

## **4.13 PUBLIC SERVICES AND RECREATION**

This chapter describes the existing public service conditions in the Ravenswood/4 Corners Transit-Oriented Development Specific Plan area and evaluates the potential impacts of the Plan on public services. Fire protection and emergency medical response, law enforcement, schools, and parks and recreational facilities are each addressed in a separate section of this chapter. In each section, a summary of the relevant regulatory setting and existing conditions is followed by a discussion of Plan-specific and cumulative impacts.

### ***A. Fire Protection and Emergency Medical Response***

#### **1. Regulatory Framework**

##### **a. East Palo Alto General Plan**

Fire service is addressed in the Land Use and Noise Elements of the East Palo Alto General Plan. Table 4.13-1 summarizes the relevant goals and policies to fire services.

##### **b. Menlo Park Fire Protection District**

The MPFPD is guided by its Mission Statement. The Department's mission is "to protect and preserve life and property from the impact of fire, disaster, injury and illness."<sup>1</sup>

#### **2. Existing Conditions**

The following describes current conditions with regard to fire services in East Palo Alto, which is part of the Menlo Park Fire Protection District (MPFPD).

The MPFPD has a service area of approximately 30 square miles and serves the cities of Atherton, Menlo Park, and East Palo Alto, as well as portions of unincorporated San Mateo County. The District serves approximately 93,000

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<sup>1</sup> Menlo Park Fire Protection District, <http://www.menlofire.org/>, accessed on October 16, 2009.

TABLE 4.13-1 **GENERAL PLAN POLICIES RELEVANT TO FIRE SERVICES**

Goal/Policy Number	Goal/Policy Content
<b>Land Use Element</b>	
Goal 4.0	<i>Provide effective coordination with public facilities and services providers.</i>
Policy 4.1	Work closely with local public facilities and services providers to meet community needs
Policy 4.2	Participate with other public agencies providing facilities and services to East Palo Alto in cooperative efforts to address important regional issues.
<b>Safety Element</b>	
Goal 2.0	<i>Protect the community from hazards associated with aircraft overflights, hazardous materials uses, fire, ground transportation, and criminal activity.</i>
Policy 2.3	Provide fire protection to reduce the risk of fire.

Source: City of East Palo Alto General Plan, 1999.

people.<sup>2</sup> There is one fire station in East Palo Alto, which is located outside the Plan Area.

Within the MPFPD, there are four divisions: Administrative, Fire Prevention, Operations, and Training. The Administrative Division is responsible for human resources and financial management. The Fire Prevention Division provides public education and consultation about fire prevention and emergency response. The Operations Division administers all emergency response and fire suppression operations. The Training Division educates and

<sup>2</sup> Menlo Park Fire Protection District, <http://www.menlofire.org/districtinfo.html>, accessed on September 15, 2011.

trains all fire personnel on emergency response and fire suppression techniques.<sup>3</sup>

a. Services

MPFPD services include fire suppression, rescue and emergency medical response and response to hazardous materials incidents, vehicle accidents, severe weather incidents, and other emergency events. The MPFPD also sponsors a cadet training program; runs a Community Emergency Response Training (CERT) program, which trains community members about how to prepare and respond to emergencies and natural disasters; and provides other types of public education.<sup>4</sup>

b. Staffing

The MPFPD currently has 108 employees. Emergency personnel include 83 Engineers/Firefighters, three Battalion Chiefs, two Division Chiefs, one Deputy Chief, and one Fire Chief. Non-emergency personnel include two Mechanics, three Inspectors, two Fire Prevention Staff, one part-time Fire Prevention Staff, five full-time Administration Staff, one part-time Administrative Staff, one Administrative interns, two Administrative temps, and one Urban Search and Rescue part-time staff.<sup>5</sup>

c. Facilities and Equipment

The MPFPD has seven fire stations, which are described below. Station 2 would normally respond to fires within the Plan Area.<sup>6</sup>

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<sup>3</sup> Menlo Park Fire Protection District, <http://www.menlofire.org>, accessed on September 15, 2011.

<sup>4</sup> Menlo Park Fire Protection District, <http://www.menlofire.org>, accessed on September 15, 2011.

<sup>5</sup> Cremin, Tim. Attorney at Law, Meyers|Nave. Personal e-mail communication with Carey Stone, The Planning Center | DC&E, August 22, 2011.

<sup>6</sup> Cremin, Tim. Attorney at Law, Meyers|Nave. Personal e-mail communication with Carey Stone, The Planning Center | DC&E, August 22, 2011.

*i. Station 1, 300 Middlefield Road, Menlo Park*

Station 1 is staffed with one Engine Captain, one Truck Captain, and five firefighters per shift. In addition to emergency response personnel, the MPFPD Administration Offices, Fire Prevention offices, and classroom training facilities are located at Station 1.

The following equipment is housed at Station 1:

- ◆ Engine 1, 2005 Pierce Dash
- ◆ Truck 1, 2003 Pierce Dash 100' Heavy Duty Aerial
- ◆ Rescue 1, 1992 Pierce Dash Medium Duty Rescue
- ◆ Battalion 1, 2003 Chevy Suburban

*ii. Station 2, 2290 University Avenue, East Palo Alto*

Station 2, the busiest station in the District, serves the City of East Palo Alto. It is located just south of the Plan Area boundary. The three personnel at Station 2 include one Captain and two firefighters per shift. Engine, 2, a 2001 Pierce Saber, is housed at Station 2.

In October, 2010, plans to demolish and rebuild this station were in the second of three phases during which two of the existing ancillary buildings were being demolished. Phase III will involve demolition of the existing fire station and construction of a new two-story fire station, fuel area, communications tower, and parking lot. The MPFPD acquired two adjacent lots to accommodate the expansion.<sup>7</sup>

*iii. Station 3, 32 Almendral Avenue, Atherton*

Station 3 serves the Town of Atherton and the unincorporated areas of San Mateo County near Redwood City. Staff at Station 3 includes one Captain and two firefighters. Engine 3, a 2007 Pierce Dash, is housed at Station 3.

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<sup>7</sup> City of East Palo Alto, 2009, "Environmental Staff Report: Mitigated Negative Declaration for the Demolish and Rebuild of Fire Station #2," File Number MND 09-21.

*iv. Station 4, 3322 Alameda de Las Pulgas, Menlo Park*

Station 4 serves west Menlo Park and west Atherton. Staff at Station 4 includes one Captain and two firefighters. Engine 4, a 2002 Pierce Dash, is housed at Station 4.

*v. Station 5, 4101 Fair Oaks Avenue, Menlo Park*

Station 5 serves the unincorporated community of North Fair Oaks and unincorporated areas of San Mateo County near Redwood City. The three personnel at Station 5 include one Captain and two firefighters. Engine 5, a 2000 Pierce Saber, is housed at Station 5.

*vi. Station 6, 700 Oak Grove Avenue, Menlo Park*

Station 6 serves downtown Menlo Park. The three personnel at Station 6 include one Captain and two firefighters. Engine 6, a 2005 Pierce Dash, is housed at Station 6.

*vii. Station 7, 1467 Chilco Avenue, Menlo Park*

Station 7 serves Menlo Park. The five personnel at Station 7 include one Captain and two firefighters per shift, as well as a fleet manager and a mechanic.

