



# COMMUNITY DEVELOPMENT DEPARTMENT

Council Meeting Date: December 16, 2008  
Staff Report #: 08-190

Agenda Item #: F1

**REGULAR BUSINESS: Consideration of Consultant Review Committee Recommendation to Select the Consulting Firm of Perkins+Will as the Consultant for the El Camino Real/Downtown Specific Plan and Appropriate \$933,950 from the General Fund Reserve for the Consultant Services and Associated City Costs.**

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## RECOMMENDATION

Staff recommends approval of the recommendation of the El Camino Real/Downtown Specific Plan Consultant Review Committee regarding:

1. Selection of Perkins+Will to provide consultant services for the El Camino Real/Downtown Specific Plan and approval of the proposed scope of work (Attachment A);
2. Appropriation of \$933,950 from the General Fund Reserve (Attachment B).

## BACKGROUND

On July 15, 2008, the City Council unanimously accepted the El Camino Real/Downtown Vision Plan and approved the scoping and consultant procurement process for the second phase of the overall planning project, which will involve the preparation of a Specific Plan and associated Environmental Impact Report (EIR). Under California law, cities and counties may prepare Specific Plans to develop policies, programs and regulations to implement the jurisdiction's adopted General Plan. A Specific Plan can provide greater detail on a range of issues, from the adoption of broad policies to be considered when reviewing new development in a certain area to detailed land use regulations, development standards, design guidance and financing mechanisms. The Governor's Office of Planning and Research (OPR) has prepared The Planner's Guide to Specific Plans, which is available at the following location:

<http://ceres.ca.gov/planning/specific/>

In August 2008, El Camino Real/Downtown Visioning Process Oversight and Outreach Committee and the City Council each reviewed drafts of a Request for Proposal (RFP) for consultant services. The Council-approved RFP was issued on August 28 to a

selection of 10 qualified planning consulting firms and was also posted on the project web page for general review. The RFP is included as Attachment D.

## **ANALYSIS**

### **Consultant Interviews**

By the September 25, 2008 RFP deadline, the City received four proposals from the following consulting firms:

- Design, Community & Environment (DCE)
- EDAW
- PMC
- SMWM (*Perkins+Will*)

(Note: during the review process, SMWM announced an earlier-planned merger with Perkins + Will. The latter, current name is used throughout this report for clarity.)

Electronic copies of the proposals were posted on the project web page and hard copies were made available at City offices for public review. Staff reviewed the proposals for basic compliance with the requirements of the RFP and found that all adequately met the project objectives. As a result, the four firms were scheduled for interviews with the Consultant Review Committee, a seven-person group comprised of the following:

- City Council Member John Boyle
- City Council Member Richard Cline
- Planning Commissioner Vincent Bressler
- Planning Commissioner Henry Riggs
- Community Development Director Arlinda Heineck
- City Manager Glen Rojas
- Community Engagement Manager Cherise Brandell

All meetings of the Consultant Review Committee were open to the public and provided opportunities for public comment. On October 13, 2008, the Consultant Review Committee met to discuss the format of the interviews and to provide direction on the questions to be asked of each firm. On October 14, the Consultant Review Committee conducted one-hour interviews of each firm and discussed the next steps. The Consultant Review Committee directed staff to conduct additional background research and reference checks. After meeting on October 21 to review this information and discuss the proposals in more detail, the Consultant Review Committee elected to remove EDAW from consideration and to invite DCE, PMC, and Perkins+Will for second-round interviews to focus on key questions, some of which were specific to each unique proposal and some of which were more general.

On November 5 and 6, the Consultant Review Committee conducted the second-round interviews. The final interview was followed by a discussion and deliberation session, at which the Consultant Review Committee elected to recommend the selection of Perkins+Will. The Consultant Review Committee felt that Perkins+Will offered the best combination of community engagement and technical expertise to manage the Specific Plan process. In addition, at the second-round interview, Perkins+Will reduced its proposed fee from \$938,230, which had been the highest of all four firms, to a range between \$808,000 and \$828,000, comparable to the other proposals. Since the second-round interview, staff has worked with Perkins+Will to finalize certain changes to the proposed scope of work, schedule, and fee, as well as to refine the roles, responsibilities, and composition of the project working group, which is discussed in more detail in the Oversight and Outreach Committee section.

### **Proposed Scope of Work**

Per the RFP, while the accepted Vision Plan has established 12 broad and inspirational goals, the Specific Plan process will answer detailed questions, such as:

- What are the impacts? For example, what would be the traffic impacts of new development?
- What are the benefits? For example, how would tax revenue be affected by different land uses?
- Are the proposed vision plan elements financially feasible?
- What are the appropriate trade-offs between “upzoning” and public benefits?
- How should the City work with external entities such as Caltrans and Caltrain to implement the vision plan?
- What will new buildings generally look like?

The answers to these and related questions will provide the context and background needed in order to make actual regulatory and policy changes to implement the 12 goals.

The Perkins+Will proposed scope of work (Attachment A) divides the project into five primary task areas:

- Task 1 (Project Initiation) consists of preliminary tasks such as finalizing the project schedule, reviewing background materials, and establishing communication protocols.
- Task 2 (Existing Conditions Analysis and Vision Refinement) entails a detailed analysis of the opportunities and constraints of the project area. The task includes stakeholder interviews, the first Community Workshop, and one working session each with the Planning Commission and City Council.
- Task 3 (Development of a Framework, Concept Plans, Programs and Guidelines) involves the establishment of a Strategic Planning Framework for the project area, which will be used to develop preliminary concept plans that will be reviewed at the

second Community Workshop. The concept plans will then be refined and reviewed at the third Community Workshop, after which a preferred concept plan and program will be prepared. This task also includes two meetings each with the Planning Commission and City Council.

- Task 4 (Draft Specific Plan, Fiscal Impact Analysis, and Draft EIR) consists of preparing the draft regulatory and environmental review documents. This task is technical in nature and represents the longest individual task. After the release of the draft documents, Planning Commission and City Council meetings will be held during the 45-day review period.
- Task 5 (Final Specific Plan, EIR and Amendments) consists of the preparation of the final regulatory and environmental review documents, including any necessary General Plan and Zoning Ordinance Amendments. This task includes one meeting each with the Planning Commission and City Council

All tasks include regular meetings with the Oversight and Outreach Committee, which is discussed in more detail in the Oversight and Outreach Committee section.

The project is projected to formally commence in late December 2008 and conclude in October 2010. The scope includes a summary table that shows the overall schedule along with project milestones. The baseline proposal has a budget of \$830,550, including all subconsultant work. The cost is slightly higher than the \$828,000 high-end estimate given at the second-round interview, in part due to the need for the consultant to include certain EIR-related tasks that had not been specifically called out in the RFP. In addition, staff is recommending that an additional \$78,400 be appropriated at this time as a contingency for additional traffic and transportation impact analysis for the Draft EIR. Based on staff experience, the appropriate level of analysis (i.e., number of intersections and roadway segments analyzed) can vary depending on the intensity of the ultimate development program. Because the development program is not currently known and will ultimately be the product of community involvement and preliminary analysis, staff recommends that the potential for additional intersection and roadway segment analysis be included at this point, to allow the appropriate level of analysis to proceed as needed.

### **Related City Costs**

The City will not have additional costs outside the typical allocated staffing and use of community venues, but the City would be responsible for printing and mailing costs for the newsletters/postcards and meeting documents and refreshments. Staff is recommending that the City Council appropriate an additional \$25,000 for printing and mailing, meeting documents and refreshments, and contingencies. This amount is included in the recommended total appropriation of \$933,950 (baseline budget + traffic contingency + city costs).

**Oversight and Outreach Committee**

The roles, responsibilities, and composition of the Oversight and Outreach Committee (“the Committee”) have been key topics of discussion throughout the review process. Based on the Consultant Review Committee direction, Perkins+Will and staff recommend an approach that is described in more detail in the Recommendation for Project Task Force Roles and Responsibilities (Attachment C). With regard to membership, Perkins+Will and staff recommend that the overall composition of the Phase I Visioning Process Oversight and Outreach Committee be retained. The committee categories and current membership follows:

<b><u>Category</u></b>	<b><u>Member</u></b>
Parks and Recreation Commission Planning Commission Housing Commission Environmental Quality Commission Transportation Commission Bicycle Commission	Kristi Breisch Henry Riggs Elizabeth Lasensky Daniel Kocher Reginald Rice John Fox
Stanford University	Steve Elliott
Downtown/EI Camino Real Business Owner Downtown/EI Camino Real Property Owner	Kerry Hocht Lorie Sinnott
Development Community Representative	Jeff Warmoth
Downtown/EI Camino Real Area Resident Downtown/EI Camino Real Area Resident Downtown/EI Camino Real Area Resident	Tom Hilligoss Todd Temple Elizabeth Weiss
At-Large Member At-Large Member At-Large Member At-Large Member At-Large Member	Vincent Bressler Ben Eiref Katie Ferrick J. Michael Gullard Clark Kepler

The existing Visioning Process Oversight and Outreach Committee provided a good balance of opinions and backgrounds, and many Committee Members expressed an interest in serving on a similar group during the second phase of work. Retaining the bulk of the existing membership would leverage the experience and expertise developed in the first phase of work.

In order to finalize the composition of the Committee, staff and Perkins+Will recommend that the following actions be undertaken:

1. Staff canvasses individual committee members as to their interest in serving on the Committee;
2. Staff advertises a notice of potential openings (newspaper, project web page, email bulletins, etc.) for the At-Large Member, Downtown/El Camino Real Area Resident, and Development Community slots, in order to collect applications for possible vacant slots with deadline for submittal by mid-January;
3. Each Commission schedules an item on its January meeting to either reaffirm the existing representative or appoint a new representative;
4. The Chamber of Commerce and Stanford University either reaffirm their existing representative(s) or appoint new representative(s) by mid-January; and
5. After completion of Commission and independent group appointments, City Council meets mid-/late-January to reaffirm or appoint new members for At-Large Member, Downtown/El Camino Real Area Resident, and Development Community slots.

This process would follow the model of the Phase I selection process. By having the final selections, the Council would be able to ensure that the Committee is balanced with regard to affiliations or other attributes.

One particular aspect of the Committee membership that should be noted is the number of Planning Commissioners on the Visioning Process Oversight and Outreach Committee. Commissioner Henry Riggs was previously appointed as the Planning Commission's representative, and Commissioner Vincent Bressler was appointed as an At-Large Member by the City Council. These two Planning Commissioners were joined by Katie Ferrick, another At-Large member who was appointed to the Planning Commission after the conclusion of Phase I. If all are interested in serving again on the Committee, it would give the Planning Commission three representatives, which could be considered to overweight the Planning Commission's influence. At this moment, since it is unknown if all are interested in serving again, it is not necessary to conclusively address the question, but staff and Perkins+Will generally recommend that no Commission be granted more than two representatives, in order to keep the overall Committee composition balanced.

The Committee's suggested role would be both advisory and participatory in nature, to include:

- Providing content input around the community engagement activities;
- Affirming and providing input on the approach to community involvement;
- Advising and making recommendations regarding the refinement of alternatives for consideration by the community;
- Recruiting others to participate;
- Hosting meetings and other gatherings;

- Affirming and providing input on the findings of the public input activities;
- Attending and participating in public meetings and workshops; and
- Refining criteria by which the final alternative would be evaluated by other community members.

## **IMPACT ON CITY RESOURCES**

Commencement and completion of the proposed Specific Plan would require both staff resources dedicated to the project, as well as an appropriation of \$830,550 from the General Fund Reserve for consultant services, \$78,400 for transportation and traffic analysis contingency, and \$25,000 for related City costs, for a total appropriation of \$933,950. The work would take place over 21 months, and the budget would be allocated appropriately to each fiscal year.

The City Council prioritized planning work on the El Camino Real/Downtown areas during the project priorities process. Planning fee changes approved by the City Council on November 25, 2008 include overhead allocations for General Plan and Zoning Ordinance Amendments, which could be applied to this project. In addition, costs for the Specific Plan preparation could be applied directly to future development in the project area through fees, although this would require future study to allocate the costs appropriately.

The Vision Plan (Phase I) required both staff resources dedicated to the project as well as a General Fund reserve appropriations of \$176,500 for consultant services and \$50,000 related City costs (initial outreach, speaker series, printing and mailing of the project newsletters, meeting documents and refreshments, and contingencies).

## **POLICY ISSUES**

The El Camino Real/Downtown Specific Plan would result in policy clarifications or changes related to land use and transportation issues.

## **ENVIRONMENTAL REVIEW**

The Vision Plan (Phase I) was a planning study and as such was not considered a project requiring environmental review under the California Environmental Quality Act (CEQA). The Specific Plan (Phase II) will include the preparation of an Environmental Impact Report (EIR).

