

POPULATION AND HOUSING

4.11 POPULATION AND HOUSING

This chapter describes existing population and housing characteristics in the City of Menlo Park and evaluates the potential environmental consequences from future development that could occur by adopting and implementing the proposed project.

4.11.1 ENVIRONMENTAL SETTING

4.11.1.1 REGULATORY FRAMEWORK

This section summarizes existing State, regional, and local laws and policies pertaining to population and housing in Menlo Park. There are no federal regulations applicable to the proposed project with regards to population and housing.

State Regulations

California Housing Element Law

California Housing Element Law¹ includes provisions related to the requirements for housing elements of local government General Plans. Among these requirements, some of the necessary parts include an assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs. Additionally, in order to assure that counties and cities recognize their responsibilities in contributing to the attainment of the State housing goals, this section of the Government Code calls for local jurisdictions to plan for, and allow the construction of, a share of the region's projected housing needs.

Regional Regulations

Association of Bay Area Governments Projections 2013

The Association of Bay Area Governments (ABAG) is the official regional planning agency for the San Francisco Bay Area region, which is composed of the nine Counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma, and contains 101 cities. ABAG produces growth forecasts on four-year cycles so that other regional agencies, including the Metropolitan Transportation Commission (MTC) and the Bay Area Air Quality Management District (BAAQMD), can use the forecasts to make project funding and regulatory decisions.

The ABAG projections are the basis for the regional Ozone Attainment Plan and the Regional Transportation Plan (RTP), each of which are discussed in Chapters 4.2, Air Quality and 4.13, Transportation and Traffic, of this Draft EIR. The General Plans, zoning regulations and growth management programs of local jurisdictions inform ABAG's projections. The projections are also developed to reflect the impact of "smart growth" policies and incentives that could be used to shift

¹ Government Code Section 65580-65589.8.

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development patterns from historical trends toward a better jobs-housing balance, increased preservation of open space, and greater development and redevelopment in urban core and transit-accessible areas throughout their region.

Plan Bay Area, Strategy for a Sustainable Region

The MTC and ABAG's *Plan Bay Area* is the Bay Area's RTP/ Sustainable Community Strategy (SCS). The Final Plan Bay Area was adopted on July 18, 2013.² The update to *Plan Bay Area, Plan Bay Area 2040*, is currently underway. The SCS sets a development pattern for the region, which, when integrated with the transportation network and other transportation measures and policies, would reduce greenhouse gas (GHG) emissions from transportation (excluding goods movement) beyond the per capita reduction targets identified by California Air Resources Board (CARB). Implementation of *Plan Bay Area* would achieve a 16 percent per capita reduction of GHG emissions by 2035 and a 10 percent per capita reduction by 2020 from 2005 conditions.³

In 2008, the MTC and ABAG initiated a regional effort (FOCUS) to link local planned development with regional land use and transportation planning objectives. Through this initiative, local governments identified Priority Development Areas (PDAs). The PDAs form the implementing framework for *Plan Bay Area*. The PDAs are areas along transportation corridors which are served by public transit that allow opportunities for development of transit-oriented, infill development within existing communities that are expected to host the majority of future development. One of the other purposes is to encourage new development in areas where there is already infrastructure to support it. Overall, well over two-thirds of all regional growth by 2040 is allocated within PDAs. The PDAs throughout the Bay area are expected to accommodate 80 percent (or over 525,570 units) of new housing and 66 percent (or 744,230) of new jobs.⁴ The El Camino Real and Downtown PDA in Menlo Park is located along both sides of El Camino Real Corridor from the City's northern border with Atherton to the San Mateo-Santa Clara County line.

Local Regulations

Menlo Park General Plan

The City of Menlo Park General Plan includes goals, policies, and programs relevant to the environmental factors potentially affected by the proposed project. Applicable goals, policies, and programs are identified and assessed for their effectiveness later in this chapter under Section 4.11.3, Impact Discussion.

² It should be noted that the Bay Area Citizens filed a lawsuit on MTC's and ABAG's adoption of Plan Bay Area.

³ Metropolitan Transportation Commission (MTC) and Association of Bay Area Governments (ABAG), 2013, Final Plan Bay Area, Strategy for a Sustainable Region, page 96.

⁴ Metropolitan Transportation Commission (MTC) and Association of Bay Area Governments (ABAG), 2013, Final Plan Bay Area, Strategy for a Sustainable Region.

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4.11.1.2 EXISTING CONDITIONS

Population

The City of Menlo Park is home to 32,896 residents with an average of 2.6 persons per household, according to current California Department of Finance estimates. Between 2000 and 2014, Menlo Park saw a population increase of 7 percent, compared to a 9 percent increase in the Combined Counties and the larger Bay Area. Unlike growth in the region, Menlo Park's growth is marked by an increase in household size rather than an increase in the total number of households. Between 2000 and 2014, the average household size increased from 2.4 to 2.6 persons per household or nearly 8 percent. Household growth in the Combined Counties and the Bay Area only grew by 2 percent during the same time period. However, average household size in Menlo Park (2.6) is still smaller than the Combined Counties and the Bay Area (2.9 and 2.8, respectively).⁵

Between 2000 and 2010, the number of single person households and households with two or more persons without children under 18 years of age decreased in Menlo Park. At the same time, the number of households with children increased, which reflects the increase in average household size. The Combined Counties and Bay Area also experienced an increase in the number of households with children under 18, but, counter to trends in Menlo Park, also saw an increase in the number of single person households.⁶

Housing

In 2010, Menlo Park contained 13,085 housing units, with a 5.6 percent vacancy rate.⁷ Of the occupied housing units, approximately 56 percent were owner occupied and 44 percent were renter occupied. The vacancy rate and occupancy-by-tenure proportions were similar at the county level, with the estimated 2010 county vacancy rate at approximately five percent, and occupied units being approximately 59 percent owner occupied and 41 percent renter occupied.⁸

In 2010, approximately 55 percent of Menlo Park's homes were detached single-family homes, eight percent were attached single-family homes, 37 percent were multi-family homes, and less than one percent were mobile homes. These housing characteristics are similar to the countywide proportion of 57 percent detached single-family homes, 9 percent attached single-family homes, 32 percent multi-family homes, and one percent mobile homes.⁹

Future Housing Needs

As shown in Table 4.11-1, the ABAG's 2013 Projections indicate that by 2040 population in the study area will grow to 43,200 and the number of households will grow to 16,360. This represents a population

⁵ California Department of Finance, 2014. *Census 2000*.

