

1.1 Purpose of This Environmental Impact Report

This Draft Environmental Impact Report (Draft EIR) for the Facebook Campus Expansion Project (Project) has been prepared by the Project’s Lead Agency, the City of Menlo Park (City), in conformance with the provisions of the California Environmental Quality Act (CEQA) and the State CEQA Guidelines, as amended. The lead agency is the public agency that has the principal responsibility for carrying out or approving a project.

This Draft EIR assesses potentially significant environmental impacts that could result from the Project. As defined in State CEQA Guidelines Section 15382, a “significant effect on the environment” is:

. . . a substantial, or 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. An economic or social change by itself shall not be considered a significant effect on the environment. A social or economic change related to a physical change may be considered in determining whether the physical change is significant.

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 City will use the EIR, along with other information in the public record, to determine whether to approve, modify, or deny the Project as well as specify any applicable environmental conditions or mitigation measures as part of the Project approvals.

1.2 Project Overview

Hibiscus Properties, LLC (Project Sponsor), an affiliate of Facebook, Inc., is proposing to redevelop an existing approximately 58-acre industrial site (Project site), known as the TE Connectivity (TE) Campus, by demolishing existing onsite buildings and landscaping and then constructing two new office buildings and a hotel (Project). The Project would expand the existing Facebook Campus, which currently consists of Buildings 10–19 (formerly known as the East Campus), located north of Bayfront Expressway/State Route (SR) 84; Building 20, located east of the Project site; and Building 23, located at the western end of the Project site and currently undergoing tenant improvements.

The two proposed new office buildings (Buildings 21 and 22) would encompass approximately 962,400 gross square feet (gsf). In addition, the Project includes a 200-room limited-service¹ hotel with approximately 174,800 gsf. Development of the office buildings and hotel would result in a net increase

¹ A limited-service hotel generally offers fewer services (e.g., in-house drinking and dining options) than a full-service hotel.

of approximately 121,300 gsf at the Project site. The Project Sponsor is also proposing a trip cap as part of the Project to limit the number of daily and peak-period trips (AM and PM) and reduce traffic impacts. Although Building 20 is currently subject to a trip cap under a prior entitlement process, the Project would implement a trip cap that would apply to both the Project site (including Building 23) and Building 20. In addition, the Project would include a Transportation Demand Management (TDM) program to promote alternatives to private automotive travel and reduce the number of single-occupancy vehicle trips as well as the resulting traffic and greenhouse gas emissions.

Building 21 would be constructed during the first phase of development. Building 21 would be connected to the existing Building 20 through an enclosed bridge. Building 22 would be constructed during the second phase of development. It is anticipated that Building 22 would be connected to Building 21 through an open-air bridge. The hotel would be located near the corner of Chilco Street and SR 84 and also constructed in the second phase. The Project would provide approximately 3,533 parking spaces for the office buildings, hotel, and Building 23.^{2,3} The office buildings and the hotel would be approximately 75 feet in height.

The Project would be organized around a publicly accessible open space that would provide a connection to the San Francisco Bay Trail (Bay Trail) and a gathering space for the community. A multi-use bicycle/pedestrian bridge over SR 84 would allow access to the Bay Trail and Bedwell Bayfront Park (Bayfront Park) from the Project site and the Belle Haven neighborhood. The Project would also include bicycle/pedestrian pathways that would be separated from the internal vehicle access roads where feasible. The onsite paths would connect the proposed office buildings to the existing Building 20 east of the Project site and Facebook Buildings 10–19 north of SR 84. In addition, a new 1-acre terraced garden space, primarily for employee use, would be provided between Buildings 20 and 21. The perimeter of the Project site would have a landscaped buffer. As a separate project, Facebook (in partnership with the City) is constructing bicycle and pedestrian improvements on Chilco Street, along the perimeter of the site, to improve bicycle and pedestrian safety in the area. The frontage improvements would also include landscaping along the frontage.

