



## STAFF REPORT

### **Bicycle and Transportation Commissions**

**Meeting Date:** 6/6/2016

**Staff Report Number:** 16-004-BC and 16-006-TC

**Regular Business:** **Overview of the Facebook Campus Expansion Project and the Draft Environmental Impact Report (EIR)**

### **Recommendation**

Staff recommends that the Bicycle and Transportation Commissions review and discuss the Draft EIR and the proposed project. This meeting is intended to provide each Commission with an overview of the Draft EIR and the project and to respond to questions. Therefore, no action is required by either Commission. If the Commissions provide a recommendation on the Project or specific aspects thereof, staff will provide those recommendations to the Planning Commission and City Council to consider. Individual Commissioners who would like to provide comments on the Draft EIR should provide written comments by July 11, 2016 or verbally at the Planning Commission Draft EIR public hearing and study session, scheduled for June 20, 2016. Comments made at the joint meeting or by individual Commissions on the Draft EIR will not be recorded or responded to as part of the Final EIR, nor will those comments be shared with other commissions and the Council.

### **Policy Issues**

The proposed project will require the City Council to consider the requested land use entitlements, such as the appropriateness of the proposed Zoning Ordinance Text Amendment, rezoning, conditional development permit (CDP), heritage tree removals, and below market rate (BMR) agreement, along with the public benefits associated with the Development Agreement. In addition, the Council will need to consider the potentially significant and unavoidable impacts and the accompanying statement of overriding considerations. As part of that process, the City is providing individual Commissions with the opportunity to review and discuss the Draft EIR and the overall project.

### **Background**

On March 31, 2015, Hibiscus Properties, LLC, a wholly owned subsidiary of Facebook, Inc., submitted an application for the proposed redevelopment of the former TE Connectivity Campus. The campus is located at 300-309 Constitution Drive, along Bayfront Expressway, between Chilco Street and Building 23 (formerly identified as 300 Constitution Drive) and the recently completed Building 20 (formerly identified as the Facebook West Campus). The TE Connectivity campus was originally developed for Raychem with a Master Site Plan. Following the Master Site Plan approval, two Conditional Development Permits (X districts) were established for two areas of the campus to permit the heights of specific buildings to exceed the M-2 zoning district height limit of 35 feet. The campus was originally approximately 80 acres in area, but in 2006 General Motors purchased 22 acres of the site, which now contains the recently completed Facebook Building 20.

Previously, in December 2014, Facebook received Planning Commission approval of a use permit to convert an existing approximately 180,000 square foot warehouse and distribution building to offices and ancillary employee amenities, located at 300 Constitution Drive (now Building 23), near the Constitution Drive entrance to the site, along Chilco Street. Construction is almost complete and the building has received temporary occupancy from the City.

### ***Site location***

The subject site is located at 300-309 Constitution Drive, which extends from the corner of Chilco Street and Bayfront Expressway east toward Building 20 near Willow Road. Currently the sole external access point to the subject property (or the TE Connectivity Campus) is located along Chilco Street at the intersection of Constitution Drive; however the applicant is proposing to install a signalized access along Bayfront Expressway. In addition to the main entrance along Chilco Street, there is currently an emergency vehicle access point between the eastern end of the site and the Building 20 property. Chilco Street wraps around the western side and a portion of the southern side of the property. There is an electric substation solely servicing this site located near the curve in Chilco Street. The campus is adjacent to Bayfront Expressway across from the former salt ponds that are subject of a forthcoming restoration project, adjacent to Chilco Street, across from commercial and industrial uses within the M-2 (General Industrial) zoning district, and next to Facebook Building 20, located at the corner of Willow Road and Bayfront Expressway. To the south, across the Dumbarton Rail Corridor and Chilco Street, are the Onetta Harris Community Center and Menlo Park Senior Center, Beechwood School, Menlo Park Fire Protection District Station 77, single-family residences (R-1-U zoning district), and single-family residences in the Hamilton Park housing development (R-3-X zoning district). A location map is included as Attachment A.

