

PUBLIC SERVICES AND RECREATION

4.12 PUBLIC SERVICES AND RECREATION

This chapter describes public services and recreation facilities in the City of Menlo Park and evaluates the potential environmental impacts to public services and recreation from future development that could occur by adopting and implementing the proposed project.

4.12.1 FIRE PROTECTION SERVICES

4.12.1.1 ENVIRONMENTAL SETTING

This section describes the current regulations, resources, and response time for fire protection services in Menlo Park.

Regulatory Framework

State Regulations

California Building Code

The State of California provides a minimum standard for building design through Title 24 of the California Code of Regulations (CCR), commonly referred to as the “California Building Code” (CBC). The CBC is located in Part 2 of Title 24. The CBC is updated every three years, and the current 2013 CBC went into effect in January 2014. It is generally adopted on a jurisdiction-by-jurisdiction basis, subject to further modification based on local conditions. The 2013 CBC has been adopted for use by the City of Menlo Park, according to Section 12.04.010 of the Menlo Park Municipal Code.

Commercial and residential buildings are plan-checked by local City and County building officials for compliance with the CBC. Typical fire safety requirements of the CBC include: the installation of sprinklers in all high-rise buildings; the establishment of fire resistance standards for fire doors, building materials, and particular types of construction; and the clearance of debris and vegetation within a prescribed distance from occupied structures in wildfire hazard areas.

California Fire Code

Part 9 of the CBC contains the California Fire Code (CFC). The CFC adopts by reference the 2012 International Fire Code (IFC) with necessary State amendments. Updated every three years, the CFC includes provisions and standards for emergency planning and preparedness, fire service features, fire protection systems, hazardous materials, fire flow requirements, and fire hydrant locations and distribution. Similar to the CBC, the CFC is generally adopted on a jurisdiction-by-jurisdiction basis, subject to further modification based on local conditions. Typical fire safety requirements include: installation of sprinklers in all high-rise buildings; the establishment of fire resistance standards for fire doors, building materials, and particular types of construction; and the clearance of debris and vegetation within a prescribed distance from occupied structures in wildlife hazard areas.

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Local Regulations

Menlo Park General Plan

The City of Menlo Park General Plan includes goals, policies, and programs relevant to the environmental factors potentially affected by the proposed project. Applicable goals, policies, and programs are identified and assessed for their effectiveness later in this chapter under Section 4.12.1.3, Impact Discussion.

Menlo Park Fire Protection District Fire Prevention Code

While the City has not adopted the CFC described under the subheading “California Fire Code” above as part of the City’s Municipal Code, it has been adopted by the Menlo Park Fire Protection District (MPFPD), which provides fire protection services to Menlo Park. On November 18, 2014, the Board of Directors of the MPFPD approved Ordinance No. 36A-2013 adopting the 2012 IFC with necessary California amendments for the City. The ordinance was further amended to address automatic sprinklers. The MPFPD adopted the 2013 CFC by reference on January 20, 2015 under Ordinance 36B-2013.¹ On January 27, 2015, the City adopted a resolution ratifying the MPFPD Ordinance for the adoption of and local amendments to the 2013 CFC. The Menlo Park Fire Protection District (MPFPD) has adopted a District Fire Prevention Code to regulate permit processes, emergency access, hazardous material handling, and fire protection systems, including automatic sprinkler systems, fire extinguishers, and fire alarms. Project applications for development in Menlo Park are plan-checked by MPFPD for compliance with the CFC.

Insurance Services Organization

The Insurance Services Organization (ISO) is an advisory organization that, amongst other things, collects information on municipal fire-protection efforts in communities throughout the United States.² In each of those communities, ISO analyzes the relevant data using their Fire Suppression Rating Schedule (FSRS). The ISO then assigns a Public Protection Classification from 1 to 10. Class 1 generally represents superior property fire protection, and Class 10 indicates that the area's fire-suppression program does not meet ISO’s minimum criteria.³ The ISO rating is used by the MPFPD to evaluate their public fire-protection services. Currently, the MPFPD has an ISO rating of Class 2.

¹ Ordinance 36A-2013 was introduced on October 21, 2014 to adopt the 2013 CFC by reference and was subsequently amended and adopted under Ordinance 36B-2013 on January 20, 2015.

² ISO Mitigation Online, *About ISO*, <https://www.isomitigation.com/about-us/about-iso.html>, accessed on February 27, 2015.

³ ISO Mitigation Online website, *ISO’s Public Protection Classification (PPC™) Program*, <https://www.isomitigation.com/ppc/iso-s-public-protection-classification-ppc-program.html>, accessed on February 27, 2015.

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National Fire Protection Agency

The National Fire Protection Agency (NFPA) is a non-profit organization that develops, publishes, and disseminates more than 300 consensus codes and standards intended to minimize the possibility and effects of fire and other risks.⁴ The NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments 2010 Edition contains the minimum requirements relating to the organization and deployment of fire suppression operations, emergency medical operations, and special operations to the public by fire departments. The MPFPD uses the NFPA 1710 to evaluate their public fire-protection services.⁵

Existing Conditions

The MPFPD provides fire protection services to the study area. The MPFPD serves approximately 90,000 people, covering 30 square miles, including Atherton, Menlo Park, East Palo Alto, and some of the unincorporated areas of San Mateo County.⁶ The MPFPD operates four major divisions: Administrative Services; Human Resources; Operations and Suppression; and Training. The MPFPD has mutual aid agreements with the neighboring departments, including the cities of Palo Alto, Redwood City, Fremont, and Woodside Fire District, to provide automatic aid.

Staffing

The MPFPD anticipated a staffing of 113.80 full time equivalents (FTE) for the 2015/2016 Fiscal Year (FY), which represents a decrease from the adopted 115.50 FTE from the previous year.⁷ The command staff includes a fire chief, a deputy fire chief, three division chiefs, and three battalion chiefs. MPFPD's current service ratio is 0.86 firefighters per 1,000 service populations.⁸

Call Volume and Response Times

The MPFPD currently responds to approximately 8,200 emergencies a year with about 63 percent of them being emergency medical incidents.⁹ In 2015, the MPFPD retained Citygate Associates, LLC to perform a Standards of Cover Assessment (SOC) for field deployment services.¹⁰ According to the SOC, the MPFPD responded to 8,152 incidents, consisting of 185 fires, 5,627 emergency medical service (EMS) calls, and 2,700 other types of incidents.¹¹ Based on the SOC's findings the MPFPD recommended that the MPFPD

⁴ National Fire Protection Agency, *Codes and Standards*, <http://www.nfpa.org/codes-and-standards>, accessed on February 27, 2015.

⁵ National Fire Protection Agency, *NFPA 1710*, <http://www.nfpa.org/codes-and-standards/standards-development-process/safer-act-grant/nfpa-1710>, accessed on November 23, 2015.

⁶ Menlo Park Fire Protection District, *Menlo Park Fire Protection District Information*, <http://www.menlofire.org/districtinfo.html>, accessed on November 23, 2015.

⁷ Menlo Park Fire Protection District, 2015, Fiscal Year 2015-2016 Adopted District Budget & CA-TF3 Budget, page 34.

⁸ Personal communication between Ricky Caperton, Associate, PlaceWorks and Harold Schaperhouman, Fire Chief, Menlo Park Fire Protection District on November 10, 2015.

⁹ Personal communication between Ricky Caperton, Associate, PlaceWorks and Harold Schaperhouman, Fire Chief, Menlo Park Fire Protection District on November 10, 2015.

¹⁰ Menlo Park Fire Protection District, 2015, Standards of Cover Assessment, page 1.

¹¹ Menlo Park Fire Protection District, 2015, Standards of Cover Assessment, page 64.

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adopt a time based performance standard. On September 15, 2015, the MPFPD adopted a new time based performance standard under Board Resolution No. 1818-2015.¹² The goal of the MPFPD's first response unit is to arrive on the scene of all Code 3 emergencies within 7 minutes, 90 percent of the time from the time of the call to the dispatch center. This equates to 1 minute dispatch time, 2 minutes company turnout time, and 4 minutes response or drive time. The goal of the MPFPD's multi-unit response units is to arrive on scene within 11 minutes from the time of the call to the dispatch center. This equates to 1 minute dispatch time, 2 minutes company turnout time, and 8 minutes response or drive time.¹³ The MPFPD's average response time in 2013 and 2014 was under the now currently adopted 7 minute first response unit standard.¹⁴

Equipment and Facilities

The MPFPD's headquarters is located at 170 Middlefield Road in Menlo Park. As shown on Figure 4.12-1, the MPFPD operates seven stations in the study area and all Stations serve the study area. The seven stations are strategically placed to provide the most efficient response times. The MPFPD's most recent ISO rating in 2013 was a Class 2 on a scale of one to ten, with one being the best.¹⁵ A list of the station locations, equipment, and staff at each of the locations, followed by descriptions of the each station, is included in Table 4.12-1. Recent upgrades and expansions, and plans for future upgrades are listed directly below Table 4.12-1.

Expansion Plans

In March of 2012, the MPFPD conducted a comprehensive Facility Condition Assessment (FCA) of all eight facilities, including the Administration Office, Fire Station's 1 through 6, and Fire Station 77.¹⁶ The FCA included a baseline of the physical condition of the facilities, an inventory of equipment, and report summaries highlighting conditions that pose a risk to the safety of the public or MPFPD employees. Based on the FCA, Station 1 was in "fair" condition, Station's 3, 5, and the Administration Office were in "Good" condition, Station 77 was in "excellent" condition, and Station's 2 and 6 had existing plans or were in the process of improvements at the time of the FCA. Improvements to Station 6 were approved by the City in 2015. As identified above, several of the stations have either been recently renovated or have plans to renovate or expand in the near future. Further, the MPFPD has indicated that at some point in the future, Stations 3, 4, 5, and 77 would need to be relocated or expanded to accommodate future need.¹⁷

¹² Menlo Park Fire Protection District, 2015, Board Resolution No. 1818-2015.

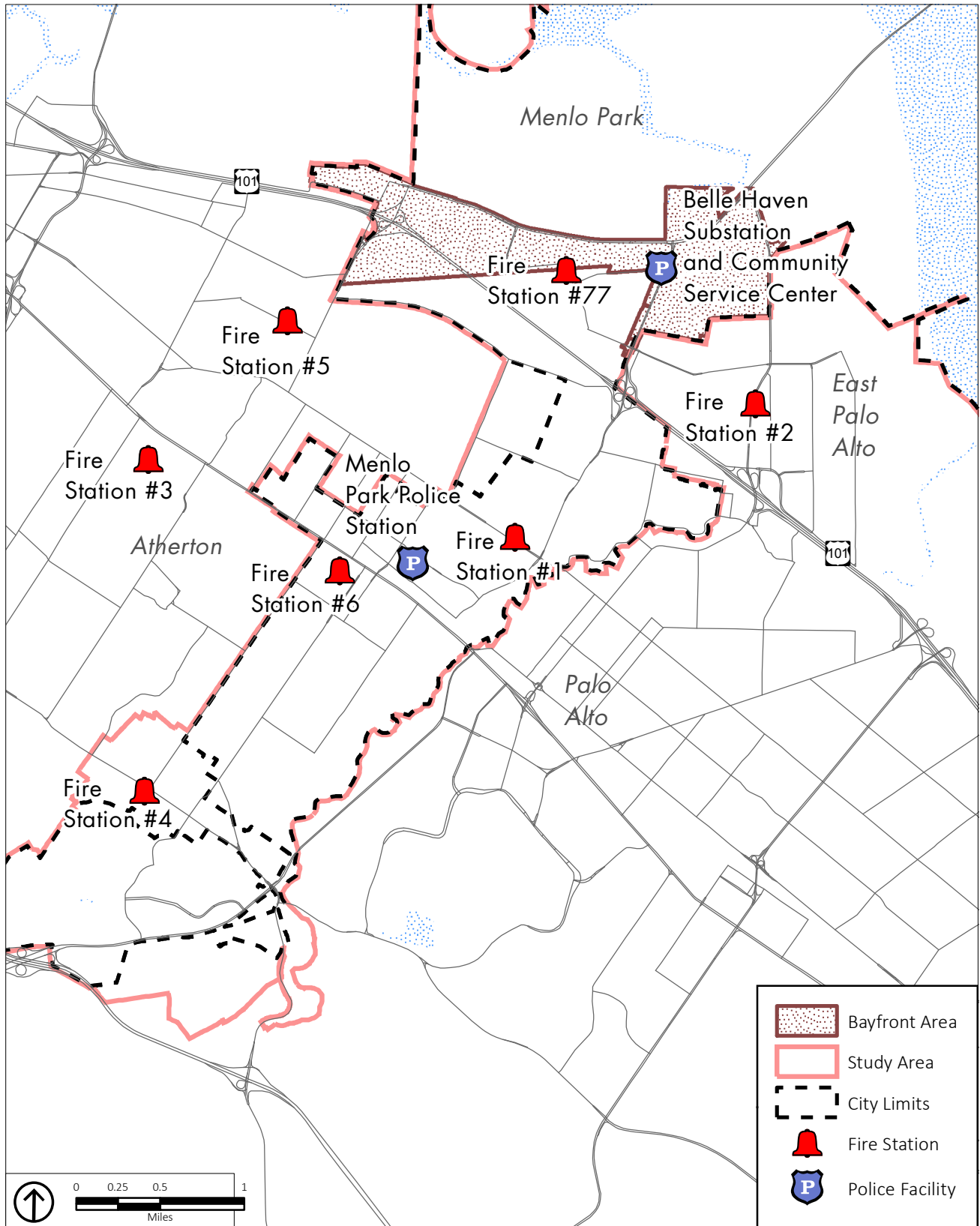
¹³ Menlo Park Fire Protection District, 2015, Staff Report, page 2.

¹⁴ Menlo Park Fire Protection District, 2015, Standards of Cover Assessment Volume 1, Executive Summary, page 2.

¹⁵ Menlo Park Fire Protection District, 2015, Standards of Cover Assessment Volume 2, Technical Report, page 60.

¹⁶ Menlo Park Fire Protection District, Fiscal Year 2015-2016 Adopted District Budget & CA-TF3 US&R Budget, page 85.

¹⁷ Menlo Park Fire Protection District, Fiscal Year 2015-2016 Adopted District Budget & CA-TF3 US&R Budget, page 85.



Source: City of Menlo Park; PlaceWorks, 2015.