⁶ Census, 2000 & 2010.

⁷ US Census Bureau, 2010 Census, Table DP-1.

⁸ US Census Bureau, 2010 Census, Table DP-1.

⁹ US Census, 2006 to 2010 American Community Survey 5-Year Estimates, Table DP04.

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growth of 15 percent and a household growth of approximately 13 percent. These rates are lower than the ABAG’s projected population growth of 21 percent and household growth of 18 percent for San Mateo County as a whole.¹⁰

TABLE 4.11-1 POPULATION, HOUSEHOLD, AND EMPLOYMENT PROJECTIONS

Menlo Park Study Area	2015	2020	2030	2040	Change 2015–2040	
					Number	Growth Rate Percent ^a
Population	37,700	38,700	40,800	43,200	5,500	15%
Households	14,490	14,870	15,610	16,360	1,870	13%
Employees	31,920	34,130	34,760	36,150	4,230	13%
San Mateo County						
Population	745,400	775,100	836,100	904,400	159,000	21%
Households	267,150	277,200	296,280	315,100	47,950	18%
Employees	374,940	407,550	421,500	445,070	70,130	19%

a. Percent are rounded to the nearest whole number.

Source: Association of Bay Area Governments, *Plan Bay Area, Projections 2013*, Subregional Study Area Table, San Mateo County.

Employment

As shown in Table 4.11-1, there were roughly 31,920 jobs in the study area in 2015, comprising roughly 9 percent of all jobs in San Mateo County. According to ABAG, jobs in the study area are expected to increase by 13 percent between 2015 and 2040 from 31,920 to 36,150. Jobs in San Mateo County are expected to increase by 19 percent between 2015 and 2040, from 374,940 to 445,070.

¹⁰ Association of Bay Area Governments, 2009. *Projections and Priorities 2009: Building Momentum, Projections through 2035*.

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4.11.2 STANDARDS OF SIGNIFICANCE

The proposed project would result in a significant impact to population and housing if it would:

1. Induce substantial unexpected population growth, or growth for which inadequate planning has occurred, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).
2. Displace substantial numbers of existing housing units, necessitating the construction of replacement housing elsewhere.
3. Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

4.11.3 IMPACT DISCUSSION

POP-1 Implementation of the proposed project would not induce substantial population growth, or growth, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).

The proposed project would result in a significant impact related to population growth if it would lead to substantial unplanned growth either directly or indirectly. As described in Chapter 3, Project Description, of the Draft EIR, the proposed project is a broad, high-level plan and no specific projects are currently proposed. Therefore, the proposed project would not result in direct growth; however, implementation of the proposed project would facilitate growth in the study area through 2040, and therefore, would have indirect effects related to growth. Potential impacts stemming from the indirect inducement of unplanned population growth are discussed below in relation to both local and regional planning efforts.

Local Planning

The developable area of Menlo Park is already largely built out, and the study area is well served by utility and transportation infrastructure. Future development and redevelopment under the proposed project would be infill development and would be concentrated on the sites in the Bayfront Area or on sites previously identified for development, such as the sites identified in the Housing Element (2015–2023) or the El Camino Real/Downtown Specific Plan. Any necessary improvements to the existing infrastructure would be made to accommodate the proposed new development in the study area and would not accommodate additional growth beyond that need that would lead to additional growth outside the study area.

The proposed Land Use (LU) and Circulation (CIRC) Elements, which would be adopted as part of the proposed project, and existing Section II, Open Space/Conservation (OSC) of the Open Space/Conservation, Noise and Safety Elements, and Housing (H) Element, contain general goals, policies, and programs that would require local planning and development decisions to consider impacts to the environment related to population and employment. The following General Plan goals, policies, and

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programs would serve to minimize potential impacts associated with population growth and would serve to accommodate future growth through 2040:

- **Goal LU-1:** Promote orderly development of Menlo Park and its surrounding area.
 - **Policy LU-1.1: Land Use Patterns.** Cooperate with the appropriate agencies to help assure a coordinated land use pattern in Menlo Park and the surrounding area.
 - **Policy LU-1.2: Transportation Network Expansion.** Integrate regional land use planning efforts with development of an expanded transportation network focusing on mass transit rather than freeways, and support multi-modal transit development that coordinates with Menlo Park land uses.
 - **Policy LU-1.3: Land Annexation.** Work with interested neighborhood groups to establish steps and conditions under which unincorporated lands within the City's sphere of influence may be annexed.
 - **Policy LU-1.4: Unincorporated Land Development.** Request that San Mateo County consider Menlo Park's General Plan policies and land use regulations in reviewing and approving new developments in unincorporated areas in Menlo Park's sphere of influence.
 - **Policy LU-1.5: Adjacent Jurisdictions.** Work with adjacent jurisdictions to ensure that decisions regarding potential land use activities near Menlo Park include consideration of City and Menlo Park community objectives.
 - **Program LU-1.A: Zoning Ordinance Consistency.** Update the Zoning Ordinance as needed to maintain consistency with the General Plan, including implementation programs identified in the Housing Element.
 - **Program LU-1.B: Capital Improvement Program.** Annually update the Capital Improvement Program to reflect City and community priorities for physical projects related to transportation, water supply, drainage, and other community-serving facilities and infrastructure.
 - **Program LU-1.E: Assessment Districts and Impact Fees.** Pursue the creation of assessment districts and/or the adoption of development impact fees (e.g., fire impact fee) to address infrastructure and service needs in the community.
- **Goal LU-2:** Maintain and enhance the character, variety and stability of Menlo Park's residential neighborhoods.
 - **Policy LU-2.1: Neighborhood Compatibility.** Require new residential development to possess high-quality design that is compatible with the scale, look, and feel of the surrounding neighborhood and that respects the city's residential character.
 - **Policy LU-2.3: Mixed use Design.** Allow mixed-use projects with residential units if project design addresses potential compatibility issues such as traffic, parking, light spillover, dust, odors, and transport and use of potentially hazardous materials.
 - **Policy LU-2.4: Second Units.** Encourage development of second residential units on single family lots consistent with adopted City standards.

