



MEMORANDUM

DATE: October 9, 2013

TO: Transportation Commission

FROM: Planning Division
Transportation Division

RE: **Discuss and Potentially Provide Direction on the Request to Abandon the Burgess Drive Reserved Right-of-Way as Part of the SRI, International Campus Modernization Project**

RECOMMENDATION

Staff recommends that the Transportation Commission discuss and potentially provide direction on:

- SRI, International's (SRI) request to abandon the Burgess Drive Reserved Right-of-Way (ROW); and
- Staff's recommendation regarding the potential for an alternative future reserved ROW for non-motorized transportation.

BACKGROUND

The applicant, SRI, seeks to redevelop its existing research campus located at 333 Ravenswood Avenue. The project site is approximately 63.2 acres in size, and generally bound by Laurel Street to the west, Ravenswood Avenue to the north, Middlefield Road to the east and the Burgess Drive ROW to the south (with El Camino Real considered to be running in the north-south direction). Proposed redevelopment of the site includes the following key elements:

- Building replacement with no net new square footage beyond the existing approximately 1,380,332 square feet;
- Increased employee count to a maximum of 3,000 employees;
- Increased on-site landscaping;
- Continued implementation of the Transportation Demand Management (TDM) program;
- Reconfigured site access; and
- Reduced on-site parking.

Redevelopment of the campus is anticipated to be completed incrementally over an approximate 25-year timeframe, which would allow the campus to remain operational for the duration of the site redevelopment. The land use entitlement process for the project is not anticipated to be complete until early 2015, but critical elements of the project are being discussed at this time to confirm that the project is viable as currently designed.

One such critical project element is the requested abandonment of the reserved ROW for the extension of Burgess Drive to the eastern terminus of the project site (for purposes of this reference, El Camino Real is considered to run in the north-south direction). Burgess Drive currently terminates adjacent to the City Corporation Yard and an emergency vehicle access point at the southwest corner of the SRI Campus. The extension of Burgess Drive along the southern end of the SRI Campus was previously shown in the City's 1974 General Plan (formerly known as the Comprehensive Plan). The 1975 Conditional Development Permit approval for the SRI Campus included a requirement that SRI make an offer of dedication for the City to extend Burgess Drive. A Parcel Map recorded in 1979 shows this dedication, which is 30 feet in width when adjacent to the USGS campus, and 60 feet in width when fully contained on the SRI Campus. This dedication is illustrated on the Attachment A. The 1994 update of the General Plan eliminated the proposed extension of Burgess Drive, but SRI's offer of dedication remains in place. SRI would like to abandon the reservation of future ROW for consistency with the General Plan, to ensure that campus security and operations are not critically impacted, which would occur if the campus were bifurcated, and due to the presence of approximately 17 heritage trees within the reserved right-of-way.

Previous staff reports, which provide more detailed background information, project plans, and information related to the environmental review process, are available for review on the City-maintained project page accessible through the following link:

http://www.menlopark.org/projects/comdev_sri.htm

ANALYSIS

To help clarify the intent and need for the requested abandonment of the reserved ROW for the extension of Burgess Drive, the applicant has provided a document describing the basis for their request, which is included as Attachment B. In summary, three key issue areas necessitate this request:

1. **Security**: Compliance with complex and varying requirements of SRI's clients requires detailed security planning, which starts with a secure campus perimeter. Under current and reasonably foreseeable future conditions, SRI could not meet its security requirements were it to provide public access through the campus.
2. **Physical Site Constraints**: Fencing off the reserved ROW portion of the campus would physically divide the campus, and as a result, would present safety risks to

bicycles and pedestrians (when heavy equipment, cars, trucks and emergency vehicles would need to cross the pedestrian and bicycle access way), compromise facility safety and security, increase travel time between office and research buildings and isolate researchers. In addition, bicycle and pedestrian access across the reserved Burgess Drive ROW would bring the public closer to the on-site hazardous materials facility.