The Project site is zoned M-2 (General Industrial) and M-2(X) (General Industrial, Conditional Development). The current conditional development permit (CDP) and “X” combining district apply only to specific buildings that exceed the 35-foot height limit of the M-2 zoning district and not the overall site. The site is designated as Limited Industry under the City’s General Plan and can be built out to approximately 1.142 million square feet (sf) for office uses under the allowable 0.45 floor area ratio (FAR) and up to approximately 1.396 million sf (0.55 FAR) for other general industrial uses, including, but not limited to, warehousing, manufacturing, printing, assembling, related office and laboratory uses, and shipping and receiving. The Project would require the entire site to be rezoned from M-2 and M-2(X) to M-2(X) to exceed the maximum 35-foot height limit. In addition, a CDP would be incorporated as part of the Project to define development standards and create mechanisms for the City to process any revisions to the Project that might arise over the buildout period. The Project Sponsor also proposes to amend the zoning ordinance text to accommodate the proposed hotel and enter into a development agreement with the City to create vested rights in Project approvals and specify benefits to the City.

² If the hotel is constructed, then the parking spaces associated with the hotel would be in a surface parking lot under the podium of the hotel. If the hotel is not constructed, then a surface parking lot with the same number of spaces would be provided in the northwestern portion of the Project site.

³ Building 23 is not part of the Project but is on the Project site. The parking spaces developed as part of the Project would be available to Building 23.

1.3 CEQA Process

Notice of Preparation

The Notice of Preparation (NOP) was released for the Project on June 18, 2015, for a 30-day public review period. A public scoping meeting was held on July 13, 2015, before the Planning Commission. The NOP noted that the Project may have a significant effect on the environment and that an EIR would be prepared for the Project. A copy of the NOP is provided in Appendix 1 of this Draft EIR.

The NOP was sent to individuals, local interest groups, adjacent property owners, and responsible and trustee state and local agencies that have jurisdiction over or interest in environmental resources and/or conditions in the vicinity of the Project site. The purpose of the NOP was to allow various private and public entities to transmit their concerns and comments on the scope and content of the Draft EIR, focusing on specific information related to each individual's or group's interest or agency's statutory responsibility early in the environmental review process.

In response to the NOP, letters were received from the following agencies:

- Governor's Office of Planning and Research, State Clearinghouse and Planning Unit
- California Department of Transportation
- City of East Palo Alto
- County of San Mateo Planning and Building
- Menlo Park Fire Protection District
- San Mateo County Transit District (SamTrans)
- U.S. Fish and Wildlife Service

In addition, one letter was received from an organization, two letters were received from individuals, and members of the public made oral comments at the Planning Commission hearing. Copies of these NOP comment letters and the comments that were recorded at the Planning Commission hearing are included in Appendix 1 of this Draft EIR.

The NOP concluded that the following environmental resource areas would be addressed as separate sections in this Draft EIR:

- Aesthetics
- Air Quality
- Biological Resources
- Cultural Resources
- Geology and Soils
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use
- Noise
- Population and Housing
- Public Services and Recreation
- Transportation
- Utilities and Service Systems

The Project would not result in significant environmental impacts on agricultural, forestry, or mineral resources because none of these resources exist at the Project site. A detailed analysis of these topics is therefore not included in the Draft EIR; however, these topics are briefly discussed in Chapter 3, *Environmental Impact Analysis*.

Draft EIR

Impact Analysis

This Draft EIR analyzes significant effects that could result from the Project. As explained in Section 15002(g) of the State CEQA Guidelines, a significant effect on the environment is defined as a substantial adverse change in the physical conditions that exist in the area affected by a project. Pre-project environmental conditions (the environmental baseline) are considered in determining impact significance. The impact significance thresholds for each environmental resource area presented in this Draft EIR are based on State CEQA Guidelines Appendix G, *Environmental Checklist Form*. In addition, this Draft EIR uses City-adopted significance criteria for traffic impacts. Where significant impacts are identified, the Draft EIR recommends feasible mitigation measures to reduce, eliminate, or avoid the significant impacts and identifies which significant impacts are unavoidable. Cumulative impacts—two or more individual effects that, when considered together, compound or increase other related environmental impacts—are discussed for each environmental resource area. This document also discusses feasible alternatives to the Project in Chapter 5, *Alternatives*.