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- **Policy LU-2.7: Conversion of Residential Units.** Limit the loss in the number of residential units or conversion of existing residential units to nonresidential uses, unless there is a clear public benefit or equivalent housing can be provided to ensure the protection and conservation of the City's housing stock to the extent permitted by law.
 - **Program LU-2.B: Single-Family Residential Development.** Update the Zoning Ordinance requirements for single-family residential developments to create a more predictable and expeditious process while providing a method for encouraging high-quality design in new and expanded residences.
- **Goal LU-3:** Retain and enhance existing and encourage new neighborhood-serving commercial uses, particularly retail services, to create vibrant commercial corridors.
 - **Policy LU-3.1: Underutilized Properties.** Encourage underutilized properties in and near existing shopping districts to redevelop with attractively designed commercial, residential, or mixed-use development that complements existing uses and supports pedestrian and bicycle access.
 - **Policy LU-3.3: Neighborhood Retail.** Preserve existing neighborhood-serving retail, especially small businesses, and encourage the formation of new neighborhood retail clusters in appropriate areas while enhancing and preserving the character of the neighborhood.
- **Goal LU-4:** Promote the development and retention of business uses that provide goods or services needed by the community that generate benefits to the City, and avoid or minimize potential environmental and traffic impacts.
 - **Policy LU-4.1: Priority Commercial Development.** Encourage emerging technology and entrepreneurship, and prioritize commercial development that provides fiscal benefit to the City, local job opportunities, and/or goods or services needed by the community.
 - **Policy LU-4.2: Hotel Locations.** Allow hotel uses at suitable locations in mixed-use and nonresidential zoning districts.
 - **Policy LU-4.3: Mixed Use and Nonresidential Development.** Limit parking, traffic, and other impacts of mixed-use and nonresidential development on adjacent uses, and promote high-quality architectural design and effective transportation options.
 - **Policy LU-4.4: Community Amenities.** Require mixed-use and nonresidential development of a certain minimum scale to support and contribute to programs that benefit the community and the City, including education, transit, transportation infrastructure, sustainability, neighborhood-serving amenities, child care, housing, job training, and meaningful employment for Menlo Park youth and adults.
 - **Policy LU-4.5: Business Uses and Environmental Impacts.** Allow modifications to business operations and structures that promote revenue generating uses for which potential environmental impacts can be mitigated.
 - **Policy LU-4.6: Employment Center Walkability.** Promote local-serving retail and personal service uses in employment centers and transit areas that support walkability and reduce auto trips, including along a pedestrian-friendly, retail-oriented street in Belle Haven.

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- **Policy LU-4.7: Fiscal Impacts.** Evaluate proposed mixed-use and nonresidential development of a certain minimum scale for its potential fiscal impacts on the City and community.
 - **Program LU-4.A: Fiscal Impact Analysis.** Establish Zoning Ordinance requirements for mixed-use, commercial, and industrial development proposals of a certain minimum scale to include analysis of potential fiscal impact on the City, school districts, and special districts, and establish guidelines for preparation of fiscal analyses.
 - **Program LU-4.B: Economic Development Plan.** Update the strategic policies in the City's Economic Development plan periodically as needed to reflect changing economic conditions or objectives in Menlo Park and/or to promote land use activities desired by the community, including small businesses and neighborhood-serving retail.
 - **Program LU-4.C: Community Amenity Requirements.** Establish Zoning Ordinance requirements for new mixed-use, commercial, and industrial development to support and contribute to programs that benefit the community and City, including public or private education, transit, transportation infrastructure, public safety facilities, sustainability, neighborhood-serving amenities, child care, housing for all income levels, job training, parks and meaningful employment for Menlo Park youth and adults (e.g., first source hiring).
- **Goal LU-5: Strengthen Downtown and the El Camino Real Corridor** as a vital, competitive shopping area and center for community gathering, while encouraging preservation and enhancement of Downtown's atmosphere and character as well as creativity in development along El Camino Real.
 - **Policy LU-5.1: El Camino Real/Downtown Specific Plan.** Implement the El Camino Real/Downtown Specific Plan to ensure a complementary mix of uses with appropriate siting, design, parking, and circulation access for all travel modes.
 - **Policy LU-5.2: El Camino Real/Downtown Housing.** Encourage development of a range of housing types in the El Camino Real/Downtown Specific Plan area, consistent with the Specific Plan's standards and guidelines, and the areas near/around the Specific Plan area.
- **Goal LU-6: Preserve open-space lands for recreation; protect natural resources and air and water quality; and protect and enhance scenic qualities.**
 - **Policy LU-6.2: Open Space in New Development.** Require new nonresidential, mixed use, and multiple dwelling development of a certain minimum scale to provide ample open space in the form of plazas, greens, dens, and parks whose frequent use is encouraged through thoughtful placement and design.
 - **Policy LU-6.3: Public Open Space Design.** Promote public open space design that encourages active and passive uses, and use during daytime and appropriate nighttime hours to improve quality of life.
 - **Policy LU-6.4: Park and Recreational Land Dedication.** Require new residential development to dedicate land, or pay fees in lieu thereof, for park and recreation purposes.
 - **Policy LU-6.5: Open Space Retention.** Maximize the retention of open space on larger tracts (e.g., portions of the St. Patrick's Seminary site) through means such as rezoning consistent with

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existing uses, clustered development, acquisition of a permanent open space easement, and/or transfer of development rights.