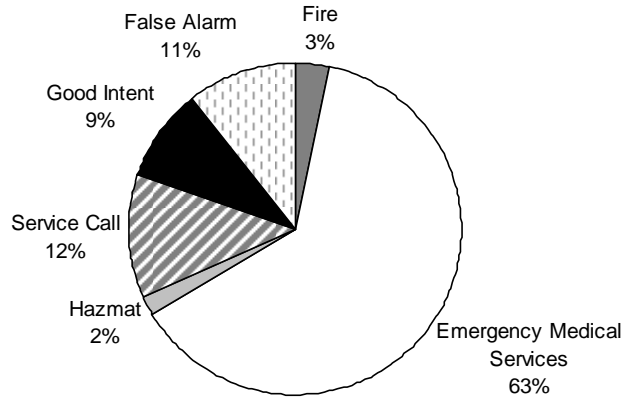
The following equipment is housed at Station 7:

- ◆ Engine 77, 2001 Pierce Saber
- ◆ Air Boat 1, 2004 American Airboat , “AIR RANGER”
- ◆ Urban Search and Rescue (USAR) Vehicles
- ◆ Other utility vehicles

d. Menlo Park Fire Protection District Incidents

Figure 4.13-1 identifies the number and types of incidents the MPFPD responded to in East Palo Alto in 2010. Medical and rescue calls represented the majority, or 63 percent, of incidents for 2010. Service calls, such as lock-outs, animal rescue, police assistance, and water leaks, were the second largest incident category, represented 12 percent of all incidents in 2010.

FIGURE 4.13-1 *MPFPD 2010 INCIDENTS*



Source: Menlo Park Fire Protection District, 2010.

e. Service Standards

The Menlo Park Fire Protection District has a targeted response time of 6.59 minutes for medical calls and eight minutes for fires.<sup>8</sup> Currently, the average response time is between 4 to 6.59 minutes.<sup>9</sup>

f. Mutual Aid Agreements

The MPFPD participates in Mutual Aid Agreements with the Cities of Palo Alto, Foster City, Redwood City Fire Departments, Belmont San Carlos Fire Department, and San Mateo County Fire Department.<sup>10</sup>

3. Standards of Significance

The Plan would have a significant impact on fire protection services if it would result in the provision of, or need for, new or physically altered facilities, the construction of which could cause significant environmental impacts,

<sup>8</sup> Menlo Park Fire Protection District, *2010 Annual Report*, page 8.

<sup>9</sup> Cremin, Tim. Attorney at Law, Meyers|Nave. Personal e-mail communication with Carey Stone, The Planning Center | DC&E, August 22, 2011.

<sup>10</sup> Cremin, Tim. Attorney at Law, Meyers|Nave. Personal e-mail communication with Carey Stone, The Planning Center | DC&E, August 22, 2011.

in order to maintain acceptable service ratios, response times, or other performance objectives.

- a. Result in substantial adverse physical impacts associated with the provision of new or physically altered fire protection facilities, need for new or physically altered fire protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives.

#### 4. Impact Discussion

- a. Project Impacts

- i. *Result in substantial adverse physical impacts associated with the provision of new or physically altered fire protection facilities, need for new or physically altered fire protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives. (LTS)*

Projected buildout of the Specific Plan would result in the construction of approximately 835 new residential units, which would increase the Plan Area's population by approximately 2,766 new residents by 2035. Additionally, under the Specific Plan, commercial, office and industrial square footage is projected to increase by approximately 1.7 million square feet by 2035.

New growth resulting from the Specific Plan would increase the demand for fire protection and emergency services in East Palo Alto such that new fire protection facilities, personnel, and equipment would be needed and response times could be reduced. According to Chief Harold Schapelhouman of the MPFPD, Fire Station #2 would need to be expanded, and additional equipment and approximately 2.7 additional personnel would be needed to accommodate the growth.<sup>11</sup> Although the MPFPD currently has plans to expand Fire Station #2, the expansion did not take into account the Specific Plan and other recently proposed projects within the jurisdiction of the

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<sup>11</sup> Cremin, Tim. Attorney at Law, Meyers|Nave. Personal e-mail communication with Carey Stone, The Planning Center | DC&E, August 22, 2011.

MPFPD such as the Menlo Park Downtown Specific Plan, Facebook campus, North Fair Oaks Community Plan, and Gateway Project. The proposed expansion of Fire Station #2 is estimated to cost \$7.5 million and the project is not fully funded. Since the Specific Plan would contribute to the need for the expansion of Fire Station #2, the MPFPD expects new development would contribute to the expansion costs.

Given these background conditions, buildout of the Specific Plan would adversely affect the delivery of fire services in East Palo Alto. Additional personnel and equipment would be required to maintain or improve fire and emergency response times. Although the MPFPD has not identified specific funding sources for the required additional personnel upon buildout, the MPFPD will realize increased revenues as a result of the increased tax base from the Specific Plan Area. Under the terms of the MPFPD pass-through agreement with the Redevelopment Agency of the City of East Palo Alto, the MPFPD will receive increased property tax revenues from the development in the project area that will provide a source for funding the necessary additional personnel. The Fiscal Impact Analysis performed for the Specific Plan indicates that at full buildout, the Fire District will receive an additional \$475,000 in property tax. This measure would ensure that the Plan is self-sufficient, and that adequate, long-term funding for the expansion of fire and emergency services would be made available and the impact would be *less than significant*.

b. Cumulative Impacts

This cumulative analysis considers the Specific Plan, Menlo Park Downtown Specific Plan, Facebook campus, North Fair Oaks Community Plan, and Gateway Project. These projects represent a significant amount of growth within the jurisdiction of the MPFPD. While this growth is significantly more than anticipated by the Specific Plan, buildout of the Specific Plan will also result in additional property tax revenue from new development. Portions of this property tax revenue will go to the MPFPD to fund needed improvements and additional personnel. As a result, the Specific Plan would have a *less-than-significant* cumulative impact on fire services.

## ***B. Law Enforcement***

### **1. Regulatory Framework**

#### **a. East Palo Alto General Plan**

Police service is addressed in the Safety and Noise Element of the East Palo Alto General Plan. Table 4.13-2 summarizes the relevant General Plan goals and policies to police services.

#### **b. East Palo Alto Police Department Mission, Vision, and Values**

The East Palo Alto Police Department is guided by its Mission, Vision, and Values statement. The Department's mission is to "work in partnership with the community to reduce crime and violence and provide quality law enforcement services." The Department's vision is to "be nationally accredited and recognized as an industry leader that is committed and responsive to the needs of [the] community." The values of the Department focus on service, teamwork, respect, integrity, vision, and excellence.<sup>12</sup>

### **2. Existing Conditions**

The East Palo Alto Police Department (EPAPD) provides service to a 2.6-square-mile area serving a population of approximately 28,155 people.<sup>13</sup> Responsibilities of the EPAPD include street patrol, investigations, traffic patrol, and emergency services. Additionally, the EPAPD runs several

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<sup>12</sup> East Palo Alto Police Department, Mission, Vision, and Values, <http://www.ci.east-palo-alto.ca.us/police/pdf/mission-vision-values.pdf>, accessed on September 16, 2011.

<sup>13</sup> US 2010 Census, <http://factfinder2.census.gov>, accessed on September 16, 2011.

TABLE 4.13-2 **GENERAL PLAN POLICIES RELEVANT TO POLICE SERVICES**

Goal/Policy Number	Goal/Policy Content
<b>Land Use Element</b>	
Goal 4.0	<i>Provide effective coordination with public facilities and services providers.</i>
Policy 4.1	Work closely with local public facilities and services providers to meet community needs
Policy 4.2	Participate with other public agencies providing facilities and services to East Palo Alto in cooperative efforts to address important regional issues.
<b>Safety Element</b>	
Goal 2.0	<i>Protect the community from hazards associated with aircraft overflights, hazardous materials uses, fire, ground transportation, and criminal activity.</i>
Policy 2.5	Provide police protection to address criminal activity.