3. Project Objectives: One of the key objectives of SRI's campus design planning was to configure campus facilities to encourage researchers to share ideas with one another, and to improve employee pedestrian and bicycle travel between campus buildings and other gathering spots. Dividing the campus with a fenced public access corridor would hinder SRI's ability to promote multi-disciplinary research and to improve the working environment for SRI employees.

Given the expressed desire of SRI to abandon the reserved Burgess Drive ROW, existing policy direction, which does not identify the extension of Burgess Drive through the SRI campus, and public input expressing concerns with future vehicular access on this undeveloped segment of Burgess Drive, staff believes it would be appropriate to eliminate the reserved Burgess Drive ROW for the purposes of vehicular use. However, staff also believes that in the future, the extension of the Burgess Drive ROW solely for the purposes of non-motorized transportation (bicycle and pedestrian use) would be beneficial for east-west connectivity through this portion of the City.

Because even non-motorized travel through the campus raises security concerns and is in conflict with existing development on site, staff recommends replacing the existing offer of dedication with an offer of dedication for non-motorized transportation access only. However, it is important to note that this dedication would not be accepted until a future time when access through this portion of the campus would not impact the operation of the SRI Campus, including not compromising the secured campus and existing on-site structures. This negation of impact to SRI Campus operations could be the result of evolution of the Campus, including modification or elimination of existing structures, changes to security requirements, subdivision of the Campus, which would result in this portion of the Campus not being within the secured perimeter, or a change in ownership of the Campus and/or the affected parcels (the Campus currently includes five parcels, which would be reconfigured as part of the current land use entitlement process). By requiring this alternative offer of dedication for non-motorized transportation access only, the City would be able to preserve the potential for future public non-motorized transportation access, while ensuring the proposed SRI Modernization Project could move forward as currently envisioned.

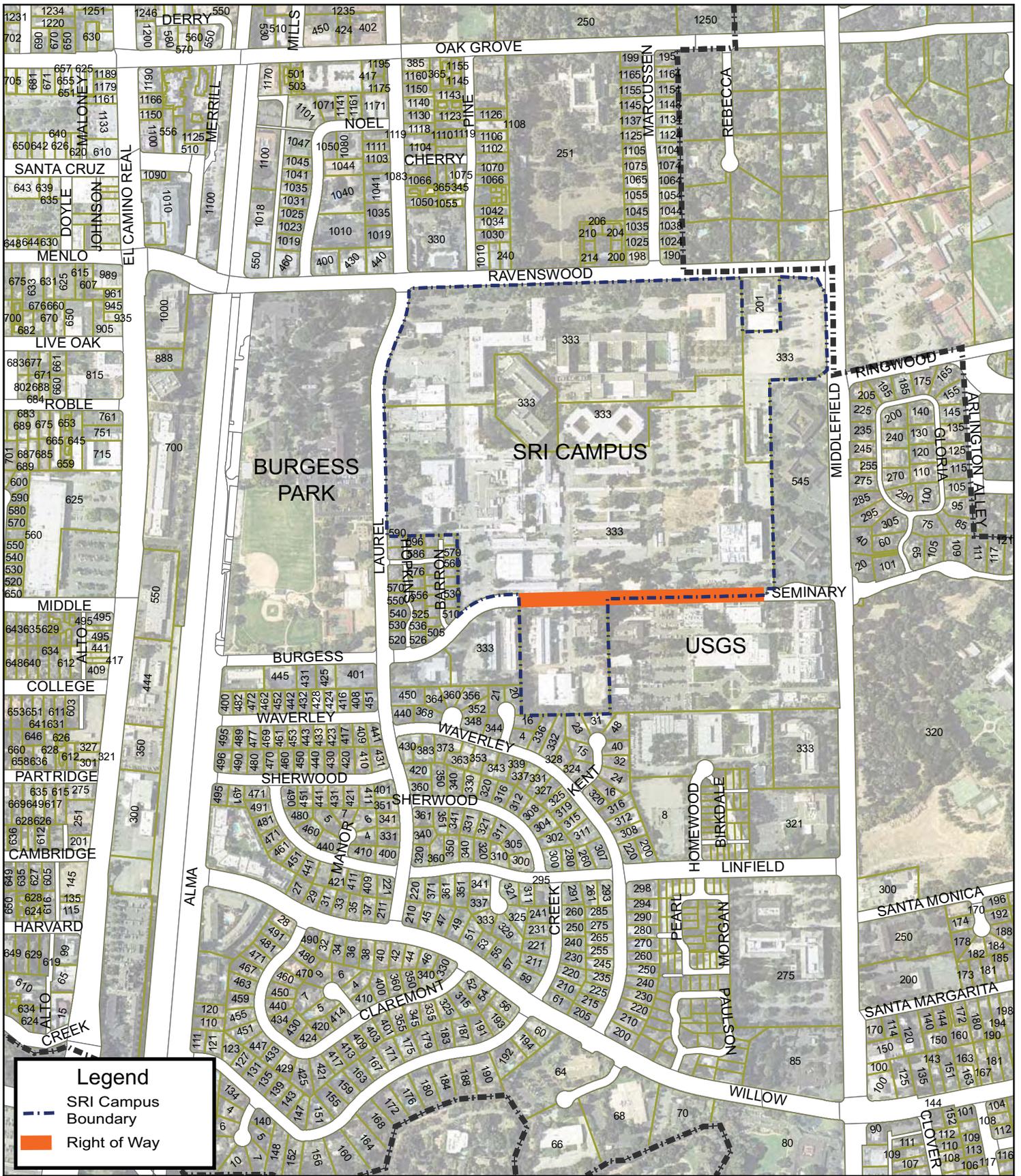
To help visualize what this future non-vehicular access path might look like, staff requested that the applicant prepare a conceptual plan, which is included as Attachment C. This conceptual plan includes a narrowing of the existing reserved ROW to 20 feet, which would allow for the construction of a meandering ten foot wide multi-use path that is designed to minimize impacts to existing trees to the maximum