Figure 4.12-1
Fire District and Police Facilities

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TABLE 4.12-1 MPFPD STATION EQUIPMENT AND STAFFING STATUS THAT SERVES THE STUDY AREA

Station	Address	Equipment	Staff
Administration and Fire Prevention Office	170 Middlefield Road	N/A	1 Fire Chief, 1 Deputy Chief, 1 Administrative Services Manager, 1 Senior Management Analyst.
Station 1	300 Middlefield Road	Engine 1, Truck 1 (aerial ladder truck - 100' ladder), Battalion 1(the Districts Mobile Command Vehicle), Rescue 1	Engine 1 is staffed by a Captain and 2 Firefighters. Truck 1 is staffed by a Captain and 3 Firefighters. One of the personnel on Engine 1 and Truck 1 will also be a licensed paramedic.
Station 2	2290 University Avenue	Engine 2 (Automatic Aid to Palo Alto and Mutual Aid to Fremont)	1 Captain and 2 Firefighters. One of the personnel will also be a licensed paramedic.
Station 3	32 Almendral Avenue	Engine 3 (Automatic Aid and move/cover to Redwood City)	1 Captain and 2 Firefighters. One of the personnel will also be a licensed paramedic.
Station 4	3322 Alameda de Las Pulgas	Engine 4 (Automatic Aid to Redwood City, Portola Valley, and Woodside)	1 Captain and 2 Firefighters. One of the personnel will also be a licensed paramedic.
Station 5	4101 Fair Oaks Avenue	Engine 5 (Automatic Aid to the Redwood City Fire Department)	1 Captain and 2 Firefighters. One of the three personnel will also be a licensed paramedic.
Station 6	700 Oak Grove Avenue	Engine 6 (Automatic Aid to the City of Palo Alto)	1 Captain and 2 firefighters. One of the three personnel will also be a licensed paramedic.
Station 77	1467 Chilco Avenue	Engine 77 (Automatic Aid to Redwood City and Mutual Aid to Fremont), an Air Boat, USAR Vehicles and the other various Utility Vehicles.	3 firefighting personnel (1 Captain and 2 Fire Fighters) and 2 Shop personnel (1 Fleet Manager and 1 Mechanic)

Source: Menlo Park Fire Protection District website, <http://www.menlofire.org/stations.html>, accessed on October 2015; Menlo Park Fire Protection District, 2011 Annual Report. Menlo Park Fire Protection District, 2015, Fiscal Year 2015/2016 Adopted District Budget & CA-TF3 US&R Budget, page 34.

According to the MPFPD's Adopted District Budget for the FY 2015/2016, the following capital improvements are planned for each station:

- **Station 1:** The MPFPD plans to construct a new training tower at this location. The project is in Phase I, design and configuration,¹⁸ of a 14, 586 multi-story training tower with a subsurface basement. Although the City has not received and application for this project, the MPFPD budget notes that construction is estimated to begin in FY 2019/2020 and would last through the end of FY 2021/2022.¹⁹
- **Station 2:** The MPFPD purchased property at 2299 Capitol Avenue and 2293 Capitol Avenue, respectively, for expansion and renovation with the existing Station at 2290 University Avenue. Capital improvements include three bays with drive-through access, a 12,747 square-foot fire station, and a detached communication tower, as well as site improvements, such as water, power, communications

¹⁸ Menlo Park Fire Protection District, Fiscal Year 2015-2016 Adopted District Budget & CA-TF3 US&R Budget, page 87.

¹⁹ Menlo Park Fire Protection District, Fiscal Year 2015-2016 Adopted District Budget & CA-TF3 US&R Budget, page 90.

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infrastructure, and landscaping. The project is in Phase III of construction and is anticipated to be completed in the year 2016.²⁰

- **Station 3:** The MPFPD indicates that the station will need to be enlarged or relocated to accommodate future need; however the station is considered to be in “good” condition.²¹
- **Station 4:** A seismic retrofit occurred in 1997, and according to the MPFPD, will need to be expanded to approximately 12,000 square feet to accommodate future need.²²
- **Station 5:** The MPFPD indicates that this station will need to be expanded or relocated to address future need; however, the station is considered to be in “good” condition.²³
- **Station 6:** The MPFPD indicates that this station is in need of replacement, and in 2008 purchased property behind the station at 1231 Hoover Street. The replacement of this station has received City Council approval to construct a new 8,802 square foot fire station consisting of a two-story firehouse, a detached vehicle storage garage, an emergency generator, a 500 gallon fuel tank, and relocation of an existing carriage house from its current location on Middlefield Road.²⁴ While construction was anticipated to begin in the FY 2015/2016, no building permits have been issued by the City at the time of preparing this Draft EIR.
- **Station 77:** The station is considered in “excellent” condition, however, the MPFPD indicates that this station will need to be enlarged or relocated to another site to accommodate future need.²⁵

Budget

The MPFPD FY 2015/2016 Adopted District Budget & CA-TF3 US&R Budget (MPFPD Budget) is \$37.5 million, which is a 22 percent decrease from the FY 2014/2015 adjusted budget. For the FY 2015/2016 adopted budget, \$3.5 million is budgeted for the construction and improvement of stations. Specifically, \$1.5 million is budgeted to complete Station No. 2 construction and \$1.6 million to start Station No. 6 construction. As of June 30, 2015, the MPFPD has set aside \$21.8 million for the construction and replacement of stations, including \$6.9 million for the construction of Station 6. However, as of June 30, 2015, the projected unfunded amount for capital improvement projects is \$29 million.²⁶ To help with the unfunded amount for capital improvement projects, the MPFPD completed a NEXUS Impact Fee study.²⁷ The MPFPD Board of Directors has approved the NEXUS Impact Fee study and once adopted by the City of Menlo Park, which is anticipated prior to the approval of the proposed project, all new development applicants in the MPFPD service area will be required to pay applicable impact fees.

The MPFPD maintains a schedule of fees for a variety of uses and permits in order to help support cost recovery for the MPFPD. The MPFPD also forms partnership with local businesses to improve public

²⁰ Menlo Park Fire Protection District, Fiscal Year 2015-2016 Adopted District Budget & CA-TF3 US&R Budget, page 91.

²¹ Menlo Park Fire Protection District, Fiscal Year 2015-2016 Adopted District Budget & CA-TF3 US&R Budget, page 92.

²² Menlo Park Fire Protection District, Fiscal Year 2015-2016 Adopted District Budget & CA-TF3 US&R Budget, page 93.

²³ Menlo Park Fire Protection District, Fiscal Year 2015-2016 Adopted District Budget & CA-TF3 US&R Budget, page 94.

²⁴ Menlo Park Fire Protection District, Fiscal Year 2015-2016 Adopted District Budget & CA-TF3 US&R Budget, page 87.

²⁵ Menlo Park Fire Protection District, Fiscal Year 2015-2016 Adopted District Budget & CA-TF3 US&R Budget, page 96.

²⁶ Menlo Park Fire Protection District, Fiscal Year 2015-2016 Adopted District Budget & CA-TF3 US&R Budget, page 4.

²⁷ Personal communication between Ricky Caperton, Associate, PlaceWorks and Harold Schaperhouman, Fire Chief, Menlo Park Fire Protection District on November 10, 2015.

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safety. For example, the MPFPD partnered with Facebook to fund traffic preemptions and thermal imaging equipment.²⁸ Facebook conducted a major redevelopment of its property and the MPFPD is in the process of working closely with the company on the construction of its Campus Expansion Project, which consists of about 1,000,000 square feet on the old Tyco Electronics property.

4.12.1.2 STANDARD OF SIGNIFICANCE

Implementation of proposed project would have a significant impact related to fire protection and emergency services if it would result in substantial adverse physical impacts associated with the provision of new or physically altered fire protection facilities, need for new or physically altered fire protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for fire protection services.

4.12.1.3 IMPACT DISCUSSION

PS-1	Implementation of the proposed project would not result in the need for new or physically altered fire protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives.
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As described in Chapter 3, Project Description, of this Draft EIR, the proposed project would introduce new residents and employees by the buildout horizon year 2040. These changes would likely result in an increase in the number of calls for fire protection, and emergency medical services, which could result in expansion or construction of new or physically altered fire protection facilities resulting in significant environmental impacts.

As described above in Section 4.12.1.1, Environmental Setting, under the subheading “Existing Conditions,” the MPFPD conducted a comprehensive FCA of all eight facilities, including the Administration Office, Fire Station’s 1 through 6, and Fire Station 77.²⁹ According to the MPFPD’s Budget for the FY 2015/2016, the capital improvements are planned for each station. In addition, to these planned improvements, the MPFPD indicated that they would need to hire more personnel and increase the daily staffing ratio from the current 0.86 firefighter per 1,000 residents to 1 firefighter per 1,000 residents, and to remodel or rebuild Fire Station 77 to keep up with future demand.³⁰ As stated in the FY 2015/2016 MPFPD Budget, the MPFPD has capital improvement plans in place to expand its facilities to accommodate future demand including Station 77. The FY 2015/2016 MPFPD Budget indicates that the need to expand Station 77, which predates the proposed project. Therefore, the proposed project does not in and of itself require this expansion.

²⁸ Menlo Park Fire Protection District, Fiscal Year 2015-2016 Adopted District Budget & CA-TF3 US&R Budget, page 1.

²⁹ Menlo Park Fire Protection District, Fiscal Year 2015-2016 Adopted District Budget & CA-TF3 US&R Budget, page 85.

³⁰ Personal communication between Ricky Caperton, Associate, PlaceWorks and Harold Schaperhouman, Fire Chief, Menlo Park Fire Protection District on November 10, 2015.

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General Plan buildout would occur over a 24-year horizon, which would result in an incremental increase in demand for fire protection services to be accommodated by the MPFPD. The MPFPD requires developers in their service area to pay impact fees to help implement the MPFPD's capital improvement plans, which include specific improvements to ensure the MPFPD can adequately serve its service area and population. Applicants of new construction or improvements projects in Menlo Park are required to pay all applicable fees to the MPFPD as identified on the Fee Schedule. Because the Fee Schedule is likely subject to change over the 24-year buildout of the proposed project, project applicants are required to pay the fees per the Fee Schedule that is in place at the time of project approval.

Project applicants for future development would also be required to meet MPFPD standards and Fire Prevention Code requirements, including compliance with the permit processes, emergency access, hazardous material handling, and fire protection systems, including automatic sprinkler systems, fire extinguishers, and fire alarms. The installation of sprinklers in all high-rise buildings and compliance with fire resistance standards for building materials and particular types of construction would be required. In addition, future development would be required to undergo plan review and approval by the MPFPD to ensure that future projects comply with State, and local fire codes, as well as ensure adequate safety features are incorporated into building design to minimize risk of fire.

The proposed Land Use (LU) and Circulation (CIRC) Elements, which would be adopted as part of the proposed project, and existing Section IV, Safety (S), of the Open Space/Conservation, Noise and Safety Elements and Housing (H) Element, contain general goals, policies, and programs that would require local planning and development decisions to consider impacts to the environment related to effective service ratios. The following General Plan goals, policies, and programs would serve to minimize impacts to fire protection services:

- **Goal LU-1:** Promote the orderly development of Menlo Park and its surrounding area.
 - **Policy LU-1.1: Land Use Patterns.** Cooperate with the appropriate agencies to help assure a coordinated land use pattern in Menlo Park and the surrounding area.
 - **Program LU-1.B: Capital Improvement Program.** Annually update the Capital Improvement Program to reflect City and community priorities for physical projects related to transportation, water supply, drainage, and other community-serving facilities and infrastructure.
 - **Program LU-1.E: Assessment Districts and Impact Fees.** Pursue the creation of assessment districts and/or the adoption of development impact fees (e.g., fire impact fee) to address infrastructure and service needs in the community.
- **Goal LU-4:** Promote the development and retention of business uses that provide goods or services needed by the community that generate benefits to the City, and avoid or minimize potential environmental and traffic impacts.
 - **Policy LU-4.4: Community Amenities.** Require mixed-use nonresidential development of a certain minimum scale to support and contribute to programs that benefit the community and the City, including education, transit, transportation infrastructure, sustainability, neighborhood-serving amenities, child care, housing, job training, and meaningful employment for Menlo Park youth and adults.

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- **Policy LU-4.5: Business Uses and Environmental Impacts.** Allow modifications to business operations and structures that promote revenue generating uses for which potential environmental impacts can be mitigated.
 - **Program LU-4.C: Community Amenity Requirements.** Establish Zoning Ordinance requirements for new mixed-use, commercial, and industrial development to support and contribute to programs that benefit the community and City, including public or private education, transit, transportation infrastructure, public safety facilities, sustainability, neighborhood-serving amenities, child care, housing for all income levels, job training, parks and meaningful employment for Menlo Park youth and adults (e.g., first source hiring).
- **Goal LU-7:** Promote the implementation and maintenance of sustainable development, facilities and services to meet the needs of Menlo Park's residents, businesses, workers, and visitors.
 - **Policy LU-7.7: Hazards.** Avoid development in areas with seismic, flood, fire and other hazards to life or property when potential impacts cannot be mitigated.
- **Goal CIRC-1:** Provide and maintain a safe, efficient, attractive, user-friendly circulation system that promotes a healthy, safe, and active community and quality of life throughout Menlo Park.
 - **Policy CIRC-1.6: Emergency Response Routes.** Identify and prioritize emergency response routes in the citywide circulation system.
 - **Program CIRC-1.E: Emergency Response Routes Map.** In collaboration with the Menlo Park Fire Protection District and Menlo Park Police Department, adopt a map of emergency response routes that considers alternative options, such as the Dumbarton Corridor, for emergency vehicle access. Modifications to emergency response routes should not prevent or impede emergency vehicle travel, ingress, and/or egress.
 - **Program CIRC-1.F: Coordination with Emergency Services.** Coordinate and consult with the Menlo Park Fire Protection District in establishing circulation standards to assure the provision of high quality fire protection and emergency medical services within the City.
- **Goal CIRC-2:** Increase accessibility for and use of streets by pedestrians, bicyclists, and transit riders.
 - **Policy CIRC-2.14: Impacts of New Development.** Require new development to mitigate its impacts on the safety (e.g., collision rates) and efficiency (e.g., vehicle miles traveled (VMT) per capita) of the circulation system. New development should minimize cut-through and high-speed vehicle traffic on residential streets; minimize the number of vehicle trips; provide appropriate bicycle, pedestrian, and transit connections, amenities and improvements in proportion with the scale of proposed projects; and facilitate appropriate or adequate response times and access for emergency vehicles.
- **Goal CIRC-3:** Increase mobility options to reduce traffic congestion, greenhouse gas emissions, and commute travel time.
 - **Policy CIRC-3.3: Emerging Transportation Technology.** Support efforts to fund emerging technological transportation advancements, including connected and autonomous vehicles, emergency vehicle pre-emption, sharing technology, electric vehicle technology, electric bikes and scooters, and innovative transit options.