Source: City of East Palo Alto General Plan, 1999.

programs that aim to reduce and prevent crime, including the Parolee Reentry Program; Parolee-Job Program; Gang Resistance, Education and Training; and Police Activities League.<sup>14</sup>

a. Staff

The EPAPD is made up of the Operations Division, Investigations Division, and Administration Division. There are 34 sworn police officers and 11 non-sworn personnel. Additionally, the EPAPD has six part-time non-sworn personnel.<sup>15</sup>

<sup>14</sup> East Palo Alto Police Department, 2008, *East Palo Alto Summary Report*, page 3.

<sup>15</sup> Lam, Elizabeth. Community Service Officer, East Palo Alto Police Department. Personal e-mail with Carey Stone, The Planning Center | DC&E, June 23, 2011.

b. Facilities

A single police station, located at 141 Demeter Street, houses the administration, records, and patrol aspects of the EPAPD. In addition to the central police station, there is a police sub-station and a satellite office. The police sub-station, located at 219 Demeter Street, houses the Parolee Reentry Program and training and community events. The satellite office, located at 2415 University Avenue, is where property and evidence work is completed. All of these police facilities are located within the Plan Area and are leased from private property owners.<sup>16</sup>

c. Reported Crimes and Hot Spots

Overall, reported crimes in East Palo Alto decreased by 20 percent between 2009 and 2010, as shown in Table 4.13-3. However, rapes and motor vehicle thefts rose by 12 and 14 percent respectively.

There are four police beats that patrol the city. Within each police beat, the EPAPD has identified “hot spots” of criminal activity. The hot spot in Beat 2, which patrols the Plan Area, encompasses the northern portion of the University Village neighborhood. It extends north of Notre Dame Avenue to the city limits, between University Avenue and Illinois Street.<sup>17</sup>

d. Service Standards

Although the EPAPD does not have a standard for staffing levels, the current ratio of officers per 1,000 residents is 1.2. This is below the Federal Bureau of Investigations’ recommended standard of 2 officers per 1,000 residents. The EPAPD has identified the need for additional staff as the Department has

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<sup>16</sup> Cohen, Doris. Crime Analyst, East Palo Alto Police Department. Personal communication with Nicola Swinburne, The Planning Center | DC&E, January 6, 2011.

<sup>17</sup> Cohen, Doris. Crime Analyst, East Palo Alto Police Department. Personal communication with Carey Stone, The Planning Center | DC&E, November 5, 2009.

TABLE 4.13-3 *EAST PALO ALTO CRIMES 2009 AND 2010*

<b>Crime</b>	<b>2009</b>	<b>2010</b>	<b>Percent Change</b>
Homicide	8	4	-50%
Rape	17	19	12%
Robbery	158	103	-35%
Assaults	428	321	-25%
Assaults/Firearm*	88	40	-55%
Burglary	437	382	-13%
Thefts	331	264	-20%
Auto Thefts	207	236	-14%
Total	1,586	1,329	-16%

\* This category is a sub-category of "Assaults."

Source: East Palo Alto Police Department 2010 Crime Statistical Report.

fewer police officers and responds to more calls than police departments of similar size.<sup>18</sup>

e. Funding

Funding for the EPAPD comes mainly from the City's General Fund, approximately \$8.9 million for the 2009-2010 fiscal year. The EPAPD also received \$2 million in grants for the 2009-2019 fiscal year. Due to City budget constraints, the EPAPD has limited resources to expand services.

<sup>18</sup> East Palo Alto Police Department, 2009, *East Palo Alto Police Department 2009-2010 Proposed Budget*, page 6.

f. Mutual Aid Agreements

The EPAPD operates under a Mutual Aid Agreement with San Mateo County, which establishes a Countywide Protocol to provide mutual aid for every jurisdiction within the county. In addition, the EPAPD has agreements with agencies outside San Mateo County, including the California Highway Patrol and the City of Palo Alto Police Department, to provide mutual assistance on an as-needed basis.<sup>19</sup>

**3. Standards of Significance**

The Plan would have a significant impact on law enforcement services if it would result in the provision of, or need for, new or physically altered facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives.

- a. Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the public services: police protection, schools, parks, other public facilities.

**4. Impact Discussion**

- a. Project Impacts
  - i. *Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the public services: police protection, schools, parks, other public facilities. (LTS)*

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<sup>19</sup> Lam, Elizabeth, East Palo Alto Police Department. Personal e-mail communication with Sean Charpentier, City of East Palo Alto, November 30, 2009.

Projected buildout of the Specific Plan would result in the construction of approximately 835 new residential units, which would increase the Plan Area's population by approximately 2,766 new residents by 2035. Additionally, under the Specific Plan, commercial, office and industrial square footage is projected to increase by approximately 1.7 million square feet by 2035.

The Specific Plan would have a significant environmental impact if it would exceed the ability of police responders to adequately serve the Plan Area, thereby requiring construction of new facilities or modification of existing facilities. Since the East Palo Alto Police Department does not have any adopted service ratios or standard impact calculations, the Department is unable to estimate the need for additional staff, equipment, or facilities as a result of implementation of the Specific Plan.<sup>20</sup>

However, to provide a conservative analysis, this scenario assumes that all residents living in the new dwelling units constructed under the Plan would move to East Palo Alto from other jurisdictions. This represents a citywide increase in population of approximately 10 percent. Assuming current law enforcement needs were to increase proportionately to the population, there would be an additional need for police personnel, equipment, and/or police facilities.

General Plan Land Use Element Goal 4.0 calls for the City to work closely with public service providers to meet the community's needs and Safety Element Policy 2.5 calls for the City to provide police protection to address criminal activity. Buildout of the Specific Plan may require additional personnel and vehicles to maintain the current level of service, or the construction or expansion of facilities to house additional personnel and vehicles. However, the increase in population and the growth of businesses in the Plan Area would occur incrementally over approximately 20 years. As such, it

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<sup>20</sup> Lam, Elizabeth. Community Service Officer, East Palo Alto Police Department. Personal e-mail with Carey Stone, The Planning Center | DC&E, June 23, 2011.

would be possible to assess the need for additional personnel and equipment and address these needs to ensure that the law enforcement needs in the community are met. It is not known at this point precisely when such facilities would be required or what the exact nature of these facilities would be. As a result, it cannot be determined what project-specific environmental impacts would occur from their construction and operation. The potential impacts would be identified during the facility planning process. Furthermore, future proposals for new police facilities would be subject to additional CEQA review. Consequently, the impact on law enforcement services would be *less than significant*.

b. Cumulative Impacts

This cumulative analysis considers the Specific Plan in the context of the General Plan, which takes into account the entire incorporated area of East Palo Alto, including the Plan Area. Outside the Plan Area, residential growth will be predominantly single-family units in line with the General Plan. In the Plan Area however, buildout of the Specific Plan would include development at a higher intensity than currently planned for in the General Plan. As such, there will be additional need for police services as the population increases. The expansion of existing facilities or construction of new facilities would be subject to CEQA review as well as to the provisions of the General Plan and regulations adopted as part of the Municipal Code. Therefore, potential environmental impacts would be minimized and the Specific Plan would have a less-than-significant cumulative impact related to the delivery of law enforcement services. As a result, the Plan would have a *less-than-significant* cumulative impact.

C. Schools

This section describes the existing conditions and the potential impacts of the Plan with regard to local schools.

## 1. Regulatory Framework

This section describes relevant regulations and laws relating to schools. The regulatory framework for schools is determined at the school district and State level.

