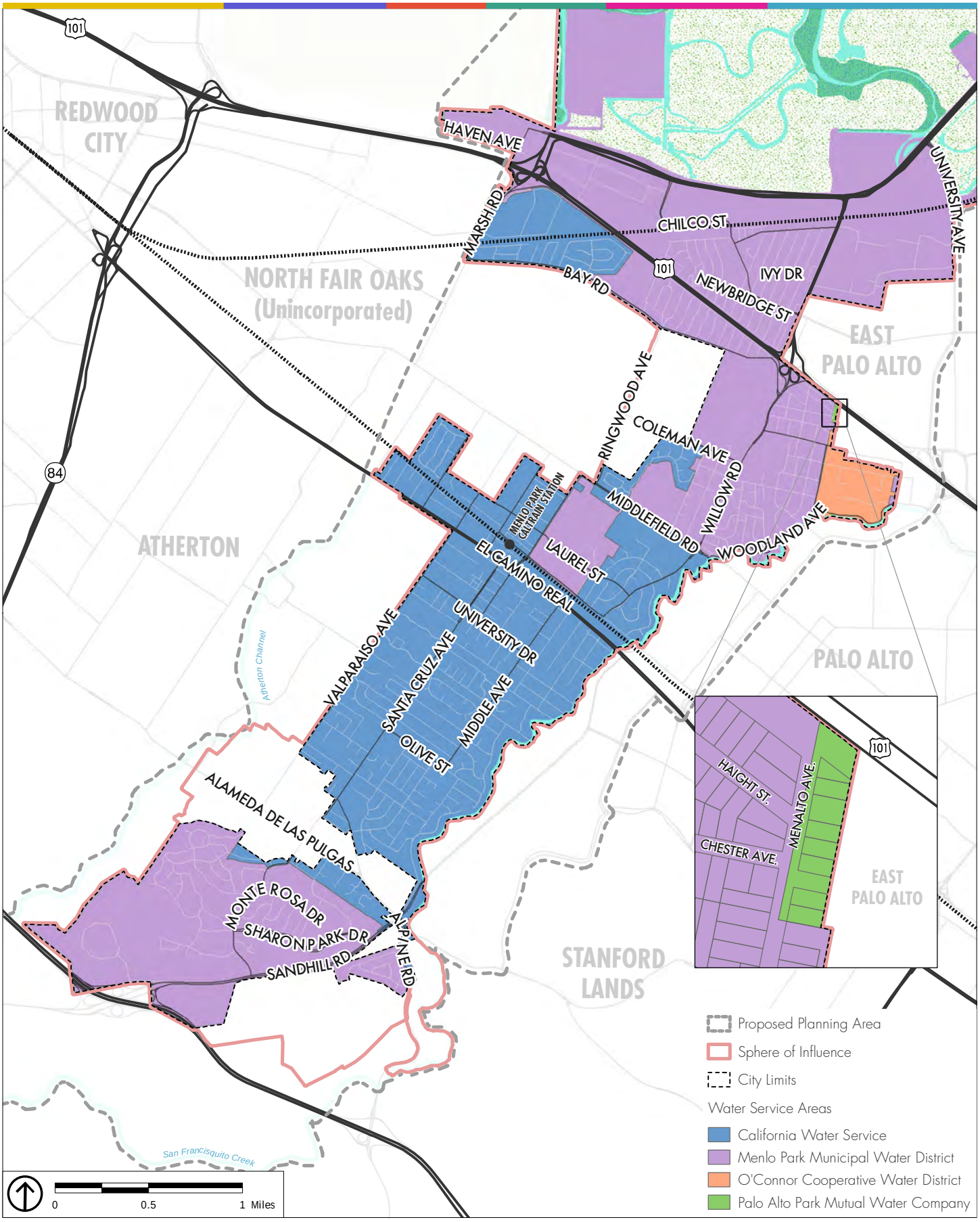

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FIGURE 11: WATER DISTRICT SERVICE AREAS

and service connections to the San Francisco Public Utilities Commission SFPUC, which controls access to water via the Hetch Hetchy pipeline right-of-way through Menlo Park.[34]

