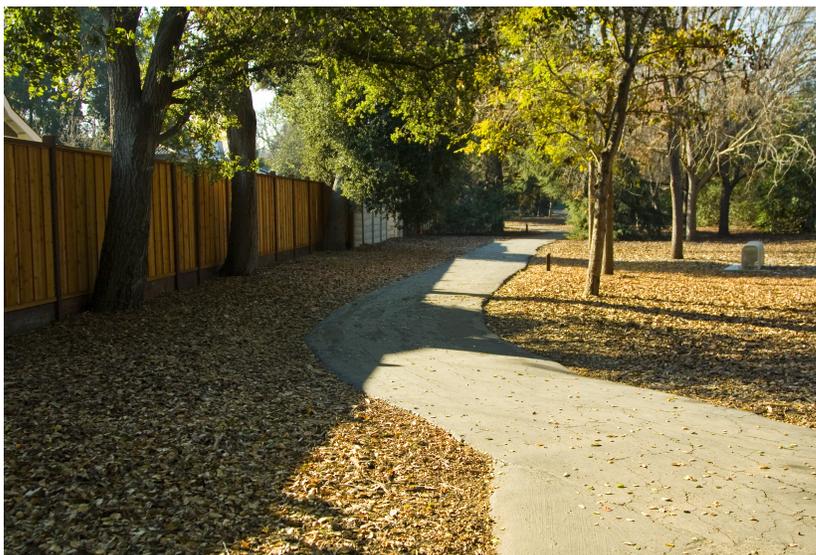




# Town of Atherton General Plan 2019

*ADMINISTRATIVE DRAFT*



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**Town of Atherton**

**Administrative Draft**

# **INTRODUCTION**

**to the General Plan**

For Public Workshop – February 13, 2019

12/23/2018

# INTRODUCTION

## I. Purpose

In California, General Plans serve as the “Constitution” for all future development in cities and towns. The General Plan provides the fundamental basis for the City’s land use and development policy, and represents the basic community values, ideals and aspirations to govern a shared environment over the life of the General Plan. The General Plan addresses all aspects of development including land use, traffic and circulation, housing, parks and recreation, environmental management and sustainability, and other topics. The General Plan’s policies are implemented through the Municipal Code, which includes the Zoning Title, Building and Construction Title, Subdivision Ordinance and other Town regulations. Town staff in all departments will implement the actions detailed in the plan.

California Government Code Section 65300 requires that the General Plan be comprehensive, internally consistent and long-term. Although it is required to address the issues specified by State law, the General Plan may be ultimately organized in a way that best suits Atherton. The Plan should be clearly written, available to all those concerned with the community’s development and easy to administer. This document supersedes the previous General Plan, adopted in 2002. The Housing Element however, was independently updated in 2007 and 2014. The Housing Element adopted on \_\_\_\_\_ remains in effect and is incorporated into the General Plan.

The overall role of the General Plan is to:

- Define a realistic vision of what the Town desires to be in 20 years.
- Express policy direction in regard to the physical, social, economic, cultural and environmental character of the Town.
- Serve as a comprehensive guide for making decisions about land use, circulation, environmental management, parks and recreation, housing, noise, public health and safety.
- Provide the legal foundation for zoning, subdivision and public facilities ordinances, other adopted Town-wide plans, compliance with the California Environmental Quality Act (CEQA) decisions and projects, all of which must be consistent with the General Plan.
- Present a clear and easy to understand format that encourages public participation and understanding.

## II. General Plan Content

The General Plan is divided into seven elements:

- **Land Use Element.** The Land Use Element designates where lands can be developed for specific uses such as residential, schools, open space, public facilities and other uses. It also provides development regulations for each land use designation and overall land use policies.
- **Circulation Element.** The Circulation Element specifies the general location and extent of existing major streets and other transportation routes and facilities. It contains plans and policies for a balanced, multimodal transportation network that meets the needs of all users of streets, roads and highways for safe and convenient travel in a manner that is suitable to the context of the General Plan.

- **Open Space and Conservation Element.** The Open Space and Conservation Element contains an inventory and description of existing and proposed open space lands and uses and identifies goals and policies that support open spaces in Atherton. The Conservation portion of this element describes the Town’s natural and man-made resources; including land, water, ecosystems, cultural and living resources. The Open Space and Conservation Element seeks to maintain the low density, residential character of the Town.
- **Housing Element.** The Housing Element is intended to provide for the maintenance and development of housing for Town residents. It is completed pursuant to Government Code Section 65585 et seq, which also requires the Housing Element be updated periodically. It contains analyses of existing housing stock, existing and projected housing needs and quantifications of the number of housing units that may be developed, preserved and improved through its policies and actions. The Housing Element covers the Planning period 2014 to 2022.
- **Community Safety Element.** The Community Safety and Services Element is intended to help prepare the community for risks associated with natural and artificial hazards. It includes mapping of known seismic and other geologic hazards. It addresses evacuation routes and other issues related to identified fire and geologic hazards.
- **Noise Element.** The Noise Element identifies sources of noise and provides for reduction of noise that negatively impacts the community.

Each element of this General Plan contains background information, plan descriptions, and a series of goals, objectives, policies and actions.

- **Goals:** A goal is a description of the general desired result that the Town seeks to create through the implementation of its General Plan.
- **Objectives:** An objective is something toward which an effort is directed; an aim or end of action.
- **Policies:** A policy is a specific statement that guides decision-making as the Town works to achieve a goal. Such policies, once adopted, represent statements of Town regulation and require no further implementation. The General Plan’s policies set out the standards that will be used by Town staff, the Planning Commission and City Council in their review of land development proposals and in decision-making processes.
- **Actions:** An action is a program, implementation measure, procedure, or technique intended to help achieve a specified goal. The Town must take additional steps to implement each action in the General Plan.

### III. The Town and its Planning Area

Atherton is part of what has grown to be an almost continuous urban/suburban complex stretching along the western shore of San Francisco Bay between the cities of San Francisco and San Jose. The area known as “The Peninsula” is constrained by the Bay and the Santa Cruz Mountains. Atherton is in the heart of the Mid-peninsula and is bounded by Redwood City on the north side<sup>1</sup>, Menlo Park on the east and south side and Woodside on the west. The Town has an area of approximately 3,600 acres or 5.6 square miles; 89% of which is residential, 5% parks and open space, and 6% public and private schools and municipal facilities.

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<sup>1</sup> Town residents generally consider that El Camino Real is oriented north-south despite its actual northwest-southeast direction.

Unincorporated communities such as North Fair Oaks, South Fair Oaks, West Menlo Park, and Menlo Oaks about the Town, however they are not within its Sphere of Influence. A Sphere of Influence is a legal term referring to an area within which a city or town may expand its boundaries and services through the process of annexation. The Sphere of Influence is established by the San Mateo County Local Agency Formation Commission, a governmental agency created pursuant to California Government Code Section 56076, with the purpose of encouraging “logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities.” Atherton’s Sphere of Influence is coterminous with the current Town Limits; therefore, there is no opportunity for future annexation of adjoining unincorporated areas without modification of the Sphere of Influence.

#### **IV. Atherton Planning Philosophy**

Over the years Atherton has evolved from a collection of country estates into a residential community consisting of larger, and some smaller lots. The Town has committed to maintaining its rural environment. Lot sizes are limited to a minimum of 1 acre. With the exception of El Camino Real, a State Highway, streets are limited to two lanes maximum, generally without sidewalks. Preservation of trees, particularly heritage oak trees, is a high priority. Home sizes, while often large, are tastefully designed, with large setbacks and respect for the native trees and landscaping. While Atherton regulates the placement and height of buildings and structures, it has chosen not to regulate the style or architectural design.

The Town supports the public and private schools that are located within its limits. Public schools are generally exempt from Town regulations. Private schools are regulated under provisions of the zoning ordinance and are limited in site development and enrollment. All schools are encouraged to preserve and enhance their heritage trees. Private schools are requested to voluntarily submit development master plans to the Town for review and advance notice of their plans.

The Town is essentially fully developed and desires to retain its current character. Commercial businesses are not permitted in Town, however, home occupations that do not exhibit any exterior signs of activity are allowed. The Town population has remained at a constant level for the past half century, and should continue to remain constant.

Atherton provides a high level of public services to its residents. The Atherton Police Department is committed to maintaining a safe and secure community. The Town maintains a post office in the Civic Center for the benefit residents. The Park and Recreation Department keeps Holbrook-Palmer Park at a high level of maintenance for use by residents and others. Streets and drainage facilities are well maintained. The Atherton Library, part of the San Mateo County Library system, provides a valuable local service from its location in the Civic Center.

#### **V. General Plan Update Process**

The 2002 General Plan was updated over a one and one half-year period during 2018 and 2019. During this time, a range of public input opportunities occurred to ensure that the updated General Plan reflected the community’s vision for Atherton. The following describes the public review process.

- **Planning Commission Review and Comments on Administrative Drafts:** Administrative Drafts of each updated element was reviewed from time to time by the Planning Commission during regular Commission meetings. Commission comments were responded to by Staff and changes were incorporated into the Draft Elements.
- **Public Workshop:** Once the Public Review Draft General Plan Update was completed, a public workshop was held on February 23, 2019 to allow members of the public to review and provide comments before the official, State-mandated review period ended and the Planning Commission reviewed the document at a public hearing.
- **Public Review Period and Planning Commission Public Hearing:** As required by State law, the General Plan was circulated for a 45-day period along with the associated environmental document (Initial Study and Mitigated Negative Declaration or IS/MND) during the months of \_\_\_\_\_ 2019 and \_\_\_\_\_ 2019. During this time, the public was invited to submit written comments, in addition to providing verbal comments at the public workshop, and all of the comments received were taken into consideration at the public hearing held by the Planning Commission on \_\_\_\_\_, 2019. The Planning Commission recommended certification of the IS/MND and recommended City Council adoption of the General Plan Update on \_\_\_\_\_, 2019.
- **City Council Public Hearing and Adoption:** The City Council held a public hearing on \_\_\_\_\_, 2019 at which time it considered the IS/MND and all comments on that document. It also considered the proposed General Plan Update and all of the comments made at the public workshop, the Planning Commission public hearing and the City Council public hearing. At the conclusion of the public hearing the City Council certified the IS/MND and adopted the General Plan Update on \_\_\_\_\_, 2019.

**Town of Atherton**

**Draft**

# LAND USE ELEMENT

**of the General Plan**

Revised per Planning Commission Review – April 25, 2018

For Public Workshop – February 13, 2019

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# LAND USE ELEMENT

## I. Purpose and Relation to Other Elements

The Land Use Element delineates in written and graphic terms Atherton's goals, objectives and policies concerning *existing and future* land uses within the Town's jurisdiction; *what to put where*. *It should reflect the Town's vision to remain a low density, rural residential community with a high quality of life.* The Element sets forth the *general* distribution, location and extent of residential, open space, public and quasi-public, and *educational* land uses. *The Element also addresses solid and liquid waste facilities, greenways, and areas subject to flooding. The Element does not include a discussion of land used for business or industry as those land uses are not permitted within the Town of Atherton. Neither does it include the topics of timberland preserve zones or military land uses as there are no timber resources or military installations in or adjacent to Atherton. (Existing Section with Proposed Additions in Italics)*

While the Land Use and Circulation Elements are the primary General Plan Policy elements, other parts of the Plan contain policies and proposals which relate to the Land Use Element. Elements of the Plan which are related to the Land Use Element include Circulation, Housing, Open Space, Conservation and Noise. *(Existing Section)*

## II. Background Information

### Land Uses

The Town of Atherton is unique in that it contains primarily lower density residential uses, with no commercial or industrial. The majority of the community over the years have shown interest in preserving this character through the requirement of larger lots and preservation of open space and heritage trees. Atherton contains three different land use categories; residential, open space, and public and quasi-public (which includes educational uses). *(Proposed New Section)*

### Residential Land Uses

Residential areas are designed to contain housing and related facilities such as schools and churches. Residential land uses determine the level of need for schools, public facilities, roads and parks. *The Land Use Diagram differentiates residential land uses from parks, open spaces, schools and public facilities. (Existing Section with Proposed Additions in Italics)*

The **Single Family, Low Density designation** is applied to all residential lands in Atherton. This land use density is intended to minimize environmental damage to sensitive, scenic and open space areas. The conventional single family detached home is the standard structural type planned for these areas. *Additional uses that may be allowed include accessory dwelling units, home occupations, residential care facilities and other compatible uses identified in the Town's Municipal Code. (Existing Section with Proposed Additions in Italics)*

**Building Intensity** is expressed in dwelling units per net acre *and in floor area ratio (FAR – the ratio of a building's floor area of all main and accessory building to that of its total site area.)* **Population density**

is expressed in people per acre and is derived by multiplying the average population per household by the dwelling unit density. It is estimated that the population density figures will remain relatively constant through the year 2035<sup>1</sup>. *(Existing Section with Proposed Additions in Italics)*

The population density in Atherton is approximately 3 people per acre. Planned residential building intensities are based on the number of dwellings per net acre. Net building intensity is defined as the horizontal projection of the gross land area in acres, less the area devoted to the road rights-of-way divided into the total number of residential units. In calculating net building intensity, areas that will be dedicated to permanent open space are included in the gross land area. In the General Plan, building intensity ranges are used to define the broad land use categories. Specific building intensities are designated in the various zoning districts. Population densities were derived by multiplying the population per household by the building intensity range. Population density numbers were rounded to the nearest whole number. *(Existing Section)*

The Zoning Title of the Municipal Code limits the residential building intensity and bulk by the use of floor area ratios, setbacks, height, and other development standards. The Code specifies the maximum amount of gross floor area that can be constructed on residential lots based on lot size. Floor area is defined as the total square footage of all roofed structures on a residential lot, but not including open structures such as arbors. *(Existing Section)*

Future new residential development in Atherton is limited since the Town is primarily built out. The only other residential development possibilities within the Town may be smaller, sub-dividable areas and the few remaining vacant parcels. Any new subdivision would be subject to the minimum development standards of the Atherton Municipal Code.