### a. Mitigation Fee Act (California Government Code 66000-66008)

Enacted as AB 1600, the Mitigation Fee Act requires a local agency establishing, increasing, or imposing an impact fee as a condition of development to identify the purpose of the fee and the use to which the fee is to be put.<sup>21</sup> The agency must also demonstrate a reasonable relationship between the fee and the purpose for which it is charged, and between the fee and the type of development project on which it is to be levied. The Act came into force on January 1, 1989.

### b. Senate Bill 50 and Proposition 1A of 1998

On August 27, 1998, the Governor signed Senate Bill 50 (SB 50), the Leroy F. Greene School Facilities Act of 1998, which is identified as Chapter 407, Statutes of 1998. SB 50, along with bond procedures under Proposition 1A of 1998, regulate school financing and mitigation by setting development fee caps, removing authority for denial of a development application based solely on current school capacity levels, and ensuring that impacts to schools are mitigated under CEQA.<sup>22</sup>

California Government Code Section 65996(a) requires developer fees to mitigate an environmental effect from the construction of new school facilities under CEQA. According to Government Code Section 65996, the payment of fees "...is deemed to be full and complete mitigation of the impacts of any legislative or act, or both, involving, but not limited to, the planning, use, or development of real property, or any change in governmental organization

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<sup>21</sup> California Government Code, Sections 66000-66008, <http://www.leginfo.ca.gov/cgi-bin/waisgate?WAISdocID=18478423424+0+0+0& WAISaction=retrieve>, accessed on November 25, 2009.

<sup>22</sup> SB 50 (1998), <http://www.sen.ca.gov/>, accessed on October 15, 2009.

or reorganization.”<sup>23</sup> These provisions are in effect until 2012 and will remain in place as long as subsequent State bonds are approved and available.

The State Allocation Board (SAB) adjusts the fees for inflation in even-numbered years. On January 27, 2010, the SAB, pursuant to Government Code Section 65995(b)(3), voted to keep the allowable amount of statutory school facilities fees (Level I School Fees) at \$2.97 per square foot of assessable space for residential development of 500 square feet or more, and to keep the amount of \$0.47 per square foot of chargeable covered and enclosed space for commercial/industrial development. School districts may levy higher fees if they apply to the SAB and meet certain conditions.<sup>24</sup>

c. East Palo Alto General Plan

Goals, policies, and programs from the East Palo Alto General Plan that are relevant to schools are included in Table 4.13-4.

## 2. Existing Conditions

The following describes current conditions with regard to schools in East Palo Alto. East Palo Alto is served by two school districts: Ravenswood City School District, which chiefly serves students in kindergarten through grade 8, and Sequoia Union High School District, which serves students in grades 9 through 12.

This section describes the two public school districts serving East Palo Alto, including the Plan Area.

a. Ravenswood City School District

The Ravenswood City School District (RCSD) chiefly serves students in kindergarten through grade 8 from East Palo Alto and east Menlo Park. It also

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<sup>23</sup> California Government Code, Sections 65996, <http://www.leginfo.ca.gov/cgi-bin/waisgate?WAISdocID=394722669+0+0+0&WAIAction=retrieve>, accessed on November 15, 2011.

<sup>24</sup> [http://www.edsource.org/iss\\_fin\\_sys\\_facilities.html](http://www.edsource.org/iss_fin_sys_facilities.html), accessed November 15, 2011.

TABLE 4.13-4 **GENERAL PLAN POLICIES RELEVANT TO SCHOOLS**

Goal/Policy Number	Goal/Policy Content
<b>Land Use Element</b>	
Goal 4.0	<i>Provide effective coordination with public facilities and services providers.</i>
Policy 4.1	Work closely with local public facilities and services providers to meet community needs
Policy 4.2	Participate with other public agencies providing facilities and services to East Palo Alto in cooperative efforts to address important regional issues.

Source: City of East Palo Alto General Plan, 1999.

includes one school serving kindergarten through grade 9, and another serving grades 9 through 12. As of 2011, the RCSD had a district-wide enrollment of approximately 4,560 students.<sup>25</sup>

*i. Schools and Facilities*

The names and addresses of the eleven public schools and one child development center in the district are shown in Table 4.13-6. Costaño Elementary School, the only school operated by RCSD within the Plan Area, serves students in kindergarten through Grade 8.

*ii. Student Enrollment and School Capacity*

Most schools in the RCSD currently have sufficient space for all enrolled students with the exception of Costaño Elementary and Brentwood Academy, as shown in Table 4.13-5.

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<sup>25</sup> Singh, Prima. Controller, Ravenswood City School District. Personal e-mail communication with Carey Stone, The Planning Center | DC&E, April 7, 2011.

TABLE 4.13-5 *RAVENSWOOD CITY SCHOOL DISTRICT*

Facility	Address	2010-2011		
		Grades	Enrollment	Capacity
Belle Haven Elementary	415 Ivy Dr., Menlo Park	K-8	566	600
Cesar Chávez Academy	2450 Ralmar Ave., East Palo Alto	5-8	268	288
Costaño Elementary	2695 Fordham St., East Palo Alto	K-8	507	501
Green Oaks Academy	2450 Ralmar St., East Palo Alto	K-4	535	583
James Flood Magnet School	2033 Pulgas Ave., East Palo Alto	K-8	274	287
Ronald McNair Academy	2033 Pulgas Ave., East Palo Alto	5-8	311	319
Willow Oaks Elementary	620 Willow Road, Menlo Park	K-8	609	610
Ravenswood Child Development Center	951 O'Connor St., East Palo Alto	Pre-K	237	240
East Palo Alto Charter School	1286 Runnymede St., East Palo Alto	K-9	472	472
East Palo Alto Stanford Elementary School (Charter)	2033 Pulgas Ave., East Palo Alto	5 <sup>th</sup> Only	32	32
East Palo Alto Stanford High School (Charter)	475 Pope St., Menlo Park	9-12	253	295
Edison Brentwood Academy (Charter)	2086 Clarke St., East Palo Alto	K-5	496	494

Source: Ravenswood City School District, April 7, 2011.

*iii. Facilities and Staff*

As of the 2009-2010 school year, the RCSD employed 259 full-time teachers, as shown in Table 4.13-6. RCSD's overall average ratio of students per teacher is generally lower than that of San Mateo County or the State.

*iv. Planned Improvements*

The RCSD currently has no plans to expand, renovate, or build new schools.<sup>26</sup>

b. Sequoia Union High School District

The Sequoia Union High School District (SUHSD) service area includes the cities of Atherton, Belmont, East Palo Alto, Menlo Park, Portola Valley, Redwood City, Redwood Shores, San Carlos and Woodside. Depending on their address, high school students within the Plan Area would attend Carlmont High School or Woodside High School.

*i. Schools and Facilities*

The names and addresses of the five high schools, two continuing education high schools, and one adult school in the SUHSD are listed in Table 4.13-7. None of the SUHSD schools are located in East Palo Alto.

*ii. Student Enrollment and School Capacity*

As of the 2010-2011 school year, all of the SUHSD schools had sufficient space for enrolled students.<sup>27</sup>

*iii. Facilities and Staff*

As of the 2009-2010 school year, the SUHSD employed approximately 429 teachers, as shown in Table 4.13-8. The average ratio of students to teacher for high schools was lower than San Mateo County and State averages. However, the average ratio of students to teacher was higher for continuation schools compared to San Mateo County and the State.

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<sup>26</sup> Singh, Prima. Controller, Ravenswood City School District. Personal e-mail communication with Carey Stone, The Planning Center | DC&E, April 7, 2011.