- **Policy LU-6.6: Public Bay Access.** Protect and support public access to the Bay for the scenic enjoyment of open water, sloughs, and marshes, including restoration efforts, and completion of the Bay Trail.
- **Policy LU-6.7: Habitat Preservation.** Collaborate with neighboring jurisdictions to preserve and enhance the Bay, shoreline, San Francisquito Creek, and other wildlife habitat and ecologically fragile areas to the maximum extent possible.
- **Policy LU-6.9: Pedestrian and Bicycle Facilities.** Provide well designed pedestrian and bicycle facilities for safe and convenient multi-modal activity through the use of access easements along linear parks or paseos.
- **Policy LU-6.10 :Stanford Open Space Maintenance.** Encourage the maintenance of open space on Stanford lands within Menlo Park's unincorporated sphere of influence.
- **Policy LU-6.11: Baylands Preservation.** Allow development near the Bay only in already developed areas.
 - **Program LU-6.A: San Francisquito Creek Setbacks.** Establish Zoning Ordinance requirements for minimum setbacks for new structures or impervious surfaces within a specified distance of the top of the San Francisquito Creek bank.
 - **Program LU-6.B: Open Space Requirements and Standards.** Review, and update as necessary, Zoning Ordinance requirements for provision of open space in all multiple dwelling, mixed-use and nonresidential development of a certain minimum scale that encourages active and passive uses and human presence during daytime and appropriate nighttime hours.
 - **Program LU-6.C: Space for Food Production.** Establish Zoning Ordinance requirements for new residential developments over a certain minimum scale to include space that can be used to grow food, and to establish a process through which a neighborhood can propose a site as a community garden.
- **Goal LU-7:** Promote the implementation and maintenance of sustainable development, facilities and services to meet the needs of Menlo Park's residents, businesses, workers, and visitors.
 - **Policy LU-7.1: Sustainability.** Promote sustainable site planning, development, landscaping, and operational practices that conserve resources and minimize waste.
 - **Policy LU-7.2: Water Supply.** Support the efforts of the Bay Area Water Supply and Conservation Agency or other appropriate agencies to secure adequate water supplies for the Peninsula, to the extent that these efforts are in conformance with other City policies.
 - **Policy LU-7.3: Supplemental Water Supply.** Explore and evaluate development of supplemental water sources and storage systems, such as wells and cisterns, for use during both normal and dry years, in collaboration with water providers and users.
 - **Policy LU-7.4 Water Protection.** Work with regional and local jurisdictions and agencies responsible for ground water extraction to develop a comprehensive underground water protection program

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in accordance with the San Francisquito Creek Watershed Policy, which includes preservation of existing sources and the basin to evaluate the long term effects of water extraction.

- **Policy LU-7.5: Reclaimed Water Use.** Implement use of adequately treated “reclaimed” water (recycled/nonpotable water sources such as, graywater, blackwater, rainwater, stormwater, foundation drainage, etc.) through dual plumbing systems for outdoor and indoor uses, as feasible.
- **Policy LU-7.6: Sewage Treatment Facilities.** Support expansion and improvement of sewage treatment facilities to meet Menlo Park’s needs, as well as regional water quality standards, to the extent that such expansion and improvement are in conformance with other City policies.
- **Policy LU-7.7: Hazards.** Avoid development in areas with seismic, flood, fire and other hazards to life or property when potential impacts cannot be mitigated.
- **Policy LU-7.8: Cultural Resource Preservation.** Promote preservation of buildings, objects, and sites with historic and/or cultural significance.
- **Policy LU-7.9: Green Building.** Support sustainability and green building best practices through the orientation, design, and placement of buildings and facilities to optimize their energy efficiency in preparation of State zero-net energy requirements for residential construction in 2020 and commercial construction in 2030.
 - **Program LU-7.A :Green Building Operation and Maintenance.** Employ green building and operation and maintenance best practices, including increased energy efficiency, use of renewable energy and reclaimed water, and install drought-tolerant landscaping for all projects.
 - **Program LU-7.B: Groundwater Wells.** Monitor pumping from existing and new wells to identify and prevent potential ground subsidence, salinity intrusion into shallow aquifers (particularly in the Bayfront Area), and contamination of deeper aquifers.
 - **Program LU-7.C: Sustainability Criteria.** Establish sustainability criteria and metrics for resource use and conservation and monitor performance of projects of a certain minimum size.
 - **Program LU-7.D: Performance Standards.** Establish performance standards in the Zoning Ordinance that requires new development to employ environmentally friendly technology and design to conserve energy and water, and minimize the generation of indoor and outdoor pollutants.
 - **Program LU-7.E: Greenhouse Gas Emissions.** Develop a Greenhouse Gas (GHG) standard for development projects that would help reduce communitywide GHG emissions to meet City and Statewide reduction goals.
 - **Program LU-7.F: Adaptation Plan.** Work with emergency service providers to develop an adaptation plan, including funding mechanisms, to help prepare the community for potential adverse impacts related to climate change, such as sea level rise, extreme weather events, wildfire, and threats to ecosystem and species health.

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- **Program LU-7.G: SAFER Bay Process.** Coordinate with the SAFER Bay process to ensure that the Menlo Park community’s objectives for sea level rise/flood protection, ecosystem enhancement, and recreational trails are adequately taken into consideration.
- **Program LU-7.H; Sea Level Rise.** Establish requirements based on State Sea Level Rise Policy Guidance for development projects of a certain minimum scale potentially affected by sea level rise to ensure protection of occupants and property from flooding and other potential effects.
- **Program LU-7.I: Green Infrastructure Plan.** Develop a Green Infrastructure Plan that focuses on implementing City-wide projects that mitigate flooding and improve storm water quality.
- **Goal CIRC-1:** Provide and maintain a safe, efficient, attractive, user-friendly circulation system that promotes a healthy, safe, and active community and quality of life throughout Menlo Park.
 - **Policy CIRC-1.2: Capital Project Prioritization.** Maintain and upgrade existing rights-of-way before incurring the cost of constructing new infrastructure, and ensure that the needs of non-motorized travelers are considered in planning, programming, design, reconstruction, retrofit, maintenance, construction, operations, and project development activities and products.
 - **Policy CIRC-1.3: Engineering.** Use data-driven findings to focus engineering efforts on the most critical safety projects.
 - **Policy CIRC-1.6: Emergency Response Routes.** Identify and prioritize emergency response routes in the citywide circulation system.
 - **Policy CIRC-1.7: Bicycle Safety.** Support and improve bicyclist safety through roadway maintenance and design efforts.
 - **Policy CIRC-1.8: Pedestrian Safety.** Maintain and create a connected network of safe sidewalks and walkways within the public right of way ensure that appropriate facilities, traffic control, and street lighting are provided for pedestrian safety and convenience, including for sensitive populations.
 - **Policy CIRC-1.9: Safe Routes to Schools.** Support Safe Routes to School programs to enhance the safety of school children who walk and bike to school.
 - **Program CIRC-1.A Pedestrian and Bicyclist Safety.** Consider pedestrian and bicyclist safety in the design of streets, intersections, and traffic control devices.
 - **Program CIRC-1.B Safe Routes to Schools.** Work with schools and neighboring jurisdictions to develop, implement and periodically update Safe Routes to School programs. Schools that have not completed a Safe Routes to Schools plan should be prioritized before previously completed plans are updated.
 - **Program CIRC-1.C Capital Improvement Program.** Annually update the Capital Improvement Program to reflect City and community priorities for physical projects related to transportation for all travel modes.
 - **Program CIRC-1.D Travel Pattern Data.** Bi-annually update data regarding travel patterns for all modes to measure circulation system efficiency (e.g., vehicle miles traveled per capita, traffic