**Table LU-1: Residential Building Intensity and Population Density**

Residential Land Use Category	Building Intensity (Units per Net Acre)	Minimum Lot Area per Dwelling (Square Feet)	Population Density	Zoning Reference
Single Family, Low Density	1	43,560	3	R-1A
	3	13,500	9	R-1B

**Open Space Land Uses**

**Open space** refers to both used and unused land. It includes developed and undeveloped park lands, visually significant open lands, water areas and wildlife habitat, and undeveloped land which is intended to be retained in an undeveloped state in the future. *(Existing Section)*

Open space land use is generally intended for the following purposes:

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<sup>1</sup> ABAG Projections 2013, population per household for Atherton: 2010 = 2.80, 2020 = 2.81, 2030 = 2.84, 2035 = 2.87

- Outdoor Recreation
- Natural Resources
- Managed Production of Resources
- Public Health and Safety

*(Existing Section)*

*The California Government Code also requires local general plans to address open spaces for military support and Native American tribal resources. However, there are no military facilities in or near Town and no known Native American tribal resources in or near Town. Therefore, these topics are not included in this Element. (Proposed New Section)*

*Lands designated for Open Space on the Land Use Diagram within the category of Outdoor Recreation include Holbrook-Palmer Park, the Reading Park, and the Menlo Circus Club. Lands designated for Open Space on the Land Use Diagram within the categories of Natural Resources and for Public Health and Safety include the Bear Gulch Reservoir potable water storage facility. Although no lands in Atherton are designated for Open Space on the Land Use Diagram within the category of Managed Production of Resources, the issue of groundwater use as well as concerns related to potential land subsidence, declining water levels, and saltwater intrusion are addressed in the Open Space and Conservation Element. All of these topics are addressed in greater detail in the Open Space and Conservation Element. (Proposed New Section)*

Lands designated for use as open space on the *Land Use Diagram* are zoned *Parks and Open Space (POS) District* and include Holbrook-Palmer Park, the *Bear Gulch Reservoir* property and other sites located throughout Town. In addition, some of the lands zoned PFS, as well as many privately held parcels contribute to the Town’s inventory of space. *(Existing Section with Updates in Italics)*

### **Public, Quasi-Public, and Educational Land Uses**

The **Public, Quasi-Public, and Educational** land use category typically includes the types of activities and facilities which are generally recognized to be more conveniently provided by public or quasi-public agencies than by the private sector. Such uses include utilities such as water, sewer and power, basic facilities such as local government and schools, and services such as police and fire protection. Lands designated for public and quasi-public use on the General Plan Map are zoned PFS. *(Existing Section)*

*Town administrative functions are currently located in several buildings grouped at the corner of Ashfield Road and Station Lane. The existing buildings are proposed to be replaced with a **new Civic Center** complex consisting of an administration building, Atherton Library, and the historic City Council Chambers. The existing Public Works Building and Corporation Yard are proposed to be retained in their current location. The administration building will house a new City Council Chambers, the Town Administrative Staff; City Manager and City Clerk; City Attorney; Finance Department; Police Department; Permit Center; Building Department, Public Works Department, Planning Department and Town Arborist. The new Atherton Library will replace the existing facility with an expanded and updated building. The Historic City Council Chambers will be attached to the new Library. Ashfield Road and Dinkelspiel (Station) Lane are proposed to be rerouted to accommodate the new Civic Center complex. The existing Reading Park is proposed to be reconstructed as a “Reading Garden” and serve the dual function of a stormwater retention basin during wet weather. The “Reading Garden” will be connected to a “Civic Court” and open space all to function as a Town Green. (Proposed New Section)*

*Park and Recreation offices will continue to be located in the Main Building at Holbrook-Palmer Park.*

The Town of Atherton has its own **police** force, while **fire protection** is handled by the Menlo Park Fire Protection District. Public **library** facilities are provided by a branch of the San Mateo County Library, located on Dinkelspiel (Station) Lane. *(Existing Section)*

**Public elementary schools** in Atherton fall under the jurisdiction of three separate *school* districts: Redwood City, Menlo Park and Las Lomas. The number of primary school age children has increased somewhat over the past 10 years as indicated by U.S. Census Data. However, the increase has been accommodated within existing or expanded schools. Public secondary school students generally attend Menlo/Atherton High School and Woodside High School, which are administered by the Sequoia Union High School District. *(Existing Section)*

There are six **private schools** in Atherton located on three campuses. Sacred Heart Schools includes three schools on its campus on Valparaiso Avenue: *the Preschool & Kindergarten, the Lower and Middle School* and the Preparatory High School. Menlo School on Valparaiso Avenue has a middle school and a high school. Menlo College on El Camino Real is a four-year college with a major evening college component. Private schools in Atherton are requested to submit Campus Master Plans to the Town for public information purposes. The Master Plans are required to be reviewed annually. Conditional Use Permits for new or relocated buildings and facilities are required to be consistent with the Master Plan. *(Existing Section with Updates in Italics)*

#### **Greenways** *(New Section taken from Bike/Pedestrian Master Plan)*

**Greenways** are defined as pedestrian and bicycle, nonmotorized vehicle transportation, and recreational travel corridors that meets certain specific requirements including landscaping, separation and protection from shared roadways, public accessibility, and others as specified in California Civil Code 816.52(b). Atherton's adopted Bike/Pedestrian Master Plan includes proposals for the development of two Greenways through the Town; the Grand Boulevard Greenway and the Bay-to-Ridge Greenway.

The **Grand Boulevard Greenway** proposal involves a major overhaul to El Camino Real by (in most cases) converting the westernmost southbound travel lane to a Class I (off-street) trail with landscaping and pedestrian crossing improvements. The Grand project concept is to provide dedicated bicycle and pedestrian facilities, and transit access improvements, along the length of El Camino Real within Atherton by repurposing a vehicle travel lane in one or both directions. Further study is required prior to project implementation.

The **Bay-to-Ridge Greenway** proposal includes a Class I bike trail and pathway improvements to Marsh Road/Middlefield Road/Watkins Ave, plus bicycle boulevard and greenway linkages along or adjacent to the Atherton Channel across El Camino Real to Alameda de las Pulgas. West of El Camino Real, this greenway can be implemented as a bicycle boulevard and/or Safe Routes to School project via Alejandra Avenue/Park Lane/Camino al Lago or on adjacent facilities to be determined in coordination with adjacent schools and Menlo Park. Further study is required prior to project implementation.

#### **Table LU-2: Area of Land Uses in Acres**

Land Use Category	Building Intensity (Units per Net Acre)	Area in Acres	Zoning Reference
Single Family, Low Density	1	2,994	R-1A
	3	165	R-1B
Parks and Open Space	n/a	171	POS
Public Facilities and Schools	n/a	234	PFS
<b>Total</b>		3,564	

**Infrastructure**

The Town’s **water supply** comes from the City and County of San Francisco operated Hetch Hetchy System. The water supply is delivered by the California Water Service Company. **Sewage** is collected by the West Bay Sanitary District and Fair Oaks Sanitary District for transmission to treatment facilities located in the eastern portion of Redwood Peninsula in Redwood City and operated by *Silicon Valley Clean Water; a joint powers authority consisting of the cities of Belmont, Redwood City, San Carlos, and the West Bay Sanitary District.* The responsibility for **stormwater** drainage management falls under the jurisdiction of the Atherton Channel Drainage District, the Town of Atherton, and the San Mateo County Flood Control District. Pacific Gas and Electric Co., furnishes natural gas and electricity to Atherton. *(Existing Section with Updates in Italics)*

**Solid Waste and recycling** generated by the Town of Atherton is *collected and* handled by a contractor, which hauls the waste to the *Shoreway Environmental Center (a recycling and transfer station)* in San Carlos and then to a disposal site at the *Corinda Los Trancos “Ox Mountain” landfill* north of State Route 92 and Skyline Boulevard. *The Shoreway Facility is owned by the South Bayside Waste Management Authority, a joint powers authority with twelve member agencies. The Ox Mountain facility is licensed to accept mixed municipal solid waste, construction/demolition, agricultural, industrial, and other wastes. The facility has an estimated capacity of 60.5 million cubic yards and is estimated to reach capacity by approximately 2034.* Liquid wastes are collected by the West Bay Sanitary District and Fair Oaks Sanitary District and transmitted to facilities operated by *Silicon Valley Clean Water* in Redwood Shores. *(Existing Section with Updates in Italics)*

**Areas Subject to Flooding**

There are no areas within the Town identified as flood prone according to the Federal Insurance Administration. *(Existing Section)*

### Climate Action Plan *(Proposed New Section)*

Atherton’s proposals and policies related to climate change are contained in its adopted<sup>2</sup> **Climate Action Plan**. The Town’s Climate Action Plan serves as a guiding document to identify methods that the Town and community can implement to significantly reduce greenhouse gas (GHG) emissions. The Plan provides a comprehensive roadmap of programs that can be implemented to reduce emissions and increase sustainability. Transportation aspects of the Action Plan are addressed in the Circulation Element. Energy, water and solid waste programs and policies are addressed in the Open Space and Conservation Element.

Atherton has adopted a target of reducing emissions to 15 percent below 2005 levels by 2020.

Energy and water-saving measures can help reduce Greenhouse Gas (GHG) emissions and impacts from drought conditions. Building energy is the sector with the most immediately achievable and affordable reduction opportunities. A primary focus of the CAP is on residential energy efficiency strategies to significantly reduce existing emissions and on the voluntary implementation of new building standards which incentivize new home builders towards designing net zero energy homes.

Reducing the amount of waste deposited into the landfill through material reuse, reduction, and recycling is an important strategy to reduce GHG emissions. Waste reduction and recycling help reduce emissions and the amount of single-use materials.

### III. Goals, Objectives, Policies and Actions

Goal LU-1:	To preserve the Town’s character as a scenic, rural, thickly-wooded residential area with abundant open space. <i>(Existing Goal)</i>
Objective LU-1.1:	To establish a framework for determining the location and extent of land uses within the Town’s area of interest. <i>(Existing Objective)</i>
Objective LU-1.2:	To limit the nature of land uses to those which are compatible with the overall land use planning goal LU-1. <i>(Existing Objective)</i>
Objective LU-1.3:	To retain the quality of life, character and existing in the Town’s residential neighborhoods. <i>(Existing Objective)</i>
Policy LU-1.1:	Future plans for residential development or redevelopment are severely limited due to the fact that the Town has been almost entirely developed. <i>(Existing Policy)</i>
Policy LU-1.2:	The development of high density and/or high rise residential structures or commercial uses of any kind would destroy the scenic, rural and open space character of the Town, and is, therefore, prohibited. <i>(Existing Policy)</i>

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<sup>2</sup> Adopted October 19, 2016

Policy LU-1.3: Minimum new lot sizes in hillside areas (defined as areas with average cross slopes greater than 20 percent) shall be related to the slope and shall not be less than:

**Table LU-3: Minimum Lot Sizes in Hillside Areas**

Average Cross Slope	Minimum Lot Size
0 – 19%	1 Acre
20 – 34.9%	2 Acres
35% +	5 Acres

*(Existing Policy)*

Policy LU-1.4: Structures higher than 34 feet shall be prohibited. *(Existing Policy)*

Policy LU-1.5: Proposed residential subdivisions as well as proposals to replace existing homes, shall adhere to the following design criteria:

- A. Maintenance of existing neighborhood environments shall be promoted by the design of the subdivision and subdivision improvements. Designs shall be visually harmonious and compatible with neighborhood character.
- B. Adequate drainage and off-street parking shall be provided. Street lighting shall be kept to a minimum. Temporary or guest on-street parking areas shall be minimized.
- C. Uniformity of lot design should be avoided by using such techniques as meandering streets.
- D. Trees shall be preserved to the maximum extent feasible while allowing for construction within established parameters for setbacks and lot coverage in accordance with the Municipal Code chapter regulating removal of and damage to heritage trees.
- E. Residential land uses shall be designed in accordance with the density, floor area ratio, height, bulk and other standards established by the Town.
- F. All utilities installed in conjunction with new subdivisions shall be placed underground.
- G. Residential land uses shall be consistent with the goals, objectives and policies of the Atherton General Plan Housing Element.
- H. *Accessory* dwelling units are permitted when consistent with adopted standards.
- I. Privacy is a factor which shall be incorporated into subdivision, subdivision improvements and home design.
- J. The Town allows minimum lot size subdivisions only where such minimum lot sizes do not significantly degrade established levels of privacy, wooded areas, and/or the open space environment.

K. Residential improvements shall follow the model policies developed for the San Mateo Countrywide Stormwater Pollution Prevention Program to minimize the discharge of pollutants into the waterways. *(Existing Policy)*

Policy LU-1.6: The Town shall continue to preserve the open space characteristics of existing schools, churches and park facilities. *(Existing Policy)*

Policy LU-1.7: Land uses which diminish the open space character of the Town, such as commercial and high density residential uses, shall be prohibited. *(Existing Policy)*

Policy LU-1.8: Maximize preservation of heritage trees and existing trees within a development site to the greatest degree feasible. Require new development to comply with the Town's requirements for tree protection, removal, and replacement. *(Proposed Policy)*

*(The following Goals and Objectives taken from the Civic Center Project EIR)*

Goal LU-2:	Build a civic center that will serve as a cohesive grouping of public buildings to meet the needs of 21 <sup>st</sup> Century governance.
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Objective LU-2.1: Build a Civic Center that is consistent and compatible with Atherton's rural, neighborhood residential character in massing and scale, reflecting the Town's building types rather than an urban civic center.