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- **Program CIRC-3.B: Emergency Response Coordination.** Equip all new traffic signals with pre-emptive traffic signal devices for emergency services. Existing traffic signals without existing pre-emptive devices will be upgraded as major signal modifications are completed.
- **Goal S-1: Assure a Safe Community.** Minimize risk to life and damage to the environment and property from natural and human-caused hazards, and assure community emergency preparedness and a high level of public safety services and facilities.
 - **Policy S-1.5: New Habitable Structures.** Require that all new habitable structures to incorporate adequate hazard mitigation measures to reduce identified risks from natural and human-caused hazards.
 - **Policy S-1.11: Visibility and Access to Address Safety Concerns.** Require that residential development be designed to permit maximum visibility and access to law enforcement and fire control vehicles consistent with privacy and other design considerations.
 - **Policy S-1.29: Fire Equipment and Personnel Access.** Require adequate access and clearance, to the maximum extent practical, for fire equipment, fire suppression personnel, and evacuation for high occupancy structures in coordination with the Menlo Park Fire Protection District.
 - **Policy S-1.30: Coordination with the Menlo Park Fire District.** Encourage City-Fire District coordination in the planning process and require all development applications to be reviewed and approved by the Menlo Park Fire Protection District prior to project approval.
 - **Policy S-1.31: Fire Resistant Design.** Require new homes to incorporate fire resistant design and strategies such as the use of fire resistant materials and landscaping, and creating defensible space (e.g., areas free of highly flammable vegetation).
 - **Policy S-1.38: Emergency Vehicle Access.** Require that all private roads be designed to allow access for emergency vehicles as a prerequisite to the granting of permits and approvals for construction.
 - **Program S-1.A: Link the City's Housing and Safety Elements.** Continue to review and revise the Safety Element, as necessary, concurrently with updates to the General Plan Housing Element whenever substantial new data or evidence related to prevention of natural and human hazards become available.
- **Goal H-4: New Housing.** Use land efficiently to meet community housing needs at a variety of income levels, implement sustainable development practices and blend well-designed new housing into the community.
 - **Policy H-4.1: Housing Opportunity Areas.** Identify housing opportunity areas and sites where a special effort will be made to provide affordable housing consistent with other General Plan policies. Given the diminishing availability of developable land, Housing Opportunity Areas should have the following characteristics:
 - e. For sites with significant health and safety concerns, development may be tied to nearby physical improvements, and minimum density requirements may be reduced.

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- f. Site development should consider school capacity and the relationship to the types of residential units proposed (i.e., housing seniors, small units, smaller workforce housing, etc. in school capacity impact areas).
 - **Program H-4.K: Work with the Fire District.** Work with the Fire District on local amendments to the State Fire Code to pursue alternatives to standard requirements that could otherwise be a potential constraint to housing development and achievement of the City's housing goals.

Additionally, as part of the proposed Zoning update, the project includes the transportation demand management (TDM) standards for development in the Bayfront Area. These TDM standards require future development to reduce associated vehicle trips to at least 20 percent below standard generation rates. Each individual applicant will be required to prepare a TDM and provide an impact analysis to the satisfaction of the City's Transportation Manager. The reduction in trips would help to alleviate roadway congestion that could interfere with MPFPD access and response times.

Future development under the proposed project, as part of the City's project approval process, would be required to comply with existing regulations, including General Plan policies and Zoning regulations that have been prepared to minimize impacts related to fire protection services. The City, throughout the 2040 buildout horizon, would implement the General Plan programs that require the continued review of the Safety Element to incorporate the most up to date information in order to prevent natural and human hazards, and require the City's continued coordination with MPFPD to establish circulation standards, adopt an emergency response routes map, and equip all new traffic signals with pre-emptive traffic signal devices for emergency services. Additionally, the City will continue to annually update the Capital Improvement Program to identify priority projects that could improve the transportation network; thus, improving the circulation network, which facilitates MPFPD's overall access and ability to maintain adequate response times. Furthermore, the implementation of proposed project would help to minimize traffic congestion that could impact fire protection services and provide additional funding to support adequate fire protection services. Adherence to the State and City requirements combined with compliance with the MPFPD permitting process and payment of impact fees would ensure that the adoption of the proposed project would result in *less-than-significant* impacts with respect to the need for remodeled or expanded MPFPD facilities.

Significance Without Mitigation: Less than significant.

4.12.1.4 CUMULATIVE IMPACT DISCUSSION

PS-2	Implementation of the proposed project, in combination with past, present and reasonably foreseeable projects, would result in less-than-significant cumulative impacts with respect to fire protection services.
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As discussed in Chapter 4, Environmental Evaluation, of this Draft EIR, this EIR takes into account growth projected by the proposed project within the study area, in combination with impacts from projected growth in the rest of San Mateo County and the surrounding region, as forecast by the Association of Bay Area of Governments (ABAG). Cumulative impacts are considered in the context of the growth from

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development under the proposed project within the city combined with the estimated growth in the service area of the MPFPD, which includes the cities of Atherton, Menlo Park, East Palo Alto, and some of the unincorporated areas of San Mateo County.³¹ A significant cumulative environmental impact would result if this cumulative growth would exceed the ability of MPFPD to adequately serve their service area, thereby requiring construction of new facilities or modification of existing facilities.

As discussed under PS-1 above, the proposed project on its own does not create a need for new or physically altered facilities in order for the MPFPD to provide fire protection services to its service area. The expansion of Station 77 would be required to serve the increased growth potential in the Bayfront Area in conjunction with other future growth. The expansion of Station 77 is already planned and budgeted for prior to the proposed project becoming reasonably foreseeable. As discussed under PS-1, the ongoing compliance with State and local laws, including the payment of developer fees to support the ability of the MPFPD to provide adequate services to its service area, including the expansion of Station 77, would minimize impacts related to fire protection services. The expansion of Station 77 would occur in an existing urbanized area, which would reduce the potential for significant and unavoidable environmental impacts. Any environmental impacts related to the expansion of Station 77 would be project-specific, and would require permitting and review in accordance with CEQA, as necessary, which would ensure that any environmental impacts are disclosed and mitigated to the extent possible. In some cases, fire station expansion projects in highly urban settings, such as the Bayfront Area, can qualify for a categorical exemption under CEQA Guidelines Section 15301.³² This EIR is a programmatic document and does not evaluate the environmental impacts of any project-specific development. For these reasons, the adoption of the proposed project, which would introduce incremental growth over a 24-year buildout, when considered with cumulative projects, would result in *less-than-significant* impacts with respect to the need for remodeled or expanded fire protection facilities in order to maintain acceptable service ratios, response times, or other performance objectives.

Significance With Mitigation: Less than significant.

4.12.2 POLICE SERVICES

4.12.2.1 ENVIRONMENTAL SETTING

This section describes regulations, resources, and response times for police protection services in Menlo Park.

Regulatory Framework

There are no federal or State regulations pertaining to law enforcement that apply to the proposed project.

³¹ Menlo Park Fire Protection District, *Menlo Park Fire Protection District Information*. <http://www.menlofire.org/districtinfo.html>, accessed on November 23, 2015.

³² *City of Hayward v. Board of Trustees of the California State University*. Court of Appeal of the State of California, First Appellate District, Division Three. Filed on November 30, 2015. Available at www.courts.ca.gov/opinions/documents/A131412A.PDF. Accessed on May 29, 2016.

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Local Regulations

Menlo Park General Plan

The City of Menlo Park General Plan includes goals, policies, and programs relevant to the environmental factors potentially affected by the proposed project. Applicable goals, policies, and programs are identified and assessed for their effectiveness later in this chapter under Section 4.12.2.3, Impact Discussion.

Existing Conditions

The Menlo Park Police Department (MPPD) provides law enforcement services in Menlo Park. The MPPD current service population is 42,046.³³ One police station, located at City Hall, primarily covers the whole service area. The MPPD operates a recently renovated police substation and neighborhood service center north of Highway 101 in the Belle Haven neighborhood. The Belle Haven Neighborhood Service Center and Substation houses the MPPD's Code Enforcement Office and Community Safety Police Officer. MPPD locations are shown on Figure 4.12-1. MPPD officers use the substation to make calls, interview and process suspects, victims, or witnesses. In addition, the substation serves as a place for the community members to meet with police officers or to gather amongst themselves. 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

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,³⁴ with a staffing ratio of 1.14 officers per 1,000 service population.³⁵

Call Volume and 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

³³ Note: Service population is calculated by taking the total City population and adding .33 of all employees within the City.

³⁴ Personal communication between Ricky Caperton, Associate, PlaceWorks and David Bertini, Commander, Menlo Park Police Department on November 18, 2015.

³⁵ Personal communication between Ricky Caperton, Associate, PlaceWorks and David Bertini, Commander, Menlo Park Police Department on November 18, 2015.

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Priority 3. The MPPD's optimal response times is less than 5 minutes for Priority 1 calls, 7 to 8 minutes for Priority 2 calls, and 10 to 12 minutes for Priority 3 calls. Vehicle traffic and congestion are the primary impediment to improving response times.³⁶

From April 10, 2015 to April 10, 2016, the MPPD received 294 Priority 1 calls, 10,096 Priority 2 calls, and 10,507 Priority 3 calls for service. This does not include the 18,355 additional officer-initiated calls that the dispatch center handled. 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 the last two years.³⁷

4.12.2.2 STANDARD OF SIGNIFICANCE

Implementation of the proposed project would have a significant impact related to police protection and emergency if it would result in substantial adverse physical impacts associated with the provision of new or physically altered police protection facilities, need for new or physically altered police protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for police protection services.

4.12.2.3 IMPACT DISCUSSION

PS-3 Implementation of the proposed project would not result in the need for new or physically altered police facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives.

As described in Chapter 3, Project Description, of this Draft EIR, the proposed project would introduce new residents and employees by the buildout horizon year 2040. These changes would likely result in an increase in the number of calls for police protection, and emergency medical services, which could result in expansion or construction of new or physically altered police facilities resulting in significant environmental impacts.

The MPPD indicated that they would need to hire an additional seventeen sworn officers and purchase commensurate equipment for those officers, in order to accommodate the level of growth and expansion of the proposed project. At full buildout, the additional seventeen officers would increase the current staffing ratio of 1.14 officers per 1,000 service population³⁸ to 1.29 officers per 1,000 service population.³⁹

³⁶ Personal communication between Ricky Caperton, Associate, PlaceWorks and David Bertini, Commander, Menlo Park Police Department on November 18, 2015.

³⁷ Personal communication between PlaceWorks and David Bertini, Commander, Menlo Park Police Department on November 19, 2014.

³⁸ Personal communication between Ricky Caperton, Associate, PlaceWorks and David Bertini, Commander, Menlo Park Police Department on November 18, 2015.

³⁹ 65 officers (Current staff of 48 officers plus the additional 17 new hires) divided by 50.35 service population (Menlo Park population at 2040 buildout/1,000) = 1.29 sworn officers per 1,000 service population.

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The MPPD has confirmed that no expansion or addition of facilities would be required to accommodate the additional sworn officers or equipment.⁴⁰

The proposed Land Use (LU) and Circulation (CIRC) Elements, which would be adopted as part of the proposed project, and existing Section IV, Safety (S), of the Open Space/Conservation, Noise and Safety Elements and Housing (H) Element, contain general goals, policies, and programs that would require local planning and development decisions to consider impacts to the environment related to adequate police protection services. The following General Plan goals, policies, and programs would serve to minimize potential impacts associated with adequate police protection services:

- **Goal LU-1:** Promote the orderly development of Menlo Park and its surrounding area.
 - **Policy LU-1.1: Land Use Patterns.** Cooperate with the appropriate agencies to help assure a coordinated land use pattern in Menlo Park and the surrounding area.
 - **Program LU-1.B: Capital Improvement Program.** Annually update the Capital Improvement Program to reflect City and community priorities for physical projects related to transportation, water supply, drainage, and other community-serving facilities and infrastructure.
 - **Program LU-1.E: Assessment Districts and Impact Fees.** Pursue the creation of assessment districts and/or the adoption of development impact fees (e.g., fire impact fee) to address infrastructure and service needs in the community.
- **Goal LU-4:** Promote the development and retention of business uses that provide goods or services needed by the community that generate benefits to the City, and avoid or minimize potential environmental and traffic impacts.
 - **Policy LU-4.4: Community Amenities.** Require mixed-use nonresidential development of a certain minimum scale to support and contribute to programs that benefit the community and the City, including education, transit, transportation infrastructure, sustainability, neighborhood-serving amenities, child care, housing, job training, and meaningful employment for Menlo Park youth and adults.
 - **Policy LU-4.5: Business Uses and Environmental Impacts.** Allow modifications to business operations and structures that promote revenue generating uses for which potential environmental impacts can be mitigated.
 - **Program LU-4.C: Community Amenity Requirements.** Establish Zoning Ordinance requirements for new mixed-use, commercial, and industrial development to support and contribute to programs that benefit the community and City, including public or private education, transit, transportation infrastructure, public safety facilities, sustainability, neighborhood-serving amenities, child care, housing for all income levels, job training, parks and meaningful employment for Menlo Park youth and adults (e.g., first source hiring).
- **Goal CIRC-1:** Provide and maintain a safe, efficient, attractive, user-friendly circulation system that promotes a healthy, safe, and active community and quality of life throughout Menlo Park.

⁴⁰ Personal communication between Ricky Caperton, Associate, PlaceWorks and David Bertini, Commander, Menlo Park Police Department on November 18, 2015.

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- **Policy CIRC-1.6: Emergency Response Routes.** Identify and prioritize emergency response routes in the citywide circulation system.
 - **Program CIRC-1.E: Emergency Response Routes Map.** In collaboration with the Menlo Park Fire Protection District and Menlo Park Police Department, adopt a map of emergency response routes that considers alternative options, such as the Dumbarton Corridor, for emergency vehicle access. Modifications to emergency response routes should not prevent or impede emergency vehicle travel, ingress, and/or egress.
 - **Program CIRC-1.F: Coordination with Emergency Services.** Coordinate and consult with the Menlo Park Fire Protection District in establishing circulation standards to assure the provision of high quality fire protection and emergency medical services within the City.
- **Goal CIRC-2:** Increase accessibility for and use of streets by pedestrians, bicyclists, and transit riders.
 - **Policy CIRC-2.14: Impacts of New Development.** Require new development to mitigate its impacts on the safety (e.g., collision rates) and efficiency (e.g., vehicle miles traveled (VMT) per capita) of the circulation system. New development should minimize cut-through and high-speed vehicle traffic on residential streets; minimize the number of vehicle trips; provide appropriate bicycle, pedestrian, and transit connections, amenities and improvements in proportion with the scale of proposed projects; and facilitate appropriate or adequate response times and access for emergency vehicles.
- **Goal CIRC-3:** Increase mobility options to reduce traffic congestion, greenhouse gas emissions, and commute travel time.
 - **Policy CIRC-3.3: Emerging Transportation Technology.** Support efforts to fund emerging technological transportation advancements, including connected and autonomous vehicles, emergency vehicle pre-emption, sharing technology, electric vehicle technology, electric bikes and scooters, and innovative transit options.
 - **Program CIRC-3.B: Emergency Response Coordination.** Equip all new traffic signals with pre-emptive traffic signal devices for emergency services. Existing traffic signals without existing pre-emptive devices will be upgraded as major signal modifications are completed.
- **Goal S-1: Assure a Safe Community.** Minimize risk to life and damage to the environment and property from natural and human-caused hazards, and assure community emergency preparedness and a high level of public safety services and facilities.
 - **Policy S-1.11: Visibility and Access to Address Safety Concerns.** Require that residential development be designed to permit maximum visibility and access to law enforcement and fire control vehicles consistent with privacy and other design considerations.
 - **Policy S-1.38: Emergency Vehicle Access.** Require that all private roads be designed to allow access for emergency vehicles as a prerequisite to the granting of permits and approvals for construction.