<sup>27</sup> Berghouse, Susan. Director of Information and Communications, Sequoia Union High School District. Personal e-mail communication with Carey Stone, The Planning Center | DC&E, May 25, 2011.

TABLE 4.13-6 *RCSD PUPIL-TEACHER RATIO (2009-2010)*

	Number of RCSD Schools	Full-Time Teachers	RCSD Pupil- Teacher Ratio	San Mateo County Pupil- Teacher Ratio	State Pupil- Teacher Ratio
Elementary	7	191.8	17.2	19.8	21.1
Middle	2	29.0	18.2	20.5	22.5
K-12	1	37.8	14.7	20.2	20.3

Source: <http://www.ed-data.k12.ca.us>, accessed on August 3, 2011.

TABLE 4.13-7 *SEQUOIA UNION HIGH SCHOOL DISTRICT*

School	Address	Grades	2010-2011	
			Enrollment	Capacity
<b>Comprehensive High Schools</b>				
Carlmont High School	1400 Alameda de las, Pulgas, Belmont, CA 94002	9-12	2,125	2,125
Menlo-Atherton High School	555 Middlefield Rd., Atherton, CA 94027	9-12	2,025	2,122
Sequoia High School	1201 Brewster Ave., Redwood City, CA 94062	9-12	1,726	2,128
Woodside High School	199 Churchill Ave., Woodside, CA 94062	9-12	1,800	2,000
<b>Continuing and Adult Education</b>				
Middle College Cañada College	Bldg. 13, Room 106, 4200 Farm Hill Blvd., Redwood City, CA 94061	9-12	89	90
Redwood High School	1968 Old County Rd., Redwood City, CA 94063	9-12	317	n/a
Sequoia District Adult School	3247 Middlefield Rd., Menlo Park, CA 94025	n/a	n/a	n/a

Source: Sequoia Union High School District, May 25, 2011.

TABLE 4.13-8 *SUHSD PUPIL-TEACHER RATIO (2009-2010)*

	Number of SUHSD Schools	Full- Time Teachers	SUHSD Pupil- Teacher Ratio	San Mateo County Pupil- Teacher Ratio	State Pupil- Teacher Ratio
High School	6	415.4	19.7	21.1	23.7
Continuation	1	14.0	18.6	15.7	17.6

Source: <http://www.ed-data.k12.ca.us>, accessed on August 3, 2011.

*iv. Planned Improvements*

In 2008, San Mateo County voters approved bond Measure J to fund the expansion, construction, and improvement of classrooms and to upgrade technology in classrooms within SUHSD. The SUHSD is currently constructing a new Career Tech building at Menlo-Atherton High School and a new Bio-Tech building at Carlmont High School. The SUHSD has plans to build a new Career Tech building at Woodside High School and new classrooms at Sequoia High School.<sup>28</sup>

**3. Standards of Significance**

The Specific Plan would have a significant impact with regard to schools if it would:

- a. Result in substantial adverse physical impacts associated with the provision of new or physically altered school facilities, need for new or physically altered school facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, or other performance objectives.

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<sup>28</sup> Navas, Enrique. Assistant Superintendent, Sequoia Union High School District. Personal e-mail communication with Carey Stone, The Planning Center | DC&E, August 3, 2011.

#### 4. Impact Discussion

##### a. Project Impacts

- i. *Result in substantial adverse physical impacts associated with the provision of new or physically altered school facilities, need for new or physically altered school facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, or other performance objectives. (LTS)*

The Ravenswood City School District would not have adequate capacity for the number of new students that would be generated by the projected buildout of the Specific Plan. However, the Sequoia Union High School District would have adequate capacity for the number of new students that would be generated by projected buildout of the Specific Plan. Table 4.13-9 shows the student generation rate, capacity, and the number of additional students the Specific Plan could generate by 2035 for the RCSD and SUHSD.

The following school district impact analysis discussion assumes that the number of students generated by development under the Specific Plan would equally impact the RCSD and the SUHSD. This analysis assumes all of the 835 residential units will generate students in both the RCSD and SUHSD. In reality, it is unlikely these new students would be evenly distributed throughout the school districts. The number of new students generated by development under the proposed Specific Plan would be incrementally added to school district student enrollment from the present to 2035.

##### a) Ravenswood City School District

This analysis assumes that all 835 residential units would be developed within the area of overlap of the RCSD boundary and Plan Area. Thus, if 835 residential units are constructed within the overlap of RCSD boundary and Plan Area, these housing units could potentially add a maximum of 418 new students to the RCSD by 2035.

TABLE 4.13-9 *RCSD AND SUHSD STUDENT GENERATION RATES AND PROJECTED 2035 ENROLLMENT*

District	Student Generation Rate	2010/2011 Total Enrollment*	Capacity	Net Additional Students	2035 Total Projected Enrollment
RCSD	0.5 students per dwelling unit <sup>29</sup>	4,560	4,721	418	4,978
SUHSD	0.2 per dwelling unit	3,925	4,125	167	4,092

\*Enrollment and capacity for the RCSD included all of the schools within the District. Enrollment and capacity for the SUHSD included Carlmont and Woodside High Schools. Sources: Ravenswood City School District and Sequoia Union High School District, 2011.

Students within the Plan Area could attend any of the RCSD schools since the District has an open enrollment policy.<sup>30</sup> As of the 2010/2011 school year, the RCSD had a district-wide enrollment of 4,560 students and a total capacity of 4,721 students. The RCSD would not be able to accommodate the additional 418 students generated by the Specific Plan.

*b)* Sequoia Union High School District

This analysis assumes that all 835 residential units would be developed within the area of overlap of the SUHSD boundary and Plan Area. Thus, if 835 residential units are constructed within the overlap of SUHSD boundary and Plan Area, these housing units could potentially add a maximum of 167 new students to the SUHSD by 2035.

<sup>29</sup> Ravenswood City School District does not have an official student generation rate. Therefore, for the purpose of this analysis, the State Office of Public School Construction student generation rate of 0.5 students per dwelling unit for Elementary School Districts was used.

<sup>30</sup> Curtis, Megan. Chief Financial Officer, Ravenswood City School District. Personal e-mail communication with Carey Stone, The Planning Center | DC&E, September 17, 2011.

Students within the Plan Area would attend Carlmont and Woodside High Schools. The total capacity of Carlmont and Woodside High Schools is 4,125 students. As of the 2010/2011 school year, the total district enrollment for these three schools was 3,925 students. These schools would be able to accommodate an additional 167 students, with a total combined 2035 projected enrollment of 4,092 students for Carlmont and Woodside High Schools.

*c) Conclusion*

The City's General Plan includes goals and policies to help ensure adequate planning for public school facilities to meet future demand. Land Use Element Goal 4.0 calls for effective coordination with public service providers. Land Use Element Policy 4.1 calls for the City to work closely with public service providers to meet the community's needs and Policy 4.2 calls for the City to participate with public agencies providing services to the city to address important regional issues.

In addition to the goals and policies of the General Plan, future development under the Specific Plan would be required by State law to pay development impact fees to each School District at the time of the building permit issuance. These fees are used by the School Districts to mitigate long-term operation and maintenance impacts on school facilities associated with new development, in accordance with State law.

Pursuant to Section 65995(h) of the California Government Code, payment of these fees "is deemed to be full and complete mitigation of impacts of any legislative or adjudicative act, or both, involving but not limited to, the planning, use, or development of real property, or any change in government organization or reorganization." Additionally, the School District receives statutory pass-through payments of tax increment from the Redevelopment Agency pursuant to Health and Safety Code Section 33607.7. As buildout occurs in the Plan area and the tax base expands, these pass-through amounts will increase. Under the provisions of the Community Redevelopment Law, a portion of these pass-through payments are available to the School District for capital improvements, including new school facilities.