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- volumes) and safety (e.g., collision rates) standards. Coordinate with Caltrans to monitor and/or collect data on state routes within Menlo Park.
- **Program CIRC-1.E Emergency Response Routes Map.** In collaboration with the Menlo Park Fire Protection District and Menlo Park Police Department, adopt a map of emergency response routes that considers alternative options, such as the Dumbarton Corridor, for emergency vehicle access. Modifications to emergency response routes should not prevent or impede emergency vehicle travel, ingress, and/or egress.
 - **Program CIRC-1.F Coordination with Emergency Services.** Coordinate and consult with the Menlo Park Fire Protection District in establishing circulation standards to assure the provision of high quality fire protection and emergency medical services within the City.
 - **Goal CIRC-2:** Increase accessibility for and use of streets by pedestrians, bicyclists, and transit riders.
 - **Policy CIRC-2.11: Design of New Development.** Require new development to incorporate design that prioritizes safe pedestrian and bicycle travel and accommodates senior citizens, people with mobility challenges, and children.
 - **Policy CIRC-2.14: Impacts of New Development.** Require new development to mitigate its impacts on the safety (e.g., collision rates) and efficiency (e.g., vehicle miles traveled (VMT) per capita) of the circulation system. New development should minimize cut-through and high-speed vehicle traffic on residential streets; minimize the number of vehicles trips; provide appropriate bicycle, pedestrian, and transit connections, amenities and improvements in proportion with the scale of proposed projects; and facilitate appropriate or adequate response times and access for emergency vehicles.
 - **Program CIRC-2.A: Manage Neighborhood Traffic.** Following the adoption of a street classification system with target design speeds, establish design guidelines for each street classification. Periodically review streets for adherence to these guidelines, with priority given to preserve the quality of life in Menlo Park's residential neighborhoods and areas with community requests. Utilize a consensus-oriented process of engagement to develop an appropriate set of modifications when needed to meet the street classification guidelines.
 - **Program CIRC-2.C: Transportation Master Plan.** Prepare a citywide Transportation Master Plan that includes roadway system improvements and combines and updates the existing Bicycle Plan, includes provisions for overcoming barriers and identifying safe multi-modal routes to key destinations in the City, and replaces the existing Sidewalk Master Plan with a section that identifies areas in Menlo Park where the community and neighborhood have expressed a desire for sidewalk improvements. Update the Transportation Master Plan at least every five years, or as necessary.
 - **Program CIRC-2.J: Multi-modal Stormwater Management.** Identify funding opportunities for stormwater management that can be used to support implementation of multimodal improvements to Menlo Park's streets.
 - **Goal CIRC-3:** Increase mobility options to reduce traffic congestion, greenhouse gas emissions, and commute travel time.

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- **Policy CIRC-3.1: Vehicle Miles Traveled.** Support development and transportation improvements that help reduce per capita vehicle miles traveled.
- **Policy CIRC-3.2: Greenhouse Gas Emissions.** Support development, transportation improvements, and emerging vehicle technology that help reduce per capita greenhouse gas emissions.
- **Policy CIRC-3.3: Emerging Transportation Technology.** Support efforts to fund emerging technological transportation advancements, including connected and autonomous vehicles, emergency vehicle pre-emption, sharing technology, electric vehicle technology, electric bikes and scooters, and innovative transit options.
 - **Program CIRC-3.B Emergency Response Coordination.** Equip all new traffic signals with pre-emptive traffic signal devices for emergency services. Existing traffic signals without existing pre-emptive devices will be upgraded as major signal modifications are completed.
- **GOAL CIRC-4:** Improve Menlo Park’s overall health, wellness, and quality of life through transportation enhancements.
 - **Policy CIRC-4.1: Global Greenhouse Gas Emissions.** Encourage the safer and more widespread use of nearly zero-emission modes, such as walking and biking, and lower emission modes like transit, to reduce greenhouse gas emissions.
 - **Policy CIRC-4.2: Local Air Pollution.** Promote non-motorized transportation to reduce exposure to local air pollution, thereby reducing risks of respiratory diseases, other chronic illnesses, and premature death.
 - **Policy CIRC-4.3: Active Transportation.** Promote active lifestyles and active transportation, focusing on the role of walking and bicycling, to improve public health and lower obesity.
 - **Policy CIRC-4.4: Safety.** Improve traffic safety by reducing speeds and making drivers more aware of other roadway users.
- **Goal CIRC-5:** Support local and regional transit that is efficient, frequent, convenient, and safe.
 - **Policy CIRC-5.1: Transit Service and Ridership.** Promote improved public transit service and increased transit ridership, especially to employment centers, commercial destinations, schools, and public facilities.
 - **Policy CIRC-5.2 Transit Proximity to Activity Centers.** Promote the clustering of as many activities as possible within easy walking distance of transit stops, and locate any new transit stops as close as possible to housing, jobs, shopping areas, open space, and parks.
 - **Policy CIRC-5.3 Rail Service.** Promote increasing the capacity and frequency of commuter rail service, including Caltrain; protect rail rights-of-way for future transit service; and support efforts to reactivate the Dumbarton Corridor for transit, pedestrian, bicycle, and emergency vehicle use.
 - **Policy CIRC-5.4: Caltrain Enhancements.** Support Caltrain safety and efficiency improvements, such as positive train control, grade separation (with priority at Ravenswood Avenue), electrification, and extension to Downtown San Francisco (Transbay Terminal), provided that Caltrain service to Menlo Park increases and use of the rail right-of-way is consistent with the City’s Rail Policy.