Objective LU-2.2: Provide a central pedestrian gathering space, as well as a circulation pattern that emphasizes pedestrian and bicycle activity.

Objective LU-2.3: Maximize preservation of heritage trees and existing trees within the Project site and comply with the Town's requirements for tree replacement where tree removals are necessary.

Objective LU-2.4: Preserve the existing Town Hall building.

Goal LU-3:	Assure development of private schools continue to reflect the Town's character as a scenic, rural, thickly-wooded residential area. <i>(Proposed New Goal)</i>
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Policy LU-3.1: Request private schools prepare Master Development Plans that are reviewed annually by the Planning Commission. *(Proposed New Policy)*

Goal LU-4:	Develop the Grand Boulevard Greenway and the Bay-to-Ridge Greenway as proposed in the adopted Bike/Pedestrian Master Plan. <i>(Proposed New Goal)</i>
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Policy LU-4.1: Implement the Grand Boulevard Greenway and the Bay-to-Ridge Greenway as proposed in the adopted Bike/Pedestrian Master Plan. *(Proposed New Policy)*

Goal OSC-5:	Increase residential and commercial energy efficiency and reduce water consumption to meet AB 32 emission reduction target. <i>(Existing Goal from CAP)</i>
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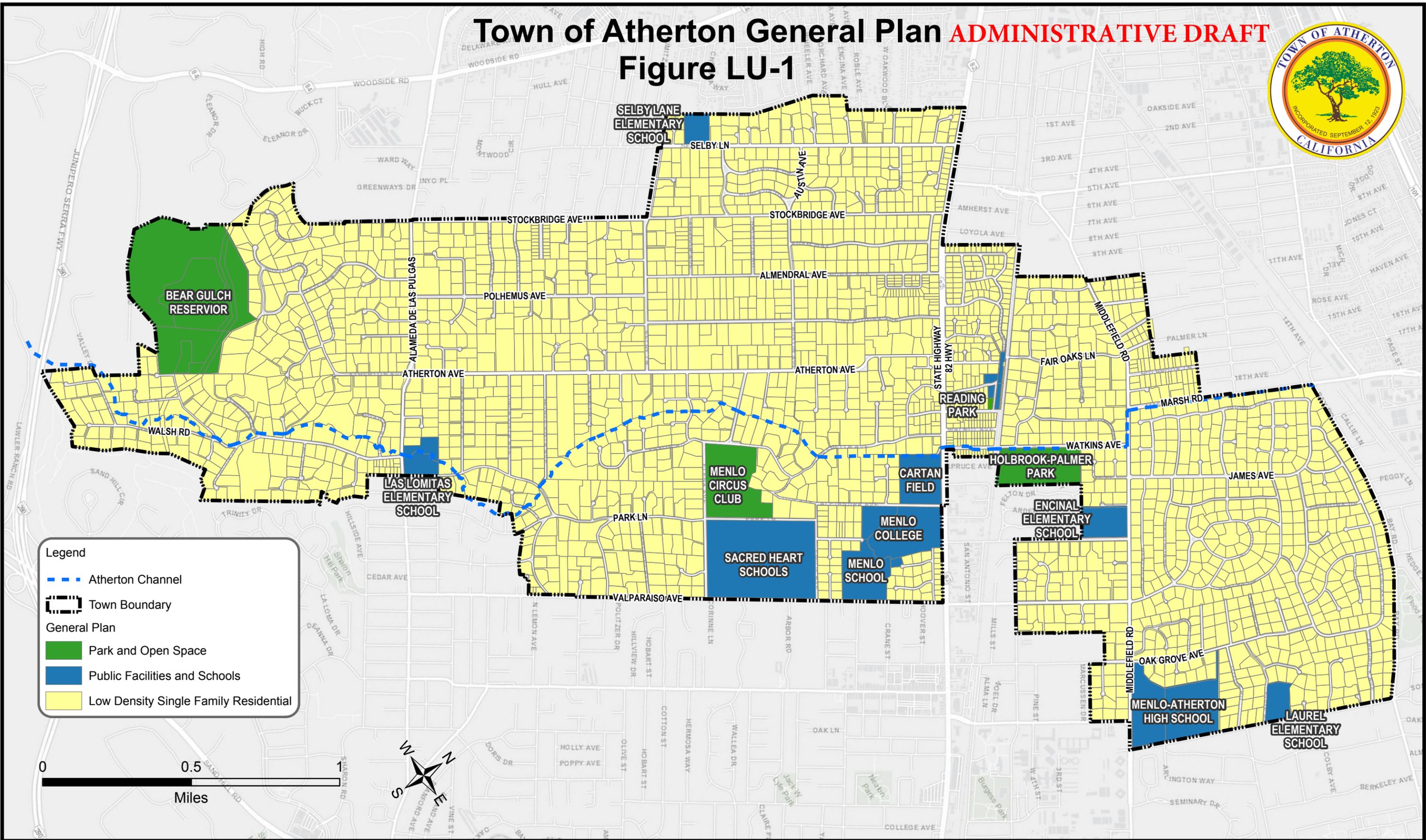
Policy OSC-5.1: Implement the Greenhouse Gas programs in the Atherton Climate Action Plan related to energy efficiency and reduced water consumption. *(From Programs Existing in CAP)*

Goal OSC-6:	Reduce the total amount of community waste generated and sent to landfills to meet AB 32 emission reduction target. <i>(Existing Goal from CAP)</i>
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Policy OSC-6.1: Implement the Greenhouse Gas programs in the Atherton Climate Action Plan related to community waste generation. *(From Programs Existing in CAP)*

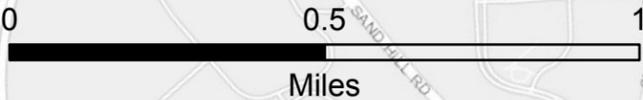
# Town of Atherton General Plan ADMINISTRATIVE DRAFT

## Figure LU-1



**Legend**

- Atherton Channel
- Town Boundary
- General Plan**
- Park and Open Space
- Public Facilities and Schools
- Low Density Single Family Residential



## **3.000 HOUSING ELEMENT (2014-2022 UPDATE)**

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### **3.100 Introduction**

#### **3.110 Purpose of the Housing Element**

The State of California Government Code<sup>1</sup> requires that all cities within the San Francisco Bay Area update the Housing Element of their General Plan by January 2015. The purpose of this document is to meet this requirement by evaluating the existing and projected housing needs of all economic segments of Atherton, evaluating existing policies and programs aimed at the preservation, improvement and development of housing and where appropriate, identifying new priorities.

The contents of this update includes an analysis of housing needs, statements of goals and policies, a schedule of programs and actions and an estimate of the number of housing units the Town expects to be developed, improved and maintained in the local housing stock. Programs and policies included in the existing Housing Element were evaluated and modified where necessary to reflect changing market conditions and policy priorities.

Atherton is a residential community of approximately 6,900 residents with a land area of approximately six square miles. The Town is bordered by Menlo Park, Woodside, Redwood City and unincorporated San Mateo County. Founded in the early 1920's, Atherton is characterized by large lot residential land use, where minimum lot size is 1/3 to 1 acre throughout the Town. There is no commercial or industrial land use in Atherton. There are eleven schools in Town, three of which are private.

#### **3.120 Definition of Income Categories**

Since the determination of housing need is often discussed in terms of income categories, it is important to define the categories used in this update at the outset. The California Department of Housing and Community Development (HCD) has established household income categories based on a proportion of the area's median family income as summarized below:

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<sup>1</sup> § 65588(e)(2)

**TABLE HE-1: HCD INCOME CATEGORIES DEFINED**

Income Category Definitions	
Extremely Low	Below 30% of area median income
Very Low	30%-50% of area median income
Low	50%-80% of area median income
Moderate	80%-120% of area median income
Above Moderate	Above 120% of area median income

The income limits established by HCD for San Mateo County in 2013 are presented in Table HI-2.

**TABLE HE-2: ANNUAL INCOME LIMITS BY HOUSEHOLD SIZE - 2013(US\$)**

Income Category	Number of Persons Per Household (Maximum Income)				
	1	2	3	4	5
Extremely Low	\$23,750	\$27,150	\$30,550	\$33,950	\$36,650
Very Low	\$39,600	\$42,250	\$50,900	\$56,550	\$61,050
Lower Income	\$63,350	\$72,400	\$81,450	\$90,500	\$97,700
Median Income	\$72,100	\$82,400	\$92,700	\$103,000	\$111,250
Moderate Income	\$86,500	\$98,900	\$111,250	\$123,600	\$133,500

Source: HCD State Income Limits 2013 and State CDBG and HOME Income Limits also available at <http://www.hcd.ca.gov/hpd/hrc/rep/state/incNote.html>

**TABLE HE-3: MONTHLY MAXIMUM AFFORDABLE HOUSING COST BY HOUSEHOLD SIZE – 2013 (US\$)**

Income Category	Number of Persons Per Household (Maximum Income)				
	1	2	3	4	5
Extremely Low	\$594	\$679	\$764	\$849	\$916
Very Low	\$990	\$1,056	\$1,273	\$1,414	\$1,526
Lower Income	\$1,584	\$1,810	\$2,036	\$2,263	\$2,443
Median Income	\$1,803	\$2,060	\$2,318	\$2,575	\$2,781
Moderate Income	\$2,163	\$2,473	\$2,781	\$3,090	\$3,338

Source: HCD State Income Limits 2013 and State CDBG and HOME Income Limits, calculations by Baird + Driskell.

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### 3.130 Relation to Other Elements (including General Plan Consistency Analysis)

The Housing Element is closely related to the Land Use, Open Space and Circulation Elements. In the Housing Element, residential land use is translated into terms of household units to be accommodated in the future. Lands designated for residential use are identified in the Land Use Element; the location, site area and terrain suitable for housing is related to both open space and land use; and the capability of serving residential neighborhoods by an efficient circulation system is discussed in the Circulation Element.

State law requires that all elements of the general plan be consistent with each other. The General Plan was reviewed to ensure that that goals and policies of this Housing Element are consistent with the other elements of the Town's General Plan, and this is the case. The current Housing Element is very similar to the 2007-2014 Housing Element, which was also consistent with the General Plan. Changes in this Housing Element do not affect circulation, land use, or safety.

New development proposals, as well as the Master Plan of Menlo School and Menlo College, are reviewed against the General Plan to ensure they are compatible. Additionally, zoning changes or General Plan amendments, if they are proposed, would need to be internally consistent with the entire General Plan.

## 3.200

## ASSESSMENT OF HOUSING NEEDS

### 3.210 Housing Needs Summary

See Appendix for detailed Housing Needs Analysis.

### 3.211 Housing Trends

The following are some general trends affecting the region.

- **Rise of the Millennials.** The Millennial generation (ages 20-34) has a preference for dense, mixed-use, walk-able and bike-able communities. Many have speculated that Millennials may be a “generation of renters,” but as the economy improves and as Millennials age, this conclusion may change.
- **Growing senior population.** Over the next decade and a half, the number of seniors in San Mateo County will increase by 76 percent. Atherton currently is home to approximately 650 seniors and has a higher median age (46) than the county as a whole (39). Advanced planning will be necessary to ensure the opportunity for seniors to age safely in the communities where they reside.
- **Worsening workforce-housing shortage.** San Mateo County is projected to see notable job growth over the next decade, and about 40 percent of these jobs will pay lower income wages. San Mateo County already has a severe workforce housing shortage in general caused by years of rapid economic growth and slow housing growth. By 2025, the Department of Housing projects that the County's housing supply will only meet 1/3 to 1/2 of the demand.
- **Increasing ethnic diversity.** According to 2010 U.S. Census data, San Mateo County is a “majority-minority” county — that is, no one racial group makes up over 50 percent of the population. The two racial/ethnic groups growing the most rapidly in San Mateo County are Asians and Latinos. According to the regional Plan Bay Area, adopted on July 18, 2013, Latinos will emerge as the largest ethnic group, increasing from 23 percent to 35 percent of the total population in the Bay Area by 2040.

### 3.212 Housing Characteristics

- **As of January 2013, Atherton had a total population of 6,893.** According to census data, Atherton shrunk by four percent from 2000 to 2012. While ABAG predicts Atherton's population will grow more rapidly over the next decade, reaching a total of 7,600 in 2020 and remaining there through 2030, previous ABAG projections for Atherton have not been accurate. Because of Atherton's small size, it can be difficult to get accurate data and sometimes various sources of information do not match.
- **Almost all houses in Atherton are owner-occupied single-family attached homes.** Only 10 percent of Atherton's households are renters, though this percentage has increase by five percent since 2000. Atherton has a total of 2,477 homes, a slight decrease since 2000. In addition, Atherton has very low vacancy rates.
- **Just under a fifth of Atherton's households are lower-income.** Atherton's median household income is more than \$250,000 (in 2011), more than twice the median for the county. However, 17 percent of Atherton's population is lower income. Specifically, eight percent are extremely low income. Lower-income households are likely to be house rich but cash poor seniors, or people living in second units.
- **For-sale housing prices are rising and are unaffordable to many households** As of October 2013, the median sales price for a single-family home was over \$3 million. Single people and families earning a moderate income or below are hundreds of thousands of dollars short of being able to afford the median priced home.
- **Some households are overpaying for housing.** Most households earning less than \$75,000 annually are overpaying for housing in Atherton

### 3.213 Summary of At-Risk Units

“Assisted housing development” means a multifamily rental housing development that receives governmental assistance under any federal, State, county or local program. There are no existing assisted housing developments in Atherton that are eligible to change from low-income housing uses during the next 10 years due to termination of subsidy contracts, mortgage pre-payment, or expiration of restrictions on use. The only multifamily rental housing in Atherton is at Oakwood (Sacred Heart Schools campus and Menlo College. The existing low income housing provided at Oakwood and Menlo College was not built with federal or state assistance and consequently is not deed-restricted; its affordability is maintained by those institutions. This type of housing is not considered to be “at-risk housing” as defined in Housing Element Law.