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Report Author

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## **PUBLIC NOTICE**

Public notification was achieved by posting the agenda, with this agenda item being listed, at least 72 hours prior to the meeting. In addition, the City has prepared a project page for the proposal, which is available at the following address:

[http://www.menlopark.org/projects/comdev\\_eocrdowntown.htm](http://www.menlopark.org/projects/comdev_eocrdowntown.htm). This page provides up-to-date information about the project, allowing interested parties to stay informed of its progress. The page allows users to sign up for automatic email bulletins, notifying them when content is updated or meetings are scheduled.

## **ATTACHMENTS**

- A. Menlo Park El Camino Real/Downtown Specific Plan Perkins+Will Scope of Work, dated December 12, 2008
- B. Resolution of the City of Menlo Park Appropriating Funds for Consultant Services and Associated City Costs for the El Camino Real/Downtown Specific Plan
- C. Recommendation for Project Task Force Roles and Responsibilities
- D. Draft Request for Proposal (RFP) for El Camino Real/Downtown Specific Plan (*RFP attachments not included*)

**Menlo Park El Camino Real/Downtown Specific Plan  
Perkins+Will Scope of Work  
12 December 2008**

**Scope of Work**

The Menlo Park Camino Real and Downtown Specific Plan is Phase II of a planning effort to improve the character and vitality of Menlo Park's major commercial corridor and downtown district. It builds upon and implements the Phase I Vision Plan developed earlier in the year. The Strategic Plan's focus is a strategic one, identifying catalytic investments and development incentives that leverage improvements and achieve the goals of the Vision Plan. It sets a planning framework for improvements along El Camino Real and in downtown Menlo Park.

The Specific Plan will build upon the area's ample assets, including the Caltrain station and downtown's pedestrian-scale, and improve overall connectivity, pedestrian orientation, and village character. The effort will engage community stakeholders throughout the planning process, helping community leaders and the general public understand the opportunities, trade-offs, and challenges of varying intensities of development and prioritize improvements in their community. The Specific Plan's EIR, integrated into the overall planning process, will identify environmental impacts, including traffic impacts, and mitigation measures to address those impacts.

Ultimately, the Specific Plan establishes a strategic planning framework, with an urban design plan and associated guidelines, for improvements along El Camino Real and in downtown Menlo Park. The EIR's purpose is to ease and expedite development and other improvements that are consistent with the Specific Plan.

The proposed Scope of Work for the Specific Plan and EIR includes the following tasks:

1. Project Initiation
2. Existing Conditions Analysis and Vision Refinement
3. Development of Framework, Concept Plans, Programs, and Guidelines
4. Draft Specific Plan, Fiscal Impact Analysis and Draft EIR
5. Final Specific Plan, Amendments and Final EIR

**Task 1: Project Initiation**

Task 1 initiates the projects, introducing the Perkins+Will team to City staff, establishing communication protocols, confirming project goals, processes, and schedule, identifying key stakeholders, and reviewing existing reports, plans and base information.

**A. Project Start-Up and Client Meeting**

The Perkins+Will team will commence the project with a kick-off meeting with the client to review and confirm project goals, overall approach, scope of work, project schedule, communication protocols, key stakeholders, the composition of the Project Task Force, meeting facility needs, and available base information. The client will be responsible for providing the Perkins+Will team with all appropriate base information, including GIS files, plans, and proposals.

As part of this effort, the Perkins+Will team and client will tour the project area, identifying and discussing opportunities and issues in the project area.

Subsequent to the meeting, Perkins+Will will set up project and communication protocols with the client and the rest of the project team.

## **B. Public Outreach Approach**

The Perkins+Will team will prepare a public outreach work plan and schedule based upon City input and the City's Community Engagement Model. This effort will specify "what" we plan to do in terms of outreach tasks, "who" we plan to engage (e.g., residents, businesses, property owners, developers/architects, schools/churches, seniors, community/civic groups, etc.), "when" we plan to conduct the various activities, and "how" we plan to execute the outreach plan. The goal will be to ensure City buy-in, both at the conceptual level and in terms of specific tools and tactics. The public outreach work plan will serve to guide the outreach process throughout the planning process. The Perkins+Will team believes that community outreach and engagement is a critical element of a successful planning effort. Consistent with the RFP, the Perkins+Will team proposes a variety of techniques for reaching and engaging the general public. The main components of the public outreach strategy methodology are:

### Community Workshops

The Perkins+Will team will plan, coordinate and staff a series of three interactive community workshops, held during the Existing Conditions Analysis and Concept Development phases of the project. These workshops will be aimed at facilitating useful community and stakeholder input, refining previous findings, shaping specific alternatives, and helping disparate community elements and stakeholders arrive at points of common agreement. The Perkins+Will team will provide up to seven experienced facilitators for the workshops, supplemented by up to two qualified city staff members as needed. Additional Perkins+Will staff beyond the budgeted seven may be provided at an additional cost to the project.

The Perkins+Will team will develop effective input methods and specific materials to be used at the workshops as well as facilitate the workshops. Meetings will be hosted at participant-convenient locations and facilities that are approved, and arranged for, by the City. The consultant team will be responsible for primary event logistics including coordinating team and City schedules and availability, preparation of supporting materials (e.g., comment cards, speaker cards, and sign-in sheets), providing refreshments, setting up room configuration, etc.

In addition to formal noticing (via newsletters, postcards, etc.), the Perkins+Will team will take extra steps to ensure sufficient attendance and participation at each meeting by conducting reminder phone calls/e-mails to stakeholders prior to the meetings, as well as providing City and community leaders with e-mail invitation/announcements in PDF form for further distribution via local resources (e.g., community/civic group e-mail lists and bulletin boards).

Live voting exercises can be explored for use during the workshops if desired. However, care must be taken to ensure that if results that are shared instantly, they are not conveyed in such a way as to imply a binding consensus was reached.

The consultant team will also compile and distribute a meeting summary for each workshop, capturing all comments and input recorded during the meetings.

### Property/Stakeholder Database

At the onset of the project, Perkins+Will team will work with City staff to transition and update the stakeholder database developed during the visioning phase. It is assumed that the City will manage the property database (for newsletter mailings) and e-mail database (for e-mail blasts to announce project events/milestones) through project completion, while Perkins+Will team will manage the stakeholder database through the final workshop. After communications have been completed following the final workshop, the Perkins+Will team will transfer the maintained stakeholder list to the City.

### Project Web Site

The outreach team will facilitate additions/improvements to the existing project Web page, with the aim of providing a thorough but orderly online resource for the public and stakeholders to access for

Specific Plan. Project materials will be posted in a categorical fashion to allow for convenient perusal. Materials may include staff reports, presentations, project schedule, public meeting summaries, outreach materials (newsletters, notices, fact sheets, etc.), maps, graphics, and other related documents.

The Web page will be promoted via all project print communications (e.g., prominently featuring the URL in project newsletters/notices/fact sheets), as well as other communications (e.g., e-mail blasts).

*Note: It is assumed the team will provide content and materials for the existing project Web page, to be up-loaded and managed by the City. If the hosting, design, and management services are desired, the team can perform those tasks at additional costs.*

#### Newsletters/Notices (and Property / Stakeholder Databases)

The outreach team will produce up to two full-size newsletters and two postcard-size notices to help keep the community engaged and regularly informed of the progress of the project, as well as to announce actions and milestone events (e.g., workshops, public hearings, etc.). It is suggested that two newsletters be specifically timed to help announce the kickoff of this phase of work and the final community workshop focusing on the preferred concept plan, while the postcards be used to announce the middle workshop and Draft EIR hearing.

The content of the newsletters will serve to educate recipients about key topics, such as the project's goals and timeline, the Specific Plan process, the various alternatives and features being considered, and the opportunities for public input.

Newsletter and noticing content can also be reproduced in the City's newsletter, and electronic versions of each newsletter and notice can be provided in PDF form for posting to the project Web page and further dissemination by stakeholders, the City, project partners, and others.

*Note: It is assumed the costs of mailing and printing the newsletters and notices will be paid for by the City. If the City prefers to have the consultant incur these costs, estimates will be provided upon request.*

#### Project Task Force Meetings

The Perkins+Will team will design and conduct up to six work sessions with the Project Task Force at critical milestones of the planning process. Composed of representative community members, the Task Force's primary tasks will be to 1) to provide advisory input and recommendations to the consultant and staff regarding the outreach process and concept plans (i.e. alternatives) and programs, and 2) reach out to other community members and help bring them into the broader planning process. The project team will work closely with the appointed Project Task Force, consistent with the attached City of Menlo Park Memo entitled "Recommendations for Project Task Force Roles and Responsibilities". The Perkins+Will team will prepare all meeting materials and prepare meeting notes summarizing major findings and directions of the Project Task Force.

#### Planning Commission Meetings / City Council Meetings

The Perkins+Will team will design and conduct work sessions and presentations with the Planning Commission and City Council. Outreach efforts will be documented and summarized in concise fashion, with the goal of demonstrating to commissioners and Council members the adequate breadth and depth of the program. The outreach team will be prepared to answer any questions regarding outreach methods, collection of input, work efforts to-date, and inclusion of representative stakeholders.

#### Survey

The Perkins+Will team will be responsible for working with the City to develop an online survey to help establish overall community opinion and/or identify areas for further discussion. An online survey is a cost-efficient and manageable tool to get feedback from stakeholders of all types. This

type of survey can be managed by mailing or e-mailing possible participants a survey link and requesting their input via an online survey that the team has created using the intelligent survey software. It can also be managed by making it available at workshops or visiting with stakeholders who may not have internet access, such as seniors.

### **C. Base Information/Map Collection and Review**

The Perkins+Will team will prepare a base map of the project area and review all relevant documents, as provided by the client. Such documents include the Phase 1 Vision Plan, the City's General Plan and Zoning Ordinance, Community Engagement Model, Comprehensive Bicycle Plan, parking studies, proposed projects for the area, GIS data regarding land use and parcel features, and other background materials. For the base map, the Perkins+Will team will use and supplement electronic base materials as prepared for Phase I. The Perkins+Will team will prepare a memorandum identifying and summarizing all relevant goals, issues, ideas, policies and programs from previous planning work, both to establish a planning foundation for subsequent work and to begin identifying appropriate tools and possible regulatory amendments for implementation of the plan.

### **Task 1 Meetings and Deliverables**

#### Meetings

- Up to 2 Client Meetings
- Downtown Tour
- 1 Project Task Force Meeting – Project Overview, Goals, Issues and Opportunities

#### Deliverables

- Revised Project Schedule and Scope of Work
- Base Map for the Project Area
- Public Outreach Approach Summary Memorandum (1 hard copy & electronic file)
- Existing Plans, Projects, and Studies Summary Memorandum (1 hard copy & electronic file)

## **Task 2: Existing Conditions Analysis and Vision Refinement**

The Perkins+Will team will analyze the project area and map existing conditions pertaining to:

- Land use and urban form;
- Circulation and transportation;
- Infrastructure and utilities;
- Environmental conditions; and
- Market conditions.

Based on the analyses, the Perkins+Will team will identify, and prepare a map of, the opportunities and constraints of the project area. The team will also conduct interviews with key stakeholders, including Stanford University, and a community workshop to understand and confirm site and project area conditions and to refine the Vision Plan prepared in Phase I. This task includes preparation of evaluation criteria, based on the goals and analyses, for use in subsequent tasks to help frame and understand various concept plans for the area.

### **A. Land Use and Urban Form**

The Perkins+Will team will conduct an extensive site investigation, and review existing documentation, to understand, map, and diagram land uses, building scale and character, street and retail character, sidewalk character and conditions, open space, encumbrances and easements, critical linkages and edges, and landmarks and other distinct features of the area. The team will pay particular attention to potential development sites and their issues and opportunities and to key missing links (both in character and connectivity) in the overall pedestrian circulation network. The analysis will include consideration of the broader area and its relationships and connections with the project area. The SWMMW team will prepare a memorandum, including diagrams and photographic documentation, summarizing the analysis.

### **B. Circulation and Transportation**

The Perkins+Will team will analyze traffic and travel patterns in the project area, including vehicular movement, the overall circulation network, and key vehicular, bicycle and pedestrian linkages (existing and “missing”).

#### Data Collection

The Perkins+Will team will analyze up to 15 study intersections, to be determined based on consultation with the City, using traffic counts provided by the City. The firm will collect the following information for transportation facilities within the project area:

- Existing and planned transit service and facility descriptions
- Locations of existing and planned bicycle and pedestrian facilities
- Existing and planned roadway geometrics and traffic controls

The Perkins+Will team will conduct field observations at all study intersections, as well as along El Camino Real and Santa Cruz Avenue. The team will compile available parking occupancy data from other studies. The location and time periods for parking counts will be determined in consultation with the City.