California Water Service Bear Gulch District (Cal Water BGD)

The California Water Service Company is an investor-owned public utility that provides water service to millions of customers in 24 separate water systems located across California. The particular system, or district, that serves portions of Menlo Park is known as the California Water Service Bear Gulch District, or Cal Water BGD. Cal Water BGD serves approximately 57,300 customers in several Peninsula communities, including the communities of Atherton, Portola Valley, Woodside, unincorporated portions of San Mateo County, and parts of Menlo Park (approximately 16,600 customers). In its 2010 UWMP, Cal Water BGD projected that the population in its service area would grow from 57,254 persons in 2010 to 64,573 in 2035 with an annual growth rate of 0.51 percent per year, which is slightly higher than the growth rate used in the City's UWMP.[35] The Cal Water BGD distribution system consists of 33 pressure zones, 57 booster pumps, 25 storage tanks and reservoirs, 1,865 hydrants, and 300 miles of main. Cal Water BGD tanks provide storage for more than 10 million gallons of potable water.[36]

O'Connor Tract Cooperative Water District

The O'Connor Tract Cooperative Water District (OTCWD) is a very small water district serving approximately 300 dwelling units in a small area near Menlo Park's border with East Palo Alto. To meet the demand of these households, OTCWD operates two wells in Menlo Park. The water from these wells historically has met applicable quality standards for drinking water without additional treatment. Estimated water-use levels in 2005 were 120 acre-feet per year (AFY) for OTCWD with a projected 2020 usage of 150 AFY.[37]

Palo Alto Park Mutual Water Company

Palo Alto Park Mutual Water Company (PAPMWC) serves a very small number of residential properties located on eight parcels in the vicinity of Menalto Avenue and US 101. PAPMWC is a non-profit mutual benefit corporation that is cooperatively owned by approximately 650 property owners. The water supply for PAPMWC is derived ground groundwater pumped from five wells within the service area. The rates of these pumps range from 125 to 800 gallons per minute (GPM). PAPMWC operates two storage tanks for

[34] City of Menlo Park, 2011. *Menlo Park Facebook Campus Project Draft EIR,* page 3.16-10.

[35] *Water Supply Assessment* for the City of Menlo Park Housing Element Update prepared by GHD, February 2013, pages 2-1 and 2-3.

[36] BAWSCA Annual Survey – FY 2006-07. http://bawsca.org/docs/0607_AP_CalWater_BG.pdf, accessed on January 4, 2013.

[37] Todd Engineers, 2005. *Feasibility of Supplemental Groundwater Resources Development, Menlo Park and East Palo Alto, California,* August. www.ci.east-palo-alto.ca.us/documentcenter/view/39, accessed November 2, 2014.

the pumped water, with capacities of 11,500 and 350,000 gallons. PAPMWC is not a public utility and only provides water to property owners within its service area.[38]

WATER SUPPLY

The major water supply source for both the MPMWD and the Cal Water BGD is the San Francisco Regional Water System (RWS), operated by the SFPUC, under the 2009 "Water Supply Agreement between the City and County of San Francisco and Wholesale Customers in Alameda County, San Mateo County, and Santa Clara County." The RWS is predominantly from the Sierra Nevada, delivered through the Hetch Hetchy aqueducts, but also includes treated water produced by the SFPUC from its local watersheds and facilities in Alameda and San Mateo Counties. In June 2009 the City of Menlo Park entered into an agreement with the SFPUC that implemented a new system for allocating water during water shortages, such as drought years. This allocation system accounts for usage by both wholesale and retail customers in the SFPUC service area and specific reductions in use would be determined by water availability and projected demand at the time a water shortage is declared.