### 3.220 Energy Conservation Opportunities

#### 3.221 Energy Conservation Efforts

Given the importance of promoting land use and housing strategies to address climate change and energy conservation the City Council authorized the formation of the Atherton Environmental Programs Committee (EPC) in 2006. Planning to maximize energy efficiency and the incorporation of energy conservation and green building features can contribute to reduced housing costs for homeowners and renters.

In 2006 the Atherton Environmental Programs Committee (EPC) was formed by action of the City Council. The EPC's mission statement includes educating Atherton residents about environmental issues and seeking to improve the overall environmental performance of the town by reducing waste and pollution, enhancing energy efficiency and use of clean energy technologies, promoting smart consumer practices and greatly reducing our contributions to global warming by adopting effective and meaningful conservation practices throughout our community. The mandates listed below are among those that the EPC is working on:

- California Integrated Waste Management Act of 1989
- California [Global Warming Solutions Act of 2006](#)
- Mayors' Climate Protection [Agreement](#): signed by Atherton in 2006, this agreement commits the Town of Atherton to take three actions: 1) meet or beat the Kyoto protocol targets within our own community; 2) urge and support state and federal government passage of policies to meet the Kyoto protocol targets; and 3) support a national emission trading system.
- San Mateo County [green building policy](#)
- A Climate Action Plan for Atherton.

The EPC, in conjunction with the Thinking Green Think Tank's Green Building subcommittee and the Atherton Building Department, prepared a Green Building ordinance which was adopted in 2011, and updated in 2014.



The EPC has also been active in promoting energy conservation through energy audits, participation in PG&E and Cal Water programs and encouraging energy conserving retrofits in homes.

The Town supports water conservation policies and is currently operating under the provisions of the State water conservation law.

### **3.222 PG&E Programs**

PG&E provides customers with information about their energy usage through programs like the Home and Business Area Network (HAN) and the Smart-Rate Add-on. These programs are designed to identify peak energy use times and unnecessarily energy-consuming appliances, to assist consumers in making energy-saving and money-saving decisions. Through Energy Upgrade California, PG&E also offers homeowners up to \$4,500 in rebates for implementing energy-saving home improvements. PG&E also has launched the Zero Net Energy Pilot Program (ZNE) to move towards all new residential construction be zero net energy by 2020, and all commercial construction by 2030.

PG&E also participates in several other energy assistance programs for lower income households, which help qualified homeowners and renters, conserve energy and control electricity costs. These include the California Alternate Rates for Energy (CARE) Program and the Relief for Energy Assistance through Community Help (REACH) Program. The CARE provides a 15 percent monthly discount on gas and electric rates to income qualified households, certain non-profits, facilities housing agricultural employees, homeless shelters, hospices and other qualified non-profit group living facilities. The REACH Program provides one-time energy assistance to customers who have no other way to pay their energy bill. The intent of REACH is to assist low-income customers, particularly the elderly, disabled, sick, working poor, and the unemployed, who experience severe hardships and are unable to pay for their necessary energy needs.

## **3.300 HOUSING RESOURCES**

### **3.310 Inventory of Sites Suitable for Residential Development**

#### **3.311 Parcel-specific List of Available Sites**

This section contains an inventory of specific sites suitable for residential development so that a comparison may be made with Atherton's new construction need by affordability category with its residential development capacity.

The table below identifies lands suitable for residential development in Atherton. Each site is identified by address and includes the site acreage and existing land use. Existing zoning falls into the categories listed below. It should be noted that Atherton has only four zoning districts, the three listed below plus a Parks and Open Space District.

R-1A (Residential District) - Limits land uses to single-family detached homes on minimum one-acre size lots.

R-1B (Residential District)-Limits uses to single-family detached homes on minimum size 13,500 square foot (0.31 acre) lots.

PFS (Public Facilities and Schools District) - Limits land uses to public and private schools including affiliated residential uses, town hall, library and other similar public and quasi public uses without limitation on lot size. This district also permits single-family and multifamily residences pursuant to a master plan.

There are few vacant parcels in town. The residential parcels included in the table are identified as underutilized since they are of sufficient size to be further subdivided according to the existing zoning and lot size limits.

#### **3.312 Multifamily Housing**

The Realistic Development Capacity Analysis of the individual multiple family housing areas in the PFS Zoning District is described below. These areas permit rental multifamily uses sufficient to accommodate the remaining need for lower income households, permit a minimum of 16 units per site, and require at least 50% of the lower income households needs to be accommodated on sites planned for residential use only. During the 2007-2014 cycle, the Town amended its Zoning Ordinance, in PFS Districts, to provide that where a School Master Plan that includes multifamily residential uses that could accommodate housing for very low- and low-income households has been accepted for filing by the Planning Commission, the Conditional Use Permit procedure shall be replaced by a Planning Commission public hearing and review process which concentrates on the location, size, proximity to heritage trees and environmental aspects of the project but shall not result in the denial of the use.

As demonstrated by past actions at other private schools, the Town has a track record of supporting the intensification of site development. For example, the Town has supported the development of several new buildings at Sacred Heart Schools including



the building of additional residential units for the retired religious persons in the Oakwood Community. At Menlo School the Town has supported the development of several new buildings over a period of 10-15 years and the inclusion of on-campus, higher density faculty housing in its Master Plan. The Town has also supported the development of several new buildings at Menlo College and the inclusion of on-campus, higher density student and faculty housing in its Master Plan.

### Menlo College- 1000 El Camino Real

This is site number one in the Inventory of Sites Suitable for Residential Development. A total of 79 net new college and faculty units are proposed at this site, according to the Menlo College Master Plan. The Menlo College Master Plan was filed with the Town in 2002 and was most recently updated in spring 2008. The proposed 63 units of new student housing are planned in two adjacent three story buildings on 1.65 acres of land (the available acreage) currently occupied by a parking lot and a portion of an existing student dormitory building.<sup>2</sup> The density of the new housing development would be 38 dwelling units per acre. The proposed 16 units of new faculty housing is planned in a new two story building on 0.45 acres of land (the available acreage) currently occupied by the student union. The density of the new housing development would be 35.6 dwelling units per acre.

The 63 new apartment-style student housing units will be for juniors and seniors and designated for independent living with separate entries, kitchens, baths, and living space. Based on the affordability levels of current on-campus faculty and student housing (\$750 to \$1,500 per month), all units should be affordable to households in the extremely low and very low income categories. However, to be more conservative, the 16 faculty units are shown as moderate-income housing, and the 63 student units are shown to be equally spread between extremely low income, very low income and low income.

The methodology used to estimate the realistic capacity of these sites was to prepare preliminary floor plans and site plans based on Town standards and to apply them to the proposed development areas. The number of units, density and capacity of the site was then calculated. Preparation of preliminary architectural building designs and floor plans were completed by the firm of Miller/Kelley Architects who prepared the campus Master Plan. These designs and plans took into consideration applicable Town standards such as buildings lower than the 34 foot height limit and located within the 60 foot property line setback. The Town has not established residential maximum density, maximum lot coverage, open space, parking or FAR standards in the PFS Zoning District so these would not impact the residential development capacity of this site. There is a height limit of 34 feet and a property line setback of 60 feet. The proposed design respects these limits and therefore would not impact the residential development capacity. The project architects indicate that the proposal is consistent with existing development trends for this type of housing.

Existing use of the proposed new student housing site is a parking lot and an older dormitory building. Replacement parking is planned adjacent to the new residential

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<sup>2</sup> Source: Menlo College Master Plan, *The Campus Framework Plan*, Miller/Kelley Architects, June 2003 (updated to 2008)

buildings and at other campus locations as provided for in the Master Plan. A new replacement dormitory for younger students is planned at another campus location; hence this existing use will not impede development of the site during the planning period. Existing use of the new faculty housing site is a student union. A new dining hall/student union was recently built at another location on campus; hence the removal of the existing building will not impede development of the site during the planning period.

The Town would provide the incentive of fast track permit processing for the Menlo College new student housing and faculty housing proposed at these sites.

The project status and timing is dependent upon Menlo College funding. A relatively straight forward planning review and building permit process taking 2-4 months would be necessary once the College is ready to proceed. It is expected that the project will be developed during the planning period.

In addition to the projects identified above, the Master Plan calls for 677 new units and the potential demolition of 320 older units, for a net increase of 347 units. These units are permitted as above, but will likely not happen during the planning period.

#### 50 Valparaiso Avenue - Menlo School

This is site number 2 in the Inventory of Sites Suitable for Residential Development. According to the Menlo School Master Plan, a total of 11 net new faculty units are proposed at this site. The proposed 11 units of new faculty housing is planned in a two story, apartment style building on 0.6 acres of land (the available acreage) currently occupied by a parking lot.<sup>3</sup> The density of the new housing development would be 18.3 dwelling units per acre.

Based on the historic affordability levels of current on-campus faculty housing (\$465 to \$757 per month), all units should be affordable to households in the extremely low category. However, to be more conservative, and because these are intended to be townhouse-style units, the 11 faculty units are shown as moderate-income housing.

The methodology used to estimate the realistic capacity of this site was to prepare preliminary floor plans and site plans based on Town standards and to apply them to the proposed development areas. The number of units, density and capacity of the site was then calculated. Preparation of preliminary site analysis was completed by Town Planning Staff using designs similar to the building architectural designs and floor plans prepared for the faculty housing at Menlo College (see above). These designs and plans took into consideration the applicable Town standards such as buildings lower than the 34 foot height limit and located within the 60 foot property line setback. The Town has not established residential maximum density, maximum lot coverage, open space, parking or FAR standards in the PFS Zoning District so these would not impact the residential development capacity of this site. There is a height limit of 34 feet and a property line setback of 60 feet. The proposed design respects these limits and therefore would not impact the residential development capacity.

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<sup>3</sup> Source: Menlo School, *Menlo School Master Plan 2007*, March 9, 2007 (updated to 2009)

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The area planned for faculty housing at Menlo School is currently occupied by an uncovered, paved parking lot. There are a few larger oak trees that may be of "heritage tree" size scattered in the area. The existence of the parking lot will not impede development of the area for residential uses as sufficient parking exists in other campus locations. While the existence of scattered larger oak trees may offer some design challenges, they will not impede development of the area for the residential density proposed.

The Town would provide the incentive of fast track permit processing for the Menlo School new faculty housing proposed at this site.

The project status and timing is dependent upon Menlo School funding. A relatively straight forward planning review and building permit process taking 2-4 months would be necessary once the School is ready to proceed. It is expected that the project will be developed during the planning period.

#### 150 Valparaiso Avenue – Sacred Heart Schools

The Sacred Heart Schools Master Plan called for the development of 2 additional units on the campus to be available to very low income staff, which were built during the 2007-2014 Planning Period. The Sacred Heart Schools Master Plan was filed with the Town in 2002 and was most recently updated in 2014. Like the other schools in Town, the site is zoned PFS (Public Facilities and Schools) District. The purpose of providing staff housing on campus is to retain quality staff through the provision of affordable housing.

### 3.313 List of Sites

Available sites are summarized below:

**TABLE HE-4: INVENTORY OF SITES SUITABLE FOR RESIDENTIAL DEVELOPMENT**

Site No.	Assessor's No.	Address	Area (acres)	Zoning	Gen. Plan Designation and Density	Realistic Unit Capacity	Existing Use	Comments <sup>4</sup> -Other On-Site Constraints
<b>Non-Residentially Zoned Sites that May Be Redeveloped for Residential Use</b>								
1	070-250-190 Menlo College	1000 El Camino Real	22.0	PFS	Public and Quasi-Public Land Use No density specified	79 (63 student and 16 faculty)	Private college and faculty housing	Additional units shown in Master Plan
2	070-360-070 Menlo School	50 Valparaiso	14.0	PFS	Public and Quasi-Public Land Use No density specified	11 (faculty housing)	Private middle school and high school and apartments for faculty and students	Additional units shown in Master Plan
	<b>Subtotal</b>					<b>90</b>		

<sup>4</sup> A – Vacant residentially zoned site.  
 B – Vacant non-residentially zoned site that allows residential uses.  
 C – Underutilized residentially zoned sites which are capable of being developed at a higher density or with greater intensity.  
 D – Non-residential zoned sites that can be redeveloped for, and/or rezoned for, residential use (via program actions).