#### Existing Conditions Analysis and Summary

The Perkins+Will team will analyze the operations of the 15 study intersections during the AM and PM peak hour using Traffix software package. In addition to traffic operations, the team will identify the existing conditions of facilities and services related to transit, bicycling, and pedestrian activity in the study area. Gaps in each system will be noted, especially connections between the downtown area and key destinations like the Menlo Park train station and Burgess Park.

The Perkins+Will team will estimate the amount of traffic generated by approved developments in the study area, add the estimates to the existing volumes, and re-evaluate intersection operations for Cumulative conditions. Also analyzed will be projected traffic generation, vis-à-vis the possibilities of increasing ridership at the Menlo Park Caltrain station and other transit routes and the key criteria

needed in support of that. The firm will investigate with the City the appropriateness of using citywide traffic model for this task.

Parking conditions will be summarized along key segments of El Camino Real, Santa Cruz Avenue, and within the city-owned parking plazas. The projected parking requirements will be synchronized with the possibilities of transit-oriented developments around the Caltrain station and downtown. This will include a quantitative summary of parking usage and efficiency, as well as a qualitative description of the types of uses served by the parking areas.

The team will prepare a report summarizing the existing transportation conditions in the study area, using GIS-based graphics summarizing the existing transportation setting. The report will note the key transportation opportunities and constraints in the study area, focusing on east-west connectivity for all modes of travel and discontinuities in the downtown pedestrian network.

### **C. Infrastructure/Utilities**

The Perkins+Will team will analyze the project area for infrastructure capacity and constraints.

The team will review the capacity of the existing sewer, water, and storm drainage that serve the specific plan area based on information (block maps, as-built drawings, and existing studies) provided by the City. The Perkins+Will team will meet with the relative districts to discuss these capacities. The team will prepare a memorandum summarizing the capacity, opportunities, issues and constraints relating to the infrastructure and its ability to serve the area.

### **D. Environmental Conditions**

The Perkins+Will team will begin work on the Notice of Preparation of the Draft Environmental Impact Report (DEIR) and Existing Conditions (Environmental Setting) portions of the Draft Environmental Impact Report (DEIR). This effort supports the EIR process while providing potential environmental constraints to the planning team early on. The team will prepare either a summary memorandum or the Environmental Setting sections themselves for use by the planning team.

The goal of this step, as it will be throughout preparation of the Environmental Impact Report (EIR), will be to incorporate environmental constraints into the Planning process to the maximum feasible extent, such that the Specific Plan will be largely “self-mitigating,” without the need for substantial additional mitigation measures identified in the EIR. This scope assumes that an Initial Study will not be prepared, and that the City will prepare and distribute the Notice of Preparation of the EIR.

### **E. Market Conditions**

The Perkins+Will team’s existing conditions analysis will examine demographic, employment and real estate trends that will affect development in the project area for residential, retail, office, and hotel and conference center uses. This analysis will also help provide background information to assist the discussion with Stanford University regarding the Specific Plan process and key vacant/underutilized parcels on El Camino Real that are owned by Stanford. The team will prepare a memorandum summarizing:

- Demographic trends;
- Household growth and projected demand for residential units;
- Employment trends and projected demand for commercial space;
- Residential market analysis;
- Office market analysis;
- Retail market analysis; and
- Hotel and conference center market analysis.

### Demographic Trends

For this task, the Perkins+Will team will prepare an analysis of demographics and lifestyle trends of existing households in the Menlo Park residential market area. This information will be used to develop a more refined profile of potential households who might choose to live in a mixed use residential development.

Using lifestyle trend data published by Claritas, Inc., the Perkins+Will team will estimate the number of existing households within different market segments that make up the target market of potential buyers for mixed use residential units in the Specific Plan area:

- Professional singles and couples
- Households with children
- Empty nesters
- Active retirees
- Seniors

The Perkins+Will team understands that potential buyers for these units extend beyond Menlo Park and include residents of Palo Alto, Redwood City, Woodside, Portola Valley, Atherton and other communities in the market area. The team will determine the parameters of the Menlo Park residential market area in consultation with members of the local brokerage and development communities, as well as real estate market professionals.

### Household Growth and Projected Demand for Residential Units

Based on household projections from ABAG and market segment data, the Perkins+Will team will estimate the increase in the number of households in the Menlo Park market area within each market segment between 2008 and 2030. These estimates will be benchmarked against population-by-age projections for Menlo Park in order to apply adjustments to account for aging trends. The team will also develop capture rates to estimate demand for Specific Plan area mixed use units.

### Employment Trends and Projected Demand for Commercial Space

Based on job projections from ABAG, the Perkins+Will team will prepare an analysis of annual job growth for industrial, retail, financial and professional services, and health and educational services for Menlo Park from 2008 through 2030. We will apply benchmark standards for square feet per employee, as well as capture rates, to estimate future demand for office uses in the Specific Plan area.

### Residential Market Analysis

The Perkins+Will team will review recent trends in ownership and rental housing in the Menlo Park market area with focus on condominium and multi-family developments. The analysis will include data regarding rents/prices, unit types, project amenities, target markets and market absorption rates. We will conduct interviews with local developers and with planning staff in neighboring cities to obtain information about future residential development in the Menlo Park market area. This analysis will provide insight into the potential demand for units in the Specific Plan Area and will help to gauge the market position of the Downtown and Menlo Park's El Camino Real corridor relative to other parts of the market area. This analysis will also provide market data inputs for the financial feasibility and fiscal impact analyses.

### Office Market Analysis

The Perkins+Will team will profile the local market for office space, including characteristics of local competitive supply and tenants, current prices and rents, and detailed information about any recent or proposed new office development. We will conduct interviews with local business owners, developers, and planning staff at cities in the region regarding trends in new office development. Interviews with these key informants will help to assess Menlo Park's competitive position within the marketplace. Employment trends in the Highway 101 corridor that might influence the future demand for office space in Menlo Park will also be evaluated.

### Retail Market Analysis

The Perkins+Will team will also describe current retail market conditions, including lease rates and vacancy trends in Menlo Park, with particular focus on Downtown and the El Camino Real corridor. This analysis will examine challenges to Downtown and El Camino merchants, the perception of these two areas among prospective tenants and the brokerage community, as well as opportunities and obstacles to improve retail conditions in these two locations.

### Hotel and Conference Center Market Analysis

The Perkins+Will team's evaluation of the development potential of a hotel and conference center and will examine the existing inventory of hotel rooms and meeting space in the Menlo Park market area, as well as occupancy trends, average daily room rates, target market profiles, and other relevant data. In addition, the team will contact neighboring cities, planning staff at Stanford University, and hotel project sponsors in the market area to obtain detailed information for any planned or proposed hotel development, or major renovations (such as expansion of the Stanford Park Hotel), in the market area. Key informant interviews with lodging development professionals will be conducted to collect information about hotel market segments, trends in amenities, market positioning, and other factors. The analysis will include an evaluation of the competitive position of the Specific Plan area for hotel and conference center development.

### **F. Stakeholder Interviews**

As part of the analysis phase of work, the Perkins+Will team will conduct interviews with key stakeholders in the project area to introduce the process and to better understand goals, issues, and opportunities as they pertain to various constituent groups and sites. Identified in an earlier task, the stakeholders will likely include Stanford University, other major property owners and tenants, community groups, civic and downtown associations, business owners, developers, and various public agencies. The interviews will likely be scheduled over a two day period in a central location to economize on time and effort.

### **G. Opportunities and Constraints**

Based on the analyses above, including stakeholder interviews, the Perkins+Will team will prepare a memorandum, with supporting diagrams and pictures, summarizing the opportunities and constraints in the project area.

### **H. Community Workshop #1: Existing Conditions and Vision Refinement**

In collaboration with the City, the Perkins+Will will design, notice, and facilitate the first of three interactive community workshops. The focus of the workshop will be on presenting the planning process, schedule and findings from the analyses as well as presenting, confirming and refining project area goals, issues, opportunities, and the Phase I Vision. The workshop will include both a presentation and break-out sessions to more fully engage participants in project area understanding and exploration. The workshop will set the stage for development of alternative concepts and plans in subsequent tasks. A memorandum will be prepared summarizing the results of the workshop.

The City is responsible for arranging a meeting facility and notifying community members of the workshop. In consultation with the City, the Perkins+Will team will prepare workshop notices and all workshop materials.

### **I. Vision and Goals Refinement and Evaluation Criteria**

Based on the analyses, comments from the community workshop, and direction from the City, the Perkins+Will team will refine the vision and goals for the Specific Plan area. The Perkins+Will team will also prepare criteria for preparing and evaluating alternative concepts in subsequent tasks. These criteria will relate to land use, urban design, transportation and circulation, infrastructure, and market support, among others.

## **Task 2 Meetings and Deliverables**

### Meetings

- Up to 2 Client Meeting(s)
- 1 Project Task Force Meeting – Analyses, Vision, Goals
- 1 Stakeholder Interviews (scheduled over (up to) two days)
- 1 working session with Planning Commission and City Council (each)
- 1 Community Workshop

### Deliverables

- Analyses Summary Memoranda, including land use, circulation and transportation, infrastructure, environmental conditions, market analysis, and opportunities and constraints (1 copy and electronic file)
- EIR Notice of Preparation (1 copy and electronic file)
- Stakeholder Interviews Questionnaire and Associated Materials
- Public Outreach Materials, including newsletter/notice and online survey
- Workshop PowerPoint Presentation, Graphics and Materials
- Workshop Summary Memorandum (1 copy and electronic file)
- PowerPoint show for Planning Commission and City Council meetings
- Summary Memorandum of the Planning Commission and City Council meeting outcomes

### **Task 3: Development of Framework, Concept Plans, Programs and Guidelines**

Task 3 will focus on developing a Strategic Planning Framework and concept plans, programs, and guidelines. Lasting up to 6 months, the task will involve developing, reviewing and refining concept plans and strategic approach for the Specific Plan project area. The task will include working sessions with the Project Task Force, Planning Commission, and City Council and two community workshops at critical milestones in the planning process. The task will result in a preferred direction and strategic plan for El Camino Real and downtown Menlo Park, serving as the basis for the Specific Plan document.

#### **A. Strategic Planning Framework**

Based on Task 2 analyses and the revised vision and goals, the Perkins+Will team will prepare a Strategic Planning Framework, including an Urban Design plan, for the entire Specific Plan project area.

The development of a Strategic Planning Framework is a way to understand and give a cohesive and coherent structure to El Camino Real and downtown Menlo Park, to promote the transit station as a catalyst for both access and development, and allow for an integrated development strategy that can sustain short and long term improvements in the downtown area. It is the larger framework developed here that becomes the foundation for the development of the concept plans and site specific development programs for key development sites. Revised throughout Task 3, the Strategic Planning Framework will identify and prioritize key improvements and programs, realizing the vision and goals refined earlier in Task 1.

Undertaken in conjunction with Task 3B below, this effort will include:

- Working with the City, Project Task Force and community through interactive meetings and workshops to help understand priorities of development, different potentials and trade-offs of various development concepts, joint development opportunities, open spaces and their networks and public access.
- Developing an overall Strategic Planning Framework that identifies an overall vision, land use and density distribution for the project area, key development sites, integrated program and parking strategy, and linkages and gateways to connect and integrate the El Camino corridor, transit station and downtown.

As part of the Strategic Planning process, an Urban Design Framework will also be prepared focusing on the desired character of the Specific Plan project area. Such a framework will focus on the character, function and needs of the El Camino corridor and downtown district, in particular the linkages between these two areas and activity nodes and the character and needs of the public realm, pedestrian paths, and building heights and orientation that frame and structure the streets. The Urban Design Framework is comprised of and will speak to both the built form and landscape character of the project area. It will consider the changing urban fabric, land use, density, open space, connections to adjacent areas, neighborhood transitions, circulation, sustainability and streetscape issues.

#### **B. Preliminary Concept Plans and Programs**

Based on Strategic Planning Framework and the Urban Design Framework, the Perkins+Will team will prepare preliminary concept plans for the project area. In addition key development sites will be identified as part of the concept plan. Test fit alternatives will be studied for these selected sites, to understand development yields, market support, and traffic impacts, among other factors. These concepts, in turn, will inform revisions to the Strategic Planning Framework.

#### Financial Feasibility Analysis

As part of this effort, the Perkins+Will team's financial feasibility analysis will apply development cost assumptions based on market area research to determine the viability of different development prototypes. For this task, the team will prepare a static proforma analysis of up to four building types (residential, retail, office and mixed use) that will test their development feasibility within different

Specific Plan sub-areas such as Downtown, the El Camino Real corridor, east of El Camino Real (including parcels owned by Stanford University) and the train station area. This analysis will test project sensitivity to incentives such as density bonuses, as well as parking requirements and parking type (surface, structured).