Additionally, as part of the Zoning update, the project includes the transportation demand management (TDM) standards for development in the Bayfront Area. These TDM standards require future development to reduce associated vehicle trips to at least 20 percent below standard generation rates. Each individual

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applicant will be required to prepare a TDM and provide an impact analysis to the satisfaction of the City's Transportation Manager. The reduction in trips would help to alleviate roadway congestion that could interfere with MPPD access and response times.

Future development under the proposed project, as part of the City's project approval process, would be required to comply with existing regulations, including General Plan policies that have been prepared to minimize impacts related to police protection services. The City, throughout the 2040 buildout horizon, would implement the General Plan programs that require the continued coordination with MPPD to establish circulation standards, adopt an emergency response routes map, and equip all new traffic signals with pre-emptive traffic signal devices for emergency services, as well as assess district fee programs, and make improvements to the transportation infrastructure. Additionally, the City will continue to annually update the Capital Improvement Program to identify priority projects that could improve the transportation network; thus, improving the circulation network, which facilitates MPPD's overall access and ability to maintain adequate response times. Furthermore, the implementation of proposed project would help to minimize traffic congestion that could impact police services and provide additional funding to support adequate police services. For these reasons and because the MPPD has indicated that it can address maintaining adequate response times through staffing, rather than facility expansion, the adoption of the proposed project, which would introduce incremental growth over a 24-year buildout, would result in *less-than-significant* impacts with respect to the need for remodeled or expanded MPPD facilities.

Significance Without Mitigation: Less than significant.

4.12.2.4 CUMULATIVE IMPACT DISCUSSION

PS-4	Implementation of the proposed project, in combination with past, present and reasonably foreseeable projects, would not result in less-than-significant cumulative impacts with respect to police services.
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As discussed in Chapter 4, Environmental Evaluation, of this Draft EIR, this EIR takes into account growth projected by the proposed project within the study area, Menlo Park City Limits and Sphere of Influence (SOI), in combination with impacts from projected growth in the rest of San Mateo County and the surrounding region, as forecast by the Association of Bay Area of Governments (ABAG).

As described above under Section 4.12.2.1, Environmental Setting, the MPPD is responsible for providing all police services within the Menlo Park city limits. The MPPD also maintains mutual aid agreements with the 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 discussion under PS-3 includes the proposed project and cumulative projects. The MPPD has confirmed that no expansion or addition of facilities would be required to accommodate the additional

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sworn officers or equipment.⁴¹ Growth under the proposed project is also not expected to significantly increase the degree or incidence of need for mutual aid from neighboring agencies and result in the need for any expanded facilities. Compliance with the existing and proposed General Plan policies listed under PS-3 would require the City to promote orderly development in the city, which requires implementing a coordinated land use pattern in the study area and ongoing transportation infrastructure improvements that would facility police service access and ability to maintain adequate response times. Additionally, the new development potential under the proposed project would occur on infill sites and would occur incrementally throughout the 24-year buildout horizon. Therefore, implementation of the proposed project would have a *less-than-significant* cumulative effect with respect to the need for remodeled or expanded police facilities in order to maintain acceptable service ratios, response times, or other performance objectives.

Significance Without Mitigation: Less than significant.

4.12.3 PARKS AND RECREATION

4.12.3.1 ENVIRONMENTAL SETTING

This section describes the regulatory framework and existing conditions related to parks and recreation services in Menlo Park.

Regulatory Framework

State Regulations

The Quimby Act

The Quimby Act of 1975 authorizes Cities and Counties to pass ordinances requiring developers to set aside land, donate conservation easements or pay fees for park improvements. The Quimby Act sets a standard park space to population ratio of up to 3 acres of park space per 1,000 persons. Cities with a ratio of higher than three acres per 1,000 persons can set a standard of up to 5 acres per 1,000 persons for new development.⁴² The calculation of a city's park space to population ratio is based on a comparison of the population count of the last federal census to the amount of city-owned parkland. A 1982 amendment (AB 1600) requires agencies to clearly show a reasonable relationship between the public need for a recreation facility or park land, and the type of development project upon which the fee is imposed.

⁴¹ Personal communication between Ricky Caperton, Associate, PlaceWorks and David Bertini, Commander, Menlo Park Police Department on November 18, 2015.

⁴² California Government Code Section 66477, California Department of Parks and Recreation website, *Quimby Act 101: An Abbreviated Overview*, <http://www.parks.ca.gov/pages/795/files/quimby101.pdf>, accessed on December 7, 2015.

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Local Regulations

Menlo Park General Plan

The City of Menlo Park General Plan includes goals, policies, and programs relevant to the environmental factors potentially affected by the proposed project. Applicable goals, policies, and programs are identified and assessed for their effectiveness later in this chapter under Section 4.12.3.3, Impact Discussion.

Menlo Park Municipal Code

The City of Menlo Park Municipal Code, organized by title, chapter, and section, contains all ordinances for Menlo Park. Title 15, Subdivisions, includes regulations relevant to parks and recreational facilities as discussed below.

Chapter 15.16, Design and Improvement Standards

This chapter outlines the requirements for the dedication of land or payment of fees for park and recreational services and land for public right of access. Under Section 15.16.020, the City can require the dedication of land or the payment of fees, or a combination of both, for park and recreational purposes as a condition to the approval of a tentative subdivision or parcel map for residential development on one or more parcels of the subdivision. The amount of land dedicated or fees paid is calculated based upon residential density per the formula listed under Section 15.16.020(3), which is based on 5 acres per 1,000 persons.

Existing Conditions

City-owned parks and facilities

The Menlo Park Community Services Department owns and operates parks and recreational facilities in the City of Menlo Park. The City has adopted a goal of maintaining a ratio of 5 acres of developed parkland per 1,000 residents.⁴³ Currently, the City provides 244.96 acres of parkland for the residents, with a ratio of 7.44 acres per 1,000 residents.⁴⁴ The detailed list of available facilities in the study area is shown in Table 4.12-2.

⁴³ City of Menlo Park, General Plan, "General Plan Background Report, Public Facilities and Services," 1994, page B-VI-6.

⁴⁴ 245 acres divided by 32.9 (existing population as of 2015[32,900]/1,000)= 7 acres per 1,000 residents.

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TABLE 4.12-2 PARK, RECREATION, AND COMMUNITY FACILITIES IN STUDY AREA

Name	Location	Size	Description
City Recreation/Community Facilities			
Arrillaga Family Recreation Center	700 Alma Street	10,000 square feet	A kitchen, lobby area, offices, and two patios, 7 main rooms for purposes of banquets, meetings, exercise, dance, and enrichment activities.
Arrillaga Family Gymnasium	600 Alma Street	24,100 square feet	Two full size basketball courts, 3 volleyball courts, 4 badminton courts, and 4 cross-court basketball, a conference room, offices, lobby area, restrooms, and locker rooms.
Arrillaga Family Gymnastics Center	510 Laurel Street	19,380 square feet	A state of the art gymnastics facility, two multipurpose rooms, office area, lobby, restrooms, and storage.
Burgess Pool	501 Laurel Street	22,700 square feet	Three pools- performance pool, instructional pool (covered during winter months), and kiddie pool (summer only). The facility contracted to Team Sheeper LLC (Menlo Swim and Sport).
Menlo Children's Center	801 Laurel Street	13,000 square feet	Licensed preschool (18 months to 5 years) and school age (Kindergarten - 5th Grade) services.
Menlo Park Civic Center	701 Laurel Street	14.7 acres	ADA accessible, meeting rooms, parking, and restrooms.
Main Library	800 Alma Street	34,046 square feet	Outreach programs, study rooms, exam proctoring, children's room, computer and internet access, and library services.
Belle Haven Community Library	413 Ivy Drive	26,136 square feet	Outreach programs, study rooms, exam proctoring, children's room, computer and internet access, and library services.
Belle Haven Child Development Center	410 Ivy Drive	30,492 square feet	(Licensed by the Department of Social Services.) Quality subsidized, full-time child development services.
Belle Haven Youth Center	100 Terminal Ave	2,485 square feet	(Licensed by the Department of Social Services.) Care for children in kindergarten to sixth grade.
Belle Haven Neighborhood Service Center and Substation	871 Hamilton Ave	4,356 square feet	ADA accessible, meeting rooms, internet access, and restrooms.
Senior Center	110 Terminal Ave	11,000 square feet	Health, recreational, and educational programs, as well as cultural events and social services for older adults. Nutritionally balanced hot meals and door-to-door local transportation to and from the Center are offered on weekdays for minimal cost to the registered patrons. Weekly brown bag through Second Harvest Food Bank, Farmer's Market, monthly free health screenings, HI CAP and tax assistance are also available.
Onetta Harris Community Center	100 Terminal Ave	11,000 square feet	A gym, weight room, computer lab, a large multipurpose room with adjacent kitchen, 3 classrooms, and office space.
Belle Haven Pool	100 Terminal Ave	6,300 square feet	Currently a seasonal pool that is open from mid-June to the end of August; a 25 meter pool with an additional shallow area as well as a small kiddie pool.
City Park Facilities			
Bedwell-Bayfront Park	Bayfront Expressway & Marsh	155 Acres	An extensive trail system, as part of the San Francisco Bay Trail, allowing hiking, running, bicycling, dog walking, bird watching, kite flying, and photography.

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TABLE 4.12-2 PARK, RECREATION, AND COMMUNITY FACILITIES IN STUDY AREA

Name	Location	Size	Description
Burgess Park	Alma & Burgess Ave	9.31 acres	Little League Baseball Field; Soccer Field (300' x 200'); Regulation Baseball Field; Open Play field; Skate Park; Two Lighted Tennis Courts, Children's Playground; Picnic Areas, and Restrooms.
Jack W. Lyle Park	Middle Ave & Fremont Street	4.55 acres	Walking path with benches; Open Play field; Half-court basketball; Children's (5 -12 year old) Playground; and Tot-Lot (2 to 5 year old) Playground.
Fremont Park	Santa Cruz & University Ave	0.38 acres	Lighted walkways; benches; picnic areas, drinking fountain; and open grass areas. It is home to the City of Menlo Park Summer Concert Series and other downtown parties.
Kelly Park	100 Terminal Ave	8.3 acres	(Remodeled in 2011.) A synthetic turf soccer field with lights, full size track with four different exercise apparatuses, lighted tennis courts, lighted basketball court, benches, bleachers, and a full men's and women's bathroom facility.
Marketplace Park		1 acre	Playground, open grass areas, and walkways.
Nealon Park	800 Middle Ave	9 acres	Five lighted tennis courts, softball field, playground, picnic areas, grass areas, and an off-leash dog area.
Seminary Park	Seminary Drive & Santa Monica Ave.	3.51 acres	Walking path with benches; open play field; "Serenity Rock Garden"; children's playground, and tot-lot playground.
Sharon Hills Park	Altschul & Valparaiso	12.5 acres	Walking paths and benches.
Sharon Park	Sharon Park Drive & Monte Rosa Drive	9.83 acres	A small lake with fountain; gazebo; walking path with benches; shaded picnic area; grass areas; natural wooded area; and tot-lot playground.
Stanford Hills Park	Sand Hill Road & Branner Drive	3.11 acres	Benches, walkways, picnic tables, and a large grass area.
Tinkers Park	Santa Cruz Ave & Elder	0.54 acres	Tot-lot playground and picnic area.
Willow Oaks Park	Willow Street & Coleman Ave	2.63 acres	Three lighted tennis courts, children's playground, tot-lot playground, public area, off leash dog area, little league field, and large open play field for soccer and other sports.
Hamilton Park	Hamilton Ave	1.2 acres	A play structure, picnic tables, and open grass area.
County Park Facilities			
Flood Park	215 Bay Road	26	Picnic sites, children's playgrounds, open lawn areas, and facilities for softball, tennis, horse shoes, volleyball, and pentanque.
Total		255 acres (244 acres - parks only)	

a. Acreage for this facility excludes Burgess Park acreage.

Source: Menlo Park Community Services Department website, <http://www.menlopark.org/212/Community-Services>, accessed on December 12, 2015.

Personal communication between PlaceWorks and Katrina Whiteaker, Community Service Manager, City of Menlo Park, November 13, 2012.

Regional Parks and Preserves

In addition to the City's parks facilities, Menlo Park residents have access to a range of regional parks and open space, including the Don Edwards San Francisco Bay National Wildlife Refuge. Wunderlich County Park, Huddart County Park, and San Francisco Bay Trail also provide recreational opportunities for Menlo Park residents. Flood Park, a 26-acre facility owned by San Mateo County Parks Department, provides a

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place for picnicking and strolling, the City and the County have discussed transferring it to the City because of the County's budget deficit and is currently undergoing a master planning process to add new sports fields play areas, walking paths and other amenities. However, there are no plans to move forward at this time. Furthermore, the residents of Menlo Park have access to the 373-acre Ravenswood Preserve located largely within Menlo Park and owned and managed by the Midpeninsula Regional Open Space District. The southern portion of the preserve offers pedestrian and bicycle access along the shore and levees along the marshland.

School Facilities

The City has joint use agreements with La Entrada, Oak Knoll, Belle Haven, and Hillview Schools for use of fields after school hours, as follows:

- La Entrada: soccer, basketball, baseball, and tennis courts; playground
- Oak Knoll: soccer, basketball and baseball
- Belle Haven: basketball and baseball
- Hillview: soccer, football, lacrosse, basketball court, track

4.12.3.2 STANDARDS OF SIGNIFICANCE

The proposed project would have a significant impact with regard to parks and recreation if it would:

1. Result in substantial adverse physical impacts associated with the provision of new or physically altered parks and recreational facilities, need for new or physically altered parks and recreation facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives.
2. Increase the use of existing neighborhood and regional parks or other recreational facilities such that physical deterioration of the facility would occur or be accelerated.