<b>Underutilized Residentially Zoned Sites that Can Be Redeveloped at Higher Density</b>								
3	061-260-140	60 Parkwood	2.40	R-1A	1 DU/Acre	1	Single Fam. Home <sup>5</sup>	C
4	061-232-140	260 Oakgrove	2.48	R-1A	1 DU/Acre	1	Single Fam. Home	C
5	060-210-210	175 Fair Oaks	2.47	R-1A	1 DU/Acre	1	Single Fam. Home	C
6	060-220-060	188 Fair Oaks	2.35	R-1A	1 DU/Acre	1	Single Fam. Home	C
7	060-321-080	2 Fair Oaks	0.74	R-1B	3 DU/Acre	1	Single Fam. Home	C
8	060-321-110	62 Fair Oaks	0.80	R-1B	3 DU/Acre	1	Single Fam. Home	C
9	060-313-070	77 Fair Oaks	0.80	R-1B	3 DU/Acre	1	Single Fam. Home	C
10	060-312-060	4 Burmetta	1.03	R-1B	3 DU/Acre	1	Single Fam. Home	C
11	070-222-150	1 Winchester	0.75	R-1B	3 DU/Acre	1	Single Fam. Home	C
12	070-221-020	3 Odell	0.80	R-1B	3 DU/Acre	1	Single Fam. Home	C
13	070-221-010	1 Odell	0.80	R-1B	3 DU/Acre	1	Single Fam. Home	C
14	070-250-100	101 Isabella	2.29	R-1A	1 DU/Acre	1	Single Fam. Home	C
15	070-214-110	101 Britton	2.50	R-1A	1 DU/Acre	1	Single Fam. Home	C
16	070-221-450	124 Isabella	2.70	R-1A	1 DU/Acre	1	Single Fam. Home	C
17	070-250-130	85 Isabella	5.09	R-1A	1 DU/Acre	3	Single Fam. Home	C
18	070-240-050	82 Isabella	4.00	R-1A	1 DU/Acre	2	Single Fam. Home	C
19	070-060-030	137 Alemendral	2.43	R-1A	1 DU/Acre	1	Single Fam. Home	C
20	070-050-080	163 Alemendral	2.56	R-1A	1 DU/Acre	1	Single Fam. Home	C
21	070-110-210	75 Tuscaloosa	2.32	R-1A	1 DU/Acre	1	Single Fam. Home	C
22	070-230-270	29 Atherton	2.39	R-1A	1 DU/Acre	1	Single Fam. Home	C
23	070-120-140	42 Atherton	2.72	R-1A	1 DU/Acre	1	Single Fam. Home	C
24	070-120-130	30 Atherton	3.17	R-1A	1 DU/Acre	2	Single Fam. Home	C
25	070-110-090	52 Atherton	2.88	R-1A	1 DU/Acre	1	Single Fam. Home	C
26	059-281-150	158 Stockbridge	2.50	R-1A	1 DU/Acre	1	Single Fam. Home	C
27	070-070-250	170 Atherton	4.81	R-1A	1 DU/Acre	3	Single Fam. Home	C
28	070-032-310	396 Atherton	2.60	R-1A	1 DU/Acre	1	Single Fam. Home	C
29	070-180-180	150 Elena	2.00	R-1A	1 DU/Acre	1	Single Fam. Home	C
30	070-343-170	2 Prado Secoya	2.00	R-1A	1 DU/Acre	1	Single Fam. Home	C
31	070-343-310	43 Santiago	2.51	R-1A	1 DU/Acre	1	Single Fam. Home	C
32	070-342-260	279 Park Lane	2.06	R-1A	1 DU/Acre	1	Single Fam. Home	C
33	070-310-110	93 Camino Por Los Arboles	2.54	R-1A	1 DU/Acre	1	Single Fam. Home	C
34	070-191-120	207 Atherton	2.43	R-1A	1 DU/Acre	1	Single Fam. Home	C

<sup>5</sup> Requires demolition of an existing dwelling unit

35	070-380-030	98 Faxon	2.63	R-1A	1 DU/Acre	1	Single Fam. Home	C
36	070-180-100	95 Faxon	3.00	R-1A	1 DU/Acre	1	Single Fam. Home	C
37	070-341-040	270 Park Lane	2.26	R-1A	1 DU/Acre	2	Single Fam. Home	C
38	070-341-030	266 Park Lane	3.30	R-1A	1 DU/Acre	1	Single Fam. Home	C
39	070-341-150	223 Camino al Lago	3.19	R-1A	1 DU/Acre	2	Single Fam. Home	C
40	070-310-010	1 Camino por Los Arboles	2.23	R-1A	1 DU/Acre	2	Single Fam. Home	C
41	070-320-160	220 Camino al Lago	5.03	R-1A	1 DU/Acre	1	Single Fam. Home	C
42	070-143-030	236 Camino al Lago	2.00	R-1A	1 DU/Acre	3	Single Fam. Home	C
43	070-180-240	95 Monte Vista	3.10	R-1A	1 DU/Acre	1	Single Fam. Home	C
44	070-180-230	73 Monte Vista	5.30	R-1A	1 DU/Acre	2	Single Fam. Home	C
45	070-131-010	15, 25 Monte Vista	2.00	R-1A	1 DU/Acre	3	Single Fam. Home	C
46	070-170-010	237 Atherton	9.52	R-1A	1 DU/Acre	1	Single Fam. Home	C
47	070-132-150	251 Atherton	2.00	R-1A	1 DU/Acre	7	Single Fam. Home	C
48	070-151-030	34 Linda Vista	2.80	R-1A	1 DU/Acre	1	Single Fam. Home	C
49	070-161-090	83 Fairview	2.00	R-1A	1 DU/Acre	1	Single Fam. Home	C
50	070-032-440	260 Atherton	5.75	R-1A	1 DU/Acre	1	Single Fam. Home	C
51	070-032-190	270 Atherton	2.35	R-1A	1 DU/Acre	1	Single Fam. Home	C
52	070-032-200	268 Atherton	2.65	R-1A	1 DU/Acre	1	Single Fam. Home	C
53	070-022-820	53 Euclid	2.00	R-1A	1 DU/Acre	1	Single Fam. Home	C
54	070-0120350	282 Polhemus	2.10	R-1A	1 DU/Acre	1	Single Fam. Home	C
55	070-012-180	290 Polhemus	5.30	R-1A	1 DU/Acre	3	Single Fam. Home	C
56	073-220-030	336 Walsh	2.50	R-1A	1 DU/Acre	1	Single Fam. Home	C
57	073-220-020	346 Walsh	2.90	R-1A	1 DU/Acre	1	Single Fam. Home	C
58	073-220-010	354 Walsh	2.50	R-1A	1 DU/Acre	1	Single Fam. Home	C
59	0740130-300	86 Tallwood	2.80	R-1A	1 DU/Acre	1	Single Fam. Home	C
60	074-130-320	383 Walsh	10.35	R-1A	1 DU/Acre	8	Single Fam. Home	C
61	073-261-030	10 Sargent	2.43	R-1A	1 DU/Acre	1	Single Fam. Home	C
62	073-263-010	75 Reservoir	3.27	R-1A	1 DU/Acre	2	Single Fam. Home	C
63	073-261-120	19 Sargent	4.43	R-1A	1 DU/Acre	3	Single Fam. Home	C
64	070-012-020	291 Stockbridge	2.00	R-1A	1 DU/Acre	1	Single Fam. Home	C
65	070-022-410	396 Selby	2.58	R-1A	1 DU/Acre	1	Single Fam. Home	C
66	060-332-060	51 Watkins	0.30	R-1B	3 DU/Acre	1	Single Fam. Home	C
67	060-332-050	59 Watkins	0.30	R-1B	3 DU/Acre	1	Single Fam. Home	C
68	060-332-040	69 Watkins	0.30	R-1B	3 DU/Acre	1	Single Fam. Home	C
69	060-332-160	38 Walnut	0.30	R-1B	3 DU/Acre	1	Single Fam. Home	C
70	060-331-260	32 Maple	0.30	R-1B	3 DU/Acre	1	Single Fam. Home	C

71	060-332-120	2 Walnut	0.30	R-1B	3 DU/Acre	1	Single Fam. Home	C
72	060-323-080	33/41 Maple	0.48	R-1B	3 DU/Acre	1	Single Fam. Home	C
73	060-321-120	76 Fair Oaks	0.59	R-1B	3 DU/Acre	1	Single Fam. Home	C
74	070-103-390	42 Tuscaloosa	1.85	R-1A	1 DU/Acre	1	Single Fam. Home	C
75	070-120-040	25 Tuscaloosa	1.00	R-1A	1 DU/Acre	1	Single Fam. Home	C
76	070-230-080	78 Winchester	1.04	R-1B	3 DU/Acre	1	Single Fam. Home	C
77	070-223-060	28 Isabella	0.74	R-1B	3 DU/Acre	1	Single Fam. Home	C
78	070-223-030	2 Isabella	0.58	R-1B	3 DU/Acre	1	Single Fam. Home	C
79	060-304-020	48 Lloydden	1.20	R-1B	3 DU/Acre	2	Single Fam. Home	C
	<b>Subtotal</b>					<b>110</b>		
	Total					200		

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Map Showing Location of Sites

The map entitled "Location of Sites Suitable for Residential Development" shows the location of sites in the residential land inventory.

**Suitable Sites Maps**

### 3.314 Environmental Constraints Analysis

The analysis of environmental constraints to development of housing is provided in the discussion below.

#### 1. Areas Subject to Flood Inundation in Event of Dam Failure

The areas below Bear Gulch Reservoir and along Atherton Channel (shown on Environmental Constraints Map HE-2) are subject to flooding in the event that the Bear Gulch Dam were to fail. This dam is located within about 6,000 feet of the Cañada Fault zone and 10,500 feet of the San Andreas Fault zone<sup>6</sup>. Residential development is precluded in the area immediately downstream from the dam by ownership by the California Water Service Company and by open space zoning and General Plan designation. None of these sites are included in the Town's land inventory.

#### 2. Areas Susceptible to Flooding

According to the Federal Insurance Administration, there are no areas in Atherton identified as flood prone. However, in the 1975 San Mateo County "Seismic and Safety Element" of the General Plan, a few areas in the Town of Atherton were identified as being located within the 100 Year Flood Zone (shown on the Environmental Constraints Map HE-2). The main concentration of these areas is along the Atherton Channel with other scattered sites in the area west of El Camino Real. Areas susceptible to flooding do not have any impact on development potential.

#### 3. Areas Subject to Wildland Fire Hazard

Areas identified on the Environmental Constraints map as subject to Wildland Fire Hazard are generally west of Alameda de las Pulgas in the vicinity of Bear Gulch Reservoir and along Walsh Road and Reservoir Road. Residential building is precluded around Bear Gulch Reservoir because of its ownership by the California Water Service Company, and the open space zoning and General Plan designation. The adopted Fire Code requires all buildings exceeding 1,000 square feet be sprinklered and that roofs be constructed of fire resistant materials. All buildings in the wildland interface must have fire sprinklers to protect the interface from a dwelling fire incident. In addition, the Menlo Park Fire Protection District inspects the area annually and recommends homeowners to clear combustible vegetation near structures. This constraint requires mitigation but does not prevent residential construction.

### 3.315 Infrastructure Description

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<sup>6</sup> County of San Mateo Geotechnical Hazard Synthesis Map

Adequate infrastructure exists throughout the entire Town to accommodate the existing and planned density of development. This includes existing paved streets, sewer, water supply for domestic and fire suppression purposes and drainage facilities. Available public services include Police, Fire, Parks and Recreation, Public Works, Building Inspection and Town Administration.

There are no sites in the Town of Atherton identified as available for housing that are in areas not served by public sewer systems. Consequently there are no sites identified as available for housing for any of the four income level households in areas not served by a public sewer system.

### **3.316 Zoning Appropriate to Accommodate the Development of Housing Affordable to Lower Income Households**

The Town is required to provide sites suitable for construction of 61 lower income units (17 extremely low income, 18 very low income and 26 low income). As described in sections 3.312- 3.314, currently available sites (not requiring any change in the Town's zoning) provide available sites for at least 63 lower income units, primarily housing planned at Menlo College and Menlo School.

Since the Town removed constraints on the production of Secondary Units in 2010, the Town has averaged a production of 5-8 Secondary Units annually. The town can therefore expect to produce an additional 40 Secondary Units (eight years times 5 per year), 30 of which should be affordable for lower-income households during the 2014-2022 planning period. For the housing element, we assume second units will be equally split between extremely low, very low, low and moderate income.

#### **3.316a Second Dwelling Units**

Second dwelling units in Atherton provide needed extremely low income and very low income housing. In 2008, the Atherton second unit survey revealed that 100 percent of the existing second units, and internal living quarters were affordable to households in the extremely low and very low income categories (compared with 80 -90 percent of second units in the County as a whole). This is because occupied second units in Atherton tend to be made available at low or no cost to family members or domestic employees. This level of affordability applied to all second units, not just older second units. Therefore, all new second units are projected to be available to households in the extremely low and very low income categories, but for the purposes of RHNA Atherton takes a more conservative approach. This is consistent with the research that 21 Elements conducted as well and matches the assumptions that Hillsborough used.

During the previous Housing Element Planning Period (1999 – 2006) there were only 4 new second dwelling units permitted and constructed. However, since Atherton updated their zoning ordinance in 2010 to incentivize second units, 20 units have been permitted in the 3 years 2011-2013, or 6.67 per year.

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In addition, the Town changed its zoning ordinance to allow a full kitchen in internal living quarters, so that they also may be considered as second dwelling units in some cases.

### **Zoning Changes in Relation to Second Dwelling Units**

During the 2007-2014 planning period, Atherton changed their Zoning Code to incentivize and facilitate the construction of more second units. Atherton instituted the following changes:

- Expanded the allowable size of second units to a maximum of 1,200 square feet from a maximum of 600 square feet.
- Allowed detached or attached second units, if located behind the rear line of the main building, to encroach into the side and rear yard setbacks by not to exceed 20% of the required setback.
- Exempted the floor area of the second unit from the accessory structure and overall lot floor area limitations, up to a maximum of 1,200 square feet, but not to exceed 10% of the allowed floor area for the lot.
- Eliminated the minimum lot size provisions for second units.
- Waived building permit fees for second units.
- Made changes to the zoning code related to internal units

An Atherton survey in November 2008 indicated that there are from 50 to 125 existing internal living quarters in Atherton.