The Perkins+Will team's analysis will also test the impact on project feasibility of height limits and step back requirements for multi-story building in sub-areas such as Downtown and the El Camino Real corridor (two to three stories), east of El Camino Real (three to four stories), and the train station area (three to four stories).

The El Camino Real/Downtown Vision Plan suggests that the preferred site for a hotel/conference facility is east of El Camino Real and south of Ravenswood Road. Based on data collected and development cost assumptions from industry professionals, the Perkins+Will team's analysis will examine whether this location is the optimal site for this land use.

Results from the analysis will be integrated into the development of the Specific Plan alternatives and will ensure that alternatives presented for different land uses will be based on market demand and financial feasibility. The results from this analysis will also be incorporated into the Perkins+Will team's recommendations for structuring development fees in the Specific Plan project area that will enable the City to achieve cost recovery goals and to reduce the fiscal impact of new development to the City's General Fund.

#### Concept Plans and Programs

Building on the Urban Design framework, Perkins+Will's team will prepare preliminary concept plans for the project area addressing public realm improvement, key linkages between downtown, El Camino Real, the Caltrain Station and the eastern neighborhoods and identifying key development opportunities and phasing of development.

Further based on the financial feasibility analysis and development prototypes, the Perkins+Will team will develop concept plans to understand how the development prototype, including parking, might be accommodated on selected sites. The concept plans for selected sites will be evaluated against evaluation criteria developed in Task 2.

Throughout this process, the Perkins+Will team will employ a variety of illustrative and 3D planning and design tools to explore and explain development potential and trade-offs and to inform discussion with City staff, Project Task Force, Planning Commission and the public at large. The concept plans will consider theoretical build-out under the existing General Plan and Zoning Ordinance as well as different massing and intensity scenarios.

To be developed and revised throughout Task 3, the Perkins+Will team will:

- Evaluate the concept plans and possible changes in land use intensity, consistent with the evaluation criteria prepared in Task 2, in regards to urban design considerations, circulation and parking impacts, market support, fiscal impacts, and utility constraints.
- Develop and prepare concept plans for new streetscape, gateway and open space improvements along El Camino Real and within downtown.
- Develop and prepare a multi-modal transportation circulation plan for the project area, including pedestrian connections between the train station and downtown and along El Camino Real
- Develop and prepare a companion off street parking plan for downtown
- Investigate development incentives and their relationship to public benefits

### **C. Community Workshop #2: Framework and Preliminary Plans and Programs**

The Perkins+Will will design and facilitate the second of three interactive community workshops. The focus of the workshop will be on presenting and getting reaction to the Strategic Planning Framework and preliminary plans and programs, as discussed above. The workshop will include both a presentation and break-out sessions to more fully engage participants in understanding and reacting to preliminary concept plans and programs. The workshop will set the stage for further concept and program refinements. A memorandum will be prepared summarizing the results of the workshop.

The City is responsible for arranging a meeting facility and notifying community members of the workshop. In consultation with the City, the team will prepare workshop notices and all workshop materials.

### **D. Refined Concept Plans and Programs**

Based on comments from the workshop and direction for the City, the Project Task Force, Planning Commission and City Council, the Perkins+Will team will refine the concept plans and programs. In addition, Perkins+Will's team will conduct a vehicular trips and parking demand analysis and preliminary fiscal impact analysis.

#### Vehicular Trips and Parking Demand Analysis

As part of this task, the Perkins+Will team will qualitatively compare up to three project alternatives to estimate their relative intensity with regard to new vehicle trips and parking demand. This comparison will discuss which complementary land uses will effectively reduce vehicle trips by encouraging non-auto trips, and which combinations of land uses minimize parking requirements by allowing for shared parking.

#### Preliminary Fiscal Impact Analysis

As part of this task, the Perkins+Will team will estimate the fiscal impact at build-out of up to three refined concept plans. This preliminary analysis will use a per capita cost basis to estimate the incremental General Fund costs to the City for providing services to the Specific Plan area. This will include estimates for General Fund operating expenditures such as General Government, Police Services, Fire Services, Public Works, Library and Recreation Services, and Community Development. This preliminary analysis will also provide revenue estimates for Property Taxes, Real Property Transfer Taxes, Sales Taxes and Transient Occupancy Taxes and other General Fund revenue sources.

### **E. Community Workshop #3: Refined Plans and Programs**

The Perkins+Will team will design and facilitate the third of three interactive community workshops. The focus of the workshop will be on presenting and getting reaction to the refined concept plans and programs. The workshop may include both a presentation and break-out sessions to more fully engage workshop participants. The workshop will result in an understanding for a preferred direction for a concept plan for the El Camino corridor and downtown. A memorandum will be prepared summarizing the results of the workshop.

The City is responsible for arranging a meeting facility and notifying community members of the workshop. In consultation with the City, the Perkins+Will team will prepare workshop notices and all workshop materials.

### **F. Preferred Concept Plan and Program**

Based on comments from the workshop and direction from the City, the Project Task Force, Planning Commission and City Council, the team will prepare the preferred concept plan and programs for El Camino Real and downtown. The preferred concept plan will serve as the basis for the preparation of Design Guidelines and the Specific Plan document.

## **G. Design Guidelines**

The Perkins+Will team will prepare Design Guidelines for the private and public realms. The design guidelines will “implement” and reinforce the preferred concept plan, providing direction to private and public entities making improvements in the area. The guidelines will speak to building massing, placement and orientation, ground floor treatment, parking, landscape treatment, and streetscape and sidewalk improvements. The guidelines will be folded in the Specific Plan document.

As part of this task, the team will make final revisions to the Strategic Planning Framework.

### **Task 3 Meetings and Deliverables Summary**

#### Meetings

- Up to 6 Client Meetings
- Up to 3 Project Task Force Meetings
- Up to 2 days of Stakeholder Meetings
- Up to 2 Planning Commission Meetings
- Up to 2 City Council Meetings
- Up to 2 Community Workshops

#### Deliverables

- Strategic Planning Framework, outlining key development sites, market based program proposals for the sites, key overall transportation and parking strategies, linkages, connections, and streetscape improvements within the project area, and an Urban Design Framework (1 hard copy and electronic file)
- PowerPoint presentation, graphics and handouts, as needed, for Project Task Force, Stakeholder, Planning Commission, and City Council meetings
- Meetings Summary Memoranda
- Public Outreach Materials, including newsletter/notice and online survey for two workshops
- Workshop PowerPoint Presentation graphics and materials for two workshops
- Workshop Summary Memorandum for two workshops (1 copy and electronic file)

#### **Task 4: Draft Specific Plan, Fiscal Impact Analysis, and Draft EIR**

In Task 4, the Perkins+Will team will prepare the Draft Specific Plan, fiscal impact analysis, and Draft Environmental Impact Report. The task allows for two reviews by City staff before being released for public comment.

##### **A. Draft Specific Plan**

The Perkins+Will team will prepare a Draft Specific Plan for review by City staff and the general public. The Specific Plan will incorporate the preferred concept, programs, and guidelines prepared in the previous task. As necessary, the Specific Plan will include supporting plans, diagrams, sketches, and pictures to convey, illustrate and amplify Specific Plan content.

Consistent with State law and the RFP, the Specific Plan will include:

- Goals
- Planning Process and Outreach Approach
- Land Use and Urban Design
- Transportation, Circulation, and Parking
- Design Guidelines for the Private and Public Realms
- Development Incentives/Density Bonuses for Public Benefits
- Market Study
- Infrastructure Plan
- Strategic Planning Framework and Implementation Measures

The implementation chapter of the Draft Specific Plan will include an outline of actions and next steps to be undertaken by the City in order to achieve the Specific Plan goals. The chapter will include appropriate funding sources for each action, the party who should be responsible for implementation, and the likely phasing or strategic priority for the action as well as a matrix of proposed implementation tools for funding proposed Specific Plan projects.

The proposed schedule allows for two reviews by City staff before going public. One set of consolidated comments will be submitted by the City to the Perkins+Will team after each review of the Administrative Draft documents.

##### **B. Fiscal Impact Analysis**

The Perkins+Will team will prepare a fiscal impact analysis that assesses projected revenues and costs to the City's General Fund and other agencies that will be generated by new development within the Specific Plan Area under the Preferred Concept Plan and Program. The analysis will project costs and revenues over a 20-year period on a net annual and cumulative basis.

Prior to preparing the year-by-year fiscal impact analysis, Perkins+Will's team will work with the City's finance department staff to perform a baseline fiscal assessment that measures current sales tax and property tax generation, as well as other General Fund revenue sources, within the Specific Plan Area. (Completion of this task requires the City to provide sales tax and property tax revenue data for the Specific Plan Area.) The team will also work with City staff and department heads (Police, Fire, Public Works, Community Development, Finance, Library, and Parks and Recreation, etc.) to estimate the current General Fund costs that are generated within the Specific Plan Area.

After establishing the fiscal baseline data, the Perkins+Will team will quantify, on a year-by-year basis, the impact of development under the Preferred Concept Plan and Program within the Specific Plan Area on revenues and expenditures of the City's General Fund and on other agencies. The analysis will also identify potential capital or other one-time costs triggered by the Preferred Concept Plan and Program. This study will estimate the number of additional residents and employees generated within the Specific Plan Area by the Preferred Concept Plan and Program, and will estimate the property tax, sales tax, transient-occupancy tax, and other major revenue sources to the City's General Fund and other agencies. Through interviews with staff in the City's major

departments (Police, Fire, Public Works, Community Development, Finance, Library, and Parks and Recreation, etc.), the team will evaluate and quantify the expected impacts to each department. In addition to providing annual cost and revenue data over a 20-year period, SE's study will include cumulative impacts to the City's General Fund and other agencies.

### **C. Draft EIR**

We assume that the following environmental issues will not require additional original research, but rather that Perkins+Will's team will draft the applicable EIR sections based on either existing research or technical analysis prepared as part of other aspects of the Specific Plan process: Traffic, Circulation, and Parking; Public Services and Utilities; Hazardous Materials (to be prepared based upon review of existing studies); and Geology, Soils, and Seismic Safety (to be prepared based upon review of existing studies). Finally, we anticipate that aspects of the Market Analysis and Fiscal Study prepared during the planning process will be incorporated, as applicable, into the Population and Housing section of the EIR.

Each issue area in the EIR will evaluate both project-specific and cumulative impacts, with the cumulative analysis based upon approved and/or foreseeable future development in Menlo Park and nearby areas that, in combination with the proposed project, could result in significant cumulative impacts to which the project would make a considerable contribution. Identification of cumulative development will be undertaken in consultation with City staff and/or their designees. The cumulative impact analysis will identify the relevant geographic area for which future development is considered for each topic area. For each environmental issue, the EIR will also identify mitigation measures for any significant impacts identified in the analysis of project and/or cumulative impacts.

#### Project Description

The proposed project will be described in text, tabular, and graphic forms that rely upon text and documents provided by the Planning team.

#### Environmental Issues

##### *Land Use, Plans and Policies*

The properties on El Camino Real and Santa Cruz Avenue are currently zoned for Central and General Commercial uses [C-4(ECR) and C3]. Properties surrounding Downtown and near the Civic Center are predominantly zoned for multi-family buildings (R3), and properties farther away from El Camino Real are zoned for lower-density residential uses. Also, Planned Development Districts are mapped over the train station area and on properties near Glenwood Avenue. Some of the goals of the Vision Plan are to expand housing and cultural opportunities in the train station area, to encourage mixed uses in the train station area and along Santa Cruz Avenue and the El Camino Real corridor, and to redevelop vacant and underutilized lots—possibly including a hotel with conference facilities if they are determined to be feasible and necessary. The Perkins+Will team will describe and generally map existing land uses in the Specific Plan area and discuss and evaluate the compatibility of newly planned use with existing nearby uses. The EIR will analyze anticipated displacement of existing uses in the Plan area, if any, and describe any relocation plans, policies, and/or objectives. The EIR will also discuss the project's consistency with the Menlo Park General Plan, the Affordable Housing Action Plan, and other relevant plans and policies (in accordance with Section 15125[b] of the CEQA Guidelines) and note any inconsistencies between the proposed project and applicable local planning policies.

##### *Transportation*

The purpose of this analysis will be to evaluate the potential impacts of the proposed project on the surrounding transportation system and to identify improvements to mitigate those impacts where feasible. Given the Specific Plan's location along El Camino Real, a major north-south route along the peninsula, transportation concerns are particularly acute. In recognition of this challenge, one Vision Plan objective is to standardize the cross-section lane and parking configurations of the street, where possible. As noted above, the technical analysis in support of the transportation section of the EIR

will be undertaken by Perkins+Will's team as part of the Planning process during the concept development phase of the project. During the EIR process, the team's transportation engineering/planning staff will conduct a critical peer review of the impact analysis and will prepare the EIR section on the basis of the technical analysis (as revised following the peer review). Perkins+Will's team will present the data, analysis, and impact determinations in the context of CEQA requirements. The team will identify appropriate mitigation measures for any significant effects revealed by the analysis.