4.12.3.3 IMPACT DISCUSSION

PS-5	Implementation of the proposed project would not result in the need for new or physically altered park facilities or other recreational facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, or other performance objectives.
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The City of Menlo Park has an adopted goal of maintaining a ratio of 5 acres of developed parkland per 1,000 residents. Currently, the City provides approximately 245 acres of parkland for residents, with a ratio of about 7 acres per 1,000 residents, based on an existing population of 32,900. As described in Chapter 3, Project Description, of this Draft EIR, the projected growth for the proposed project would result in approximately 14,150 new residents by the buildout horizon year 2040. With this increase in growth, the ratio of parkland per 1,000 residents would be about 5 acres.⁴⁵ Therefore, the existing 245

⁴⁵ 244.96 acres divided by 47.1 ((32,900 + 14,150)/1000) = 5.2 acres per thousand residents.

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acres of parkland in Menlo Park would still be sufficient to provide 5 acres per 1,000 residents. Accordingly, impacts with respect to the need for new or physically altered park facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, would be *less than significant*.

Significance Without Mitigation: Less than significant.

PS-6	Implementation of the proposed project would not increase the use of existing neighborhood and regional parks or other recreational facilities, such that substantial physical deterioration of the facility would occur, or be accelerated.
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The potential increase in the number of residents under the proposed project would lead to an increase in demand for recreational opportunities and facilities in the study area. However, the demand would be distributed throughout the study area and would occur incrementally over a 24-year horizon. As shown above under discussion PS-5, there is adequate capacity in the study area to maintain the City's adopted goal of 5 acres per 1,000 residents' ratio in Menlo Park. Additionally, there are a number of open spaces and parklands in the vicinity of Menlo Park, including publicly accessible trails and access to recreation destinations, such as Don Edwards San Francisco Bay National Wildlife Refuge, Wunderlich County Park, Huddart County Park, and San Francisco Bay Trail. While future residents would be expected to increase the use of these existing facilities, because the City would maintain its 5 acres of parkland per 1,000 residents' ratio and because growth under the proposed project would occur incrementally, the substantial or accelerated deterioration of these facilities is not anticipated. However, Menlo Park Community Services Department expressed concerns regarding potential demands to existing park and facilities programming that would result from the potential population increase under the proposed project. The Menlo Park Community Services Department indicated that amenities and accessibility improvements such as trails, pedestrian paths, bicycle paths, and interpretive programming would be needed at Bedwell Bayfront Park and Onetta Harris Campus to serve additional residents. In addition, Menlo Park Community Services Department indicated that additional child care programs, after school programs, and expanded hours and services at the Senior Center would be needed.⁴⁶

The proposed Land Use (LU) Element, which would be adopted as part of the proposed project, and existing Section II, Open Space/Conservation (OSC) of the Open Space/Conservation, Noise and Safety Elements, contain general goals, policies, and programs that would require local planning and development decisions to consider impacts to the environment related to adequate parks and recreational services. The following General Plan goals, policies and a program would serve to minimize potential impacts associated with adequate parks and recreational services:

- **Goal LU-4:** Promote the development and retention of business uses that provide goods or services needed by the community that generate benefits to the City, and avoid or minimize potential environmental and traffic impacts.

⁴⁶ Personal communication between Ricky Caperton, Associate, PlaceWorks and Cherise E. Brandell, Community Services Director, Menlo Park Community Services on November 13, 2015.

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- **Policy LU-4.5: Business Uses and Environmental Impacts.** Allow modifications to business operations and structures that promote revenue generating uses for which potential environmental impacts can be mitigated.
- **Goal LU-6: Preserve open-space lands for recreation; protect natural resources and air and water quality; and protect and enhance scenic qualities.**
 - **Policy LU-6.1: Parks and Recreation System.** Develop and maintain a parks and recreation system that provides areas, play fields, and facilities conveniently located and properly designed to serve the recreation needs of all Menlo Park residents.
 - **Policy LU-6.2: Open Space in New Development.** Require new nonresidential, mixed use, and multiple dwelling development of a certain minimum scale to provide ample open space in the form of plazas, greens, community gardens, and parks whose frequent use is encouraged through thoughtful placement and design.
 - **Policy LU-6.4 Park and Recreational Land Dedication.** Require new residential development to dedicate land, or pay fees in lieu thereof, for park and recreation purposes.
- **Goal OSC-2: Provide Parks and Recreation Facilities.** Develop and maintain a parks and recreation system to provide areas and facilities conveniently located, sustainable, properly designed and well-maintained to serve the recreation needs and promote healthy living of all residents, workers and visitors to Menlo Park.
 - **Policy OSC-2.1: Open Space for Recreation Use.** Provide open space lands for a variety of recreation opportunities, make improvements, construct facilities and maintain programs that incorporate sustainable practices that promote healthy living and quality of life.
 - **Policy OSC-2.2: Planning for Residential Recreational Needs.** Work with residential developers to ensure that parks and recreational facilities planned to serve new development will be available concurrently with need.
 - **Policy OSC-2.3: Recreation Requirements for New Development.** Require dedication of improved land, or payment of fee in lieu of, for park and recreation land for all residential uses.
 - **Policy OSC-2.4: Parkland Standards.** Strive to maintain the standard of 5 acres of parkland per 1,000 residents.
 - **Policy OSC-2.5: Schools for Recreational Use.** Coordinate with the local school districts to continue to operate school sites for local recreation purposes.
 - **Policy OSC-2.6: Pedestrian and Bicycle Paths.** Develop pedestrian and bicycle paths consistent with the recommendations of local and regional trail and bicycle route projects, including the Bay Trail.
 - **Program OSC-2.B: Evaluate Recreational Needs.** Evaluate park facilities on a regular basis for their overall function and ability to meet recreational needs. Provide new amenities as needed to support changing needs of the population and recreational trends.

Additionally, as part of the Zoning Code update, the project includes design standards for development within the Bayfront Area. These design standards require all development to provide publicly accessible open space. Also, per the development regulations included in the Zoning Code update, developers may

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seek an increase in floor area ratio and/or height in exchange for providing community amenities or the payment of impact fees, which could apply to improvements to recreational facilities and programs.

Future development under the proposed project, as part of the City's project approval process, would be required to comply with existing regulations, including General Plan policies that have been prepared to minimize impacts related to park and recreation services and facilities. The City, throughout the 2040 buildout horizon, would implement the General Plan programs that require the ongoing evaluation of the City's recreational facilities and services.

While the Menlo Park Community Services Department has indicated the proposed project could require the construction of new or expanded recreation facilities, it is not known at what time over the 24-year buildout of the proposed project the need would occur, or the location that such facilities would be required or what the exact nature of these facilities would be, so it cannot be determined what project-specific environmental impacts would occur from their construction and operation. However, such impacts would be project-specific, and would require permitting and review in accordance with CEQA, as necessary, which would ensure that any environmental impacts are disclosed and mitigated to the extent possible. This EIR is a programmatic document and does not evaluate the environmental impacts of any project-specific development.

For these reasons, the adoption of the proposed project, which would introduce incremental growth over a 24-year buildout, would result in *less-than-significant* impacts with respect to the need for improved or expanded park and recreational facilities.

Significance Without Mitigation: Less than significant.

4.12.3.4 CUMULATIVE IMPACT DISCUSSION

PS-7	Implementation of the proposed project, in combination with past, present and reasonably foreseeable projects, would result in less-than-significant cumulative impacts with respect to parks.
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As discussed in Chapter 4, Environmental Evaluation, of this Draft EIR, this EIR takes into account growth projected by the proposed project within the Menlo Park city boundary and Sphere of Influence (SOI), in combination with impacts from projected growth in the rest of San Mateo County and the surrounding region, as forecast by the Association of Bay Area of Governments (ABAG). The geographic scope for this discussion includes park and recreation facilities within the city boundary, as well as San Mateo County, and the Midpeninsula Regional Open Space District.

As discussed under PS-4 and PS-5, the potential population increase under the proposed project would increase demand for park and recreational facilities. However, the City would continue to meet its 5 acre per 1,000 resident parkland ratio and compliance with the regulations listed in PS-5 would ensure that adequate parklands and recreational facilities are provided. When considering the growth of the proposed project together with cumulative development, the City would still be able to maintain its current 5 acres

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of parkland to 1,000 residents.⁴⁷ As a result, significant cumulative impacts associated with parks and recreational facilities would be *less than significant*.

Significance Without Mitigation: Less than significant.

4.12.4 SCHOOLS

4.12.4.1 ENVIRONMENTAL SETTING

Regulatory Framework

State Regulations

The following sections explain State of California regulations pertaining to schools, relevant to the proposed General Plan update.

Senate Bill 50

Senate Bill (SB) 50 (funded by Proposition 1A, approved in 1998) limits the power of cities and counties to require mitigation of school facilities impacts as a condition of approving new development and provides instead for a standardized developer fee. SB 50 generally provides for a 50/50 State and local school facilities funding match. SB 50 also provides for three levels of statutory impact fees. The application level depends on whether State funding is available, whether the school district is eligible for State funding and whether the school district meets certain additional criteria involving bonding capacity, year round school and the percentage of moveable classrooms in use.

California Government Code, Section 65995(b), and Education Code Section 17620

SB 50 amended California Government Code Section 65995, which contains limitations on Education Code Section 17620, the statute that authorizes school districts to assess development fees within school district boundaries. Government Code Section 65995(b)(3) requires the maximum square footage assessment for development to be increased every two years, according to inflation adjustments. On January 22, 2014 the State Allocation Board (SAB) approved increasing the allowable amount of statutory school facilities fees (Level I School Fees) from \$3.20 to \$3.36 per square foot of assessable space for residential development of 500 square feet or more, and from \$0.51 to \$0.54 per square foot of chargeable covered and enclosed space for commercial/industrial development.⁴⁸ According to California Government Code Section 65995(3)(h), the payment of statutory fees is “deemed to be full and complete mitigation of the impacts of any legislative or adjudicative act, or both, involving, but not limited to, the planning, use, or development of real property, or any change in governmental organization or reorganization...on the provision of adequate school facilities.” The school district is responsible for implementing the specific methods for mitigating school impacts under the Government Code.

⁴⁷ 245 acres divided by 50.35 $([32,900 + 17,450]/1000) = 5$ acres per thousand residents.

⁴⁸ State Allocation Board Meeting, January 22, 2014, http://www.documents.dgs.ca.gov/opsc/SAB_Agenda_Items/2014-01/01222014_SAB_Transcript.pdf, accessed on December 8, 2015.

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Mitigation Fee Act (California Government Code 66000-66008)

Enacted as AB 1600, the Mitigation Fee Act requires a local agency establishing, increasing, or imposing an impact fee as a condition of development to identify the purpose of the fee and the use to which the fee is to be put.⁴⁹ The agency must also demonstrate a reasonable relationship between the fee and the purpose for which it is charged, and between the fee and the type of development project on which it is to be levied. This Act became enforceable on January 1, 1989.

Local Regulations

Menlo Park General Plan

The City of Menlo Park General Plan includes goals, policies, and programs relevant to the environmental factors potentially affected by the proposed project. Applicable goals, policies, and programs are identified and assessed for their effectiveness later in this chapter under Section 4.12.4.3, Impact Discussion.

Existing Conditions

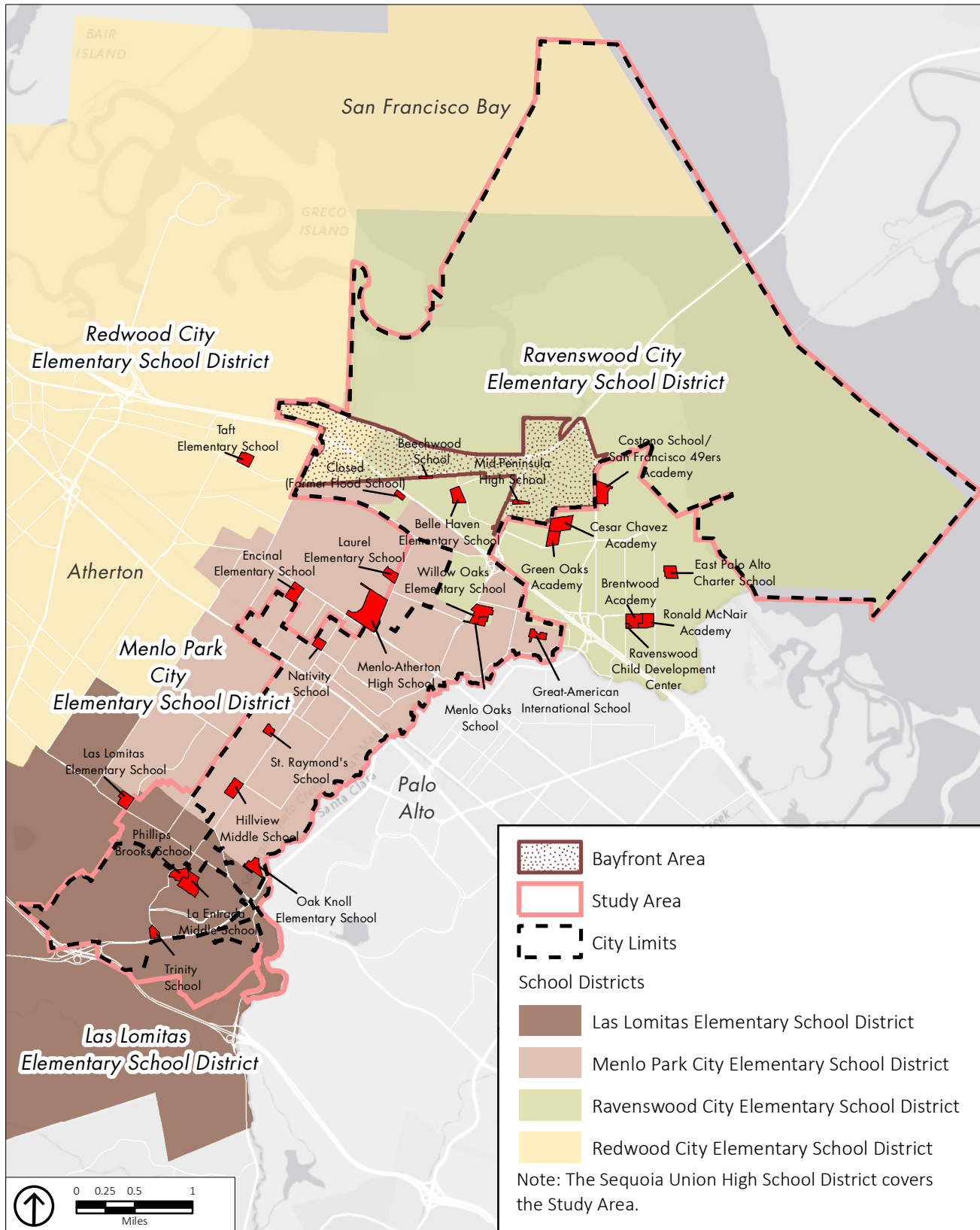
The City of Menlo Park is served by four elementary school districts and one high school district: Menlo Park City School, Redwood City School, Las Lomas School, Ravenswood City School, and Sequoia Union High School Districts. Figure 4.12-2 shows the boundaries for each district and the location of each school. The Sequoia Union High School District boundary is undefined on Figure 4.12-2 as it serves the entire study area.