## **Analysis**

### ***Project Description***

The proposed project would redevelop the approximately 58-acre TE Connectivity campus, which currently consists of multiple buildings that include manufacturing, warehousing, office, and research and development uses. The existing site contains approximately 1.02 million square feet of gross floor area (GFA) for an FAR of 40 percent, inclusive of Building 23 (300 Constitution Drive). The proposed project would comply with the existing floor area ratio (FAR) of the existing M-2 zoning district, but the project would require some modifications to the existing zoning requirements in order to exceed the maximum building height and to accommodate a potential hotel use. The City's current General Plan promotes hotel uses within the commercial and industrial zoning districts through Policy I-E-2, which states that hotel uses may be considered in suitable locations within the commercial and industrial zoning districts of the city. Therefore, the project does not require a General Plan amendment. The project plans for the current proposal are Hyperlink as [Attachment B](#). The proposed project consists of two new office buildings and a hotel. The table below summarizes the proposed GFA and FAR at the site.

Proposed Project Components	Gross Floor Area (GFA)	Floor Area Ratio (FAR)
Building 21 (Demolish Buildings 307-309)	512,900 sf	n/a
Building 22 (Demolish Buildings 301-306)	449,500 sf	n/a
Building 23 (Converted Building 300)	180,100 sf	n/a
Total Proposed Office Area	1,142,500 sf	45%
Hotel	174,800 sf	n/a
Total Proposed GFA	1,317,300 sf	52%
Building 23 (Converted Building 300)	512,900 sf	n/a

The proposed project consists of the two office buildings and a hotel, along with public open space. The publicly accessible open space would be situated between the two office buildings. The applicant is continuing to refine the design of the open space, but it is anticipated to contain a plaza and green space and connect to a proposed bicycle and pedestrian bridge over Bayfront Expressway. The proposed bridge would be publicly accessible and would provide a more direct link from the Belle Haven neighborhood to the San Francisco Bay Trail and subsequently Bedwell Bayfront Park. Building 21, located to the east of the open space, would include space for Facebook-related events that could accommodate around 2,000 people. The office buildings would be oriented in an east-west direction, parallel with Bayfront Expressway. Both buildings would be located on a podium over surface parking. The office buildings would consist of one main level, a smaller mezzanine level, and a roof deck. The proposed office buildings would be approximately 75 feet in height. The potential hotel is proposed for the northwest corner of the site and would also extend to a maximum height of 75 feet. The design of Building 21 is more advanced as it would be constructed in the first phase and its design would be acted upon by the City Council as part of the current entitlements.

**Parking**

The project would provide 3,533 parking spaces for both the office buildings and hotel. The office uses would have 3,288 spaces, which is a ratio of one space for every 348 square feet of gross floor area. The proposed parking ratio would deviate from the Zoning Ordinance standard of one space for every 300 square feet of gross floor area, which can be permitted through the conditional development permit for the Project. The hotel would have approximately 245 spaces, which according to the applicant represents one space per each room and employee. The parking ratio for the hotel would exceed the Planning Division’s recommended use based guidelines, which is 1.1 spaces per hotel room. The parking would be located in surface parking lots and the proposed new office buildings would be located over the surface parking, consistent with the Building 20 design.

**Site Access and Circulation**

The site is currently accessed via Constitution Drive at the intersection with Chilco Street. As part of the project, the applicant intends to construct a second access point along Bayfront Expressway, which would be located to the east of the publicly accessible open space and pedestrian bridge. Since Bayfront Expressway (Highway 84) is under Caltrans jurisdiction, Facebook has been working with Caltrans on the placement of the new signalized intersection. Within the project site, the applicant has identified vehicle, pedestrian, and bicycle circulation, along with emergency vehicle access routes that would link with Building 20 and ultimately Buildings 10-19, allowing employees and vehicles to easily circulate within the overall campus. The applicant is considering two emergency vehicle access points along Chilco Street between Building 23 and the bend in the road near the railroad tracks. As a separate project, Facebook