#### *Optional Task*

As an optional task, contingent on the intensity of the ultimate development program, the Perkins+Will team will analyze an additional 15 intersections and 15 roadway segments as a part of the DEIR, for a total of 30 study intersections and 15 study roadway segments. These locations will be analyzed as described in the preceding section. The traffic operations at these locations will be analyzed under Existing and Cumulative Conditions both with and without the project. Mitigation measures will be developed and tested as needed, and the effect of the mitigation measures on service levels will be documented. The additional study locations will be added to the Transportation Impact Study, and will be evaluated at the same level of detail as the other study locations, which includes an evaluation of the feasibility of the proposed mitigation measures and the effect of capacity enhancements on non-auto modes of travel. We have budgeted for the collection of weekday AM and PM turning movement counts at 15 intersections and 24-hour roadway segment counts at 15 locations as a part of this task. This optional task assumes that the City's Traffix file will need some modification, including the addition of new intersections or roadway connections, changes to lane geometries or signal timings, and updates to traffic volumes.

#### *Transportation Impact Study (TIS)*

As part of this effort, a Transportation Impact Study (TIS) of the preferred alternative will be prepared that meets the criteria of the City of Menlo Park and Caltrans, to be used in the preparation of the circulation section of EIR. The TIS will evaluate the following scenarios and address potential impacts to traffic operations, transit service, bicycle activity and pedestrian activity.

- Existing With Project Conditions
- Cumulative No Project Conditions
- Cumulative With Project Conditions

The Perkins+Will team will analyze the above scenarios for the 15 study intersections for the AM and PM peak hours. Potential conflicts with existing and/or planned facilities will be identified as part of this study, and methods to minimize or reduce deficiencies will be identified.

Impacts will be identified by comparing the analysis results to the significance criteria of the appropriate jurisdiction. It is envisioned that new pedestrian and bicycle facilities will be incorporated into the Specific Plan so that it will be self-mitigating from a pedestrian and bicycle perspective. For significant impacts, Perkins+Will's team will propose mitigation measures to improve the level of significance. Potential mitigation measures for El Camino Real include three alternative cross-sections: four lanes with parking, six lanes (no parking), and four lanes with parking and parking lanes converted to travel lanes during peak periods. Each mitigation measure will identify the specific action necessary, responsibility for implementation, and expected level of significance after mitigation. In addition, we will identify any impacts to parking utilization, transit operations, and pedestrian and bicycle circulation that would result from each El Camino cross-section alternative.

Approved and funded transportation network improvements will be included in the Cumulative scenario as appropriate. The forecast year for Cumulative Conditions will be determined in concert with the City and project team, and future year volume forecasts will be developed using either the City's model or the C/ CAG Regional Travel Demand Model. Validation and calibration of the models to match conditions in the study area are not included in this scope of work, and would be conducted as an additional service if needed.

The impact analysis will also include an evaluation of expected parking conditions at build-out of the Specific Plan. The parking demand for Specific Plan uses will be calculated using the City's Zoning Code, ITE's Parking Generation, ULI's Shared Parking, and surveys of similar sites where appropriate. This section will include an evaluation of the opportunity for shared parking, where complementary uses can use the same parking facility due to different peak demand characteristics. We will discuss the effect of the specific plan on parking in adjacent neighborhoods, and will recommend measures such as neighborhood permit parking programs to prevent parking intrusion into surrounding neighborhoods as appropriate. Additionally, this section will include a review of the relevant parking policies and programs in place in the Specific Plan area, and will recommend changes such as metered parking zones, which could improve the efficiency and usability of the parking system.

As a part of this task, we will prepare an estimate of the change in vehicle miles traveled (VMT) due to the project for use in air quality modeling for greenhouse gas emissions estimation in the EIR. The VMT estimates will be prepared using the net new daily trips generated by the project and average trip lengths in the area.

#### *Air Quality, Health Risk, and Greenhouse Gases*

The Perkins+Will team will describe the regional and local air quality setting and the current air quality management efforts that may have an effect on the project. The team will also identify sensitive air pollutant receptors in the proposed project vicinity. Using the URBEMIS model to estimate future criteria air quality emissions from the proposed post-reclamation development, we will identify whether the air quality emissions attributable to the project would exceed Bay Area Air Quality Management District (BAAQMD) significance criteria for oxides of nitrogen (NO<sub>x</sub>), reactive organic gases (ROG), particulate matter (PM-10 and PM-2.5), and carbon monoxide (CO). In accordance with the BAAQMD CEQA Guidelines, Perkins+Will's team will examine up to three locations near congested roadways for potential CO hotspots. Given the project area's inclusion of the Caltrain mainline and Menlo Park station, the team will conduct a screening-level health risk assessment to evaluate potential long-term health risk due to emissions of diesel particulate from Caltrain and Union Pacific Railroad (UPRR) operations and to residents and others in the Specific Plan area. It should be noted that the Caltrain electrification project, currently under design and anticipated to begin construction in 2011, would convert the Caltrain mainline between San Francisco and San Jose from the current diesel-electric locomotive power source to a fully electric rolling stock.

Although diesel-powered locomotives of the UPRR could continue to share the tracks, electrification of Caltrain would reduce pollution along the route, including through Menlo Park. The Perkins+Will team will incorporate into its research and discussion any relevant conclusions of the Draft Environmental Impact Report for the electrification project. The team will quantify the estimated emissions of greenhouse gases at a program level, identify potential incentives (such as LEED credits) to reduce the project's emissions of greenhouse gases, and identify practical, feasible mitigation measures for air quality impacts identified for the project.

#### *Noise*

The Perkins+Will team will describe and discuss existing major noise sources in the vicinity of the project area based on information available from the city's General Plan Noise Element and field reconnaissance, and will summarize applicable noise regulations, policies, and standards. Current major noise sources are traffic along El Camino Real and the Caltrain line running along the eastern edge of the project area. As described above, the ongoing Caltrain electrification project would reduce noise levels over the long term. We will incorporate into its research and discussion any relevant conclusions of the Draft Environmental Impact Report for the electrification project. We will identify the noise-sensitive land uses and activities near the Specific Plan area—possibly including the Civic Center, Menlo College, or the existing Linfield Oaks and Stanford Park residential neighborhoods—and roads that would receive traffic from the Specific Plan land use. The team will also evaluate potential future operational noise levels along El Camino Real and Santa Cruz Avenue on both existing and proposed future sensitive receptors and other land uses. Based on applicable laws, policies, and regulations, the team will

develop significance criteria to be applied to the impact analysis and will then assess the level of impact based on the identified significance criteria and the noise modeled for the project. Perkins+Will's team will identify feasible, appropriate noise mitigation measures to avoid or reduce any adverse impacts.

#### *Aesthetics*

A goal of the Vision Plan is to maintain the village character unique to Menlo Park by incorporating into the Strategic Plan building design standards, a balance of active and passive green spaces, and strategically placed gateways to the City and to Downtown. Additionally, the Vision Plan seeks to ensure that development along El Camino Real is sensitive to the adjacent residential context, as evidenced by the desire to "step-down" the height of the new 3- and 4-story buildings near adjacent residential development. Perkins+Will team will describe short, medium, and long-range views of the project site, using photographs, as an aid to the presentation. Important view corridors will be identified, and the existing visual character of the Specific Plan area will be described. The impact analysis will describe changes in the visual environment that would result from project implementation in terms of objective descriptive categories used to characterize the setting. To evaluate effects of development that could result from implementation of the Plan, visual simulations (photomontages), prepared as part of the Planning process, will be used to portray potential changes in views and visual character from selected viewpoints. The EIR will also discuss project consistency with applicable design standards and guidelines in Menlo Park, as well as with applicable General Plan policies.

#### *Biological Resources*

The Perkins+Will team will review and verify any existing biological studies relating to the project area, and will consult the California Natural Diversity Data Base, as well as California Native Plant Society publications. We will obtain additional information on any special status species, communities of concern, and permit requirements through consultation with biologists at the U.S. Fish and Wildlife Service Endangered Species Office and the California Department of Fish and Game, and will describe the extent of natural communities present on-site. Classification of these communities will follow that set forth by Holland (the standard reference in California), and will note any communities of special concern because of their rarity, sensitivity, importance as wildlife habitat, or potential to support special status species. Perkins+Will's team will summarize and evaluate federal, state, and local policies and regulations as they pertain to biological resources in the area, and, based on the above subtasks, will determine any significant impacts and identify a mitigation program to minimize them.

#### *Hazardous Materials*

Uses on El Camino Real and at other locations, such as former auto dealership sites and service station sites, may have contaminated some properties in the planning area. On the basis of available studies, Perkins+Will's team will characterize contamination conditions for the planning area and will summarize currently required remedial actions necessary to achieve regulatory cleanup goals to support appropriate land uses proposed as part of the Planning effort. For any residual contamination that will remain in place, the team will identify mitigation measures for inclusion in the Specific Plan and any residual risk management plans that may be required for the planning area.

#### *Geology, Soils, and Seismic Safety*

The Perkins+Will team will develop a site-specific geologic and seismic setting, relying upon published reports and maps available through the California Geological Survey and United States Geological Survey, as well as other existing reports available from the City. Based on the available data, we will provide an overview of the geologic setting, identify pertinent geotechnical conditions at the site, and identify any geologic hazards such as expansive soils, and settlement due to undocumented fill. On the basis of available information, we will analyze potential impacts and identify mitigation measures to address significant hazards and constraints.

#### *Hydrology and Water Quality*

The Perkins+Will team will review the City's information on the local stormwater management system and discuss storm flows and drainage, as well as relevant information prepared on utility capacity developed by the Planning team. The team will characterize the overall quality of current stormwater runoff based on available data and existing conditions, describe transport of existing pollutants in the local watersheds, and discuss likely water quality of site runoff based on the anticipated specific plan development and changes in total area of impervious surfaces and alteration of land use. Although redevelopment of vacant parcels would increase the total area of impervious surfaces, the implementation of envisioned new public and semi-public plazas and parks at Middle Avenue, the train station, and other locations could serve to reclaim currently paved surfaces. The team will also discuss the general effects of urban development on stormwater quality, and will identify appropriate best management practices for effective stormwater quality protection and their applicability to the proposed project.

### *Public Services and Utilities, and Recreation*

Information on capacity of local utilities (water, wastewater, stormwater, and electricity and natural gas), and necessary upgrades thereto to support the proposed uses called for in the Specific Plan will be summarized for inclusion in the EIR from analysis prepared by BKF engineers for the Specific Plan constraints analysis. The Perkins+Will team will work with City staff to contact appropriate representatives of applicable City departments and other service providers, including the Menlo Park Fire District, Menlo Park Police Department, Menlo Park Elementary School District and Sequoia Union High School District, Allied Waste Services (solid waste hauling), and the City of Menlo Park Community Services Department, which maintains the City's public parks and recreational facilities. Additional information regarding some of these facilities may also be provided as part of the Planning process. In conjunction with representatives of the applicable agencies and providers, the team will describe existing facilities and services provided and evaluate the ability of these departments and providers to adequately serve the anticipated population (residential and employee) of the Specific Plan area. Demand factors (e.g., water use, student generation rates, etc.) will be those provided by the Specific Plan engineer or other team members, the City, and/or the relevant service provider or, if not available in this way, will be standard factors such as those from U.S. Census data or other published reports that provide generally acceptable information. The EIR will identify whether any new facilities, the construction of which could result in physical impacts, would be required, as well generally as the future adequacy of utilities services. The EIR will also identify any applicable mitigation measures.

### *Population, Housing, and Employment*

The Perkins+Will team will describe existing population, housing, and employment in the Specific Plan area based upon U.S. Census data and other published reports, including documentation that may be provided by the City of Menlo Park. The data will include information as to racial, ethnic, and economic aspects of the population, including the Linfield Oaks, Felton Gables, and Stanford Park neighborhoods, as well as current conditions and trends in the local housing market. Based in part on information generated by the Market Analysis, as well as on the Specific Plan land use program, in combination with Menlo Park's Affordable Housing Action Plan, the EIR will describe anticipated changes in population and employment, including the number and type of jobs associated with the proposed project, and will generally identify any changes that might be anticipated with respect to existing residential or commercial land uses, including any potential displacement that might result from implementation of the Specific Plan, as well as any relocation component, if applicable, in the Plan. The EIR will also discuss whether the Specific Plan would be expected to induce further growth, and if resulting secondary effects would be anticipated.