The following subsections provide a brief summary of each school district's enrollment trends, capacity, and facility status.

Menlo Park City School District

The Menlo Park City School District (MPCSD) serves the central portion of the study area (roughly between Orange Avenue and Highway 101), a portion of the Town of Atherton, and a portion of unincorporated area of San Mateo County. The MPCSD operates three elementary schools and one middle school, and owns one unused school site (i.e., the former O'Connor School) which is being repurposed as an Elementary School in the MPCSD, within the study area. Students in kindergarten to fifth grade could attend Encinal, Oak Knoll, and Laurel Elementary Schools. Students in sixth to ninth grade could attend Hillview Middle School. Table 4.12-3 shows the current enrollment and capacity for the MPCSD schools.

⁴⁹ California Government Code, Sections 66000-66008, <http://www.leginfo.ca.gov/cgi-bin/displaycode?section=gov&group=65001-66000&file=66000-66008>, accessed on December 8, 2015.



Source: City of Menlo Park; PlaceWorks, 2015.

Figure 4.12-2
Menlo Park School Districts

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TABLE 4.12-3 CURRENT CAPACITY AND ENROLLMENT FOR THE MPCSD SCHOOLS IN MENLO PARK

Schools	Capacity ^a	2014/15 Enrollment ^b	Difference
Encinal Elementary	720	792	(72)
Laurel Elementary	360	465	(105)
Oak Knoll Elementary	720	766	(46)
ELEMENTARY SCHOOLS TOTAL	1,800	2,023	(223)
Hillview Middle School	1,100	881	219
MIDDLE SCHOOLS TOTAL	1,100	833	219

Notes:

a. School Capacity and enrollment data from Menlo Park City School District forecast update, 2015.

b. Enrollment from California Department of Education, DataQuest, 2015.

As shown in Table 4.12-3, enrollment for the 2014/2015 school year at Encinal, Laurel, and Oak Knoll Elementary schools exceeds current capacity. In contrast, Hillview Middle school enrollment is currently below capacity. The MPCSD recently underwent a series of upgrades to expand and modernize the four school sites in order to increase the overall capacity to approximately 2,700 students. However, MPCSD elementary schools exceed capacity. The MPCSD projects an increase of 3,440 students by the year 2015.⁵⁰ Consequently, the MPCSD has started the process of updating its Facilities Master Plan and is currently in the process of opening a fourth elementary school on the district-owned O’Conner School site. The new Laurel Upper Campus elementary school is expected to open in 2016.⁵¹

The MPCSD has a policy to maintain a teacher-student ratio of 1:20 for kindergarten to third grade classrooms and 1:24 for fourth to eighth grade classrooms. The MPCSD’s current student generation rates are: 0.44 for new single-family housing and 0.18 for multi-family housing.⁵²

The development impact fee is the source of school capital improvement funding provided by new development. The MPCSD is eligible to levy Level 1 development impact fees on new residential and commercial development, and, by agreement with the Sequoia Union High School District, MPCSD is entitled for 60 percent of \$3.36 per square foot of residential development and \$0.54 per square foot of commercial development. Therefore, the MPCSD assesses fees of \$2.02 per square foot of residential space, and \$0.32 per square foot of non-residential space.⁵³

Redwood City School District

The Redwood City School District (Redwood CSD) operates 17 schools, including 11 elementary schools, one middle school, two academies, one alternative, and one Spanish immersion school. The Redwood CSD serves the cities of Menlo Park, Redwood City, San Carlos, Atherton, and Woodside. Among these

⁵⁰ Menlo Park City School District, November 2015, Enrollment Projection Study Report.

⁵¹ Menlo Park City School District website, <http://menlopark.schoolwires.net/Page/104> accessed on December 9, 2015.

⁵² Personal communication between Ricky Caperton, Associate, PlaceWorks and Ahmad Sheikholeslami, Chief Business and Operations Officer, Menlo Park School District on November 11, 2015.

⁵³ Personal communication between Ricky Caperton, Associate, PlaceWorks and Ahmad Sheikholeslami, Chief Business and Operations Officer, Menlo Park School District on November 11, 2015.

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schools, one elementary school and one middle school are located near a small portion of the study area, around Highway 101 at Marsh Road. Students enrolled in kindergarten through ninth grade that reside within this small portion of the study area could attend John F. Kennedy Middle or Taft Elementary Schools. However, since the Redwood CSD is a “district of choice,”⁵⁴ it is also likely not all students generated from future development under the proposed project in this portion of the study area would go to these two schools.⁵⁵ Table 4.12-4 shows the current enrollment and capacity for the Redwood CSD schools.

TABLE 4.12-4 CURRENT CAPACITY AND ENROLLMENT FOR THE REDWOOD CSD SCHOOLS IN MENLO PARK

Schools	Capacity ^a	2014/15 Enrollment ^b	Difference
Taft Elementary School	947	524	423
Elementary Schools Total	947	524	423
John F. Kennedy Middle School	1,218	728	490
MIDDLE SCHOOLS TOTAL	1,218	728	219

a. Personal communication between Ricky Caperton, Associate, PlaceWorks and Ahmad Sheikholeslami, Chief Business and Operations Officer, Menlo Park School District on November 11, 2015.

b. Enrollment from California Department of Education, DataQuest, 2015.

As shown in Table 4.12-4, enrollment rates for the 2014/15 school year at both Taft Elementary School and John F. Kennedy Middle School were below capacity. The Redwood CSD projects student enrollment rates at all the elementary and middle schools to slightly decline over the next 10 years.⁵⁶ Redwood CSD recently updated their Facilities Master Plan,⁵⁷ however, there are no current plans for new or expanded facilities.⁵⁸

The Redwood CSD maintains an average teacher-student ratio of 1:30 for all grades.⁵⁹ The Redwood CSD’s student generation rates for elementary schools are 0.36 for single-family detached; 0.18 for single-family attached; and 0.10 for multi-family. The Redwood CSD’s student generation rates for middle schools are 0.10 for single-family detached; 0.06 for single-family attached; and 0.04 for multi-family.⁶⁰

⁵⁴ The Redwood City School District assigns students to a specific school based on their home address, however, students are granted the option to attend any school within the Redwood City School District.

⁵⁵ The Redwood City School District (RCSD) offers a combination of neighborhood schools and Schools of Choice. Neighborhood schools have residential boundaries and students are generally assigned to them based on where they live. RCSD offers four schools of choice -- Adelante Spanish Immersion School, McKinley Institute of Technology (MIT), North Star Academy, and Orion School -- that do not have neighborhood boundaries. All students within the district are eligible to apply to attend one of the four schools of choice, or a neighborhood school outside their boundary area. From Redwood City School District, <http://www.rcsd.k12.ca.us/site/Default.aspx?PageID=228>, accessed on December 10, 2015.

⁵⁶ Redwood City School District, 2015, Annual Enrollment Projection Report, pages 11 and 12.

⁵⁷ Redwood City School District, <http://www.rcsd.k12.ca.us/Page/6104>, accessed on December 9, 2015.

⁵⁸ Personal communication between Ricky Caperton, Associate, PlaceWorks and Wael Saleh, Chief Business Official, Redwood City School District on November 23, 2015.

⁵⁹ Personal communication between Ricky Caperton, Associate, PlaceWorks and Wael Saleh, Chief Business Official, Redwood City School District on November 23, 2015.

⁶⁰ Redwood City School District, 2015, Residential Research Summary, page 3.

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The development impact fee is the source of school capital improvement funding provided by new development. The Redwood CSD is eligible to levy Level 1 development impact fees on new residential and commercial development, and is entitled to \$1.92 per square foot of residential development and \$0.306 per square foot of commercial development.⁶¹

Las Lomas School District

The Las Lomas School District (LLSD) operates two schools, the Las Lomas Elementary School and La Entrada Middle School. The LLSD serves the very southern portion of Menlo Park, a portion of the Town of Atherton, and the unincorporated San Mateo County area. Table 4.12-5 shows the current enrollment and capacity for the LLSD schools.

TABLE 4.12-5 CURRENT CAPACITY AND ENROLLMENT FOR THE LLSD SCHOOLS IN MENLO PARK

Schools	Capacity ^a	2014/15 Enrollment ^b	Difference
Las Lomas Elementary	532	581	(49)
Elementary Schools Total	532	581	(49)
La Entrada Middle School	556	803	(247)
Middle Schools Total	556	803	(247)

a. Las Lomas Elementary School District, Development Impact Fee Justification, 2008.

b. Enrollment from California Department of Education, DataQuest, 2015.

As shown in Table 4.12-5, enrollment rates for the 2014/15 school year at both Las Lomas Elementary School and La Entrada Middle School exceed capacity. The LLSD projects an increase of 1,478 students by the year 2024.⁶² The LLSD indicated that it was necessary to add portable classrooms at both schools sites in order to accommodate growth in enrollment. The LLSD is in the process of replacing existing portable classrooms with new permanent classrooms. In addition, LLSD plans to re-design La Entrada Middle School and Las Lomas Elementary school to accommodate growth in enrollment, construction is expected to begin in 2017.⁶³

The LLSD has a policy to maintain a teacher-student ratio of 1:24 for kindergarten to third grade classrooms, 1:25 for fourth to fifth grade classrooms, and 1:28 for sixth to eighth grade classrooms. The LLSD's student generation rate is 0.4 per dwelling unit.⁶⁴

The development impact fee is the source of school capital improvement funding provided by new development. The LLSD is eligible to levy Level 1 development impact fees on new residential and

⁶¹ Personal communication between Ricky Caperton, Associate, PlaceWorks and Wael Saleh, Chief Business Official, Redwood City School District on November 23, 2015.

⁶² Personal communication between Ricky Caperton, Associate, PlaceWorks and Carolyn Chow, Chief Business Officer, Las Lomas School District on October 28, 2015.

⁶³ Personal communication between Ricky Caperton, Associate, PlaceWorks and Carolyn Chow, Chief Business Officer, Las Lomas School District on October 28, 2015.

⁶⁴ Personal communication between Ricky Caperton, Associate, PlaceWorks and Carolyn Chow, Chief Business Officer, Las Lomas School District on October 28, 2015.

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commercial development, and, by agreement with the Sequoia Union High School District, LLSD is entitled for 60 percent of \$3.36 per square foot of residential development and \$0.54 per square foot of commercial development. Therefore, the LLSD assesses fees of \$2.02 per square foot of residential space, and \$0.32 per square foot of non-residential space.⁶⁵

In addition to the development impact fee, voters within the LLSD passed bond Measure S in November 2013 which is a \$60 million bond measure that authorizes funds for building additional permanent classrooms to the LLSD’s schools. Funds from Measure S will help with replace the existing portable classrooms with permanent structures.⁶⁶

Ravenswood City School District

The Ravenswood City School District (Ravenswood CSD) operates two elementary schools, two middle schools, four academies, one charter school, and one development center. The Ravenswood CSD serves East Palo Alto and northern Menlo Park. Belle Haven Elementary School and Willow Oaks Elementary School are located within Menlo Park, and serve students residing within the study area. Table 4.12-6 shows the current enrollment and capacity for the Ravenswood CSD schools located in Menlo Park.

TABLE 4.12-6 CURRENT CAPACITY AND ENROLLMENT FOR THE RAVENSWOOD CSD SCHOOLS IN MENLO PARK

Schools	Capacity ^a	2014/15 Enrollment ^b	Difference
Belle Haven Elementary	622	591	31
Willow Oaks Elementary	722	705	17
Elementary Schools Total	1,344	1,296	48

a. Personal communication between Ricky Caperton, Associate, PlaceWorks and Kevin Sved, Chief Business Officer, Ravenswood City School District on November 16, 2015.

b. Enrollment from California Department of Education, DataQuest, 2015.

As shown in Table 4.12-6, enrollment rates for the 2014/15 school year at both Belle Haven Elementary School and Willow Oaks Elementary were below capacity. The Ravenswood CSD projects an increase of 3,502 students by the year 2020. The Ravenswood CSD indicated that facilities are in severe disrepair and it was necessary to add portable classrooms at both schools sites in order to accommodate growth in enrollment. The Ravenswood CSD recently prepared a Facilities Master Plan and is currently in the process of determining priorities and creating a funding plan to begin implementation.⁶⁷

⁶⁵ Personal communication between Ricky Caperton, Associate, PlaceWorks and Carolyn Chow, Chief Business Officer, Las Lomas School District on October 28, 2015.

⁶⁶ Personal communication between Ricky Caperton, Associate, PlaceWorks and Carolyn Chow, Chief Business Officer, Las Lomas School District on October 28, 2015.

⁶⁷ Personal communication between Ricky Caperton, Associate, PlaceWorks and Kevin Sved, Chief Business Officer, Ravenswood City School District on November 16, 2015.

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The Ravenswood CSD maintains a teacher-student ratio of 1:24 for kindergarten to third grade classrooms and 1:31 for fourth to eighth grade classrooms. The Ravenswood CSD’s student generation rate is 0.39 per single-family unit and 0.56 per multi-family unit.⁶⁸

The development impact fee is the source of school capital improvement funding provided by new development. The Ravenswood CSD is eligible to levy Level 1 development impact fees on new residential and commercial development, and, by agreement with the Sequoia Union High School District, Ravenswood CSD is entitled for 60 percent of \$3.36 per square foot of residential development and \$0.54 per square foot of commercial development. Therefore, the Ravenswood CSD assesses fees of \$2.02 per square foot of residential space, and \$0.32 per square foot of non-residential space.⁶⁹

Sequoia Union High School District

The Sequoia Union High School District (SUHSD) operates four comprehensive high schools, a continuation high school, one adult school, and Middle College. The SUHSD serves Atherton, East Palo Alto, and Menlo Park. Among these schools, Menlo-Atherton High School serves students residing in Menlo Park.⁷⁰ Table 4.12-7 shows the current enrollment and capacity for Menlo-Atherton High School.

TABLE 4.12-7 CURRENT CAPACITY AND ENROLLMENT FOR THE SUHSD SCHOOLS IN MENLO PARK

Schools	Capacity ^a	2014/15 Enrollment ^a	Difference
Menlo-Atherton High School	2,250	2,278	(28)
High Schools Total	2,250	2,278	(28)

a. Personal communication between Ricky Caperton, Associate, PlaceWorks and Anilisa Manolache, Chief Facilities Officer, Sequoia Union High School District on December 4, 2015.