has been working with the City to install new pedestrian pathways and bike lanes along Chilco Street to create a pedestrian connection between the Belle Haven Neighborhood and the San Francisco Bay Trail and Bedwell Bayfront Park. The project includes a limit on the number of daily or peak period vehicle trips to and from the site, consistent with Building 20. The applicant would continue to implement its Transportation Demand Management (TDM) program as part of the proposed project. The applicant's TDM program includes measures such as subsidized Caltrain Go-Passes and Caltrain station shuttles, employee commuter shuttle bus service/intern shuttles, campus bike share program, bicycle amenities, vanpools, educational and promotional events to encourage alternate modes of travel, and rideshare program.

### ***Draft EIR***

This Draft EIR assesses potentially significant environmental impacts that could result from the Project. A potentially significant effect is a potentially substantial, adverse change in any of the physical conditions within the area affected by the project including land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. Potential impacts under CEQA are physical, not social or economic.

As stated in the State CEQA Guidelines, an EIR is an "informational document" that is intended to inform public agency decision-makers and the public of the potentially significant environmental effects of a project, identify possible ways to avoid or substantially lessen the significant effects, and describe reasonable alternatives to the project. The purpose of this Draft EIR is to provide the City, responsible and trustee agencies, other public agencies, and the public with detailed information about the environmental effects that could result from implementing the Project, examine and institute methods of mitigating any adverse environmental impacts should the Project be approved, and consider feasible alternatives to the Project, including the required No Project Alternative.

The Draft EIR identifies potential impacts as "potentially significant," "less than significant," and "no impact." For "potentially significant" impacts, the Draft EIR provides mitigation measures to reduce the potential impact to "less than significant." Where mitigation measures do not diminish the effect to "less than significant," or are not feasible, the impact would be considered potentially "significant and unavoidable."

The Draft EIR for the Facebook Campus Expansion Project analyzed the following topic areas: Aesthetics, Air Quality, Biological Resources, Cultural Resources, Geology and Soils, Greenhouse Gas Emissions, Hazardous Materials, Land Use, Noise, Population and Housing, Public Services, Transportation, Utilities and Service Systems, and Hydrology and Water Quality. The analysis determined that the project would result in potentially significant and unavoidable impacts with regard to Greenhouse Gas Emissions and Transportation impacts.

The Draft EIR for the Facebook Campus Expansion Project was publicly released on May 26, 2016. The Draft EIR is required by the California Environmental Quality Act (CEQA) and is available for review at the City Administration building (701 Laurel Street), the main Library (800 Alma Street), the Belle Haven Branch Library (413 Ivy Drive), and online at the following location:

<http://menlopark.org/1012/Environmental-Impact-Report>

### ***Transportation Impact Study***

The Draft EIR evaluated potential impacts of the Project on vehicular traffic conditions during the peak hours and daily, regional routes of significance, pedestrian and bicycle facilities, transit service and delay to transit vehicles, and vehicle miles traveled (VMT). This is the first environmental review document prepared by the City incorporating VMT analysis and thresholds of significance. VMT is simply the miles traveled by vehicles in a specified area in a specified time period. It is a key factor in determining greenhouse gas (GHG) emissions from transportation sources, and is also used as an input to the GHG and air quality analyses for environmental review purposes. Thresholds were developed following draft guidelines issued in January 2016 from the California Governor's Office of Planning and Research (OPR) which are anticipated to be adopted later this year.

The Transportation Analysis was prepared to be coordinated with the ConnectMenlo General Plan Update. A citywide travel demand model was developed for purposes of this Project and ConnectMenlo to forecast traffic volumes in the study area. The city model refines the regional travel model maintained by the Valley Transportation Authority (VTA) and San Mateo City/County Association of Governments (C/CAG) to add detail to the land use and circulation networks within the model. The new model has the appropriate level of detail to provide refined transportation forecasts within Menlo Park, and is responsive to congestion on corridors to provide a more realistic picture of traffic patterns during commute hours.