In accordance with Section 15143 of the State CEQA Guidelines, this Draft EIR provides an analysis of the potentially significant effects on the environment that could result from construction and operation of the Project. Section 15131 of the State CEQA Guidelines specifies that “the intermediate economic or social changes need not be analyzed in any detail greater than necessary to trace the chain of cause and effect. The focus of the analysis shall be on the physical changes.” Therefore, this Draft EIR does not treat economic or social effects of the Project as significant effects on the environment. In addition, if it is determined that a potential impact is too speculative for evaluation, this condition is noted, and further discussion of the impact is not necessary under CEQA.

Public Review

This Draft EIR is considered a draft under CEQA because it must be reviewed and commented upon by public agencies, organizations, and individuals before being finalized. This document is being distributed for a minimum of a 45-day public review and comment period. Readers are invited to submit written comments on the document. Comments are most helpful when they suggest specific alternatives or measures that would better mitigate significant environmental effects. Hard copies of the Draft EIR are available for review at the Menlo Park Library located at 800 Alma Street. Electronic copies of the Draft EIR are available for review online at <http://menlopark.org/1012/Environmental-Impact-Report>.

Written comments should be submitted to:

Kyle Perata, Senior Planner
City of Menlo Park
Community Development Department, Planning Division
701 Laurel Street
Menlo Park, CA 94025
Email: ktperata@menlopark.org

A public hearing to take oral comments on the Draft EIR will be held before the Planning Commission on June 20, 2016. Hearing notices will be mailed to responsible agencies and interested individuals.

Final EIR and Project Approval

Following the close of the public review period, the City will prepare responses to all substantive comments that relate to potential physical changes to the environment. The Draft EIR, along with the responses to the written and oral substantive comments received during the review period, will make up the Final EIR and be considered by the City Council in making the decision whether to certify the Final EIR and approve or deny the Project.

Certification of the Final EIR by the City Council as complete and adequate, in conformance with CEQA, does not grant any land use approvals or entitlements for the Project. The merits of the Project will be considered by the City Council in tandem with review of the Final EIR. The State CEQA Guidelines require that, for one or more significant and unavoidable impact that cannot be substantially mitigated, the lead agency must prepare a Statement of Overriding Considerations that balances the social, economic, technological, and legal benefits of approving a project against the significant and unavoidable environmental impacts that would result from project implementation. If significant and unavoidable impacts are identified, the City Council must approve the Statement of Overriding Considerations for the Project to be approved.

1.4 Report Organization

This Draft EIR is organized into the following sections:

- *Executive Summary*: Provides a summary of the Project and the impacts that would result from its implementation and describes mitigation measures recommended to reduce, eliminate, or avoid significant impacts. The Executive summary also discusses alternatives to the Project.
- *Chapter 1—Introduction*: Discusses the purpose of the overall Draft EIR, provides a summary of the Project and the CEQA process, and summarizes the organization of the Draft EIR.
- *Chapter 2—Project Description*: Provides a description of the Project site, site development, Project objectives, the required approvals process, and Project characteristics.
- *Chapter 3—Environmental Impact Analysis*: Describes the existing conditions/setting, analyzes the environmental impact, and provides mitigation measures (if applicable) for each environmental resource area.
- *Chapter 4—Other CEQA Considerations*: Provides discussions required by CEQA, including a list of the Project's effects, significant irreversible changes, cumulative impacts, and effects that were found not to be significant, among other topics.
- *Chapter 5—Alternatives*: Evaluates one alternative to the Project, the Reduced Intensity Alternative, in addition to the No Project Alternative.