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- **Policy CIRC-5.5: Dumbarton Corridor.** Work with Caltrain and appropriate agencies to reactivate the rail spur on the Dumbarton Corridor with appropriate transit service from Downtown Redwood City to Willow Road with future extension across the San Francisco Bay.
- **Policy CIRC-5.6 Bicycle Amenities and Transit.** Encourage transit providers to improve bicycle amenities to enhance convenience, including access to transit including bike share programs, secure storage at transit stations and on-board storage where feasible.
- **Policy CIRC-5.7 New Development.** Ensure that new nonresidential, mixed-use, and multiple-dwelling residential development provides associated needed transit service, improvements and amenities in proportion with demand attributable to the type and scale of the proposed development.
 - **Program CIRC-5.A Long-Term Transit Planning.** Work with appropriate agencies to agree on long-term peninsula transit service that reflects Menlo Park's desires and is not disruptive to the city.
 - **Program CIRC-5.B SamTrans.** Work with SamTrans to provide appropriate community-serving transit service and coordination of schedules and services with other transit agencies.
- **Goal H-2: Existing Housing and Neighborhoods.** Maintain, protect and enhance existing housing and neighborhoods.
 - **Policy H-2.5: Maintenance and Management of Quality Housing and Neighborhoods.** Encourage good management practices, rehabilitation of viable older housing and long-term maintenance and improvement of neighborhoods.
- **Goal H-4: New Housing.** Use land efficiently to meet housing needs for a variety of income levels, implement sustainable development practices and blend well-designed new housing into the community.
 - **Policy H-4.1: Housing Opportunity Areas.** Identify opportunity areas and sites where a special effort will be made to provide affordable housing consistent with other General Plan policies. Given the diminishing availability of developable land, Housing Opportunity Areas should have the following characteristics:
 - a. The site has the potential to deliver sales or rental units at low or below market rate prices or rents.
 - b. The site has the potential to meet special housing needs for local workers, single parents, seniors, small families or large families.
 - c. The City has opportunities, through ownership or special development review, to facilitate provision of housing units to meet its housing objectives.
 - d. The site scores well for Low Income Housing Tax Credits (LIHTC) subsidy or has unique opportunities due to financing and/or financial feasibility.
 - e. For sites with significant health and safety concerns, development may be tied to nearby physical improvements, and minimum density requirements may be reduced.

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- f. Site development should consider school capacity and the relationship to the types of residential units proposed (i.e., housing seniors, small units, smaller workforce housing, etc. in school capacity impact areas).
- g. Consider incorporating existing viable commercial uses into the development of housing sites.
- **Policy H-4.4: Variety of Housing Choices.** Strive to achieve a mix of housing types, densities, affordability levels and designs in response to the broad range of housing needs in Menlo Park. Specific items include:
 - a. The City will work with developers of non-traditional and innovative housing approaches in financing, design, construction and types of housing that meet local housing needs.
 - b. Housing opportunities for families with children should strive to provide necessary facilities nearby or on site.
 - c. The City will encourage a mix of housing types, including: owner and rental housing, single and multiple-family housing, housing close to jobs and transit, mixed use housing, work force housing, special needs housing, single-room occupancy (SRO) housing, shared living and cohousing, mobile-homes, manufactured housing, self-help or “sweat equity” housing, cooperatives and assisted living.
 - d. The City will support development of affordable, alternative living arrangements such as co-housing and “shared housing” (e.g., the Human Investment Project’s — HIP Housing — shared housing program).
- **Policy H-4.6: Mixed Use Housing.** Encourage well-designed mixed use developments (residential mixed with other uses) where residential use is appropriate to the setting and to encourage mixed-use development in proximity to transit and services, such as at shopping centers and near to the downtown to support Downtown businesses (consistent with the El Camino Real/Downtown Specific Plan).
- **Policy H-4.8: Retention and Expansion of Multi-Family Sites and Medium and Higher Density.** Strive to protect and expand the supply and availability of multi-family and mixed-use infill housing sites for housing. When possible, the City will avoid re-designing or rezoning multi-family residential land for other uses or to lower densities without re-designating equivalent land for multi-family development and will ensure that adequate sites remain at all times to meet the City’s share of the region’s housing needs.
- **Policy H-4.12: Fair Share Distribution of Housing throughout Menlo Park.** Promote the distribution of new, higher density residential developments throughout the city, taking into consideration compatibility with surrounding existing residential uses, particularly near public transit and major transportation corridors in the city.
- **Goal OSC-4: Promote Sustainability and Climate Action Planning.**
 - **Policy OSC-4.1: Sustainable Approach to Land Use Planning to Reduce Resource Consumption.** Encourage, to the extent feasible, (1) a balance and match between jobs and housing, (2) higher density residential and mixed-use development to be located adjacent to commercial centers and

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transit corridors, and (3) retail and office areas to be located within walking and biking distance of transit or existing and proposed residential developments.

All development in the city would be guided by the updated City of Menlo Park General Plan and the proposed project's new growth potential would occur on infill sites and would also be guided by the updated Zoning for the Bayfront Area, which would introduce three new zoning districts that would create a live/work/play environment. The General Plan serves as the City's constitution for the physical development of the city and is implemented by the Zoning Ordinance; thus, the aforementioned existing and proposed goals, policies, and programs, and zoning regulations would provide the long-term planning framework for orderly development under the proposed project through the 2040 horizon year.

The City currently has the capacity to accommodate 1,000 housing units, 2,580 new residents and 4,400 new employees and the proposed project has been prepared to consider the relationship of the proposed new development potential to the existing setting, and as such includes measures, as listed above, to accommodate the projected new growth. For example, implementation of proposed project would promote coordinated land use patterns within the study area and the region, and expand the transportation network for all modes of transportation. The planning framework under the proposed project would maintain and enhance residential neighborhoods and neighborhood-serving land uses, and promote new and retention of existing businesses and provide community amenities. Under the proposed project, land use decisions would consider fiscal impacts and implement necessary capital improvement projects to accommodate the proposed buildout potential under the proposed project. Additionally, the proposed project would ensure that adequate resources and public facilities are available to residents and employees, and would continue to preserve and conserve natural and cultural resources. Accordingly, the proposed project would ensure that local planning is adequate to accommodate the proposed new development potential in the study area. Therefore, implementation of the proposed project would not induce substantial population growth, or growth for which inadequate planning has occurred, either directly or indirectly, and impacts would be *less than significant*.