The MPMWD Individual Supply Guarantee (ISG) is 4.465 MGD (4,993 AFY), and the Cal Water ISG is 35.68 MGD (39,967 AFY). Cal Water BGD receives between 11.45 and 12.85 MGD or about one-third of the total Cal Water ISG. In addition, the Cal Water BGD obtains surface water from the Bear Gulch Creek at approximately 1,260 AFY in a normal year, 351 AFY in a single dry year, and 609 AFY in a multiple dry year. The MPMWD does not have an additional water source, but is evaluating several well sites that could produce up to 3,000 gallons per minute (GPM) in order to supplement its emergency potable and fire water supply.

A Water Supply Assessment (WSA) prepared for the 2013 Housing Element Update, General Plan Consistency Update, and Zoning Ordinance Amendments Environmental Assessment assumed that the population in the City's service area would increase by 6,800 from 2010 to 2035 based on projections from the Association of Bay Area Governments (ABAG). This would equate to an annual growth rate of 0.8 percent, which is higher than the projections in the MPMWD and Cal Water BGD's UWMPs (0.42 and 0.51 percent, respectively). The WSA assumed the multi-family demand factor of 0.1255 AFY (112 gallons per day per dwelling unit) for the Plan Components based on the City's recent El Camino Real/Downtown Specific Plan Environmental Impact Report (EIR).[39]

The MPMWD has prepared a Water Shortage Contingency Plan, as part of the MPMWD's Urban Water Management Plan, which contains measures to reduce demand by up to 50 percent in the case of drought or

[38] Palo Alto Park Mutual Water Company, http://www.paloaltoparkmutualwatercompany.com/, accessed December 12, 2014

[39] *Water Supply Assessment* for the City of Menlo Park Housing Element Update prepared by GHD in March 2013, page 4-3.

emergency. MPMWD would implement its Drought Contingency Plan to manage the shortages in multiple dry years if necessary.

SANITARY SEWER

The West Bay Sanitary District (WBSD) provides wastewater collection and conveyance services to Menlo Park, Atherton, Portola Valley, and areas of East Palo Alto, Woodside, and unincorporated San Mateo and Santa Clara counties. Small areas along Haven Avenue are served by the Fair Oaks Sewer Maintenance District (FOSMD), and small portions of the Willows neighborhood in the O'Connor area are served by East Palo Alto Sanitary District (EPASD). WBSD collected wastewater is treated by Silicon Valley Clean Water (SVCW), which is the Joint Powers Authority that owns and operates a regional Waste Water Treatment Plant (WWTP) in Redwood Shores. The SVCW also operates the pump stations that are located at the terminus of each member's collection system. The Joint Powers Authority governing members include WBSD and the cities of Redwood City, San Carlos, and Belmont.

The WBSD service area encompasses approximately 8,325 acres and includes approximately 19,000 service connections to serve a population of 52,900.[40] The WBSD conveys raw wastewater to SVCW for treatment through the Menlo Park Pump Station and force main.[41] The SVCW then discharges treated water to the San Francisco Bay.[42]

Wastewater Collection

The WBSD operates and maintains approximately 200 miles of gravity sewer mains in size from 6 to 54 inches in diameter.[43] The system serves more than 19,000 connections, including residential, commercial, and industrial users, and contains 150 miles of private lateral sewers.[44]

The WBSD owns and operates 12 pump stations ranging in capacity from 110 to 2,500 gallons per minute (GPM).[45] As a precaution, pump stations have redundant pumping equipment and standby generators, and the WBSD has additional emergency standby generators and bypass pumps as part of its mobile emergency

[40] West Bay Sanitary District, 2011. *Wastewater Collection System Master Plan,* prepared by West Yost Associates.
[41] West Bay Sanitary District, About Us. http://www.westbaysanitary.org/, accessed December 6, 2012.
[42] South Bayside Systems Authority, About Us, http://www.sbsa.org/about-us/, accessed December 31, 2012.
[43] West Bay Sanitary District, 2011. *Wastewater Collection System Master Plan,* prepared by West Yost Associates.
[44] West Bay Sanitary District, 2011. *Wastewater Collection System Master Plan,* prepared by West Yost Associates.
[45] West Bay Sanitary District, 2011. *Wastewater Collection System Master Plan,* prepared by West Yost Associates.