As shown in Table 4.12-7, enrollment rates for the 2014/15 school year at Menlo-Atherton High School were just above the current capacity. The SUHSD projects an increase of 2,796 students by the year 2020. The SUHSD indicated that enrollment growth is steadily increasing and that there are current plans to build a small high school in Menlo Park to accommodate enrollment growth. In addition, the SUHSD is planning to build a 21 classroom building unit, a six classroom lab building, and expand the guidance office. However, SUHSD indicated that student projections do not take into account new students generated under the proposed project. The SUHSD indicated that the potential population increase under the proposed project would result in a need for new facilities to accommodate enrollment growth.⁷¹

⁶⁸ Personal communication between Ricky Caperton, Associate, PlaceWorks and Kevin Sved, Chief Business Officer, Ravenswood City School District on November 16, 2015.

⁶⁹ Personal communication between Ricky Caperton, Associate, PlaceWorks and Kevin Sved, Chief Business Officer, Ravenswood City School District on November 16, 2015.

⁷⁰ Personal communication between Ricky Caperton, Associate, PlaceWorks and Anilisa Manolache, Chief Facilities Officer, Sequoia Union High School District on December 4, 2015.

⁷¹ Personal communication between Ricky Caperton, Associate, PlaceWorks and Anilisa Manolache, Chief Facilities Officer, Sequoia Union High School District on December 4, 2015.

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The SUHSD is currently exceeding the teacher-student ratio standard of 1:27.5. The SUHSD student generation rate is 0.2 per housing unit.⁷²

The development impact fee is the source of school capital improvement funding provided by new development. The SUHSD is eligible to levy Level 1 development impact fees on new residential and commercial development, and, by agreement with the Elementary School Districts, SUHSD is entitled to forty percent of \$3.36 per square foot of residential development and \$0.54 per square foot of commercial development.⁷³ Therefore, the SUHSD assesses fees of \$1.34 per square foot of residential space, and \$0.22 per square foot of non-residential space.

4.12.4.2 STANDARD OF SIGNIFICANCE

The proposed project would have a significant impact related to schools if in order to maintain acceptable service ratios or other performance objectives, the proposed project would result in the provision of or need for new or physically altered school facilities, the construction or operation of which could cause significant environmental impacts.

4.12.4.3 IMPACT DISCUSSION

PS-8 Implementation of the proposed project would not result in the need for new or physically altered school facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, or other performance objectives.

This section reviews the need for existing school facilities to accommodate any increases in public school enrollment due to the proposed project. However, the California State Legislature, under Senate SB 50, has determined that payment of school impact fees shall be deemed to provide full and complete school facilities mitigation. All new developments proposed pursuant to the adoption of the proposed project will be required to pay the school impact fees adopted by each school district. According to California Government Code Section 65995(3)(h), the payment of statutory fees is “deemed to be full and complete mitigation of the impacts of any legislative or adjudicative act, or both, involving, but not limited to, the planning, use, or development of real property, or any change in governmental organization or reorganization...on the provision of adequate school facilities.”

Future development under the current General Plan development potential includes 1,000 residential units throughout the city and new development potential under the proposed project could generate up to 4,500 residential units in the Bayfront Area. Collectively, the combined development potential under the proposed project could generate up to 5,500 residential units throughout Menlo Park over the 24-year buildout, which could impact student enrollment rates.

⁷² Personal communication between Ricky Caperton, Associate, PlaceWorks and Anilisa Manolache, Chief Facilities Officer, Sequoia Union High School District on December 4, 2015.

⁷³ Personal communication between Ricky Caperton, Associate, PlaceWorks and Anilisa Manolache, Chief Facilities Officer, Sequoia Union High School District on December 4, 2015.

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This analysis assumes that 55 single-family units and 5,428 multi-family units, of the total 5,500 residential units, in the following school impact discussion. The 55 single-family units are derived from the development potential under the existing General Plan and could therefore be built anywhere in Menlo Park on qualifying lots that are designated for single-family housing. There are parcels that satisfy the designation and size criteria within the MPCSD, LLSD, Ravenswood CSD, and SUHSD; therefore, for the purposes of this analysis, it is assumed that the students generated from the 55 single-family units could attend each of these school districts. However, it is unlikely that all of the 55 single-family units would be built within one school district service area; therefore, this represents a conservative analysis. The remainder of the potential new housing was assigned to the applicable school district based on allowed density under the existing General Plan zoning designations, and the proposed zoning designations in the Bayfront Area. A breakdown of residential units proposed within each of the school districts that serve the study area and their potential impacts are discussed below.

Menlo Park City School District

As shown in Table 4.12-8, 983 residential units could result in 418 new students by the horizon year 2040.

TABLE 4.12-8 STUDENT GENERATION FOR THE MPCSD SCHOOLS IN MENLO PARK

Housing Unit Type	Housing Units	Student Generation Rate	Students
Single-Family Dwelling Units	55	0.18	10
Multi-Family Dwelling Units	928	0.44	408
Total Units	983		
			Total Students
			418

Source: City of Menlo Park 2015; Menlo Park City School District, November 2015, Enrollment Projection Study Report.

As previously shown in Table 4.12-3 above, enrollment for the 2014/2015 school year at Encinal, Laurel, and Oak Knoll Elementary schools exceeds current capacity. In contrast, Hillview Middle school enrollment is currently below capacity. As discussed above under Section 4.10.2.2, Existing Conditions, MPCSD recently underwent a series of upgrades to increase the overall capacity to approximately 2,700 students; however, current enrollment at MPCSD elementary schools continue to exceed capacity. Therefore, the added students generated by the proposed project would add to the increasing enrollment rates at MPCSD elementary schools. However, as described above in Section, 4.12.4.1, Environmental Setting, under the subheading “Existing Conditions,” the MPCSD has current plans for expansion and is in the process of opening a fourth elementary school on the district-owned O’Conner School site in 2016 to accommodate future growth in enrollment. In addition to these school improvements, the MPCSD imposes development impact fees for residential and commercial development. Because future development under the proposed project would occur incrementally over the 24-year buildout horizon and, in compliance with SB 50, would be subject to pay development impact fees that are current at the time of development, impacts related to the MPCSD would be *less than significant*.

Significance Without Mitigation: Less than significant.

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Redwood City School District

As shown in Table 4.12-9, 963 units could result in 96 new students to Taft Elementary School and 39 new students to John F. Kennedy Middle School by the horizon year 2040.

TABLE 4.12-9 STUDENT GENERATION FOR THE REDWOOD CSD SCHOOLS IN MENLO PARK

Housing Unit Type	Housing Units	Student Generation Rate (K-5)	Students
Elementary School (K-5)			
Single-Family Dwelling Units	0	0.36	0
Multi-Family Dwelling Units	963	0.10	96
Total Units	963		
Potential Total Elementary School Students			96
Middle School (6-8)	Housing Units	Student Generation Rate (6-8)	Students
Single-Family Dwelling Units	0	0.10	0
Multi-Family Dwelling Units	963	0.04	39
Total Units	963		
Potential Total Middle School Students			39

Source: City of Menlo Park, 2015; Personal communication between Ricky Caperton, Associate, PlaceWorks and Ahmad Sheikholeslami, Chief Business and Operations Officer, Menlo Park School District on November 11, 2015.

The Redwood CSD calculates student generation rates for their elementary schools and middle schools separately using different generation ratios. Thus, the potential number of students generated under the proposed project will vary depending on whether they will attend John F. Kennedy Middle or Taft Elementary Schools. For the purposes of this analysis, it was assumed that all of the potential number of students generated under the proposed project would enroll in either John F. Kennedy Middle or Taft Elementary School.

As previously shown in Table 4.12-4, enrollment rates for the 2014/15 school year at both Taft Elementary School and John F. Kennedy Middle School were below capacity. The Redwood CSD projects student enrollment rates at all the elementary and middle schools to slightly decline over the next ten years. In addition, the Redwood CSD recently updated their Facilities Master Plan; however, there are no current plans for new or expanded facilities. Therefore, the additional students generated by the proposed project would not negatively impact student enrollment rates in the Redwood CSD service area. Furthermore, as discussed above in Section, 4.12.4.1, Environmental Setting, under the subheading “Existing Conditions,” new development under the proposed project would be subject to development impact fees imposed by Redwood CSD.

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Because future development under the proposed project would occur incrementally over the 24-year buildout horizon and, in compliance with SB 50, would be subject to pay development impact fees that are current at the time of development, impacts related to the Redwood CSD would be *less than significant*.

Significance Without Mitigation: Less than significant.

Las Lomas School District

As shown in Table 4.12-10, a total of 173 units could result in 69 students by the horizon year 2040.

TABLE 4.12-10 STUDENT GENERATION FOR THE LLSD SCHOOLS IN MENLO PARK

Housing Unit Type	Housing Units	Student Generation Rate	Students
Single-Family Dwelling Units	55	0.4	22
Multi-Family Dwelling Units	118	0.4	47
Total Units	173		
Total Students			69

Source: City of Menlo Park, 2015; Personal communication between Ricky Caperton, Associate, PlaceWorks and Carolyn Chow, Chief Business Officer, Las Lomas School District on October 28, 2015.

As previously shown in Table 4.12-5, enrollment rates for the 2014/15 school year at both Las Lomas Elementary School and La Entrada Middle School exceed capacity. The LLSD projects an increase of 1,478 students by the year 2024. The LLSD indicated that it was necessary to add portable classrooms at both schools sites in order to accommodate growth in enrollment. As discussed above under in Section, 4.12.4.1, Environmental Setting, under the subheading “Existing Conditions,” the LLSD is in the process of replacing existing portable classrooms with new permanent classrooms. In addition, LLSD plans to re-design La Entrada Middle School and Las Lomas Elementary school to accommodate growth in enrollment, construction is expected to begin in 2017. In addition to these planned improvements, the LLSD imposes development impact fees on new residential and commercial development and voters within the LLSD passed bond Measure S in November 2013, which is a \$60 million bond measure that authorizes funds for building additional permanent classrooms to the District’s schools.

Because future development under the proposed project would occur incrementally over the 24-year buildout horizon and, in compliance with SB 50, would be subject to pay development impact fees that are current at the time of development, impacts related to the LLSD would be *less than significant*.

Significance Without Mitigation: Less than significant.

Ravenswood City School District

As shown in Table 4.12-11, 3,727 units could result in 2,078 new students by the horizon year 2040.

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TABLE 4.12-11 STUDENT GENERATION FOR THE RAVENSWOOD CSD SCHOOLS IN MENLO PARK

Housing Unit Type	Housing Units	Student Generation Rate	Students
Single-Family Dwelling Units	55	0.39	22
Multi-Family Dwelling Units	3,672	0.56	2,056
Total Units	3,727		
			2,078

Note: Under the proposed project 1,000 of the residential units assigned to the Ravenswood CSD could be dormitory-style units that would not accommodate families with children.
Source: City of Menlo Park, 2015; Personal communication between Ricky Caperton, Associate, PlaceWorks and Kevin Sved, Chief Business Officer, Ravenswood City School District on November 16, 2015.

As previously shown in Table 4.12-6, enrollment rates for the 2014/15 school year at both Bell Haven Elementary School and Willow Oaks Elementary School were below capacity. As discussed under section 4.12.4.1, Environmental Setting under subheading “Existing Conditions,” the Ravenswood CSD indicated that facilities are in severe disrepair and they project an increase of 3,502 students by the year 2020. The Ravenswood CSD recently prepared a Facilities Master Plan and is currently in the process of determining priorities and creating a funding plan to begin implementation. Also, the Ravenswood CSD imposes development impact fees for residential and commercial development.

Because future development under the proposed project would occur incrementally over the 24-year buildout horizon and, in compliance with SB 50, would be subject to pay development impact fees that are current at the time of development, impacts related to the Ravenswood CSD would be *less than significant*.

Significance Without Mitigation: Less than significant.

Sequoia Union High School District

As shown in Table 4.12-12, 5,483 units could result in 1,097 new students by the horizon year 2040.

TABLE 4.12-12 STUDENT GENERATION FOR THE SUHSD SCHOOLS IN MENLO PARK

Housing Unit Type	Housing Units	Student Generation Rate	Students
Single-Family Dwelling Units	55	0.39	11
Multi-Family Dwelling Units	5,428	0.56	1,086
Total Units	5,483		
			1,097

Source: City of Menlo Park, 2015; Personal communication between Ricky Caperton, Associate, PlaceWorks and Anilisa Manolache, Chief Facilities Officer, Sequoia Union High School District on December 4, 2015.

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As previously shown in Table 4.12-7 above, enrollment rates for the 2014/15 school year at Menlo-Atherton High School were just above the current capacity. As discussed in Section, 4.12.4.1, Environmental Setting, under the subheading “Existing Conditions,” the SUHSD indicated that enrollment growth is steadily increasing and that there are current plans to build a small high school in Menlo Park to accommodate enrollment growth. However, SUHSD indicated that student projections do not take into account new students generated under the proposed project and thus, would need new facilities to accommodate the growth in enrollment. The SUHSD imposes development impact fees for residential and commercial development.

Because future development under the proposed project would occur incrementally over the 24-year buildout horizon and, in compliance with SB 50, would be subject to pay development impact fees that are current at the time of development, impacts related to the SUHSD would be *less than significant*.

Significance Without Mitigation: Less than significant.

Summary

Development allowed by the proposed project would occur incrementally over the 24-year buildout horizon and would be subject to pay development impact fees, which under SB 50 are deemed to be full and complete mitigation. In addition, the proposed Land Use (LU) Element, which would be adopted as part of the proposed project, and existing Housing (H) Element, contains general goals, policies, and programs that would require local planning and development decisions to consider impacts to the environment related to adequate school services. The following General Plan goals, policies, and programs would serve to minimize potential impacts associated with adequate school services:

- **Goal LU-1:** Promote the orderly development of Menlo Park and its surrounding area.
 - **Policy LU-1.1: Land Use Patterns.** Cooperate with the appropriate agencies to help assure a coordinated land use pattern in Menlo Park and the surrounding area.
 - **Policy LU-1.5 Adjacent Jurisdictions.** Work with adjacent jurisdictions to ensure that decisions regarding potential land use activities near Menlo Park include consideration of City and Menlo Park community objectives.
 - **Policy LU-1.7 School Facilities.** Encourage excellence in public education citywide, as well as use of school facilities for recreation by youth to promote healthy living.
 - **Program LU-1.D School District Partnership.** Work with the school districts to aid in identifying opportunities for partnership with the City in promoting excellence in education and recreation at all schools serving Menlo Park residents.
- **Goal LU-4** Promote the development and retention of business uses that provide goods or services needed by the community that generate benefits to the City, and avoid or minimize potential environmental and traffic impacts.
 - **Policy LU-4.4 Community Amenities.** Require mixed-use and nonresidential development of a certain minimum scale to support and contribute to programs that benefit the community and the City, including education, transit, transportation infrastructure, sustainability, neighborhood-

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serving amenities, child care, housing, job training, and meaningful employment for Menlo Park youth and adults.