The DEIR determined that impacts to pedestrian conditions, bicycle facilities, transit service, and vehicle miles traveled would be less than significant, or less than significant with mitigation. However, the transportation impacts on intersections, roadway segments, and routes of regional significance have been determined to be potentially significant. Table 1 below summarizes the intersection impact findings and Table 2 summarizes the roadway segment and routes of regional significance findings. Mitigations have been specified for most intersections/segments routes, where noted by "LTS/M" (less than significant with mitigation). However, some impacts are considered significant and unavoidable due to factors such as the need to acquire additional rights-of-way, violation of existing policies, or a location outside of the City's jurisdiction.

Table 1: Intersection Impact Summary				
Study Location		Scenario		
No.	Name	Background plus Project Conditions (TRA-1)	Cumulative 2040 Existing General Plan plus Project Conditions (TRA-10)	Cumulative 2040 Proposed General Plan plus Project Conditions (TRA-13)
1	Sand Hill Road/I-280 Northbound Off-Ramp	□ No impact	■ LTS/M	■ LTS/M
2	Sand Hill Road/I-280 Northbound On-Ramp	■ LTS/M	□ No impact	□ No impact
25	El Camino Real/Glenwood Avenue	□ No impact	■ LTS/M	□ No impact
28	El Camino Real/Ravenswood-Menlo Avenues	□ No impact	■ LTS/M	■ LTS/M
36	Willow Road/Hamilton Avenue	■ S/U	■ S/U	■ S/U
37	Willow Road/Bayfront Expressway	■ S/U	■ S/U	■ S/U
38	University Avenue/Bayfront Expressway	■ S/U	■ S/U	■ S/U
40	Bayfront Expressway/Chilco Street	■ LTS/M	□ No impact	□ No impact
45	Chilco Street/Constitution Drive	■ LTS/M	■ LTS/M	■ LTS/M
46	Chrysler Drive/Constitution Drive	□ No impact	■ LTS/M	■ LTS/M
47	University Avenue/Adams Drive	■ S/U	■ S/U	■ LTS/M
50	Jefferson Drive/Constitution Drive	■ LTS	□ No impact	□ No impact
51	University Avenue/Bay Road	□ No impact	■ LTS/M	■ LTS/M
54	University Avenue/Donohoe Street	□ No impact	■ S/U	■ S/U
56	University Avenue/US 101 Southbound Ramp	■ LTS/M	■ LTS/M	■ LTS/M
57	University Avenue/Woodland Avenue	■ LTS/M	■ LTS/M	□ No impact
60	Chilco Street/Hamilton Avenue	■ S/U	■ S/U	■ S/U
65	Bayfront Expressway/Building 20 Entrance	■ S/U	■ S/U	■ S/U
66	Bayfront Expressway/Proposed Building 20 Entrance	■ S/U	■ S/U	■ S/U

Table 2: Roadway Segment & Routes of Regional Significance Impact Summary			
Study Location	Scenario		
	Background plus Project Conditions (TRA-3)	Cumulative 2040 Existing General Plan plus Project Conditions (TRA-10)	Cumulative 2040 Proposed General Plan plus Project Conditions (TRA-13)
Adams Drive	■ S/U	■ S/U	■ S/U
Alameda de las Pulgas	■ S/U	■ S/U	■ S/U
Alpine Road	■ S/U	■ S/U	■ S/U
Cambridge Avenue	■ S/U	■ S/U	■ S/U
Chilco Street	■ S/U	■ S/U	■ S/U
Constitution Drive	■ S/U	■ S/U	■ S/U
Hamilton Avenue	■ S/U	■ S/U	■ S/U
Ivy Drive	■ S/U	■ S/U	■ S/U
Marsh Road	■ S/U	■ S/U	■ S/U
Middlefield Road	■ S/U	■ S/U	■ S/U
Newbridge Street	■ S/U	■ S/U	■ S/U
Oak Grove Avenue	■ S/U	■ S/U	■ S/U
Sand Hill Road	■ S/U	■ S/U	■ S/U
Santa Cruz Avenue	■ S/U	■ S/U	■ S/U
Bayfront Expressway, US 101 to Marsh Road	■ S/U	■ S/U	■ S/U
Bayfront Expressway, Willow Road to University Avenue	■ S/U	■ S/U	■ S/U
Bayfront Expressway, University Avenue and the county line	■ S/U	■ S/U	■ S/U
US 101, north of Marsh Road	■ S/U	■ S/U	■ S/U
US 101, south of Willow Road	■ S/U	■ S/U	■ S/U