Regional Planning

For the purposes of this discussion on regional growth, population, households, and employment projections are considered in a cumulative context because they are compared to 2040 buildout conditions that include all development potential in the city.

As described above, ABAG and MTC have responsibility for regional planning in the nine county Bay Area, which includes the study area. ABAG and MTC have developed regional growth forecasts for the Bay Area as a whole and for constituent jurisdictions. Table 4.11-1 in Section 4.11.1.2, Existing Conditions, above, shows population, housing, and job growth projections for the study area that are included in the regional forecasts. The proposed project would be considered to induce substantial growth if the estimated buildout resulting from future development that is permitted under the proposed project, would exceed these regional growth projections for the study area. The 2040 buildout estimates for the proposed project plus cumulative development are shown below in Table 4.11-2.

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TABLE 4.11-2 PROPOSED PROJECT PLUS CUMULATIVE DEVELOPMENT ESTIMATED POPULATION, HOUSEHOLD, AND EMPLOYMENT

Menlo Park	Project Plus Cumulative	Existing 2015	Citywide Buildout 2040 ^d	Growth Rate Percent
Population	17,450 ^a	32,900	50,350	53%
Households	6,780 ^b	13,100	19,880	52%
Employees	22,350 ^c	30,900	53,250	72%

Notes: Percent rounded to the nearest whole number.

a. 17,450 = 2,580 (Current General Plan) + 11,570 (proposed Bayfront Area) + 3,300 (cumulative projects).

b. 6,780 = 1,000 (Current General Plan) + 4,500 (proposed Bayfront Area) + 1,280 (cumulative projects).

c. 15,800 = 4,400 (Current General Plan) + 5,500 (proposed Bayfront Area) + 12,450 (cumulative projects).

d. Buildout 2040 is the 2015 existing conditions together with the project plus cumulative development.

Source: Association of Bay Area Governments, *Plan Bay Area, Projections 2013*, Subregional Study Area Table, San Mateo County; City of Menlo Park; PlaceWorks, 2015.

Because the ABAG Projections in Table 4.11-1 are “estimates” for 2015, the City’s growth rate projections are based on “existing on-the-ground conditions” in 2015 as shown in Table 3-2 in Chapter 3, Project Description, of this Draft EIR.

As shown in Table 4.11-2, implementation of the proposed project plus cumulative development would result in a total of 6,780 new households in the study area for a total of 19,880 households for the buildout horizon year 2040. Therefore, population in the study area could increase by 17,450 residents for a total of 50,350 residents by 2040. By comparison, as shown in Table 4.11-1 further above, ABAG anticipates 1,870 new households and 5,500 new residents in the study area, for a total of 16,360 households and 43,200 residents by 2040. The proposed project plus cumulative development therefore, represents a 38 percent rate increase for population (53 percent compared to 15 percent) and a 40 percent increase for households (53 percent compared to 13 percent) above what was projected in the regional growth forecasts.

With respect to employees, implementation of the proposed project plus cumulative development would result in a total of up to 22,350 new employees in the study area for a total of 53,250 employees by 2040. By comparison, as shown in Table 4.11-1 further above, ABAG anticipates 4,230 new employees by 2040 in the study area. Therefore, the proposed project plus cumulative development would result in a 59 percent rate increase for employees (72 percent compared to 13 percent) when compared to regional growth projections.

As described in Chapter 3, Project Description, new development potential plus the existing General Plan’s development potential under the proposed project would result in 14,150 new residents, 5,500 new housing units, and 9,900 new jobs. New growth under the proposed project would occur incrementally over a period of approximately 24 years. Although this growth exceeds the ABAG 2013 regional growth projections, future development under the proposed project would be guided by a policy framework included in the proposed project that is generally consistent with many of the principal goals and objectives established in regional planning initiatives for the Bay Area. As discussed above, some of the key concepts of the *Plan Bay Area* is the idea of focusing future growth into transit-oriented and infill

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development opportunity areas within existing communities and to encourage new development in areas where there is already the infrastructure to support it. Some of the future growth under the existing General Plan that would be carried forward under the proposed project to the 2040 buildout horizon would occur in the El Camino Real and Downtown PDA consistent with *Plan Bay Area*. Additionally, as previously stated under the discussion on “Local Planning” all development in the city would be guided by the updated City of Menlo Park General Plan and would also be guided by the updated Zoning for the Bayfront Area, which would introduce three new zoning districts on infill sites that would create a live/work/play environment. The General Plan serves as the City’s constitution for the physical development of the city and is implemented by the Zoning Ordinance; thus, the aforementioned existing and proposed goals, policies, and programs, and zoning regulations would provide the long-term planning framework for orderly development under the proposed project through the 2040 horizon year. Therefore, implementation of the proposed project would not induce substantial population growth, or growth for which inadequate planning has occurred, either directly or indirectly, and impacts would be *less than significant*.

Significance Without Mitigation: Less than significant.

POP-2	Implementation of the proposed project would not displace substantial numbers of existing housing units, necessitating the construction of replacement housing elsewhere.
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As shown in Table 4.11-2, under POP-1, the proposed project would result in an increase of 5,500 in new residential units, which would be developed incrementally over the 24-year buildout period. No new non-residential land use designations proposed under the project are located on sites where residential land uses currently exist and housing is proposed as part of the project to address local and regional housing needs; thus, no displacement of existing housing units would occur and impacts would be *less than significant*.

The proposed Land Use (LU) Element, which would be adopted as part of the proposed project, and the existing Housing (H) Element, contains general goals, policies, and programs that would require local planning and development decisions to consider impacts to the environment related to population issues. The following General Plan goals, policies and a program would serve to minimize potential impacts associated with displacement of housing units:

- **Goal LU-2:** Maintain and enhance the character, variety and stability of Menlo Park’s residential neighborhoods.
 - **Policy LU-2.7: Conversion of Residential Units.** Limit the loss in the number of residential units or conversion of existing residential units to nonresidential uses, unless there is a clear public benefit or equivalent housing can be provided to ensure the protection and conservation of the City’s housing stock to the extent permitted by law.
- **Goal LU-4:** Promote the development and retention of business uses that provide goods or services needed by the community that generate benefits to the City, and avoid or minimize potential environmental and traffic impacts.