- **Policy LU-4.5: Business Uses and Environmental Impacts.** Allow modifications to business operations and structures that promote revenue generating uses for which potential environmental impacts can be mitigated.
- **Policy LU-4.7 Fiscal Impacts.** Evaluate proposed mixed-use and nonresidential development of a certain minimum scale for its potential fiscal impacts on the City and community.
 - **Program LU-4.A: Fiscal Impact Analysis.** Establish Zoning Ordinance requirements for mixed-use, commercial, and industrial development proposals of a certain minimum scale to include analysis of potential fiscal impact on the City, school districts, and special districts, and establish guidelines for preparation of fiscal analyses.
- **Goal H-4: New Housing.** Use land efficiently to meet community housing needs at a variety of income levels, implement sustainable development practices and blend well-designed new housing into the community.
 - **Policy H-4.1: Housing Opportunity Areas.** Identify housing opportunity areas and sites where a special effort will be made to provide affordable housing consistent with other General Plan policies. Given the diminishing availability of developable land, Housing Opportunity Areas should have the following characteristic:
 - f. Site development should consider school capacity and the relationship to the types of residential units proposed (i.e., housing seniors, small units, smaller workforce housing, etc. in school capacity impact areas).

Additionally, per the development regulations included in the proposed Zoning update, developers may seek an increase in floor area ratio and/or height in exchange for providing community amenities or the payment of impact fees, which could apply to improvements to school services.

Future development under the proposed project, as part of the City's project approval process, would be required to comply with existing regulations, including the General Plan policies and Zoning regulations that have been prepared to minimize impacts related to schools. The City, throughout the 2040 buildout horizon, would implement the General Plan programs that require working with school districts to promote excellence in schools, the analysis of the potential fiscal impact of development on school districts, and the relationship between new housing and school capacity. Furthermore, the implementation of proposed Zoning could help to provide additional funding to support enhanced school services. For these reasons, and because the development potential of the proposed project would occur incrementally over a 24-year period and would be subject to the mandatory payment of developer impact fees pursuant to SB 50, the adoption of the proposed project would result in *less-than-significant* impacts with respect to the need for remodeled or expanded school facilities.

Significance Without Mitigation: Less than significant.

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4.12.4.4 CUMULATIVE IMPACT DISCUSSION

PS-9	Implementation of the proposed project, in combination with past, present and reasonably foreseeable projects, would not result in less-than-significant cumulative impacts with respect to school services.
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As discussed in Chapter 4, Environmental Evaluation, of this Draft EIR, this EIR takes into account growth projected by the proposed project within the study area, Menlo Park City Limits and Sphere of Influence (SOI), in combination with impacts from projected growth in the rest of San Mateo County and the surrounding region, as forecast by the Association of Bay Area of Governments (ABAG). This section analyzes potential impacts related to schools that could occur from implementation of the proposed project in combination with reasonably foreseeable growth in the area served by the MPCSD, Redwood CSD, LLSD, Ravenswood CSD, and the SUHSD. Cumulative projects would add new students to the MPCSD, Redwood CSD, LLSD, Ravenswood CSD, and the SUHSD, in addition to those generated by development allowed by the proposed project and, which could result in the need for new or expanded school facilities. However, these cumulative projects would also be subject to compliance with the City's General Plan and the mandatory school impact fees discussed under discussion PS-8. Therefore, cumulative impacts related to school facilities would be less than significant.

The number of students generated by the proposed project in each district appears to be consistent with enrollment trends and planned school facility expansions. It is unknown exactly where school facility expansions would occur to support the cumulative increase in population. As specific school expansion or improvement projects are identified, additional project specific, environmental analyses would be required to be completed by each school district.

In conclusion, with the payment of mandatory developer impact fees as previously described, the proposed project would have a *less-than-significant* impact on school facilities.

Significance Without Mitigation: Less than significant.

4.12.5 LIBRARIES

4.12.5.1 ENVIRONMENTAL SETTING

This section describes the regulatory framework and existing conditions related to library services in the study area.

Regulatory Framework

There are no federal or State regulations pertaining to library services that apply to the proposed project.

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Local Regulations

Menlo Park General Plan

The City of Menlo Park General Plan includes goals, policies, and programs relevant to the environmental factors potentially affected by the proposed project. Applicable goals, policies, and programs are identified and assessed for their effectiveness later in this chapter under Section 4.12.5.3, Impact Discussion.

Existing Conditions

The City of Menlo Park has one public library system with two locations: The Main Library on Alma Street and the Branch Library on Ivy Drive.

The Main Branch, located at 800 Alma Street next to Menlo Park City Hall, is a 34,000 square-foot, 1-story building, expanded and remodeled in 1992, and with minor remodeling in 2010 and 2012. The library provides reader seats, computers, a meeting room, and a variety of loanable materials.

The Belle Haven Community Library, located in a 3,800 square-foot space at 413 Ivy Drive, was opened in 1999 as part of a joint venture with the Ravenswood City School District (Ravenswood CSD). This branch serves primarily the area north of US 101, especially students on the Belle Haven Elementary School campus. The library currently holds a collection of 18,000 books.⁷⁴

Collectively, the Main Branch and Belle Haven Community Libraries currently hold a collection of 165,659 books and provide access to a wide range of multi-media resources via the library website. Library patrons have access to electronic books, audio and video materials, online databases, and online journals and periodicals.⁷⁵ Both locations also provide a range of programs, such as daily children's story times, regular special programs, and a monthly adult Saturday Series, which invite speakers, authors, and performers.⁷⁶ In addition, Library patrons have access to wireless internet services and computer networks at Main Branch and Belle Haven libraries.⁷⁷ Menlo Park residents with a library card can borrow books, magazines, digital video discs (DVDs), and compact discs (CDs) from the 31 public libraries in the Peninsula Library System.

The Menlo Park Library Commission makes recommendations to the City Council regarding the operation of the Menlo Park libraries by keeping in touch with patrons and the general public; promotes the use of the libraries; reports on library activities and encourages public as well as legislative support for library services. The Menlo Park Library Commission also maintains lines of communication with the friends of the Menlo Park Library, the Menlo Park Library Foundation and Project Read-Menlo Park Literacy Partners.

⁷⁴ State Library, Public Library Survey Data (2014-15 Fiscal Year), <http://library.ca.gov/lds/librarystats.html>, accessed on February 27, 2015.

⁷⁵ Personal communication between Ricky Caperton, Associate, PlaceWorks and Susan E. Holmer, Library Director, Menlo Park Community Services on November 20, 2015.

⁷⁶ Menlo Park Library, *Programs and Events*, <http://menlopark.org/542/Programs-Events>, accessed on December 9, 2015.

⁷⁷ Menlo Park Library, *Equipment*, <http://menlopark.org/537/Equipment>, accessed on December 9, 2015.

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One of the Menlo Park Library Commission's priorities is to create a vibrant and resilient economy supporting a sustainable budget.⁷⁸

Because 62 percent of the library services are primarily funded by County property taxes, the Menlo Park Library Foundation, established in 2004, is strategic component of the Menlo Park Library's long range planning in order to keep pace with the communities growing needs. The Menlo Park Library Foundation's mission is to develop a private endowment to supplement the Menlo Park Library's resources for the enhancement of facilities, services, and programs. The Menlo Park Library Foundation actively seeks contributions from individuals, businesses, service clubs, and foundations. The financial support from the Menlo Park Library Foundation establishes an endowment to provide a stable source to supplement public funding for the Menlo Park Library. The Menlo Park Library Foundation has identified the need to expand the library building to accommodate new and changing library services and growing community needs.⁷⁹ In addition to the Menlo Park Library Foundation, the Friends of Menlo Park Library, a volunteer organization of local residents dedicated to enhancing the Menlo Park Public Library, its resources and the many services it provides to the community, works to raise funds to support the Menlo Park Library budget.^{80, 81} The financial support from the Menlo Park Library Foundation together with the Friends of the Menlo Park Library, grants, private endowments, and donations, make up the remainder of the Menlo Park Library budget.⁸²

4.12.5.2 STANDARD OF SIGNIFICANCE

The proposed project would have a significant impact related to libraries if in order to maintain acceptable service ratios or other performance objectives, the proposed project would result in the provision of or need for new or physically altered library facilities, the construction or operation of which could cause significant environmental impacts.

4.12.5.3 IMPACT DISCUSSION

PS-10	Implementation of the proposed project would not result in the need for new or physically altered library facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, or other performance objectives.
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A significant environmental impact could result if implementation of the proposed project would result in the need for new or physically altered library facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives.

⁷⁸ Menlo Park, Commissions and Committees, *Library Commission*, <http://menlopark.org/322/Library-Commission>, accessed on May 20, 2016.

⁷⁹ Menlo Park Library, *Menlo Park Library Commission*, <http://www.foundationmpl.org/about.html>, accessed on May 20, 2016.

⁸⁰ Friends of the Menlo Park Library, Friends Home, *What We Do*, <http://www.friendsmpl.org/activities.html>, accessed on May 20, 2016.

⁸¹ Menlo Park Library, *Friends of the Library*, <http://menlopark.org/414/Friends-of-the-Library>, accessed on May 20, 2016.

⁸² Menlo Park Library, *Menlo Park Library Commission*, <http://www.foundationmpl.org/about.html>, accessed on May 20, 2016.

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As described in Chapter 3, Project Description, of this Draft EIR, the proposed project would introduce new residents by the buildout horizon year 2040. These changes would likely result in an increase in the demand for library services, which could result in expansion or construction of new or physically altered libraries resulting in significant environmental impacts.

As described under Section, 4.12.5.1, Environmental Setting, under subheading “Existing Conditions,” the Menlo Park Library indicated that future expansion would be needed to accommodate future growth in Menlo Park without the project; therefore, the proposed project does not in and of itself require the expansion of the library.

General Plan buildout would occur over a 24-year horizon, which would result in an incremental increase in demand for fire protection services to be accommodated by the Menlo Park Library. The Menlo Park Library includes long-range strategies to ensure adequate library facilities are provided to sufficiently meet the demands of the existing and future residents of Menlo Park. Additionally, the increased property taxes from new development in Menlo Park that could occur under the proposed project would result in additional funding being available to the Menlo Park Library to support the provision of adequate services.

The proposed Land Use (LU) Element, which would be adopted as part of the proposed project, contains general goals, policies, and programs that would require local planning and development decisions to consider impacts to the environment related to adequate library services. The following General Plan goals, policies and a program would minimize impacts to library services:

- **Goal LU-1:** Promote the orderly development of Menlo Park and its surrounding area.
 - **Policy LU-1.1: Land Use Patterns.** Cooperate with the appropriate agencies to help assure a coordinated land use pattern in Menlo Park and the surrounding area.
 - **Program LU-1.B: Capital Improvement Program.** Annually update the Capital Improvement Program to reflect City and community priorities for physical projects related to transportation, water supply, drainage, and other community-serving facilities and infrastructure.
 - **Program LU-1.E: Assessment Districts and Impact Fees.** Pursue the creation of assessment districts and/or the adoption of development impact fees (e.g., fire impact fee) to address infrastructure and service needs in the community.
- **Goal LU-4:** Promote the development and retention of business uses that provide goods or services needed by the community that generate benefits to the City, and avoid or minimize potential environmental and traffic impacts.
 - **Policy LU-4.5: Business Uses and Environmental Impacts.** Allow modifications to business operations and structures that promote revenue generating uses for which potential environmental impacts can be mitigated.

Future development under the proposed project, as part of the City’s project approval process, would be required to comply with existing regulation, including General Plan policies that have been prepared to minimize impacts related to library services. The City, throughout the 2040 buildout horizon, would implement the General Plan programs that require the adoption of development impact fees to address

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infrastructure and service needs in the community, which could include library services. For these reasons, the adoption of the proposed project, which would introduce incremental growth over a 24-year horizon would result in *less-than-significant* impacts with respect to the need for remodeled or expanded library facilities.

Significance Without Mitigation: Less than significant.

4.12.5.4 CUMULATIVE IMPACT DISCUSSION

PS-11	Implementation of the proposed project, in combination with past, present and reasonably foreseeable projects, would result in less-than-significant cumulative impacts with respect to libraries.
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As discussed in Chapter 4, Environmental Evaluation, of this Draft EIR, this EIR takes into account growth projected by the proposed project within the study area, Menlo Park City Limits and Sphere of Influence (SOI), in combination with impacts from projected growth in the rest of San Mateo County and the surrounding region, as forecast by the Association of Bay Area of Governments (ABAG). The Menlo Park Library system is part of the Peninsula Library system, which includes libraries throughout San Mateo County. The geographic scope of this cumulative analysis is taken as the Menlo Park Library service area, which includes the study area. A significant cumulative environmental impact would result if this cumulative growth would exceed the ability of Menlo Park Library to adequately serve the service area, thereby requiring construction of new facilities or modification of existing facilities. As described under PS-10 above, the proposed project on its own does not create a need for new or physically altered facilities in order for the Menlo Park Library to provide services to its service area; however, the expansion of the library would be required to serve the increased growth potential in conjunction with other future growth accounted for by the Menlo Park Library. However, it is not known at what time over the 24-year buildout of the proposed project the need would occur, or what the exact nature of these expansion would be, so it cannot be determined what project-specific environmental impacts would occur from their construction and operation. As discussed under PS-10, the ongoing implementation of the proposed project, and the payment of property taxes that support the ability of the Menlo Park Library to provide adequate services to its service area, including the expansion of library, would minimize impacts related to library services. Additionally, the Menlo Park Library includes long-range strategies to ensure adequate library facilities are provided to sufficiently meet the demands of the existing and future residents of Menlo Park. The expansion of the existing library or the construction of a new library would occur in an existing urbanized area, which would reduce the potential for new environmental impacts. Any environmental impacts related to the expansion or construction of a library would be project-specific, and would require permitting and review in accordance with CEQA, as necessary, which would ensure that any environmental impacts are disclosed and mitigated to the extent possible. This EIR is a programmatic document and does not evaluate the environmental impacts of any project-specific development. For these reasons, the adoption of the proposed project, which would introduce incremental growth over a 24-year buildout, when considered with cumulative projects, would result in *less-than-significant* impacts with respect to the need for remodeled or expanded library facilities.

Significance Without Mitigation: Less than significant.