Partial mitigations are included for the planning and construction of neighborhood traffic calming and bicycle and pedestrian improvements, which would be required of the project. However, they are not expected to fully mitigate the impacts.

### **Draft EIR Public Hearing**

The Planning Commission will hold a public hearing to discuss the Draft EIR on June 20, 2016. Comments may be made verbally at the June 20 meeting or submitted via email ([ktperata@menlopark.org](mailto:ktperata@menlopark.org)), letter (Community Development Department, 701 Laurel Street, Menlo Park CA 94025), or fax (650-327-1653). Written comments must be submitted to the Community Development Department no later than 5:30 p.m., Monday, July 11, 2016.

In addition to the Bicycle and Transportation Commission meetings, City staff will be making presentations to the Environmental Quality, Housing, and Planning Commissions. These presentations will occur during the Draft EIR 45-day review period and will provide an overview of CEQA and the Draft EIR, as well as an opportunity to answer questions about the project and associated review process. As stated previously, these sessions will be informational in nature and comments will not be recorded; however, Commissioners and members of the public are welcome to submit individual correspondence and/or speak at the June 20, 2016 Planning Commission hearing.

### **Impact on City Resources**

The project sponsor is required to pay for staff time, based on the City's Master Fee Schedule, to fully cover the cost of staff time spent on the review of the project.

### **Environmental Review**

An EIR has been prepared for the project. Following the close of the comment period, staff and the consultant will compile the responses to comments document, and will consider and respond to comments received on the Draft EIR. Repeat comments may be addressed in Master Responses, and portions of the EIR may be revised in strikethrough (deleted text) and underline (new text) format. Once the responses and revisions are complete, the Final EIR will be released, consisting of the Responses to Comments plus the Draft EIR. The Final EIR will be considered by the Planning Commission and City Council concurrent with the final project actions.

### **Public Notice**

Public Notification was achieved by posting the agenda, with the agenda items being listed, at least 72 hours prior to the meeting.