Table HV-2 shows the expected additional 40 second units to be constructed in the Town as a result of these changes. This is based on a conservative assumption of 5 units a year.

### **3.317 Moderate and Above Moderate Income Housing**

As noted, Master Plans for Menlo College and Menlo School include plans for 27 units of townhouse-style faculty housing. In the past rents for such housing have been affordable to very low income households, but to be conservative, the Housing Element projects these as moderate-income units.

Sites numbered 3 - 79 in the Inventory of Sites Suitable for Residential Development are suitable for above-moderate income housing. The inventory lists 79 sites with the potential for the development of 110 new, above market rate housing units. The listed sites are either large enough to be subdivided into smaller lots consistent with the existing zoning density limitations or are already legal lots that have been combined into a single building site. All are currently developed with a single family residence. There are no zoning or other constraints adopted by the Town that would prevent development of these 110 new homes.

However, over the past 20 years there has been a trend to demolish existing, older homes and replace them with new, larger homes. For example, during the last housing element period (2007-2014), there was a net decrease of 11 homes.

**TABLE HE-5: SUMMARY OF AVAILABLE SITES BY INCOME CATEGORY**

<b>Summary of Available Sites by Income Category</b>						
<b>Sites</b>	<b>Household Income Categories</b>					<b>TOTAL</b>
	<b>Extremely Low</b>	<b>Very Low</b>	<b>Low</b>	<b>Moderate</b>	<b>Above Moderate</b>	
<b>RHNA Allocation</b>	17	18	26	29	3	<b>93</b>
Menlo College 1000						
El Camino Real, Menlo School 50	21	21	21	16	0	79
Valparaiso	0	0	0	11	0	11
Lots suitable for subdivision	0	0	0	0	110	110
Town-wide 2 <sup>nd</sup> Dwelling Units*	10	10	10	10	0	40
<b>Total</b>	<b>31</b>	<b>31</b>	<b>31</b>	<b>37</b>	<b>110</b>	<b>240</b>
<b>Amount RHNA Exceeded</b>	<b>14</b>	<b>13</b>	<b>5</b>	<b>8</b>	<b>107</b>	<b>147</b>

**3.320 Analysis of Zoning that Encourages and Facilitates a Variety of Housing Types**

As required by State law, the Town allows factory-built housing or mobile homes on permanent foundations under the same terms applicable to other single-family homes in the R-1A and R-1B zones. The Town does not have architectural review of new homes, and consequently does not impose architectural review on factory-built housing.

Multifamily rental housing and single-room occupancy units are permitted in the PFS zones when included in an approved master plan and with a use permit. Multifamily housing now exists on the Menlo College site, and congregate housing for the retired religious on the Sacred Heart Schools site.

**3.330 Identification of Adequate Sites for Emergency Shelters**

In 2010, Atherton established a zone that meets requirements set forth in SB2 relating to emergency shelters. The Town amended the existing PFS (Public Facilities and Schools) Zoning District to provide for emergency shelters as an allowable use when located within 500 feet of the Town Civic Center. Within this zone shelters are permitted without a conditional use permit or other discretionary action. The zone contains approximately 6 acres, which can accommodate up to three shelter beds, providing adequate capacity to meet the identified need. A typical shelter approximately 1,000 sq. ft. in size is allowed in this zone by right, and the Town has adopted management and other standards as permitted by State law. One potential location for a new shelter, should it built, is the parking lot for the (inactive) CalTrain station, which is owned by the city and lightly used. As well as being underutilized, the approximately one acre lot is close to El Camino Real, providing easier access to stores and services.

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### **3.340 Identification of Adequate Sites for Transitional and Supportive Housing**

In June 2010, Atherton amended the zoning code to explicitly state that any use is permitted if required by State law. Under this revision, supportive and transitional housing only need to obtain the same types of permits and approvals as the same type of residential development in that zone. Residential uses, including transitional and supportive housing, are permitted without discretionary permits in the following zones; R-1A and R-1B; and are permitted with a use permit in the PFS zone.

### **3.350 Identification of Adequate Sites for Farm Worker Housing**

As stated in previous sections, there are no agricultural jobs and no farm workers living in Atherton. The closest significant location of agricultural employment is located at least 30 minute drive away. Since there is no need for farm worker housing in Atherton, no sites are identified. See the Housing Needs section for more information on farm workers.

### **3.360 Other Housing Resources**

The Town has no financial resources to spend on affordable housing. However, the Town is willing to consult with other agencies such as the County of San Mateo or non-profit institutions in the County about resources that might be available to the Town for affordable housing.

## 3.400

## CONSTRAINTS ON HOUSING

This section contains analyses of potential governmental constraints contained in the Town ordinances, codes and policies that could constitute a barrier to the maintenance, improvement or development of housing for all income levels.

### 3.410 Governmental Constraints Analysis

#### Land Use Controls

The General Plan and Zoning Ordinance of a community are two primary tools for planning and regulating land use.

**General Plan** - The Town of Atherton updated its General Plan in 2002. The land use character of the Town has remained that of a mainly single family residential and institutional (e.g. schools) nature. The General Plan reveals that the most significant constraint to housing development is land availability. There is little vacant developable land in the Town, and most of the Town's land acreage is developed at existing General Plan densities.

**Zoning Ordinance** - The Atherton Zoning Ordinance designates land uses, height, bulk, density and parking standards throughout the city. The Zoning Ordinance was designed for consistency with the General Plan. The General Plan's four basic land use designations: Single-Family Residential, Single Family Residential Low Density, Public Facilities and Schools, and Parks and Open Space are directly reflected by the zoning districts of the R-1A (Single Family Residential one acre minimum), R-1B (Single Family Residential – 0.31 acre minimum), PFS (Public Facilities and Schools), and POS (Parks and Open Space). Table HVI-1 presents the Atherton Zoning Categories and Standards of density, setbacks, height limits, floor area ratios, lot coverage and parking requirements.

The zoning categories reflect the Town's low-density residential, large lot, single-family character. Commercial and industrial land uses are prohibited. The standards require large setbacks, limited floor area ratios and height restrictions. However, some standards are quite unrestrictive compared to other cities. For example, Atherton does not require on-site parking, nor is architectural review and approval required. Consistent with State law, the Town allows factory-built housing or mobile homes on permanent foundations under the same terms applicable to other single-family homes.

Second Dwelling Units are permitted in both the R-1A and R-1B zoning districts. The zoning ordinance was amended in 2003 to make Second Dwelling Units permitted by right in the R-1 districts. A second dwelling unit is allowed to encroach on 20 percent of the setbacks as the main dwelling and is limited to 15 feet in height and 1,200 square feet of floor area. The size and setback limits could be considered constraints to construction of new second units or conversion of existing Guest Houses to full time occupied second units.

Internal Living Quarters (additional living quarters inside homes) are permitted by right in both the R-1A and R-1B zoning districts. These may include a bedroom, a bath and three of three kitchen elements (stove, sink, and/or refrigerator). Internal living quarters are also commonly constructed in Atherton (approximately 7 per year).

**TABLE HE-6: ATHERTON'S ZONING CATEGORIES AND STANDARDS**

<b>Atherton's Zoning Categories and Standards</b>									
Zoning	Density	Front Setbacks	Side Setbacks	Rear Setbacks	Height Limit	FAR	Max Lot Coverage	Parking Required	Arch. Approval
R-1A (Single Family Residential)	1 d.u./acre	60'	50'	60'	30*	18%	N/A	None	None
R-1B (Single Family Residential)	0.3 d.u./acre	30'	26'	30'	28'	18%	N/A	None	None
PFS (Public Facilities and Schools)	None	60'	75'	75'	34'	N/A	40%	None	None
POS (Parks and Open Space)	None	60'	Varies	60'	34'	N/A	20%	None	None

\* 34' maximum with increased setbacks and Conditional Use Permit

The Municipal Code and Ordinance provides a variety of lot sizes with densities ranging from one dwelling unit per five acres to three units per acre. Although the Town's low allowable densities constitute a constraint to affordable housing development, the impact is offset somewhat by the relatively large proportion of homes containing second dwelling units. In addition, Atherton's large homes provide opportunities for internal living quarters. These characteristics of the local housing stock assists the Town in meeting its regional share of affordable housing. Housing associated with the underlying use (including multifamily rental housing and single room occupancy units) is permitted in the PFS (Public Facilities and Schools) Zoning District.

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## Codes and Enforcement

The latest edition of the Uniform Building Code is enforced in Atherton. The Town's Building Department sees that new residences, additions, auxiliary structures, etc., meet all of the latest construction and safety standards. Building permits are required for any construction work. The Town has not adopted any local amendments to the State Housing Law or the Uniform Building Code. The Uniform Building Code is imposed by State law and does not pose an unusually significant constraint to housing development, maintenance or the supply and affordability of housing.

The Town has recently instituted a part-time code enforcement program. This is primarily a land use enforcement, complaint-based program. Typical complaints and violations relate to noise, construction activity without a Building Permit and parking of contractors' vehicles and has not resulted in housing being deemed unfit for human habitation or vacated. The code enforcement program does not pose a constraint to housing development, maintenance or the supply and affordability of housing.

## On and Off-Site Improvement Requirements

The on and off-site improvements required for residential development in Atherton are listed below.

Street Width:	20 feet
Curbs and Gutters:	Rolled curbs and gutters required for new subdivisions
Sidewalks:	Prohibited
Water and Sewer Connections:	Required
Drainage:	Storage improvements required to prevent increased runoff during storm conditions (required by the San Francisco Bay Area Regional Water Quality Control Board)

Since Atherton is a completely developed urban area, all streets are paved, water mains and sewer trunks have been installed and major drainage improvements are in place. Atherton's improvement standards are substantially less restrictive than those imposed by many communities, which often require wider streets and additional off-site improvements. The on and off-site improvement requirements do not pose a significant constraint to housing development, maintenance or the supply and affordability of housing.

## Fees and Exactions

In Atherton development fees are charged for both planning review and building permits. Planning fees are charged in order to recover the costs associated with the administration of the Town's land use regulations. Planning fees for review of projects that do not require Planning Commission action are charged on an hourly rate and do not require a set fee or deposit. Most of the residential projects in Atherton fall into this category. Review times are typically 1 to 5 hours. Planning fees for projects that require Planning Commission action consist of a non-refundable fee and a deposit, against which professional planning staff charge to provide review services. Charges currently range from \$70 to \$175 per hour depending upon the level of personnel involved in the review. Unused portions of the deposit are returned to the applicant at the end of the process. The fee structure reflects the Town's actual cost for the service. The Town reviews its fee structure and levels on a regular basis to ensure they reflect the cost of delivering services. Typical planning fees are shown in the table below.

**TABLE HE-7: PLANNING FEES – 2013-2014**

Town of Atherton Planning Fees (2013-2014)	
Type of Fee	Fee
Conditional Use	
Permit	\$2,600
Variance	\$2,600
Lot Line Adjustment	\$1,500

The Atherton planning fees are consistent with similar charges in other small jurisdictions and do not pose a significant constraint to housing development, maintenance or the supply and affordability of housing.

Building fees are charged to cover costs associated with checking that the building plans conform to requirements of the Uniform Building Code (UBC) as well as costs associated with conducting building construction inspections. Fees charged for building permits are based on the valuation of construction. The fee structure reflects the Town's actual cost for the service. The Town reviews its fee structure and levels on a regular basis to ensure they reflect the cost of delivering services. Currently new construction valuation is determined by use of a standard factor of \$350 per square foot for habitable space and \$125 per square foot for non-habitable space. The same factor is used for remodeling projects however, the Building Department has the option to adjust the permitted value to the actual cost of the remodeling provided evidence is presented in the form of an executed contract substantiating the value. The actual building permit fee is determined using the following formula: where construction is valued over \$1,000,000 the fee is calculated as \$6,193.74 for the first \$1,000,000 plus \$4.03 for each additional \$1,000 or fraction thereof. An additional 45% of the building permit fee is charged for plan checking. For example, where

construction is valued over \$1,000,000 the fee is calculated as \$6,193.74 for the first \$1,000,000 plus \$4.03 for each additional \$1,000 or fraction thereof. An additional 45% of the building permit fee is charged for plan checking.

While not imposed by the Town, local school districts charge a fee that is based on the square footage of new construction and must be paid prior to issuance of the building permits. The purpose of the fee is to compensate the school districts for the costs associated with the demand or additional services and classroom space generated by new residential construction. The Sequoia Union High School District collects the fees and distributes a portion to one of the three elementary school districts serving Atherton (i.e. Las Lomas School District, Menlo Park City School District and Redwood City School District). In areas served by the Menlo Park City School District the current fee is \$3.20 per square foot with \$1.92 distributed to the Sequoia District and \$1.280 distributed to the Menlo Park District. In areas served by the Las Lomas and Redwood City School Districts the current fee is \$3.20 per square foot with \$1.28 distributed to the Sequoia District and \$1.92 distributed to the Las Lomas or Redwood City Districts.

The Town does not have any park, open space, parking or other similar development or impact fees. Nor does it have any in-lieu housing or other fees, below-market-rate housing requirements or specific land dedication requirements for streets, public utility rights-of-way, easements, parks or open space.

A recent survey by 21 Elements<sup>7</sup> revealed that a 2,400 square foot house built in Atherton would have construction fees of \$9,078, and no entitlement or impact fees (except for school fees, discussed above, which were excluded from the analysis). The 21 Elements Fee Survey revealed all jurisdictions in San Mateo County who responded to the survey (12 excluding Atherton) had development fees for single family homes that were higher than Atherton's; some had fees 2 and 3 times higher. With fees substantially lower than those of adjacent communities, they do not pose a constraint on housing construction.