extent feasible. The conceptual plan illustrates that proposed buildings V and O would be approximately ten feet away from the potential pathway. However, the plan also illustrates that implementation of the conceptual path would require modification or removal of existing structures associated with building W, which currently house hazardous materials.

ATTACHMENTS

- A. Burgess Drive Reserved ROW Map
- B. Applicant's Basis for Request to Abandon Reserved ROW for Burgess Drive Extension
- C. Conceptual Plan for Potential Future Non-Motorized Public Access

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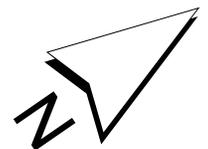


CITY OF MENLO PARK

BURGESS RIGHT-OF-WAY

333 RAVENSWOOD AVE

DRAWN: KTP CHECKED: KTP DATE: 08/19/13 SCALE: 1" = 600' SHEET: 1





Basis for Request to Abandon Reserved Right-of-Way for Burgess Drive Extension

In 1979 SRI offered to dedicate right-of-way (ROW) to extend Burgess Drive across SRI's campus as a required condition of approval of the Conditional Development Permit then in effect. At the time, this ROW was shown in the City's General Plan. A 1994 update by the City to its General Plan eliminated the City's planned extension of Burgess Drive, but SRI's offer of dedication remains in place.

Multiple changes to security and safety regulations have occurred since 1979, most significantly in the case of security requirements since September 11, 2001. These requirements, coupled with physical constraints and some key objectives of the Campus Modernization Project, form the basis for SRI's request for abandonment of the reserved ROW.

Post 9/11 Security Requirements

For several decades, the SRI campus was open to the public by way of multiple pedestrian gates that were unguarded and unlocked during business hours. SRI staff entered the campus at multiple access points, and visitors often passed through the campus as a shortcut to other destinations.