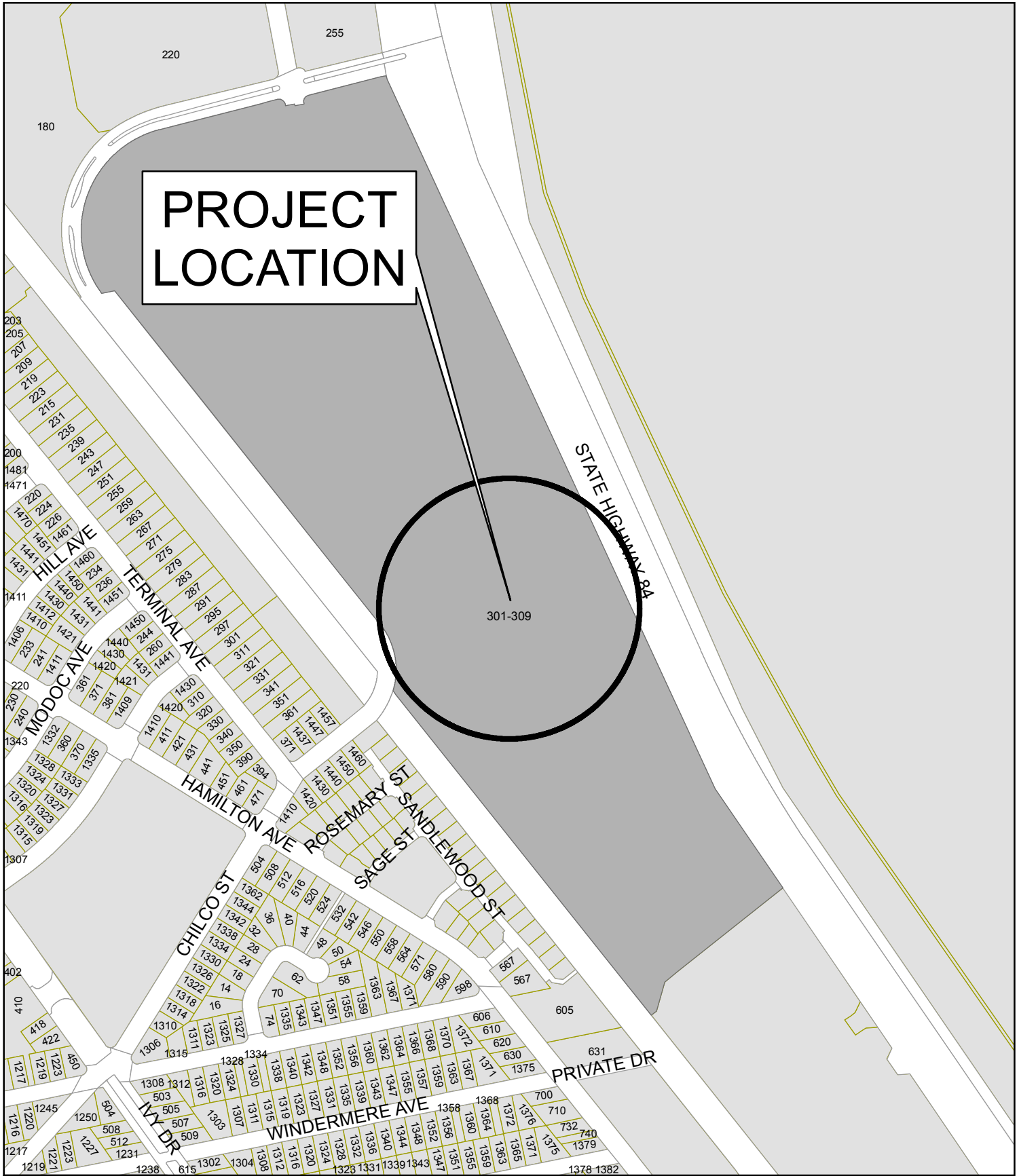
### **Attachments**

- A. Location Map
- B [Project Plans http://menlopark.org/1001/Project-Plans](http://menlopark.org/1001/Project-Plans)

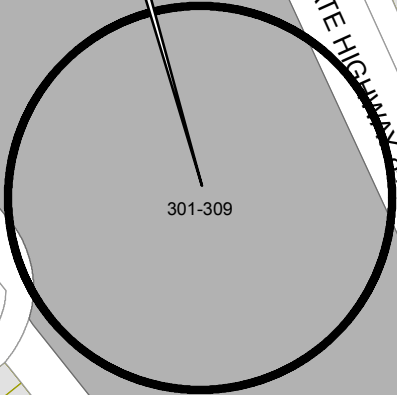
Report prepared by:  
Kyle Perata, Senior Planner  
Nicole H. Nagaya, Transportation Manager

Report reviewed by:  
Deanna Chow, Principal Planner





**PROJECT  
LOCATION**

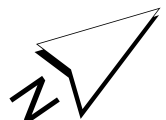


301-309



**CITY OF MENLO PARK**  
 LOCATION MAP  
 301-309 CONSTITUTION DRIVE

DRAWN: TAS CHECKED: KTP DATE: 06/06/16 SCALE: 1" = 300' SHEET: 1



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