Cumulatively, development review fees for 79 proposed student and faculty units at Menlo College would total \$386,893 or 1.6 - 2.0 percent of the estimated \$19.7 - \$24.5 million total project cost. Similarly, development review fees for the 11 proposed faculty units at Menlo School would total \$53,867 or 1.6 percent - 2.0 percent of the estimated \$2.7 - \$3.4 million total project cost.

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<sup>7</sup> 21 Elements:, *Development Fees Survey Summary*, June 2014

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## Processing and Permit Procedures

The following table describes the Town's permit process procedures in general. These processes are required for the development of all housing for all income categories. Only two levels of residential permit processing are available; a Conditional Use Permit or a Building Permit. The Town does not have an Architectural Review and approval process.

Most residential construction, including second dwelling units and guest houses (estimated 90 percent to 95 percent of building permits) does not require Planning Commission action or permits. Only Planning Department review of the project for conformance with Town zoning standards and Building Department review for Building Code conformance are required.

Where Conditional Use Permits are required, the process involves submitting an application to the Planning Commission for review of the proposal. Preliminary site plans and elevations are required as part of the submittal. An advertised public hearing is held by the Planning Commission with mailed notice to all property owners within 500 ft. of the proposed project. Upon Planning Commission approval, plans may be submitted to the Building Department for Building Plan Check and Building Permit issuance.

Building permits must be secured before commencement of any residential construction, reconstruction, conversion, alteration or addition. Approval of permit applications is based on conformity with the Uniform Building Code and the Zoning Ordinance, although the Town has the power to grant variances from the terms of the Zoning Ordinance within the limitations provided in the Ordinance.

The Building Permit process has very little impact on the development of above moderate income housing in Atherton as evidenced by building activity and the number of replacement housings being constructed. The Building Department currently has approximately 800 active permits and approximately 30 - 40 houses are demolished and replaced with new houses each year. While removal of the process and reduction of fees might function to reduce costs slightly, there are many other factors that act to deter development of such housing. Factors such as the high cost of land (currently at about \$3 million per acre), the limitations on density and non-availability of funds (e.g. in the private educational institutions and from local public sources) are the most likely deterrents to the development of low and moderate-income housing.

**TABLE HE-8: RESIDENTIAL PERMIT PROCESSING PROCEDURES AND TIMES**

**Residential Permit Processing Procedures and Times**

Type of Construction	Use Permit	Building Permit	Plan. Commission Public Hearing	Typical Time for Staff Plan Check & Building Permit Issue (weeks)
Single Family Residential		X		4
Second Dwelling Unit		X		4
Guest House		X		4
PFS Sites	X	X	X	9

The Town does not have any overly zones such as community plan implementation zones, hillside overlay zones or environmentally sensitive areas.

Atherton has only two residential zoning districts; R-1A where the minimum lot size is 1 acre and R-1B where the minimum lot size is 13,500 square feet. Single family detached dwelling units, second dwelling units and guest houses are permitted by right in these districts. Attached and multiple family dwelling units are not permitted in either district. All construction in PFS zoning districts, including attached and multiple family dwelling units and single room occupancy units requires a conditional use permit. Housing in PFS zoning districts is permitted when the residential use is associated with a conditional or permitted use in that district. Such residential uses are typically associated with private schools.

**Constraints on Persons with Disabilities**

Chapter 17.17 of the Atherton Municipal Code entitled “Accessibility” provides for reasonable accommodation to people with disabilities and complies with the Fair Housing Amendments Act of 1988 and the California Fair Employment and Housing Act in the application of the Town’s land use, zoning, rules, policies, practices, and/or procedures.

“A request for reasonable accommodation may include a request for modification or exception to Town land use, zoning or building regulations, rules, policies, practices, and/or procedures that would eliminate regulatory barriers and provide a person with a disability equal opportunity to housing. The procedure provides for a staff-level process, conducted by the Town Planner, when the accommodation is related to a physical improvement that cannot be constructed to conform to the Town’s setback or design standards. Should it be determined that the request is not at a staff-level it is referred to the Planning Commission. The Town Planner is required to make a written determination within 30 days after receipt.”

Chapter 17.17 also provides a process for requests for reasonable accommodation relating to increased occupancy of a group home.

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The Town does not define the term “family” and does not limit the number of unrelated individuals who may reside in a residence. Group homes for six or fewer residents are allowed by right in the single family residential districts. The Town does not have any spacing or concentration requirements. The Town has only two residential zoning districts; both of which are for single family residences. Therefore, allowances for group homes with more than six residents specifically for the disabled in other zoning districts are not necessary. The Town does not have any parking standards therefore there is no need for relaxed parking standards for persons with disabilities.

Atherton uses the 2013 California Building Code. The adopted Code does not include any amendments that might reduce the ability to accommodate persons with disabilities. Accessibility retrofits are handled through the standard permit process. However, permits are not required unless thresholds of health, life, and safety are exceeded. The California Building Code provides an option for meeting code requirements, whereby an applicant submits an alternative “methods and means” checklist to the Building Official noting the proposed design, the conventional design, and the rationale for the request.

### **3.420 Non-Governmental Constraints Analysis**

#### **3.421 Land Prices**

Land scarcity and high real estate prices are the most significant non-governmental constraints to affordable housing in Atherton. There are virtually no vacant lots in Atherton. Land currently sells for over \$3.4million per acre and can only be acquired by purchase of a developed parcel or by subdividing the property, which also most likely involves the removal of an existing residence. The inventory of sites suitable for residential development described in section 3.3 showed a potential of 110 new parcels that can be created by subdividing existing developed parcels. Vacant lots are few in number and render discussions of lot prices virtually meaningless. This is a result of economic forces which are well beyond the capacity of the local government to influence or control. In this context, it is difficult to think in terms of market-based affordable housing provision.

#### **3.422 Construction Costs**

Construction costs include both hard costs, such as labor and materials, and soft costs, such as architectural and engineering services, development fees and insurance. For multi-family homes in San Mateo County, hard costs account of 60-65 percent of the building cost and soft costs average around 15-20 percent (the remaining 15-20 percent is land costs). For single family homes, hard costs often are roughly 40 percent of the total cost, soft costs are 20 percent, and land is 40 percent.

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While multifamily construction is not relevant in most of the town, it is a potential on school facilities. According to housing developers in San Mateo County, construction costs for multi-unit buildings vary based on the form of parking (structured vs. surface) in addition to other environmental factors such as topography, pre-existing structures etc. For a larger, multi-unit building, costs can vary from \$185,000/unit to as high as \$316,000/unit. The cost per square foot ranges from \$172-\$200.

For the least expensive production single-family homes, the cost of preparing the vacant land is around \$100,000/lot, and the cost of construction is approximately \$145/sf. For more expensive, custom homes, however, the construction costs can be higher than \$435/sf. In general, soft costs add another approximate third to the subtotal. Such costs are not particularly higher in Atherton than in other surrounding jurisdictions.

### **3.423 Mortgage Financing Availability**

Until mid-2008, home mortgage financing was readily available at attractive rates throughout San Mateo County and California. Rates vary, but ranged around 6.25 percent to seven percent from 2006-2008 for a 30 year fixed rate loan (HSH Associates Financial Publishers). However, rates have been as high as ten or 12 percent in the last decade.

As part of the aftermath of the subprime crisis in 2008, interest rates are very low. In San Mateo County, rates range from 4.0-4.5 percent for a fixed-rate, 30-year mortgage. One remaining challenge is that many mortgages in San Mateo County are for more than \$417,000, meaning they qualify as jumbo loans and often have higher interest rates.

The data in the table below is from the Home Mortgage Disclosure Act (HMDA) and represents loan applications in 2012 for of one- to four-unit properties, as well as manufactured homes. More than 65 percent of the loan applications were filed by households earning above a moderate income (greater than 120 percent of AMI). Moderate income households (80-120 percent of AMI) represented 18 percent of loan applicants, low income households (50-80 percent of AMI) represent 12 percent, and very low income households (less than 50 percent of AMI) only 4 percent. Almost 75 percent of all loans were approved and accepted by the applicants, and 10 percent were denied. Above moderate-income households had the highest rates of approval of any group. Loan approval rates have improved since the subprime crisis.

**TABLE HE-9: LOAN APPROVAL**

**Disposition of Applications for Conventional Home Purchase Loans (2012)**

Income Level	number of loan app	% of all loans	% of loans originated	% of loan app denied	% other*
Less than 50% AMI (Very Low Income)	700	4%	57%	22%	21%
50-80% AMI (Low Income)	1,968	12%	67%	14%	20%
80-120% AMI (Moderate Income)	3,017	18%	73%	11%	17%
120%+	11,381	67%	76%	8%	16%
All	17,066	100%	74%	10%	17%

source HMDA Data, 2012 for San Francisco-San Mateo-Redwood City MSA

\*includes loans applications approved but not accepted, loan applications withdrawn, and incomplete files

**3.424 Construction Financing Availability**

Construction loans for new housing are more difficult to secure in the current market than in past years. In past years, lenders would provide up to 80 percent of the cost of new construction (loan to value ratio). In recent years, due to market conditions and government regulations, banks require larger investments by the builder.

Due to Federal and state budget cuts, affordable housing developers have had a much harder time securing funding. Since 2009, the Federal Government has cut programs such as Community Development Block Grants, HOME, and HOPE VI funding by 27-50 percent (ABAG). Traditionally, these programs have been a large source of affordable housing funds. In addition to Federal cuts, the State dissolved Redevelopment agencies in 2012, leaving San Mateo County with a loss of \$25.5 million in funds for affordable housing

## 3.500 REVIEW AND EVALUATION OF THE 2007-2014 HOUSING ELEMENT

### 3.510 Effectiveness of the Element

A detailed analysis of the goals, objectives, policies and programs contained in the 2007-2014 Housing Element Update is presented in the table below.

### 3.520 Progress in Implementation

A comparison of the number of projected or planned housing units (i.e. 2007-2014 Housing Need Allocation) with what was actually achieved is summarized in Table H-2 below.

**TABLE HE-10: PROGRESS IN IMPLEMENTATION**

<b>2007-2014 Actual RHNA Achievement</b>					
Income Group	2007-2014 Allocation	Private Construction	Second Dwelling Unit Program	Total	Met (M), Exceeded (E), or Fell Short (S) of Goal
Very Low	19	2	19	21	M
Low	14	-	-	0	S
Moderate	16	-	-	0	S
Above	34	-11	-	-11	S
<del>Moderate</del>					
Totals	83	-9	19	10	S

The construction of new Above Moderate market rate housing fell short of the 34 unit objective. Although 171 new market rate units were constructed in Atherton between 2007 and 2013, 190 existing units were demolished to accommodate the new units. Therefore, the housing stock declined by nineteen units during the planning period.

During the Planning Period it was anticipated that new housing would be constructed at Menlo School and Menlo College. A net of eleven new faculty units affordable to very low and moderate income households were planned at Menlo School and 79 new units affordable to lower income and moderate income households were planned at Menlo College. Although the plans for these units remain on the Master Plans for these institutions there were insufficient funds available to construct them during the Planning Period. It is recommended that this program be carried forward to the 2014-2022 Planning Period. Two very low income units were privately constructed at Sacred Heart Schools during the 2007-2014 Planning Period.

During the Planning Period, 19 new Second Dwelling Units received permits. A survey of second units in the Town has shown that all are affordable to low income



households (with 60% affordable to extremely low income households).<sup>8</sup> The objective was construction of 57 Second Dwelling Units. During the Planning Period many constraints on the construction of Secondary Dwelling Units were removed.

The Town supports the Shared Housing Program sponsored by HIP Housing, a San Mateo County non-profit organization that helps match people or households seeking affordable housing with owners of housing who are interested in renting or sharing space in their home. One placement was made in Atherton in a unit affordable to low income households during the Planning Period. However, because the shared housing program does not create new dwelling units, the unit is not shown in the table above.

### **3.530 Appropriateness of Goals, Objectives and Policies**

The goals, objectives, policies and programs, which are new or revised and are appropriate for use in the 2014-2022 Planning Period, are shown in Table HIV-3.

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<sup>8</sup> Based on results contained in the study: *Affordability of Second Dwelling Units in San Mateo County*, 21 Elements: San Mateo Countywide Housing Element Update April, 2014 and on the study *Atherton Second Unit Survey*, December 2008.

**Housing Element  
Program Name/Number**

**Program Description and Objective**

**Timeframe and Achievements**

**Program Evaluation and  
Recommendation**

**3.810 New Construction, Conservation, and Rehabilitation**

3.811	New Construction of Above Moderate Units	Continue to facilitate and expedite the development of new above moderate income housing units in order to achieve the construction of <i>net</i> 5 new above moderate income units.	(2007-13) A net of 19 units were lost during this period. Market has limited construction to reconstruct 1 unit for each demolished unit.	Objective not met.
3.812	New Construction of Affordable Units	<i>See Actions 3.812A through 3.812F below.</i>	(2007-13) 21 new 2nd Units were constructed during this time frame. Construction increased as a result of zoning ordinance changes. (Applies to Programs 3.812A - 3.812D)	Objective met. This program has been effective in providing housing for lower income families and individuals. Recommend continuance.
3.812A	Internal Living Units	To increase housing options for extremely low income households, amend the zoning ordinance to permit Internal Living Units that may include all three kitchen elements (stove, sink, and refrigerator) to meet the definition of Second Dwelling Units. (Timeframe - by June 30, 2010)	Zoning Ordinance was amended 12/2010 to permit Internal Living Units that may include all three kitchen elements and to meet the definition of Second Dwelling Units.	Objective met. This program has been effective in providing housing for lower income families and individuals. Recommend continuance.
3.812B	Second Dwelling Unit Zoning Amendments	By June 30, 2010, amend the zoning ordinance to expand the allowable size of second units, allow attached and detached second units, exempt floor area of second units from the allowed floor area for the lot (with conditions), eliminate the minimum lot size provisions for second units, and waive building permit fees for second units.	(2009) Zoning Ordinance was amended 12/2010 to expand the allowable size of second units, allow attached and detached second units, exempt floor area of second units from the allowed floor area for the lot (with conditions), eliminate the minimum lot size provisions for second units, and waive building permit fees for second units.	Objective met. This program has been effective in providing housing for lower income families and individuals. Recommend continuance.