response equipment.[46] The average age of components in WBSD's collection system is 50 years, with a current expected life span of approximately 90 years.[47]

The WBSD's system flows from the hills to the bay and terminates at the Menlo Park Pump Station, which is owned by the WBSD, operated by SVCW, and located at the entrance to Bedwell Bayfront Park near the San Francisco Bay. The Menlo Park Pump Station conveys wastewater via main line trunk to SVCW's WWTP.[48]

Wastewater Treatment

The SVCW WWTP treats raw wastewater from Menlo Park and other communities and discharges to the deep water channel of the San Francisco Bay.[49] The WWTP is designed to remove more than 97 percent of all solids, organic material, and pathogens from the wastewater through physical and biological processes.[50]

The SVCW's WWTP has an existing dry weather capacity of 27 MGD and wet weather capacity of 71 MGD. On average in 2009, the WWTP treated 15 MGD in dry weather and 62 MGD in wet weather. Under its Stage 2 Expansion Program, the SVCW will increase WWTP capacity to 29 MGD dry weather capacity and 80 MGD wet weather capacity as needed.[51] The improvements under the SVCW's CIP are intended to accommodate regional development to year 2030.[52]

During the dry season, SVCW further treats some of the WWTP flow with coagulation and additional disinfection for use as recycled water for landscape irrigation in the SVCW service area.

Other Facilities

The WBSD owns four storage basins, named the Flow Equalization Facility (FEF), on approximately 20 acres at the bayside terminus of Marsh Road in Menlo Park. The two basins closest to the Menlo Park Pump Station are currently used to provide wet weather storage for the WBSD. The WBSD's primary wet weather storage facility, Pond 1, has an estimated capacity of less than 10 million gallons. This land and these basins were part of the WBSD's wastewater treatment facilities, prior to the forming of the SVCW in 1980.[53]

[46] West Bay Sanitary District, About Us. http://www.westbaysanitary.org/education/what-we-do, accessed October 22, 2012.

[47] State Water Resources Control Board, *Order No. 2010-0014-DWQ.* http://www.waterboards.ca.gov/water_issues/programs/stormwater/docs/constpermits/wqo_2009_0009_factsheet.pdf, accessed September 28, 2012.

[48] West Bay Sanitary District, 2011. *Wastewater Collection System Master Plan,* prepared by West Yost Associates.

[49] South Bayside Systems Authority, About Us. http://www.sbsa.org/about-us/, accessed December 31, 2012.

[50] South Bayside Systems Authority, About Us. http://www.sbsa.org/about-us/, accessed December 31, 2012.

[51] Teresa Herrera, South Bayside Systems Authority. Personal correspondence with PlaceWorks, January 21, 2013.

[52] South Bayside Systems Authority, *10-Year Capital Improvements Plan,* Press Release. http://www.sbsa.org/storage/assets/CIP_Press_Release5-9-08.pdf.

[53] West Bay Sanitary District, 2011. *Wastewater Collection System Master Plan,* prepared by West Yost Associates.

The WBSD and SVCW have a lease agreement that allows SVCW to use the FEF during wet weather events. When needed, SVCW requests that the WBSD bypass the Menlo Park Pump Station and flow directly to the FEF. When SVCW system-wide flows have decreased after the wet weather event, the WBSD-owned transfer pump station returns stored flow back to the Menlo Park Pump Station. This transfer pump station, which is operated by SVCW, has a capacity of 8,660 GPM. [54]

PARK AND RECREATION FACILITIES

Public park and recreation facilities are an important facet of Menlo Park's high quality of life and are generally considered to be in adequate or good states of repair. Menlo Park currently has 265.1 acres of park space, and community and recreation facilities, with these facilities spread out across the city. Table 8 shows the acreages for all City park, recreation, and community facilities, and Figure 12 shows their locations.