After September 11, 2001, security requirements changed dramatically. Heightened awareness by SRI and new requirements imposed by government agencies and private contractors caused SRI to change its security practices. Similar to its peer companies, SRI now secures its perimeter, allowing visitor access at only two points. A security officer staffs each of the two visitor access points, and all campus visitors must wear identification badges and be escorted by an authorized individual.

SRI, like many other organizations, employs a layered security system to prevent unauthorized access to information and materials. This layered security approach starts with the described perimeter controls and continues within the campus. Additional controls limit access to individual buildings and in some cases to floors and rooms within buildings.

Approximately one quarter to one third of SRI's clients now require that research performed on their behalf must be conducted on a secure campus. Many contracts require both facility clearance and individual clearance. For certain types of intellectual property controlled by the federal government, SRI must ensure that information is not shared with foreign nationals. Compliance with the complex and varying requirements of SRI's clients requires detailed security planning that starts with a secure campus perimeter.



Under current and reasonably foreseeable future conditions, SRI could not meet its security requirements were it to provide public access through the campus.

Physical Site Constraints

To address security concerns, it has been suggested that it might be possible to fence a corridor through the campus, along the Burgess Drive ROW, for use by pedestrians and bicyclists. Such fences would need to be guarded at both sides of the corridor and would need gates large enough to enable heavy equipment, cars, trucks, emergency vehicles, bicycles, and pedestrians to pass through to the adjoining portions of the campus. SRI has investigated such an option and considers it to be infeasible.

A fenced access corridor along the ROW would divide most of the campus buildings from the buildings and infrastructure located to the south of the ROW, on the tab portion of the campus. Forklifts, heavy equipment, cars, and delivery trucks would need to cross the fenced public ROW frequently throughout the day. SRI employees working in office and research Buildings S and T regularly travel between the tab area and the other office and research buildings, cafeteria, and amenity buildings on the larger portion of the campus. Other campus researchers regularly travel to the offices and research facilities in Buildings S and T. In addition, confidential documents and data, as well as other research materials that are subject to strict security requirements, are transported between Buildings S and T, and to and from the remainder of the campus. A public access corridor would present safety risks to bicyclists and pedestrians, compromise facility safety and security, increase travel time between office and research buildings, and isolate researchers.

A public access corridor along the Burgess Drive ROW also would be inconsistent with environmental health and safety measures designed to protect the public from risk. Any research facility that uses hazardous materials, even in relatively small quantities, must operate a hazardous materials management facility for proper receipt, storage and transportation of materials and waste. SRI operates a state-of-the-art management facility and complies with numerous federal, state, and local laws to ensure the safety of its employees and the surrounding community. One requirement for this type of facility is that it be located away from residences and other sensitive receptors. The SRI facility is located at Building W, which is far from public access points and roadways, and also is distant from residences. The closest offsite uses are the City's corporation yard and the USGS campus, which are considered to be a compatible neighboring use. Pedestrian and bicycle access along the Burgess Drive ROW would bring people close to Building W, which is directly adjacent to the ROW.



Finally, the Burgess Drive ROW that is located along the property border between SRI and USGS contains 17 heritage oaks, most if not all of which would have to be removed to accommodate a fenced pedestrian and bicycle corridor. All of these trees would be preserved under the proposed Campus Modernization Project.