### *Cultural Resources*

The Perkins+Will team will conduct background research that will include a review of published literature relevant to the project area to identify any previously recorded or suspected cultural resources, such as the existing train station's designation as a California State Landmark. The team will review files of the Menlo Park Historical Association and the Northwest Information Center (NWIC) at Sonoma State University. In addition, the Native American Heritage Commission and appropriate Native Americans will be consulted to determine whether traditional properties occur in the project area, given evidence of the Ohlone Indian civilization has been unearthed both along the San Francisquito Creek and in nearby Woodside. Any previously recorded paleontological resources will be identified through map review at the Museum of Paleontology, UC Berkeley. Perkins+Will's team will review any previously prepared historical resources reports and information available from the City concerning potential historical resources in the Specific Plan area and vicinity. The team will identify any potentially significant impacts of Specific Plan development on archaeological and paleontological resources and will identify mitigation measures to avoid such impacts or reduce them to less-than-significant levels, as feasible.

### *Agricultural and Mineral Resources*

The project site is not located on land designated for agricultural use or that is underlain with mineral resources. Both topics will be discussed briefly in the EIR with supporting evidence to demonstrate that the project would not result in a significant impact.

### *Alternatives*

As required by CEQA Guidelines Section 15126.6(a), an EIR shall describe a reasonable range of alternatives to a project, including an “environmentally superior” alternative and a “no project” alternative. The alternatives will be formulated in conjunction with the Specific Plan team and the City to help decision-makers consider comparative effects of alternatives to those of the proposed project. Up to four alternatives will be considered, including the “no-project” alternative and up to three “build” alternatives; because the Specific Plan would be centered around the location-specific Downtown, train station, and El Camino Real and Santa Cruz Avenue corridors, it is not anticipated that an off-site alternative will be considered. (Development and analysis of additional alternatives may be included as an optional task.) As anticipated under the CEQA Guidelines, the description of alternatives and the analysis of their impacts will be presented in less detail than is the case with the preferred Specific Plan project. The narrative discussion of each alternative will consist of two subsections: a description of each alternative, which will describe the uses, intensities, and design concept of each alternative, and analysis of environmental impacts of each alternative, which highlight the major differences between the impacts of the proposed project. A matrix or other tabular form may be used to present this comparison.

### DEIR Preparation and Publication

The proposed schedule assumes that one Administrative Draft EIR (ADEIR) will be prepared for review by City staff and members of the Specific Plan team.

Following receipt of a single, consolidated and non-contradictory set of comments on the ADEIR, the Perkins+Will team will prepare a Screen-check Draft for staff review and acceptance prior to publication of the DEIR.

## **Task 4 Meetings and Deliverables Summary**

### Meetings

- Up to 8 Client Meeting(s)
- Up to 1 Project Task Force Meeting
- Up to 1 Planning Commission Meetings/Hearings
- Up to 1 City Council Meetings/Hearings

### Deliverables

- Up to 2 Admin Drafts of the Specific Plan (1 copy and electronic file)
- 1 Draft Specific Plan (1 copy and electronic file)
- 1 Draft and 1 Final Fiscal Impact Analysis – (1 copy and electronic file)
- Up to 2 Admin Drafts of the EIR (1 copy and electronic file)
- 1 Draft EIR (1 copy and electronic file)

## **Task 5: Final Specific Plan, EIR and Amendments**

In Task 5, the Perkins+Will team will prepare the Final Specific Plan, the related General Plan and Zoning Ordinance Amendments and the Final EIR. The task allows for two reviews by City staff before final approval actions.

### **A. Final Specific Plan**

Based on public comment and direction from City Staff, the Perkins+Will team will prepare the Final Specific Plan.

The proposed schedule allows for one review by City staff before final adoption. The final Specific Plan will build on and incorporate the consolidated set of comments, submitted by the City to the team after review of the Administrative Final document.

### **B. Zoning and General Plan Amendments**

The Perkins+Will team will determine the necessary regulatory approval for bringing the Specific Plan through adoption and ensuring consistency with the General Plan, the Zoning Ordinance and other regulatory documents, as necessary. The task will include working with City staff to strategize on potential changes to existing regulatory documents, writing General Plan and Zoning amendments, writing staff reports for the amendments and attending public hearings. The amendment will be presented for a recommendation at a hearing before the Planning Commission and at a hearing before the City Council.

### **C. Final EIR and Project Approval**

The Perkins+Will team will review comments received from public agencies (including any responsible agencies) and members of the public, and will, if appropriate, meet with City staff and other members involved in the Specific Plan to discuss approaches to responding to comments. The Perkins+Will team will prepare responses to all comments that address the adequacy of the Draft EIR, relying, as appropriate, on technical expertise and analysis of the members of the Specific Plan team that served as resources in preparation of the Draft EIR. These will inform the changes and revisions to be incorporated in the Final EIR.

#### Final EIR Preparation and Publication

The Perkins+Will team assumes that one Administrative Final EIR (AFEIR) will be prepared for review by City staff and members of the Specific Plan team. Following receipt of a single, non-contradictory set of comments on the AFEIR, the Perkins+Will team will prepare a Screen-check Draft for staff review and acceptance prior to publication of the FEIR. This scope assumes that the FEIR will consist of the Responses to Comments on the DEIR, the comments themselves, and any necessary revisions to the text of the DEIR (as a separate chapter of the FEIR), but that the DEIR itself will not be republished with the text changes included.

#### Project Approval

In consultation with City staff, the Perkins+Will team will prepare the EIR Certification Motion, the Mitigation Monitoring Program, and the CEQA Findings and Statement of Overriding Considerations, as necessary, to accompany the vote to approve the project.

## **Task 5 Meetings and Deliverables Summary**

### Meetings

- Up to 3 Client Meeting(s)
- Up to 1 Planning Commission Meetings/Hearings (1)
- Up to 1 City Council Meetings/Hearings (1)

### Deliverables

- 1 Admin Final Specific Plan (1 copy and electronic file)
- 1 Final Specific Plan (1 copy and electronic file)
- 1 Draft and 1 Final Zoning and General Plan Amendments (1 copy and electronic file)
- 1 Admin draft of Final EIR (1 copy and electronic file)
- 1 Final EIR (1 copy and electronic file)
- 1 EIR Certification Motion, Mitigation Monitoring Program, and CEQA Findings and Statement of Overriding Considerations, as necessary (1 copy and electronic file)
- PowerPoint Show, Presentation Graphics and Handouts, as needed, for Planning Commission, and City Council meetings

**Menlo Park El Camino Real/Downtown Specific Plan, EIR and Amendments  
Perkins+Will Fee Proposal - SUMMARY  
12 December 2008**

	TOTAL	
	Hours	\$
<b>Task 1: Project Initiation</b>	347	\$49,102
Includes the following Meetings/Workshops:		
- Up to 2 Client Meetings		
- 1 Task Force Meeting		
<b>Task 2: Existing Conditions Analysis and Vision Refinement</b>	1420	\$190,818
Includes the following Meetings/Workshops:		
- Up to 2 Client Meetings		
- 1 Task Force Meeting		
- 1 set of Stakeholder Interviews		
- 1 Working Session with the Planning Commission		
- 1 Working Session with the City Council		
- 1 Community Workshop		
<b>Task 3. Development of Framework, Concept Plans, Programs and Guidelines</b>	1595	\$233,690
Includes the following Meetings/Workshops:		
- Up to 6 Client Meetings		
- Up to 3 Task Force Meetings		
- 1 set of Stakeholder Meetings		
- Up to 2 Working Sessions with the Planning Commission		
- Up to 2 Working Sessions with the City Council		
- 2 Community Workshop		
<b>Task 4. Draft Specific Plan, EIR and Fiscal Impact Analysis</b>	1737	\$232,121
Includes the following Meetings/Workshops:		
- Up to 8 Client Meetings		
- 1 Task Force Meeting		
- Up to 1 Working Session with the Planning Commission		
- Up to 1 Working Session with the City Council		
<b>Task 5. Final Specific Plan, EIR and Amendments</b>	673	\$89,469
Includes the following Meetings/Workshops:		
- Up to 3 Client Meetings		
- 1 Planning Commission Meeting/Hearing		
- 1 City Council Hearing/Meeting		
<b>TOTAL LABOR</b>	<b>5771</b>	<b>\$795,200</b>
<b>Expenses</b>		\$35,350
<b>GRAND TOTAL</b>	<b>5771</b>	<b>\$830,550</b>

**Expenses Include:**

Printing/Reproduction  
Presentation Graphics  
Workshop Materials, Handouts, Refreshments, Boards, Deliveries, etc.  
Communications, Computer, Postage, Delivery  
Travel Expense  
Parking Occupancy Surveys  
EIR - Hazardous Materials Records Search  
EIR - Equipment Use (noise meter, camera)

**Expenses Exclude:**

Printing and Postage for Mailings  
Workshop/Facility Rental

**Menlo Park El Camino Real/Downtown Specific Plan, EIR and Amendments  
Perkins+Will Fee Proposal - DETAIL BY FIRM  
12 December 2008**

	Perkins+Will		Strategic Economics		Fehr & Peers		ESA		HDR Hoyt		BKF		Matt Raimi	
	Hours	\$	Hours	\$	Hours	\$	Hours	\$	Hours	\$	Hours	\$	Hours	\$
<b>Task 1: Project Initiation</b>	162	\$22,440	4	\$630	22	\$3,700	24	\$3,094	68	\$9,350	34	\$4,280	0	\$0
<b>Task 2: Existing Conditions Analysis and Vision Refinement</b>	316	\$43,500	155	\$18,100	244	\$36,040	298	\$34,760	169	\$20,340	76	\$11,130	0	\$0
<b>Task 3. Development of Framework, Concept Plans, Programs and Guidelines</b>	848	\$124,420	285	\$35,980	28	\$5,560	0	\$0	76	\$9,670	50	\$6,530	0	\$0
<b>Task 4. Draft Specific Plan, EIR and Fiscal Impact Analysis</b>	536	\$68,480	121	\$15,850	284	\$40,320	660	\$84,130	0	\$0	34	\$5,660	0	\$0
<b>Task 5. Final Specific Plan, EIR and Amendments</b>	320	\$41,000	0	\$0	52	\$7,800	146	\$17,680	0	\$0	0	\$0	104	\$14,000
<b>Meetings</b>														
City Staff (up to 20)	108	\$18,900	8	\$1,260	20	\$3,400	16	\$2,452	20	\$3,000	8	\$1,504	8	\$1,100
Project Task Force (up to 6)	62	\$11,140	0	\$0	16	\$2,560	4	\$680	0	\$0	0	\$0	0	\$0
Stakeholders (including Stanford) (up to 2 sets)	80	\$13,360	10	\$1,500	0	\$0	0	\$0	0	\$0	0	\$0	0	\$0
Planning Commission (up to 5)	48	\$8,760	4	\$630	8	\$1,640	0	\$0	0	\$0	0	\$0	0	\$0
City Council (up to 5)	48	\$8,760	4	\$630	8	\$1,640	0	\$0	0	\$0	0	\$0	0	\$0
Community Workshops (3)	112	\$19,880	0	\$0	16	\$2,200	0	\$0	48	\$5,760	0	\$0	0	\$0
	458	\$80,800	26	\$4,020	68	\$11,440	20	\$3,132	68	\$8,760	8	\$1,504	8	\$1,100
<b>TOTAL LABOR by FIRM</b>	2640	\$380,640	591	\$74,580	698	\$104,860	1148	\$142,796	381	\$48,120	202	\$29,104	112	\$15,100
<b>TOTAL LABOR</b>	<b>\$795,200</b>													
<b>TOTAL EXPENSES</b>	<b>\$35,350</b>													
<b>GRAND TOTAL</b>	<b>\$830,550</b>													