A significant portion of Menlo Park's parkland is contained in Bedwell Bayfront Park, which also represents a potential opportunity for improvements to existing facilities. Going forward, planning for improvements to this and other park facilities will require carefully balancing competing needs. For example, Bedwell Bayfront Park could potentially benefit from increased tree cover and from new picnic facilities; however, such improvements could serve to attract birds of prey, which would impact the ecosystem of the park. Alternatively, improvements to the restrooms at Bedwell Bayfront Park could be carried out in an environmentally sensitive manner; however, although these upgrades have been considered by Capital Improvements Plans for the future, funding is not currently in place for the project.

Similarly, there are a number of improvements for parks and recreation facilities that are planned for in applicable Capital Improvements Plans, although funding has yet to be secured. For example, at Kelly Park, a new soccer field with new fixtures and turf has seen sustained high use, but a project to install a sound wall adjacent to the field has yet to receive funding. The Belle Haven Swimming Pool is another popular recreation facility where funding could allow for new upgrades. Originally designed for brief, seasonal use, the pool has become a year-round attraction, leading to a need for an improved heating system for the pool, new lighting, and expanded locker and shower facilities. Funding is currently in place to conduct an audit to determine the full extent of these needs; but the additional funding necessary to make improvements to the pool has not yet been secured. In addition, dog park facilities in Menlo Park are in need of improvement. Currently, the softball field at Nealon Park doubles as both a ball field and as a dog park during weekday mornings. Although this arrangement has worked for some time, a need to separate facilities is contemplated in the Capital Improvements Plan.

[54] West Bay Sanitary District, 2011. *Wastewater Collection System Master Plan,* prepared by West Yost Associates.

TABLE 8 PARK, RECREATION, AND COMMUNITY FACILITIES IN MENLO PARK

Facility Name	Acreage
CITY PARK FACILITIES	
Bedwell Bayfront Park	155
Burgess Park	9.3
Fremont Park	0.4
Hamilton Park	1.2
Jack W. Lyle Park	4.6
Joseph P. Kelly Park	8.3
Market Place Park	1
Nealon Park	9
Seminary Oaks Park	3.5
Sharon Hills Park	12.5
Sharon Park	9.8
Stanford Hills Park	3.1
Tinker Park	0.5
Willow Oaks Park	2.6
Subtotal	**220.8**[a]
COUNTY PARK FACILITIES	
Flood Park	24.1
Total of All Park Facilities	**245**
CITY RECREATION/COMMUNITY FACILITIES	
Belle Haven Child Development Center	0.7
Belle Haven Community Library	0.6
Belle Haven Neighborhood Service Center and Substation	0.1
Menlo Park Civic Center	14.7 [b]
Onetta Harris Community Center	3.9
Total of Recreation/Community Facilities	20.1
Grand Total	**265.1**

a. Subtotal has appearance of being off by 0.1 acres due to rounding errors.
b. Acreage for this facility excludes Burgess Park acreage.
Source: City of Menlo Park Zoning Map data and PlaceWorks, 2014.