Furthermore, expansions or new school construction that may be required to accommodate the projected students within the RCSD would be addressed through separate CEQA-review processes when the specifics of those projects are known. At this time, details on timing, location, and project scope are not known. As a result, Specific Plan implementation, by itself, would not result in significant adverse impacts due to the construction of new or expanded schools. If such impacts are to occur, they would be identified and mitigated, to the extent feasible, through future, project-specific CEQA review. Therefore, under this project, a *less-than-significant* impact would occur.

b. Cumulative Impacts

Regional growth resulting from past, present and reasonably foreseeable projects would result in increased demand for additional school facilities within the Ravenswood City School District and Sequoia Union High School District boundaries. It is unknown exactly where these school facility expansions would occur to support the cumulative increase in population. As specific school expansion or improvement projects are identified, additional project-specific, environmental analysis would be completed. Therefore, the impacts associated with the provision of new or altered school facilities resulting from past, present or reasonably foreseeable projects would not be cumulatively considerable and there would be a *less-than-significant* cumulative impact.

*D. Libraries*

The following describes current conditions and potential impacts from the Specific Plan with regard to library services in East Palo Alto.

**1. Regulatory Framework**

a. San Mateo County Library Strategic Plan: 2007 to 2014

The San Mateo County Library Strategic Plan includes goals and objectives and defines the Library's targeted areas of focus through 2014. The Plan's goals and objectives are to help the Library achieve the following:

- ◆ A model of customer service
- ◆ An example of fiscal health
- ◆ A trained and motivated staff
- ◆ A world class library

b. City of East Palo Alto General Plan

Table 4.13-10 lists the goal and policies from the East Palo Alto General Plan that are relevant to libraries.

## 2. Existing Conditions

The following describes current conditions with regard to library services in East Palo Alto. East Palo Alto is served by the San Mateo County Library System, which has one branch library located within the Plan Area.

a. San Mateo County Library System

The San Mateo County Library System, a Joint Powers Authority, includes the cities of Atherton, Belmont, Brisbane, East Palo Alto, Foster City, Half Moon Bay, Millbrae, Pacifica, Portola Valley, San Carlos and Woodside, as well as unincorporated areas of the County of San Mateo. More than 90 percent of the costs to operate the system are paid for by property taxes.<sup>31</sup> Other funding sources come from private, State and federal grants, and gifts to the Friends of the Library. San Mateo County provides staffing and materials, and the individual cities are responsible for the buildings and maintenance.

b. East Palo Alto Branch Library

The East Palo Alto Branch Library of the San Mateo Library System is located in the Plan Area at 2415 University Avenue, at the intersection of University Avenue and Bay Road. In addition to book circulation, the library offers child, adult, and family programming and has computer work stations that are available for public use. During the 2009-2010 fiscal year, the East Palo Alto Library circulated 111,196 items, had 18,192 library card holders,

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<sup>31</sup> Organizational Consulting Group, 2007, "San Mateo County Library Strategic Plan: 2007 to 2014," page 4.

TABLE 4.13-10 **GENERAL PLAN POLICIES RELEVANT TO LIBRARIES**

Goal/Policy Number	Goal/Policy Content
<b>Land Use Element</b>	
Goal 4.0	<i>Provide effective coordination with public facilities and services providers.</i>
Policy 4.1	Work closely with local public facilities and services providers to meet community needs
Policy 4.2	Participate with other public agencies providing facilities and services to East Palo Alto in cooperative efforts to address important regional issues.

Source: City of East Palo Alto General Plan, 1999.

welcomed 185,006 visitors, and had 12,413 people attend programs at the library.<sup>32</sup> The East Palo Alto Library's from the 2008-2009 fiscal year to the 2009-2010 fiscal year, circulation increased by 10 percent, card holders increased by 11 percent, visitors increased by 7 percent, and program attendance increased by 80 percent.<sup>33</sup> As use at the East Palo Alto Library increases, there may be a need for additional physical space to hold events, store library material, and add additional computer work stations. The East Palo Alto library branch is forming a Friends of the Library group, which is often a catalyst for raising funds and support for a new library building.<sup>34</sup> The library is in need of additional technology access, but there is little room for expansion and no current plan to expand.<sup>35</sup>

<sup>32</sup> San Mateo County Library, 2009, 2010, *San Mateo Library 2009-2010 Annual Report*, page 4.

<sup>33</sup> San Mateo County Library, 2009 *San Mateo Library 2008-2009 Annual Report*, page 4 and 2010, *San Mateo Library 2009-2010 Annual Report*, page 4.

<sup>34</sup> Sweeney, Patrick. Branch Manager, East Palo Alto Branch Library. Personal e-mail communication with Carey Stone, The Planning Center | DC&E, August 3, 2011.

<sup>35</sup> Sweeney, Patrick. Branch Manager, East Palo Alto Branch Library. Personal e-mail communication with Carey Stone, The Planning Center | DC&E, October 20, 2009.

### 3. Standards of Significance

The Specific Plan would have a significant impact with regard to libraries if it would:

- a. Result in substantial adverse physical impacts associated with the provision of new or physically altered library facilities, need for new or physically altered library facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, or other performance objectives.

### 4. Impact Discussion

- a. Result in substantial adverse physical impacts associated with the provision of new or physically altered library facilities, need for new or physically altered library facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, or other performance objectives. (*LTS*)

Implementation of the Specific Plan could potentially add approximately 2,766 new residents to the Plan Area by 2035, which could increase the demand for library services and facilities in East Palo Alto.

As indicated above, as development occurs in the Plan Area, new or expanded library facilities may be needed to meet the needs of the associated population growth. As discussed in Chapter 3, Project Description, development of a new library facility associated with the Specific Plan was envisioned within the mixed use designation at the northwest corner of the 4 Corners area, either as an addition to or as a replacement of the existing County building on that site. In addition, the Policy 4.1 of the General Plan Land Use Element requires that the City work closely with public service providers to meet the community's needs. Furthermore, future proposals for new library facilities would be subject to additional CEQA review.

Since the provision of new library facilities was included in projected buildout of the Specific Plan and potential impacts are analyzed throughout this EIR, impacts associated with the provision of new or physically altered

library facilities resulting from implementation of the Regulatory Changes would be *less than significant*.

b. Cumulative Impacts

The population within San Mateo County is projected to increase by 22 percent between 2010 and 2035,<sup>36</sup> which will increase the demand for library services and facilities. As a result, the San Mateo County Library system would most likely need to continue to expand library facilities to meet the increased demand. As specific library expansion or improvement projects are identified, additional project-specific, environmental analysis would be completed. Therefore, the impacts associated with the provision of new or altered library facilities resulting from past, present, or reasonably foreseeable projects would not be cumulatively considerable and there would be a *less-than-significant* cumulative impact.

*E. Parks and Recreational Facilities*

1. Regulatory Framework

a. Quimby Act

Since the passage of the 1975 Quimby Act (California Government Code Section 66477), cities and counties have been authorized to pass ordinances requiring that developers set aside land, donate conservation easements, or pay fees for park improvements that are necessary to serve the needs of a residential subdivision. The goal of the Quimby Act was to require developers to help mitigate the impacts of development. Revenues generated through the Quimby Act cannot be used for the operation and maintenance of park facilities.<sup>37</sup> A 1982 amendment (AB 1600) requires agencies to clearly show a reasonable relationship between the public need for the recreation facility or park land and the type of development project upon which the fee is imposed.