Project Objectives

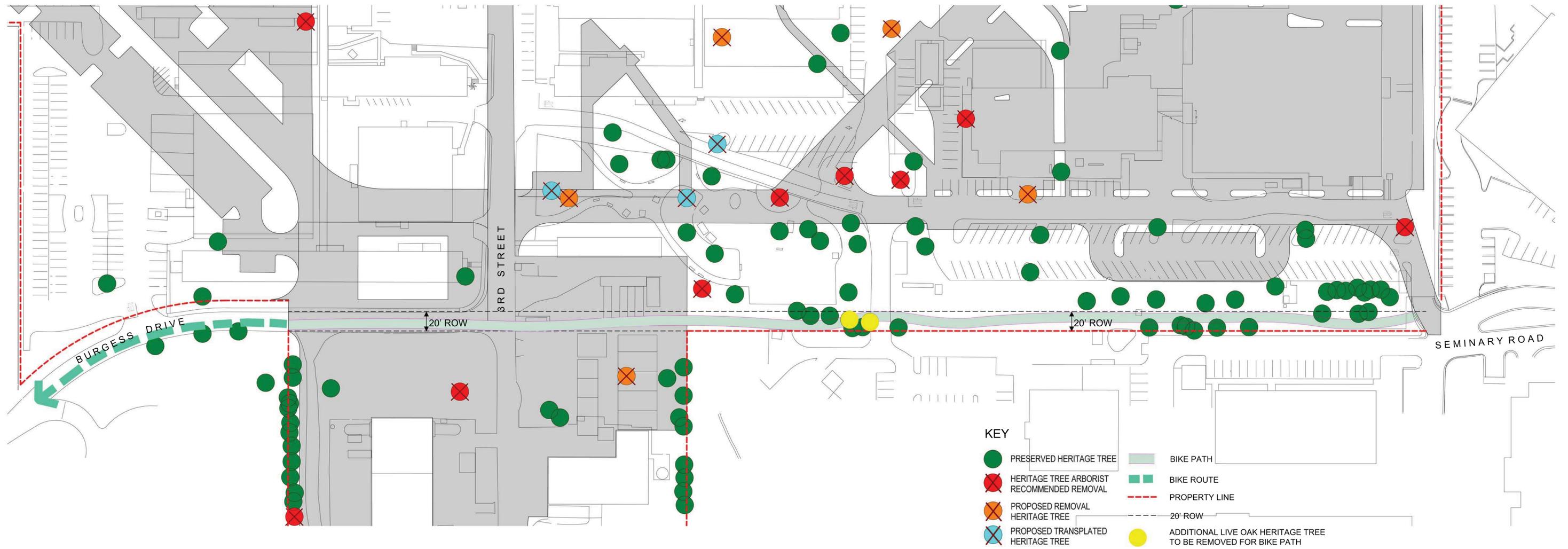
SRI is embarking upon its Campus Modernization Project to accomplish key campus planning objectives. Public access along the Burgess Drive ROW would conflict with several of those objectives.

One of the drivers of SRI's campus design planning has been configuration of campus facilities to encourage researchers to share ideas with one another, and to improve pedestrian and bicycle travel between campus buildings and other gathering spots. Dividing the campus with a fenced public access corridor would hinder SRI in its ability to promote world-leading multidisciplinary research and to improve the working environment for SRI employees.

SRI also needs to modernize the campus safety and security features. Public access through the campus, even if fenced, increases security and safety risks.

SRI seeks to improve campus bicycle and pedestrian pathways, as well as internal vehicular circulation, to minimize traffic congestion on surrounding streets. While a fenced corridor would provide some bicycle and pedestrian benefits, it also would make it more difficult for employees to traverse the campus by foot or bicycle. In addition, the corridor would conflict with proposed vehicular access from Seminary Drive to a new internal road designed to encourage drivers to minimize travel on public streets by circumnavigating the campus by way of an internal loop road.

A public access corridor through the campus would reduce the flexibility to respond to future changes in research needs, and it would undermine SRI's efforts to promote orderly campus renewal and enhance campus economic vitality and fiscal health. For all of these reasons, SRI asks that the City abandon the reserved ROW.



KEY

	PRESERVED HERITAGE TREE		BIKE PATH
	HERITAGE TREE ARBORIST RECOMMENDED REMOVAL		BIKE ROUTE
	PROPOSED REMOVAL HERITAGE TREE		PROPERTY LINE
	PROPOSED TRANSPLANTED HERITAGE TREE		20' ROW
	ADDITIONAL LIVE OAK HERITAGE TREE TO BE REMOVED FOR BIKE PATH		

 SRI - Bike path through ROW reserve

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