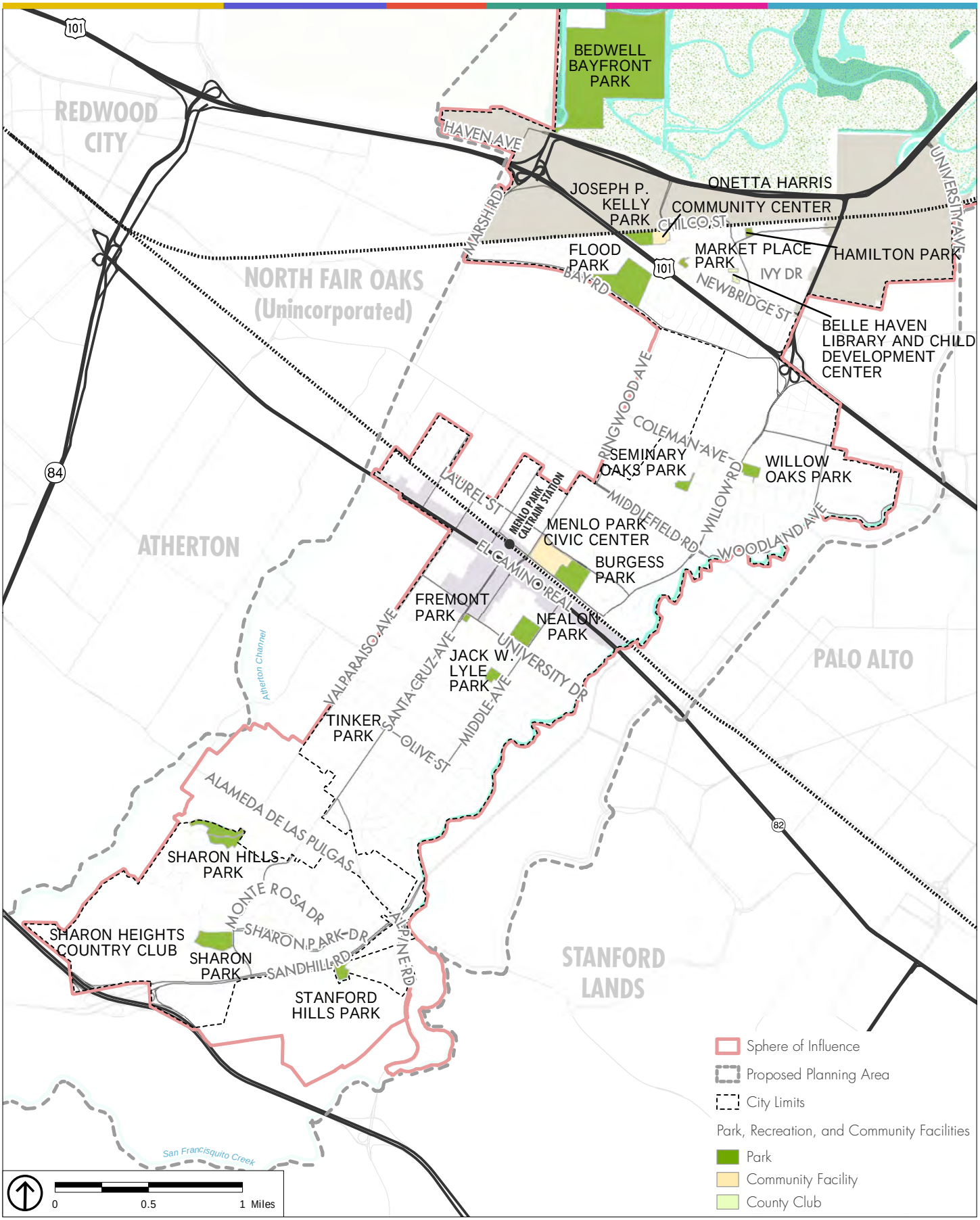

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FIGURE 12: PARK, RECREATION, AND COMMUNITY FACILITIES

Additional underserved service needs in Menlo Park include child care and senior center services. With regard to Senior Centers, operating hours are currently limited to 9:00 a.m. to 3:00 p.m., but there are members of the senior population who could benefit from extended hours of operation. Additional staff and staff training could allow future service expansions, potentially including additional capacity to host and provide support for special-needs populations. Similarly, childcare programs for low-income households in Belle Haven are currently at capacity and experience long waiting lists for childcare at the more highly subsidized slots serving the lowest income categories. Additional funding for new classroom space and staff positions at the Belle Haven childcare center could allow for capacity increases that would help reduce or eliminate waitlists.

LIBRARY

Menlo Park libraries are part of the Peninsula Library System, a regional library cooperative which offers access to a wide variety of materials and databases shared by member libraries. Menlo Park operates two libraries that provide a diversity of services to Menlo Park residents and visitors. The Menlo Park Main Library is a 34,200-square-foot building located at 800 Alma Street in the Menlo Park Civic Center. The Main Library has a collection of 200,000 plus items, and offers a variety of spaces, services, and equipment. Equipment includes 17 computers for adult use with internet and office software, nine computers dedicated to children's use (three of which include literacy software), a paired computer and flatbed scanner, Scanning and Reading Appliance (SARA), two printers, and a copier. Main library services include free wireless internet access, book borrowing, eBooks, eMagazines, database access, and a wide variety of programs for children and adults such as seven weekly storytimes for children and a monthly program for adults on Saturday, and special programs throughout the year. The library also has an active program for teenagers, including a teen advisory group, reading club, and special activities. As of this writing, the Main Library is open seven days a week, but is closed during federal holidays.