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- **Policy LU-4.5: Business Uses and Environmental Impacts.** Allow modifications to business operations and structures that promote revenue generating uses for which potential environmental impacts can be mitigated.
- **Goal H-2: Existing Housing and Neighborhoods.** Maintain, protect and enhance existing housing and neighborhoods.
 - **Policy H-2.2: Preservation of Residential Units.** Limit the conversion of residential units to other uses and regulate the conversion of rental developments to non-residential uses unless there is a clear public benefit or equivalent housing can be provided to ensure the protection and conservation of the City's housing stock to the extent permitted by law.
 - **Policy H-2.3: Condominium Conversions.** Assure that any conversions of rental housing to owner housing accommodate the tenants of the units being converted, consistent with requirements to maintain public health, safety and welfare. The City will also encourage limited equity cooperatives and other innovative housing proposals that are affordable to lower income households.
 - **Policy H-2.4: Protection of Existing Affordable Housing.** Strive to ensure that affordable housing provided through government incentives, subsidy or funding, and deed restrictions remains affordable over time, and the City will intervene when possible to help preserve such housing.
 - **Policy H-2.5: Maintenance and Management of Quality Housing and Neighborhoods.** Encourage good management practices, rehabilitation of viable older housing and long-term maintenance and improvement of neighborhoods.
 - **Program H-2.C: Amend the Zoning Ordinance to Protect Existing Housing.** Consistent with State law, amend the Zoning Ordinance to reflect the Housing Element policy of limiting the loss of existing residential units or the conversion of existing residential units to commercial or office space (see Policy H-2.2). Zoning Ordinance changes and City activities should address residential displacement impacts, including the following:
 - a. Avoid contradicting the Ellis Act.
 - b. Consider regulations used in other communities.
 - c. Consider a modified replacement fee on a per unit basis, or replacement of a portion of the units, relocation assistance, etc. to the extent consistent with the Ellis Act.
 - d. Collaborate with the San Mateo County Department of Housing, Mid-Pen Housing Corporation and others, as needed, to ensure protection of affordable units in Menlo Park.
 - e. Consider rezoning of properties for consistency to match and protect their existing residential uses.
- **Goal H-4: New Housing.** Use land efficiently to meet housing needs for a variety of income levels, implement sustainable development practices and blend well-designed new housing into the community.
 - **Policy H-4.8: Retention and Expansion of Multi-Family Sites and Medium and Higher Density.** Strive to protect and expand the supply and availability of multi-family and mixed-use infill housing sites

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for housing. When possible, the City will avoid re-designing or rezoning multi-family residential land for other uses or to lower densities without re-designating equivalent land for multi-family development and will ensure that adequate sites remain at all times to meet the City's share of the region's housing needs.

Implementation of the proposed project would result in an increase of 5,500 new residential units over the 24-year buildout horizon. There are no plans for displacement of existing housing under the proposed project. Furthermore, the aforementioned General Plan goals, policies, and programs would ensure that adequate housing remains and the potential for displacement of existing housing is limited. Therefore, construction of replacement housing elsewhere would not be necessary and the impact would be *less than significant*.

Significance Without Mitigation: Less than significant.

POP-3	Implementation of the proposed project would not displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.
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A significant environmental impact could result if implementation of the proposed project would displace substantial numbers of people necessitating the construction of replacement housing elsewhere.

As shown in Table 4.11-2, under POP-1, development under the proposed project would result in 14,150 new residents, 5,500 new housing units, and 9,900 new jobs in the study area, which would occur incrementally over a 24-year buildout period. There are no plans for removal of existing housing under the proposed project, thus displacement of people would not occur. Therefore, the construction of replacement housing elsewhere would not be warranted and the impact would be *less than significant*.

Significance Without Mitigation: Less than significant.

4.11.4 CUMULATIVE IMPACTS

POP-4	Implementation of the proposed project, in combination with past, present, and reasonably foreseeable projects, would result in significant cumulative impact with respect to population and housing.
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As discussed in Chapter 4, Environmental Evaluation, of this Draft EIR, this EIR takes into account growth projected by the proposed project within the Menlo Park city boundary and Sphere of Influence (SOI), in combination with impacts from projected growth in the rest of Santa Mateo County and the surrounding region, as forecast by ABAG. Impacts from cumulative growth are considered in the context of their consistency with regional planning efforts.

As described in POP-1 through POP-3, although growth under the proposed project plus cumulative development exceeds the current 2013 regional growth projections, the proposed and existing General Plan goals, policies, and programs, and implementing Zoning Ordinance would provide adequate planning

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to accommodate the proposed new increase in growth in the study area. Furthermore, the proposed project would not displace housing or substantial numbers of people necessitating the construction of replacement housing elsewhere. Accordingly, under the cumulative conditions, implementation of the proposed project would also not displace housing or substantial numbers of people necessitating the construction of replacement housing elsewhere.

Because the planning documents for regional growth do not include the new development potential under the proposed project, implementation of the proposed project would introduce growth where adequate planning in the region has not yet occurred. ABAG prepares forecasts of the region's population and employment every two to four years. Amongst other sources, ABAG's projections take into account local planning documents for the nine-county region, such as the City of Menlo Park's General Plan. As such, while the proposed project exceeds the regional projections, both the General Plan and regional forecasts are long-range planning tools that assist local governments to identify policies that address changing environments. Accordingly, following adoption of the proposed project, the regional forecasts will be updated to take into account the new growth potential for Menlo Park; thus, bringing the two long-range planning tools into better alignment.

Therefore, until the regional projections are updated, while the proposed project would provide adequate planning in the study area to accommodate the new growth and would not make a cumulatively considerable contribution to the displacement of housing or people, impacts related to exceeding regional growth without adequate regional planning would be *significant*.

Impact POP-4: Implementation of the proposed project, in combination with past, present, and reasonably foreseeable projects, could result in a significant cumulative impact with respect to population and housing.

Significance Without Mitigation: Significant and unavoidable. There are no available mitigation measures available to reduce this impact. However, as previously stated, when ABAG updates the regional growth projections they will incorporate the proposed project, which would then reduce this impact to a less-than-significant level. Accordingly, this impact remains significant and unavoidable.

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