**Additional Services: Workshop Facilitator**

Additional Workshop Facilitator 8 \$760

**Additional Services: Traffic Counts/EIR Analysis**

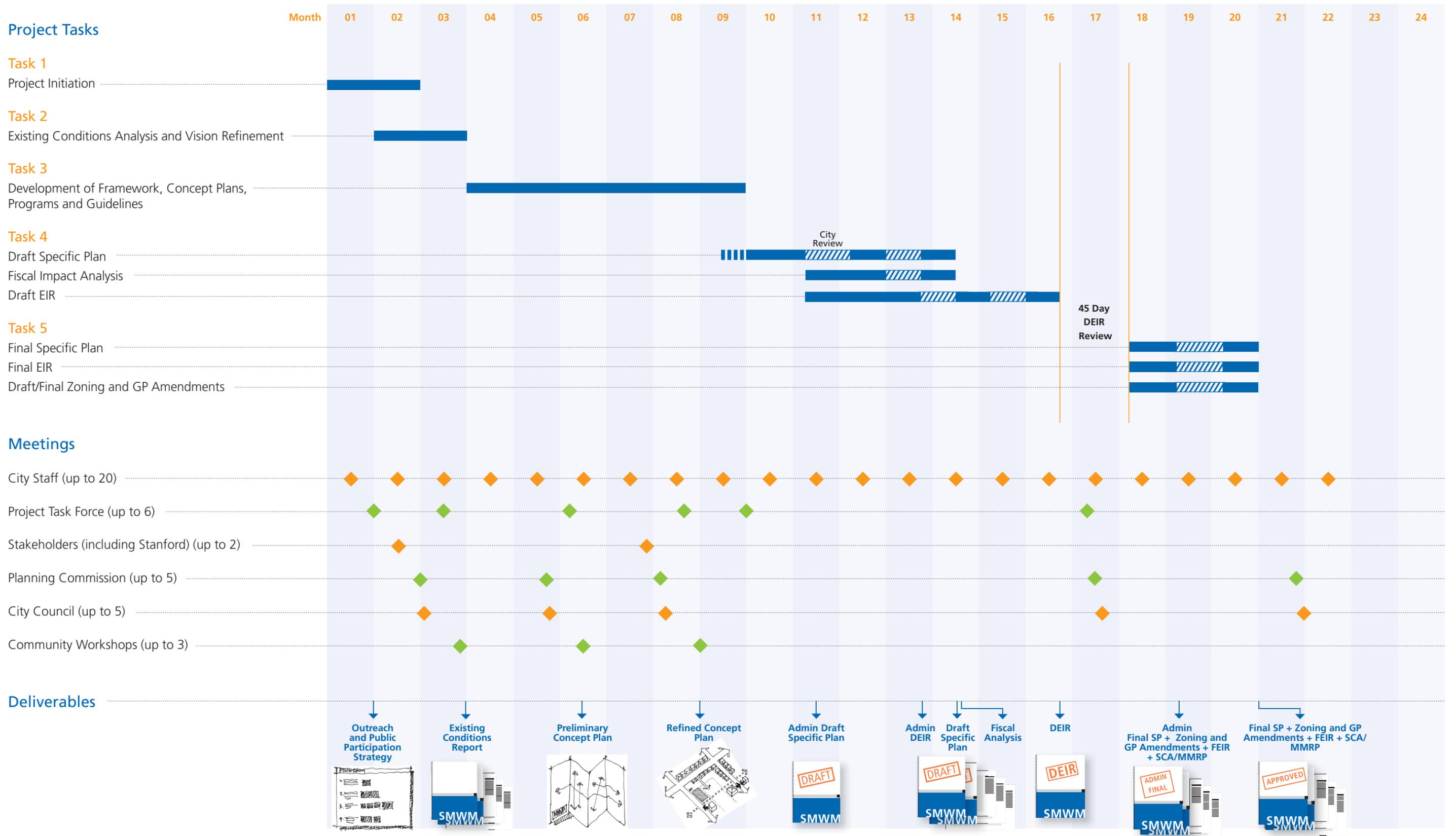
Traffic Counts and Analysis for an Additional 15 Intersections and 15 Roadway Segments

- Labor	436	\$61,840
- Expenses *		\$14,000
- Perkins+Will Support	16	\$2,560
	<b>452</b>	<b>\$78,400</b>

\* Expenses include AM and PM peak period traffic counts at 15 intersections and 24-hour traffic counts at 15 roadway segment locations

# Menlo Park El Camino Real/Downtown Specific Plan, EIR and Amendments - Proposed Project Schedule

## Perkins + Will - Revised 13 November, 2008



**ATTACHMENT B**

**RESOLUTION NO. \_\_\_\_\_**

**RESOLUTION OF THE CITY OF MENLO PARK APPROPRIATING FUNDS  
FOR CONSULTANT SERVICES AND ASSOCIATED CITY COSTS FOR THE  
EL CAMINO REAL/DOWNTOWN SPECIFIC PLAN**

The City of Menlo Park, acting by and through its City Council, having considered and been fully advised in the matter and good cause appearing therefore,

BE IT AND IT IS HEREBY RESOLVED by the City Council of the City of Menlo Park that the City Council does hereby approve an appropriation of \$933,950 from the General Fund Reserve in Fiscal Year 2008-2009 to fund consultant services and associated City costs for the El Camino Real/Downtown Specific Plan.

I, MARGARET S. ROBERTS, City Clerk of the City of Menlo Park, do hereby certify that the above and foregoing Resolution was duly and regularly passed and adopted at a meeting by said Council on December 16, 2008, by the following vote:

AYES: Council Members:

NOES: Council Members:

ABSENT: Council Members:

ABSTAIN: Council Members:

I further certify that the foregoing copy of said Resolution is a true and correct copy of the original on file in the office of the City Clerk, Civic Center, Menlo Park, California.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the Official Seal of said City, this \_\_\_\_ day of \_\_\_\_\_, 2008.

---

MARGARET S. ROBERTS, City Clerk



# MEMORANDUM

**Date:** December 16, 2008

**RE:** Recommendations for Project Task Force Roles and Responsibilities

As part of the Phase II Specific Plan process, the Menlo Park City Council should approve the formation of a Specific Plan Oversight and Outreach Committee (“the Committee”). The Committee should operate with the following primary tasks:

1. Provide advisory input and recommendations to the consultant and staff regarding the outreach process and concept plans (i.e. alternatives) and programs; and
2. Reach out to other community members and help bring them into the broader planning process through participation in the Community Workshops and other visioning activities.

## **Committee Composition**

The Committee should consist of 18 community members, appointed either by a designated group (such as a City Commission) or by the City Council. In the chart below, the categories of membership are listed in the first column. The second column shows the specific members who filled each seat in the last phase of planning (Phase I) as the Visioning Process Oversight and Outreach Committee. The objective continues to be to get a balance of interests represented and to create a setting in which effective participation occurs and voices are heard.

The Committee categories and current membership follows:

<u>Category</u>	<u>Member</u>
Parks and Recreation Commission Planning Commission Housing Commission Environmental Quality Commission Transportation Commission Bicycle Commission	Kristi Breisch Henry Riggs Elizabeth Lasensky Daniel Kocher Reginald Rice John Fox
Stanford University	Steve Elliott
Downtown/EI Camino Real Business Owner	Kerry Hocter
Downtown/EI Camino Real Property Owner	Lorie Sinnott
Development Community Representative	Jeff Warmoth
Downtown/EI Camino Real Area Resident	Tom Hilligoss
Downtown/EI Camino Real Area Resident	Todd Temple
Downtown/EI Camino Real Area Resident	Elizabeth Weiss
At-Large Member	Vincent Bressler
At-Large Member	Ben Eiref
At-Large Member	Katie Ferrick
At-Large Member	J. Michael Gullard
At-Large Member	Clark Kepler

The Committee will conduct up to six meetings during the course of the Specific Plan work, all open to other community members. All materials presented at the Committee meetings will be available on the project web site. The meetings will provide an opportunity for Committee Members to discuss outreach efforts, as well as to review and comment on past project tasks/events and the plans for upcoming project work. The Committee will also work to increase turnout at the project events by posting flyers, sending messages to various private email groups, and informally promoting the project.

## **Committee Charge**

The Committee's suggested role would be both advisory and participatory in nature, to include:

- Providing content input around the community engagement activities;
- Affirming and providing input on the approach to community involvement;
- Advising and making recommendations regarding the refinement of alternatives for consideration by the community;
- Recruiting others to participate;
- Hosting meetings and other gatherings;
- Affirming and providing input on the findings of the public input activities;
- Attending and participating in public meetings and workshops; and
- Refining criteria by which the final alternative would be evaluated by other community members.

## **Committee Members and Appointment Process**

Staff recommends the makeup of the Committee remain consistent with the makeup from Phase I, as the group worked well representing the important constituencies needing engagement in the process. Assuming that some Phase I Committee members will choose to continue through Phase II, this would also maintain consistency and retain group memory that will increase group efficiency.

Accordingly, staff recommends the Committee's Commission representatives be reaffirmed or reappointed at the next possible meeting; Council appointments be reaffirmed or reappointed at the next possible meeting and that other stakeholder groups (Stanford, Chamber, Downtown business owners) be asked to reaffirm or reappoint at their earliest possible convenience. In the case of Phase I members who decline to participate for Phase II, staff would facilitate a process to post Committee vacancies and request applications from the community. Attention should be paid to achieving a balance of interests and a reasonable representation of Menlo Park residents from the area and the broader city, and to consideration of how many Planning Commission members should reasonably serve on the committee.

In order to finalize the composition of the Committee, staff and Perkins+Will recommend that the following actions be undertaken:

1. Staff canvasses individual committee members as to their interest in serving on the Committee;
2. Staff advertises a notice of potential openings (newspaper, project web page, email bulletins, etc.) for the At-Large Member, Downtown/EI Camino Real Area Resident, and Development Community slots, in order to collect applications for possible vacant slots with deadline for submittal by mid-January;

3. Each Commission schedules an item on its January meeting to either reaffirm the existing representative or appoint a new representative;
4. The Chamber of Commerce and Stanford University either reaffirm their existing representative(s) or appoint new representative(s) by mid-January; and
5. After completion of Commission and independent group appointments, City Council meets mid-/late-January to reaffirm or appoint new members for At-Large Member, Downtown/El Camino Real Area Resident, and Development Community slots.

This process would follow the model of the Phase I selection process. By having the final selections, the Council would be able to ensure that the Committee is balanced with regard to affiliations or other attributes.

One particular aspect of the Committee membership that should be noted is the number of Planning Commissioners on the Visioning Process Oversight and Outreach Committee. Commissioner Henry Riggs was previously appointed as the Planning Commission's representative, and Commissioner Vincent Bressler was appointed as an At-Large Member by the City Council. These two Planning Commissioners were joined by Katie Ferrick, another At-Large member who was appointed to the Planning Commission after the conclusion of Phase I. If all are interested in serving again on the Committee, it would give the Planning Commission three representatives, which could be considered to overweight the Planning Commission's influence. At this moment, since it is unknown if all are interested in serving again, it is not necessary to conclusively address the question, but staff and Perkins+Will generally recommend that no Commission be granted more than two representatives, in order to keep the overall Committee composition balanced.

### **Committee Expectations and Norms**

The Specific Plan Oversight and Outreach Committee will fill an essential role in the development of the El Camino Real / Downtown Specific Plan. Working in partnership with the consultant team, Council subcommittee and staff, the Committee will help ensure that the community engagement process is substantive, welcoming and creative, and includes information sharing with the public. Staff suggests all Committee members agree to the following norms and expectations:

As a Phase II Specific Plan Oversight and Outreach Committee member I agree to:

- Serve as a sounding board for plan ideas;
- Serve as a liaison to my respective constituencies or the community at large, faithfully representing these constituencies even when my personal preferences may be in conflict;

- Promote participation in community engagement events to my constituencies and to the community at large and be responsible for reporting out on these activities at meetings;
- Attend meetings of the Committee and public planning events;
- Do my best to achieve Committee consensus on community engagement process elements and serve as a strong voice for process implementation;
- Do my best to achieve consensus on refinement of plan alternatives and consider the broad range of community interests that need to be reflected in them;
- In the event that consensus on decisions of the Committee is not possible, unresolved recommendations will be sent to the Planning Commission for review/recommendation and City Council for final resolution; and
- Use the Phase I vision as the continuing guide for community-based criteria for success.

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# Request for Proposal (RFP) for El Camino Real/Downtown Specific Plan

Issued: August 28, 2008

Proposals Due: September 25, 2008

## Section 1: Background

### About Menlo Park

The City of Menlo Park is a general law city located on “The Peninsula”, between San Francisco and Oakland on the north and San Jose on the south. The City enjoys easy access from both US-101 and Interstate 280, as well as a direct connection to the East Bay via the Dumbarton Bridge. The City borders the communities of Atherton, Redwood City, Woodside, East Palo Alto, and Palo Alto, as well as unincorporated San Mateo County lands. In addition, the City is adjacent to Stanford University, along the City’s southeastern border. As estimated by the Association of Bay Area Governments (ABAG) in *Projections 2007*, the City in 2005 was home to a total of 30,700 residents and 25,880 jobs. The City’s residential neighborhoods are complemented by a number of active commercial areas, most notably the El Camino Real and Sand Hill Road corridors, the central downtown district along Santa Cruz Avenue, and the M-2 industrial district near Bayfront Expressway and US-101.