In 1999, the City opened a 3,600-square-foot branch library in the Belle Haven Elementary School at 413 Ivy Drive as part of a joint venture with Ravenswood City School District. The Belle Haven Branch offers a variety of services and equipment. The Belle Haven Library provides 13 computer terminals for public use, with an additional two catalog computers. The publically accessible computers feature full internet access, as well as office software, with several of the computers featuring English language learning software and educational children's computer games. The library also features a copy machine, and includes services such as free wireless internet access, book borrowing, eBooks, eMagazines and database access. The Belle Haven Branch is the site for English as a Second Language (ESL) classes through the library's Adult Literacy Program and also has a weekly storytime for children. The library is open five days a week, Tuesday through Saturday. The Belle Haven Library has a collection of 21,000 items, of which 30 percent are in Spanish language.

COMMUNITY HEALTH

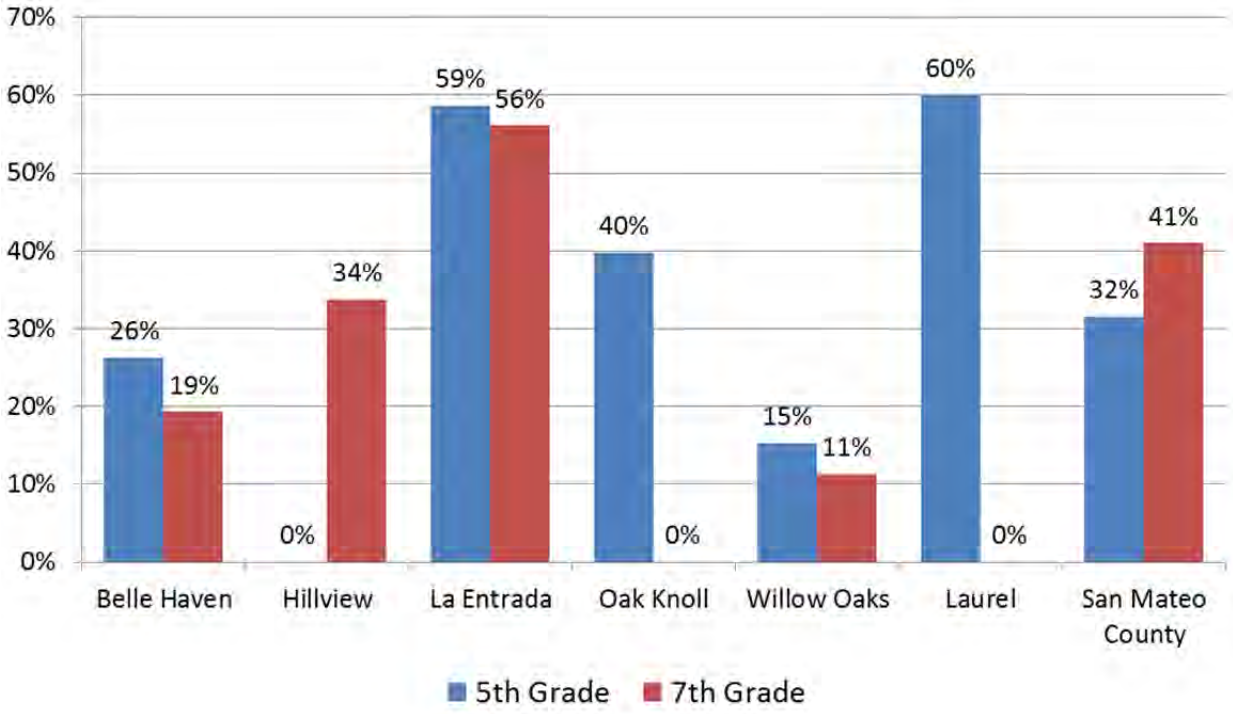
Local hospital discharge records indicate that there are disparities in how certain serious health conditions affect particular segments of the population in Menlo Park. Additionally, 2012 data from San Mateo County (the latest available) indicate that a higher percentage of births for households in the Belle Haven/M-2 Zoning Area are covered by Medi-Cal than for the City of Menlo Park as a whole. Land use and transportation policies in the General Plan can encourage healthier and more active lifestyles, and improve environmental factors that contribute to chronic health problems, such as asthma and heart disease. Active modes of transportation, such as biking and walking, and access to healthy food are potential issues that could be addressed by updated General Plan policies. Physical fitness of local students serves as an indicator of how land use and development may be influencing health outcomes, with lower fitness scores tending to be associated with schools in socioeconomically disadvantaged areas of Menlo Park. Childhood fitness can be an early indicator of potential lifelong health disparities. Table 9 illustrates selected community health statistics for Menlo Park and Figure 13 shows the percent of students meeting "6 of 6 'Healthy Fitness Zone'" Standards at selected schools in Menlo Park and surrounding areas.