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<sup>36</sup> Association of Bay Area Governments, 2009 Projections.

<sup>37</sup> California Department of Parks and Recreation, [www.parks.ca.gov](http://www.parks.ca.gov), accessed on April 21, 2009.

The Quimby Act sets a standard park space to population ratio of up to 3 acres of park space per 1,000 persons. Cities with an existing ratio of higher than 3 acres per 1,000 persons can set a standard of up to 5 acres per 1,000 persons for new development. The calculation of a City's park space to population ratio is based on a comparison of the population count of the last federal census to the amount of City-owned park lands. The City of East Palo Alto has a Quimby Act ordinance in place and uses the fees for improvements to serve new developments. Subdivision Ordinance 145 of the City's Municipal Code sets the park standard at 3 acres per 1,000 people. The ordinance requires developers of subdivisions to build a park or pay an in-lieu fee if their project includes land designated as a park in the General Plan's Parks and Recreation Element.

b. East Palo Alto General Plan

Parks and recreation are addressed in the Conservation and Open Space and Land Use Elements of the East Palo Alto General Plan. Table 4.13-11 summarizes the relevant goals and policies to parks and recreation.

c. 2003 East Palo Alto Recreation/Community Services Strategic Plan

The 2003 East Palo Alto Recreation/Community Services Strategic Plan sets the City's vision for parks and recreation; establishes which qualities of community services and parks and recreation programs are most valued by the community; determines park and recreation goals and implementation strategies to achieve those goals; and recommends management, capital, and finance options to achieve the City's park and recreation goals.

d. 2007 East Palo Alto Bay Access Master Plan

The East Palo Alto Bay Access Master Plan represents the City's vision for public access to the San Francisco Bay within the jurisdiction of the city. It includes a conceptual plan for the creation of several new parks in Ravenswood. The plan calls for six smaller pocket parks, including three that would be accessed primarily by car and three that would be accessible primarily to pedestrians. It also calls for a larger park at Cooley Landing. The plan identifies potential amenities for each park, ranging from children's play equipment

TABLE 4.13-11 **GENERAL PLAN POLICIES RELEVANT TO PARKS AND RECREATION**

Goal/Policy Number	Goal/Policy Content
<b>Conservation and Open Space Element</b>	
Goal 6.0	Provide adequate open space and recreational opportunities.
Policy 6.1	Promote the development and maintenance of a balanced system of public and private recreational lands, facilities and programs to meet the needs of the community.
Policy 6.2	Provide parkland improvements that are durable and economical to maintain.
Policy 6.3	Maximize the utility of existing parks, recreational facilities and open space within East Palo Alto.
Goal 8.0	Improve access to open space and recreation resources
Policy 8.1	Create joint use agreements with school districts, water districts and other public agencies to allow greater access to open space and recreational lands.
Policy 8.2	Provide physical improvements, such as parking lots, sidewalks, trails, access points or other facilities that promote greater use of recreation and open space lands and the bay.
<b>Land Use Element</b>	
Goal 4.0	Provide effective coordination with public facilities and services providers.
Policy 4.1	Work closely with local public facilities and services providers to meet community needs
Policy 4.2	Participate with other public agencies providing facilities and services to East Palo Alto in cooperative efforts to address important regional issues.

Source: City of East Palo Alto General Plan, 1999.

to viewing platforms facing the San Francisco Bay. Figure 4.13-2 shows the conceptual locations of each of these parks.<sup>38</sup>

<sup>38</sup> City of East Palo Alto, 2007, *East Palo Alto Bay Access Master Plan*, pages 22 through 24 and pages 27 through 30.



Source: City of East Palo Alto, 2007.

Existing Bay Trail	
Proposed Trail	
Bay Trail Alignment approved in 2004 by East Palo Alto City Council	
Proposed Pocket Park Accessible by Auto	
Proposed Pocket Parks accessible by Pedestrians	

FIGURE 4.13-2  
 RAVENSWOOD CONCEPTUAL POCKET PARKS

e. Cooley Landing Vision Plan

The Cooley Landing Vision Plan, prepared July 12, 2010, establishes the vision and concept plan for Cooley Landing, a planned 9-acre park at the eastern terminus of Bay Street. The Vision Plan also includes project phasing and identifies potential funding sources for the development of the park.

**2. Existing Conditions**

The following section describes current conditions of East Palo Alto's park and recreation facilities. Park and recreation facilities in and around East Palo Alto include City parks, county and regional parks, open space, and trails. Park and recreation facilities within the city are owned and operated by the City. Facilities outside of East Palo Alto are managed by various jurisdictions, and are described in this section in further detail.

A variety of different park lands and facilities are needed to serve a community's diverse needs. The City's park lands include improved or active sites as well as several unimproved sites.

a. City Parks

The City of East Palo Alto manages and operates five parks totaling approximately 16.11 acres, as identified in Table 4.13-12. Parks in East Palo Alto feature playgrounds, playing fields, basketball courts, and open lawn areas. Of the four parks, only Jack Farrell Park, located on Fordham Street between Notre Dame Avenue and Michigan Avenue, is within the Plan Area. Amenities at Jack Farrell Park include a baseball field, basketball court, and a playground.

b. Park Land Deficit

Using the City's adopted standard for new subdivisions of 3 acres of park land per 1,000 residents, the City of East Palo Alto faces a 72-acre deficit of park land in the city. The City of East Palo Alto's existing park ratio of park land acreage per 1,000 people is 0.54.

TABLE 4.13-12 *EAST PALO ALTO PARKS*

<b>Park</b>	<b>Amenities</b>	<b>Acres</b>
Bay Road and East Bayshore Road	Open lawn	0.06
Bell Street Park	Playground, open lawn	4.8
Matthai Grove Park	Open lawn	0.11
Jack Farrell Park	Baseball field, batting cage, basketball court, playground	3.8
Joel Davis Park	Playground, picnic facilities, open lawn	2.0
Martin Luther King Park	Baseball field, playground, multi-purpose field, concession/storage/restroom facility	5.4
<b>Total</b>		<b>16.11</b>

Source: City of East Palo Alto, 2009; DC&E, 2009.

Within the Plan Area, the existing ratio of park land acreage per 1,000 people is 0.65. There are an estimated 5,794 people in the Plan Area as of 2009, and one existing park of 3.8 acres.<sup>39</sup> To meet the City’s adopted standard, the Plan Area would need an additional 13.58 acres of parks. The future park at Cooley Landing will help meet some of this park land need.

c. City Recreation and Community Facilities

In addition to City parks, the City operates the Community Room, located at 2415 University Avenue. The Community Room is within the Plan Area.

In addition to this community facility, the City leases land to the operators of the East Palo Alto Senior Center, located at 560 Bell Street. The City also leases land to the YMCA, which operates a gymnasium and the Bell Street Community Pool, both of which are located at 550 Bell Street.