### Project History

*Please note: detailed information and materials are available on the project web page:  
[http://www.menlopark.org/projects/comdev\\_ecrdowntown.htm](http://www.menlopark.org/projects/comdev_ecrdowntown.htm)*

At the City Council workshop on January 6, 2007, the Council identified a goal to set a clear long-term plan for the El Camino Real and Downtown areas. The study area and existing zoning districts are shown in the attached maps. To achieve this goal, the Council agreed that a broad and inclusive community visioning process (Phase I) was needed prior to creation of a Specific Plan, Zoning Ordinance Amendment, or equivalent implementation strategy (Phase II). The two-phase structure was intended to allow for a full range of outcomes, including the potential for only limited changes to the existing regulations, as well as to allow for the potential use of a different consulting firm in Phase II, if different skill sets for different types of work were required.

From the latter part of 2007 through July 2008, the City and the consulting firm of Design, Community & Environment (DCE) guided the community visioning phase. The visioning process consisted of extensive public outreach and participation, including events such as walking tours, educational forums, and community workshops. An 18-person advisory body,

the El Camino Real/Downtown Visioning Process Oversight and Outreach Committee, provided input on the process and reached out to encourage participation by the broader community, supplementing other publicity sources such as a regular citywide newsletter and email updates.

After Planning Commission and preliminary City Council review, the City Council formally accepted the Vision Plan on July 15, 2008 and approved a scoping and consultant procurement process for Phase II. The final Vision Plan is attached and is also available at the following location:

[http://www.menlopark.org/departments/pln/ecr-d/ecr-d\\_vision-plan\\_final.pdf](http://www.menlopark.org/departments/pln/ecr-d/ecr-d_vision-plan_final.pdf)

At the core of the Vision Plan are the 12 goals meant to serve as guiding principles as the City moves forward with a detailed plan:

1. Maintain a village character unique to Menlo Park.
2. Provide greater east-west, town-wide connectivity.
3. Improve circulation and streetscape conditions on El Camino Real.
4. Ensure that El Camino Real development is sensitive to and compatible with adjacent neighborhoods.
5. Revitalize underutilized parcels and buildings.
6. Activate the train station area.
7. Protect and enhance pedestrian amenities on Santa Cruz Avenue.
8. Expand shopping, dining and neighborhood services to ensure a vibrant downtown.
9. Provide residential opportunities in the Vision Plan Area.
10. Provide plaza and park spaces.
11. Provide an integrated, safe and well-designed pedestrian and bicycle network.
12. Develop parking strategies and facilities that meet the commercial and residential needs of the community.

The 12 goals are complemented by objectives that add context and detail, as well as by a conceptual illustrative diagram and artistic perspective renderings. These elements are intended to reflect community comment and to provide a foundation and starting point for Phase II. The objectives may potentially be modified as long as the changes are in the spirit of the accepted goal statements.

### Phase II Objectives

While the accepted Vision Plan has established the 12 broad and inspirational goals, the Phase II Specific Plan process will answer detailed questions, such as:

- What are the impacts? For example, what would be the traffic impacts of new development?
- What are the benefits? For example, how would tax revenue be affected by different land uses?
- Are the proposed vision plan elements financially feasible? For example, how would potential public improvements such as a new parking garage be funded? Similarly, how

feasible would private development be, given factors such as land values?

- What are the appropriate trade-offs between “upzoning” and public benefits?
- How should the City work with external entities such as Caltrans and Caltrain to implement the vision plan?
- What will new buildings generally look like?

The answers to these and related questions will provide the context and background needed in order to make actual regulatory and policy changes to implement the 12 goals. The Phase II process will meet the high standard of public outreach and participation set by Phase I. The process will continue to engage a wide range of community members, including those who may not currently be involved in civic activities. In addition, the Community Engagement Model currently being developed by the City will be reviewed for potential incorporation into the public input process. In order to allow the consultant an opportunity to help shape the community engagement process, the scope of work below provides general objectives along with certain key specific tasks.

The final product will be an adopted Specific Plan and related General Plan and Zoning Ordinance amendments, and an approved Environmental Impact Report (EIR). These final products will be informed by detailed impact/benefit analysis, and will be the result of continued community involvement and participation. The consultant should strive to build trust with the community, and should set up the Specific Plan process to ensure that all work products, including intermediate summaries/reports, accurately represent the community opinion. Key dissenting/alternate opinions should be noted, along with the basis for why they were not included in a final recommendation.

## **Section 2: Scope of Work**

### Ongoing Tasks

The following tasks should be incorporated into all of the individual phases, as needed.

- *Working Group*: A task force to regularly review the progress of the project and provide input to the consultant and staff within a public forum, as well as to provide outreach to the broader community. Please state clearly your recommendations for the membership of the task force, with consideration of residents, elected/appointed officials, staff, and other stakeholders, and whether the body would have jurisdiction over process, content, or both, along with the basis for the recommendations. The consultant may consider the potential for one or more working groups with various focuses such as process oversight, policy, and/or technology.
- *Project Web Site*: Expand or supplement the existing project page to provide all relevant information about the project, including: staff reports, presentations, meeting materials, project schedule, and related documents.
- *Newsletter*: Regular print and electronic newsletters to inform the community of the progress of the project. Printing/mailing may be handled directly by the City.
- *City Council Outreach*: Regular individual or group meetings with the City Council to review the progress of the project and to provide input.
- *Planning Commission Outreach*: Regular individual or group meetings with the Planning

Commission to review the progress of the project and to provide input.

- *Discussion and Coordination with Stanford University:* Several key vacant/underutilized parcels along the southern portion of El Camino Real are owned by Stanford University (some of the parcels are encumbered by long-term ground leases). The process should continue to engage Stanford University in the overall planning project.
- *Identification of Opportunities for Accelerated Implementation:* While the project is intended to result in a comprehensive plan, the consultant should be prepared to identify and enable opportunities for parallel processing of project elements as well as earlier implementation of key elements, if appropriate.

### Task 1: Project Start-Up

Conduct preliminary administrative tasks, such as review of the Vision Plan, General Plan, Zoning Ordinance, Community Engagement Model, Comprehensive Bicycle Plan, parking studies, and other background materials. Meet with staff to discuss issues such as the project goals, opportunities and constraints, information needs, roles and responsibilities, and expectations. Develop final project work plan and schedule, and discuss facilities needs and other logistical issues.

### Task 2: Vision Refinement

This task shall include community outreach through the Ongoing Tasks and additional activities such as:

- *Community Workshops:* Interactive public events that help community members reach common ground on key issues;
- *Daytime Outreach:* Supplements to the community workshops that reach groups (such as seniors and parents of young children) that may have difficulty making evening events. Daytime Outreach activities may take place in districts other than the Downtown and El Camino Real area;
- *Stakeholder Interviews:* Interviews with key stakeholders, such as: residents, business and property owners, architects, developers, community activists, and public officials;
- *Survey:* A mail, internet, phone, and/or intercept survey to help establish community opinion and/or identify areas for further discussion;
- *Live Voting Exercises:* Possibly as part of workshops, daytime outreach, or other activities, consider exercises that involve live voting and instant review of the results; and
- *Other Activities:* The consultant should include other activities that would provide the opportunity for an informed and meaningful community dialog.

Develop a range of detailed scenarios that would implement the general goals of the Vision Plan. Scenarios would include variations on elements such as building sizes and forms, as well as different kinds of land uses. Conduct preliminary analysis of the scenarios with regard to metrics such as the following:

- Environmental impacts, such as traffic/transportation and climate change;
- Fiscal impacts, such as revenue from various types/intensities of new development

and costs to provide services, as well as analysis of possible financial assistance or public/private partnerships that might be required for implementation;

- Market feasibility, exploring the market demand for specific land uses;
- Relationship between development incentives/density bonuses and public benefits; and
- Other criteria as developed by the community.

The scenarios should be compared against both the existing conditions and a theoretical build-out under the existing General Plan and Zoning Ordinance. Conduct community outreach to review and discuss the results of the preliminary analysis. The review and discussion of the scenarios shall be informed by objective analysis and clear visuals. Consider incorporating tools that allow for variations to be developed and visualized during meetings (such as live 3D computer programs or 'block' exercises that visually relay site layout and building massing options).

Based on the results of the community outreach, refine the scenarios and conduct additional preliminary analysis as needed. Through community outreach, develop preferred scenario for detailed analysis in next stage. Multiple revisions and analysis may be needed to reach preferred scenario. The preliminary scenarios may focus on certain geographic and/or topic areas, if this would benefit the vision refinement process, although the preferred scenario should represent a comprehensive plan.

### Task 3: Development of Draft Specific Plan, Fiscal Impact Analysis, and Draft Environmental Review

Develop a Draft Specific Plan for the preferred scenario including, at a minimum, the following elements:

1. Goals
2. Description of Planning Process
3. Land Use
4. Transportation and Circulation
5. Parking
6. Design Guidelines
7. Study of Development Incentives/Density Bonuses for Public Benefits
8. Detailed Market Study
9. Infrastructure Plan
10. Implementation Measures

Following preparation of the Draft Specific Plan, prepare a Fiscal Impact Analysis to assess the projected revenues to the City and other agencies derived from the project and the costs for providing services to the project over a 20-year period in a net annual and on a cumulative basis. Additionally, the Fiscal Impact Analysis will establish a baseline of current revenue generation from the project area and evaluate the potential impacts of the proposal on that revenue generation. Simultaneous with the preparation of the Fiscal Impact Analysis, prepare a Draft Environmental Impact Report to assess the environmental impacts of the Draft Specific Plan.

Task 4: Development and Adoption of the Final Specific Plan, Related General Plan and Zoning Ordinance Amendments, and Final Environmental Impact Report (FEIR)

Conduct community outreach (following the model of some or all of Task 2 activities) following the preparation of the Draft Specific Plan, Fiscal Impact Analysis and Draft Environmental Impact Report. Based on the results of the community outreach, prepare the Final Specific Plan, related General Plan and Zoning Ordinance amendments and Final Environmental Impact Report. Prepare for and hold one Planning Commission hearing and two City Council hearings to review and take the necessary approval actions.

**Section 3: Proposal Content**

Cover Letter

Please begin with a letter introducing your firm and summarizing your general qualifications and an executive summary of your specific approach to completing the requested visioning process. This section should indicate the length of time for which the proposal is effective (minimum of 60 days).

Work Program

Please provide a detailed plan for the services to be provided. Identify any tasks that City staff are expected to complete.

Schedule

The proposal shall include a preliminary project schedule that identifies milestones and completion dates by task from the beginning through formal review and adoption of the Specific Plan by the City Council. Initial project work should commence in October 2008.

Budget and Fees

The consultant should provide a fee estimate, on a task-by-task basis. The proposal shall include a spreadsheet identifying personnel, hourly rates, project responsibilities, and estimated amount of time expected for each task, expressed in person-hours. The proposed budget is to be presented as not-to-exceed, with all overhead/expenses included in the figure. The consultant should outline the terms of payment, based on monthly billings to the City.

Key Personnel

Names of key personnel, their respective titles, experience, and periods of service with the firm. Please clearly identify the primary contact for the proposal. If sub-consultants will be used, include details for these team members in this section.

### Availability

A brief statement of the availability of key personnel of the firm to undertake the proposed project.

### Project list

List of related projects completed by the firm, along with relevant background information (*maximum of 10 examples*). For projects that were completed by a team of consultants, please clarify the specific contribution of your firm.

### References

Names and telephone numbers of persons whom the agency can call for references regarding the firm's past performance, preferably on similar projects.

## **Section 4: Selection Process**

Please submit nine (9) bound copies, one (1) unbound, single-sided copy on standard-weight paper (no heavy-weight paper or tabbed dividers), and one (1) CD-R including a PDF copy of your full proposal at your earliest convenience, but no later than **Thursday, September 25, 2008** at 5:00 p.m. to:

Thomas Rogers, Associate Planner  
Community Development Department  
City of Menlo Park  
701 Laurel Street  
Menlo Park, CA 94025

Proposals will be reviewed by a six-person committee comprised of the following:

- City Council Member John Boyle
- City Council Member Richard Cline
- Two Planning Commissioners to be appointed by the Planning Commission
- Community Development Director Arlinda Heineck
- City Manager Glen Rojas
- Community Engagement Manager Cherise Brandell

The review committee will conduct interviews during the first two weeks of October 2008 with the intent of providing a single recommendation for the review and approval of the full City Council at a public meeting in late October 2008. The consultant interviews will be public meetings at which public comment will be permitted, and copies of the proposals will be made available to interested members of the public.

## Section 5: Attachments

- [El Camino Real/Downtown Vision Plan](#)
- [El Camino Real/Downtown Study Area](#)
- [Zoning Map and General Plan Land Use Diagram – Sheet 3](#)
- [Draft Community Engagement Model](#)

*If you have any questions during the preparation of your proposal, please contact Thomas Rogers, Associate Planner, by phone at (650) 330-6722 or by email at [throgers@menlopark.org](mailto:throgers@menlopark.org).*

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