TABLE 9 HOSPITALIZATION RATES [A] FOR 94025 AND SAN MATEO COUNTY FOR SELECTED ILLNESSES

	Asthma	COPD[b]	Diabetes	Heart
San Mateo County	7.0	7.0	8.8	72.8
Menlo Park 94025	5.4	5.5	4.4	60.4
Asian Pacific Islander	0	0	0	35.8
Black	0	0	0	108.4
Latino	9.5	0	6.8	25.7
Other	0	0	0	32.0
White	3.6	5.4	2.4	60.1

a. Numbers expressed in discharges per 10,000 population.
b. Chronic obstructive pulmonary disease
Source: Office of Statewide Health Planning and Development (OSHPD), 2010, Hospitalization discharge data (2010).

FIGURE 13 PERCENTAGE OF STUDENTS MEETING "6 OF 6 'HEALTHY FITNESS ZONE'" STANDARDS



Source: San Mateo County, 2014.

SUMMARY OF KEY FINDINGS

- **Regional Context.** Menlo Park's location on the Peninsula, in Silicon Valley, along US 101, and near the Dumbarton Bridge make it both highly desirable as a place to live and work, but also severely congested with traffic. Substantial opportunities exist to better integrate both existing and potential development with transportation improvements and a broader range of transportation options.
- **Land Use Pattern.** Most of Menlo Park maintains a predominantly single-family residential character, with industrial and business parks as the next most common land uses. Downtown and El Camino Real continue to serve as Menlo Park's commercial core, while smaller commercial nodes serve a number of neighborhoods. Parks and open space areas are well-used and could benefit from additional improvements and safe and convenient access to such facilities. The M-2 Area between US 101 and the Bay is experiencing rapid change as industrial buildings are no longer sought after and regional demand for technology, office, and research and development space is very strong.
- **Connectivity.** Menlo Park has multiple options for transit users and bicyclists, but US 101 and pass-through regional commute traffic create barriers to mobility. Minimal pedestrian and bicycle-

friendly facilities across US 101 in particular make these forms of transportation less convenient and discourage walking and biking.

- **Development Potential.** Existing zoning regulations limit the type of land uses in the M-2 Area, including a mix of residential and retail that could help limit traffic impacts. Additional development in the M-2 Area without offsetting community benefits would likely have impacts on mobility and connectivity. With rezoning to allow additional and different types of development, the M-2 Area could yield not only revenue to the City, but also direct support of programs that address traffic congestion, provide neighborhood-serving commercial uses, and support needed improvements to local parks, schools, libraries, other community-serving facilities and programs.
- **Community Health.** Individual health and fitness in Menlo Park is influenced by geographic factors, connectivity and mobility barriers, and development patterns. Updated General Plan and zoning provisions regarding land use and circulation would greatly assist in ensuring that all community members have access to high quality of life.