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<sup>39</sup> Peninger, Paul. Principal, Bay Area Economics. Personal e-mail communication with Jeff Williams, The Planning Center | DC&E, November 30, 2009.

d. Planned City Park

As envisioned by the Cooley Landing Vision Plan, prepared July 15, 2010, the City plans to build a new park at Cooley Landing, a 9-acre site extending into San Francisco Bay at the terminus of Bay Road. Future park amenities are likely to include nature viewing and picnic areas, a fishing pier, outdoor and indoor classroom space, and restrooms. Funding for the park will come from State funding, grants, and in-kind contributions.<sup>40</sup> The City expects construction of Phase 1 of the park to begin in late 2011. The remaining Phases 2 through 6 are expected to be completed by 2035.<sup>41</sup>

e. Open Space

Protected open space near East Palo Alto includes the Ravenswood Open Space Preserve, owned and managed by the Midpeninsula Regional Open Space District. The 373-acre preserve, which is adjacent to the Plan Area and is largely within the City of Menlo Park, is located north and south of the Dumbarton Bridge. The southern portion of the preserve offers pedestrian and bicycle access along the shore and levees along the marshland.<sup>42</sup>

Other nearby open space includes the Palo Alto Baylands, which is owned and managed by the City of Palo Alto. The Baylands, located just south of the East Palo Alto city limits, include approximately 1,940 acres of salt marsh and mud flat habitats. Visitors to the Baylands can bird watch, picnic, and visit the Lucy Evans Baylands Nature Interpretive Center and the Baylands Athletic Center.

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<sup>40</sup> City of East Palo Alto, Cooley Landing Vision Plan, July 25, 2010, pages 105-106.

<sup>41</sup> Alford, Shannon. Cooley Landing Project Manager, City of East Palo Alto. Personal communication with Carey Stone, The Planning Center | DC&E, September 15, 2011.

<sup>42</sup> Midpeninsula Regional Open Space District, [http://www.openspace.org/preserves/pr\\_ravenswood.asp](http://www.openspace.org/preserves/pr_ravenswood.asp), accessed on September 14, 2011.

f. Trails

There are two recreational trails in East Palo Alto: the San Francisco Bay Trail and the San Francisquito Creek Trail. The San Francisco Bay Trail, the multi-use public recreation corridor along San Francisco and San Pablo Bays, includes two sections of trail within East Palo Alto. The northern section of trail runs along portions of the Ravenswood Open Space Preserve to Bay Road, within the Plan Area. The southern section connects O'Connor Street to Weeks Street.<sup>43</sup>

The East Palo Alto Bay Access Master Plan identifies two gaps in the Bay Trail within the city limits: a 650-foot gap between Weeks Street and Bay Road and a 0.4-mile gap between University Avenue and the northern boundary of the Ravenswood Open Space Preserve.<sup>44</sup> To connect the Ravenswood Open Space Preserve to University Avenue, the City plans to extend the trail through a Southern Pacific easement immediately north of the University Village neighborhood. There are also plans to extend the Bay Trail between Weeks Street and Bay Road.

Additionally, there is an unimproved trail along San Francisquito Creek, well south of the Plan Area. The City has plans to extend the trail from O'Connor Street along the Palo Alto Baylands to Highway 101. These planned improvements will enhance pedestrian access to the Bay for residents of the Garden and Weeks neighborhoods.<sup>45</sup>

### 3. Standards of Significance

The Plan would have a significant impact on parks and recreational facilities if it would:

- a. Result in substantial adverse impacts associated with the provision of new or physically altered park facilities, the construction of which could cause

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<sup>43</sup> City of East Palo Alto, 2007, *East Palo Alto Bay Access Master Plan*, page 17.

<sup>44</sup> City of East Palo Alto, 2007, *East Palo Alto Bay Access Master Plan*, page 18.

<sup>45</sup> City of East Palo Alto, 2007, *East Palo Alto Bay Access Master Plan*, page 31.

significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives.

- b. Increase the use of existing neighborhood and regional parks or other recreational facilities such that physical deterioration of the facility would occur or be accelerated.

#### 4. Impact Discussion

The Specific Plan proposes several new parks within the Plan Area including:

- ◆ A new 2.33-acre neighborhood park on San Francisco Public Utilities Commission land in the University Village neighborhood.
- ◆ A new 0.85-acre neighborhood park off of Weeks Street next to the Palo Alto Baylands Nature Preserve.
- ◆ A new 3.5-acre community park as part of new development at the termini of Demeter Street and Purdue Avenue.
- ◆ A set of two community parks, totaling 2.79 acres, across from each other on Bay Road, marking the entry to Cooley Landing, a significant community park being planned by the City as a separate project.

##### a. Project Impacts

- i. *Result in substantial adverse impacts associated with the provision of new or physically altered park facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives. (LTS)*

Currently, there are approximately 5,794 residents and a 3.8-acre existing City park within the Plan Area. The existing ratio of parks per 1,000 residents within the Plan Area is 0.65, which is well below the adopted service standard of 3 acres of parks per 1,000 residents.

The Specific Plan calls for the provision of 15.76 acres of additional parkland. The Specific Plan proposes approximately 5.53 acres (4.5 miles) of new trails and sidewalks contributing to the overall proposed open space network. In addition, there are plans underway to develop the 9-acre Cooley Landing Park at the eastern terminus of Bay Road. Therefore, there would be ap-

proximately 30 acres of parks and trails within the Plan Area by 2035 (including 4.5 miles of new sidewalks and trails contributing to an overall proposed open space network) for a future ratio of parks per 1,000 residents within the Plan Area of over 3.0. This is an improvement to the existing ratio would exceed the City's service standard of 3 acres of parks per 1,000 residents. However, Conservation and Open Element Goal 6.0 calls for the City to provide adequate open space and recreational opportunities which would help the City to continue to strive to meet its park service standard. It should also be noted that approximately 7 acres of additional publicly accessible parks and trails are anticipated to be provided in conjunction with, and by, private development projects as the Specific Plan is implemented. Please see Chapter Four of the Specific Plan for more detail about specific park and trail recommendations.

The location of the new parks are described above and the physical impacts resulting from their construction are evaluated as part of the Specific Plan in this EIR since new parks are included as part of the project. Thus, the construction of new parks within the Specific Plan would not result in additional significant impacts not otherwise identified in the other sections of this EIR. Impacts and mitigation measures identified in the other sections of this EIR for general development within the Specific Plan Area would also apply to the construction of parks. Consequently, the regulatory framework in place at both the State and City level would minimize any potential impacts from the development, expansion, and construction of parks and recreational facilities. Therefore, impacts would be *less than significant*.

- ii. *Increase the use of existing neighborhood and regional parks or other recreational facilities such that physical deterioration of the facility would occur or be accelerated. (LTS)*

Implementation of the Specific Plan would increase the demand for park facilities by adding approximately 2,766 new residents within the Specific Plan area. The existing General Plan has several goals and policies designed to help ensure that the City maintains existing parks and park facilities as well as to provide additional park land to serve the growing population. Conservation

and Open Space Element Goal 6.0 calls for the City to provide adequate open space and recreational opportunities and Goal 8.0 calls for the City to improve access to open space and recreation resources. To ensure park maintenance, Conservation and Open Space Element Policy 6.1 calls for the maintenance of public and private recreational lands, facilities, and programs and Policy 6.2 calls for parkland improvements that are durable and economical to maintain. Therefore, with compliance with these goals and policies in addition to the provision of additional parkland, projected buildout of the Specific Plan would not result in substantial physical deterioration of the park and recreational facilities and impacts would be *less than significant*.

b. Cumulative Impacts

This cumulative analysis considers the Plan Area in the context of the City's General Plan, which takes into account the entire incorporated area of East Palo Alto, including the Specific Plan Area. The addition of new residents in the Plan Area would compound the existing shortage of parks and recreational facilities in East Palo Alto and trigger the development, expansion, or construction of facilities throughout the city by virtue of the standard for parkland provision set out in the Municipal Code. Expansion of existing facilities or construction of new facilities, however, would also be subject to CEQA review as well as to the provisions regulations adopted as part of the Municipal Code. Therefore, potential environmental impacts would be minimized and the Specific Plan would have a *less-than-significant* cumulative impact related to parks and recreational facilities.