3.812C	Second Dwelling Unit Promotion	In order to achieve the construction of 57 new extremely and very low income Second Dwelling Units by January 1, 2014, encourage homeowners and developers to include Second Dwelling Units in existing or new homes by providing regulatory concessions related to size, floor area, and yard encroachment and permit fee waivers. Conduct a biannual evaluation of the success of the second unit-strategy for providing lower income housing.	(2009-13) Zoning Ordinance was amended 12/2010 to encourage homeowners and developers to include Second Dwelling Units in existing or new homes by providing regulatory concessions related to size, floor area, and yard encroachment and permit fee waivers. The biannual evaluations revealed an average of 6-7 new 2nd Units constructed each year after Zoning Ordinance amendment and gradually increasing each year. This rate favorably compares to the objective of 6-10 new 2nd Units per year in the Housing Element	Objective is being met, no changes to Ordinance are recommended. This program has been effective in providing housing for lower income families and individuals. Recommend continuance.
3.812D	Faculty and Student Housing	Annually, at the time for review of their master plans, work with private schools to facilitate development of affordable, multifamily faculty, student, and staff housing on their properties. By January 1, 2014, achieve the construction of 11 new faculty units at Menlo School, 79 new faculty and student units at Menlo College, and 2 new staff units at Sacred Heart in the extremely and very low income categories.	(2007-13) The Town has annually worked private schools to facilitate development of affordable, multifamily faculty, student, and staff housing on their properties. By January 1, 2014, the schools were unable to achieve their goals due, in part to unavailability of funds. However, the construction of 2 new staff units at Sacred Heart in the extremely and very low income categories was accomplished.	Objective partially met. Recommend that Town continue to work with private schools to meet objectives.
3.812E	School Master Plan Affordable Housing Review Procedures	By June 30, 2010, amend the zoning ordinance to provide that in PFS zones where an accepted-for-filing School Master Plan includes multifamily housing that could accommodate very low and low income households, the Conditional Use Procedure will be replaced with a public hearing and review process that focuses on the design of the project but, in no case, shall result in the denial of the use.	(2007-13) Zoning Ordinance was amended 12/2010 to provide that in PFS zones where an accepted-for-filing School Master Plan includes multifamily housing that could accommodate very low and low income households, the Conditional Use Procedure was replaced with a public hearing and review process that focuses on the design of the project but does not result in the denial of the use.	Objective met.
3.812F	Other Affordable Housing Actions	Within one year of Housing Element adoption, initiate communications with agencies and developers of affordable housing about the availability of affordable housing resources. In order to achieve the construction of 119 new affordable housing units by January 1, 2014, offer expedited planning and building processing through contract plan checking services and support	Element was adopted 8/18/10. Within one year of Housing Element adoption, communications were initiated with agencies and developers of affordable housing about the availability of affordable housing resources. In order to achieve the construction of 119 new affordable housing units by January 1, 2014, expedited planning and building processing were offered through contract plan checking services and support for	Objective met. Recommend that Town maintain contacts with agencies and developers of affordable housing and continue to offer expedited planning and building processing for affordable housing projects.

for funding applications to facilitate affordable housing construction.

funding applications to facilitate affordable housing construction.

3.813	Conservation and Rehabilitation of Existing Units	Continue to facilitate and expedite the rehabilitation and reconstruction of existing housing through improved review times and project assistance.	(2007-13) Between 50 and 100 permits issued each year for improvement, rehabilitation and conservation of existing units.	Objective met. Recommend continued implementation.
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**3.820 Special Housing Needs**

3.821	Seniors	<i>See Actions 3.821A through 3.821C below.</i>		
3.821A	Residential Care Facilities	By June 30, 2010, to ensure consistency with State Law, amend the zoning ordinance to state that a residential care facility is a residential use and must be permitted wherever residential uses are allowed, specifically in the R-1A and R-1B zones.	Zoning Ordinance was amended in 12/2010 to state that a residential care facility is a residential use and must be permitted wherever residential uses are allowed, specifically in the R-1A and R-1B zones.	Objective met. Recommend program continuance.
3.821B	Home Repairs Assistance	Publicize at Town Hall and in the Town's newsletter home repairs assistance programs offered by Senior Centers in the County and the County's Home Repair Program.	(2007-14) Handouts provided at Town Hall publicizing repairs assistance programs offered by Senior Centers in the County and the County's Home Repair Program. Publication in Town's newsletter was not accomplished. Program publicized on Town website in lieu of in newsletter.	Objective met. Recommend program continuance.
3.821C	Property Tax Postponement Program	Continue to support the County's Property Tax Postponement Program to support seniors in staying in their homes. Publicize the program at Town Hall and in the Town newsletter.	(2007-14) City Council's declaration of support of the County's Property Tax Postponement Program stated in adopted Housing Element. Handouts provided at Town Hall publicizing the program. Program publicized on Town website in lieu of in newsletter.	Objective met. Recommend program continuance.
3.822	Disable Persons	<i>See Actions 3.822A through 3.822C below.</i>		

3.822A	ADA Compliance	Continue to review new residential developments and major remodels for ADA compliance.	(2007-14) Building Department on-going program.	Objective met. Recommend program continuance.
3.822B	County Housing Accessibility for Disabled Persons Program	Continue to support the program, direct inquiries for house modifications for the disabled to the program, and publicize the program at Town Hall and through the Town's newsletter.	(2007-14) City Council's declaration of support of the County Housing Accessibility for Disabled Persons Program stated in the adopted Housing Element. Building and Planning Dept. staff directs inquiries for house modifications for the disabled to the program. Handouts provided at Town Hall publicizing the program. Program publicized on Town website in lieu of in newsletter.	Objective met. Recommend program continuance.
3.822C	Removal of Constraints	By June 30, 2011, assess whether the zoning ordinance constrains development of housing for persons with disabilities, and amend the ordinance as necessary to expedite retrofit efforts and require new developments to comply with the ADA. Provide adequate flexibility in the development of housing for persons with disabilities.	(8/10 - 6/30/11) Assessment completed by Planning Dept. It was determined that the zoning ordinance does not constrain development of housing for persons with disabilities, therefore no ordinance amendments were necessary.	Objective met. Recommend program continuance.
3.823	Equal Housing Opportunity	Refer housing discrimination complaints to Midpeninsula Citizens for Fair Housing. Disseminate fair housing information at various sites and through the Town newsletter.	(2007-14) Planning Dept. and City Attorney's Office on-going program. Fair Housing information available at Planning Dept. and City Attorney's office. Program publicized on Town website in lieu of in newsletter.	Objective met. Recommend program continuance.
3.824	Emergency Shelters, Transitional and Supportive Housing	<i>See Actions 3.824A and 3.824B below.</i>		
3.824A	Emergency Shelters	By June 30, 2010, to comply with Senate Bill 2 requirements, amend the Public Facilities and Schools zoning district to allow emergency shelters as a non-conditional use when located within the Town Civic Center property. Shelters will be subject to the same standards as other uses in the zone.	(By June 30, 2010) Zone established with zoning ordinance amendment 12/2010.	Objective met.
3.824B	Supportive and Transitional Housing	By June 30, 2010, amend the zoning ordinance to state that any use is permitted if required by State Law. Supportive and transitional housing will be permitted in the R-1A and R-1B zones and only require the	(By June 30, 2010) Zone established with zoning ordinance amendment 12/2010.	Objective met.

same permits and approvals as any other residential development.

### 3.830 Consistency with State Requirements

3.831	Energy Conservation	<i>See Actions 3.831A through 3.831C below.</i>		
3.831A	Title 24 Compliance	Continue to require Title 24 compliance, and disseminate information on other agency's energy conservation programs, such as PG&E's solar subsidy program and energy audits.	(2007-14) Building Dept. continues to require Title 24 compliance, and disseminate information on other agency's energy conservation programs, such as PG&E's solar subsidy program and energy audits.	Objective met. Recommend program continuance.
3.831B	Green Building	By June 30, 2011, consider adopting "green building" polices as part of the General Plan and incorporating "green building" provisions in the building code.	(By June 30, 2010) City Council adopted the State Green Building Ordinance on 1/1/2011. The Town adopted the basic mandatory provisions of the Code. The ordinance was updated 1/1/2014.	Objective met. Recommend program continuance.
3.831C	Energy Conservation Promotion	Continue to promote energy conservation through energy audits, participation in PG&E and Cal Water programs, and encouraging conservation retrofits.	(2007-14) Building Dept. and Public Works Dept. continues to promote energy conservation through energy audits, participation in PG&E and Cal Water programs, and encouraging conservation retrofits.	Objective met. Recommend program continuance.
3.832	Mobile and Manufactured Homes	By June 30, 2010, amend the zoning ordinance to clarify that "manufactured housing" is allowed, subject only to the same development standards that apply to conventional single family housing.	(By June 30, 2010) Zone established with zoning ordinance amendment 12/2010.	Objective met.

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**3.840 Other Housing Programs**

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3.841	Shared Housing	Continue to support and publicize the Human Investment Project's Shared Housing Program, with the goal of 1-2 home-share matches per year.	One renter has been placed in one Atherton home. Address is confidential.	Objective met. Recommend program continuance.
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## 3.600 HOUSING GOALS, QUANTIFIED OBJECTIVES AND POLICES

This section contains the Housing Goals, Quantified Objectives and Polices of the Town. These goals, objectives and polices will be implemented by the Housing Programs described in Section 3.800 of this Element.

**3.610**        **GOAL:** FACILITATE THE PRIVATE DEVELOPMENT OF HOUSING TO MEET A PORTION OF THE ABOVE MODERATE INCOME HOUSING NEED IDENTIFIED FOR ATHERTON

**3.611**        **OBJECTIVES**

A. Realize the construction of approximately 3 net new housing units in the above-moderate income category in Atherton from 2014-2022.

**3.612**        **POLICIES**

A. Within the limitations of the private housing market the Town shall work with private developers to encourage new housing development.

**3.620**        **GOAL:** USE SECOND DWELLING UNITS TO MEET A SUBSTANTIAL PORTION OF THE TOWN'S MODERATE TO VERY LOW INCOME HOUSING NEED.

**3.621**        **OBJECTIVES**

A. Realize the construction of 40 new second dwelling units planned for occupancy by moderate to extremely low income households in Atherton from 2014-2022

**3.622**        **POLICIES**

- a. Actively promote the Second Dwelling Unit provision of the Atherton Zoning Ordinance by encouraging homeowners and developers to include attached or detached Second Dwelling Units in existing or new homes..

**3.630** **GOAL:** FACILITATE THE DEVELOPMENT OF FACULTY AND STUDENT HOUSING ON SCHOOL CAMPUSES TO MEET A PORTION OF THE MODERATE AND VERY LOW INCOME HOUSING NEED IDENTIFIED FOR ATHERTON

**3.631** **OBJECTIVES**

A. Encourage the construction of 27 new faculty housing units and 63 new student housing units with kitchens at private schools in the moderate to very low income categories in Atherton from 2007-2014.

**3.632** **POLICIES**

A. Encourage schools in Atherton to provide affordable faculty, staff and student housing on their campuses.

**3.640** **GOAL:** PROMOTE PRIVATE EFFORTS TO CONSERVE AND IMPROVE ATHERTON'S EXISTING HOUSING SUPPLY.

**3.641** **OBJECTIVES**

A. Promote the improvement, maintenance and enhancement of the existing housing stock through ongoing private and public rehabilitation efforts, with the objective of processing 1,000 applications for rehabilitation and home improvement between 2014 and 2022.

B. Obtain support from local lending institutions to provide loans for property improvement.

**3.642** **POLICIES**

A. The Town shall promote conservation and improvement of the condition of its existing affordable housing stock with the goal of conserving all existing affordable units.

**3.650** **GOAL:** ENCOURAGE SPECIAL CONSIDERATION TO THE MAINTENANCE AND EXPANSION OF HOUSING OPPORTUNITIES FOR HANDICAPPED AND LOW AND MODERATE INCOME AND HOMELESS PERSONS

**3.651 OBJECTIVES**

- A. Enforce uniform building code regulations regarding provision of access for handicapped in residential structures, where applicable.
- B. Support the conservation and development of affordable housing for citizens of modest means.

**3.652 POLICIES**

- A. The Town shall continue to enforce the uniform building code regulations regarding provision of handicapped access in residential structures.
- B. The Town shall continue to encourage the production and availability of more affordable housing through the development of new second dwelling units, internal living units, and private school faculty and student housing.
- C. The Town shall cooperate with agencies providing emergency shelter, transitional and supportive housing for the homeless and those in crisis.

**3.660 GOAL: MEET THE NEEDS OF SENIORS, IN LIGHT OF THE PENDING GROWTH OF THIS POPULATOIN IN SAN MATEO COUNTY.**

**3.661 OBJECTIVES**

- A. Enforce uniform building code regulations regarding provision of access for handicapped in residential structures, where applicable.
- B. Support the conservation and development of affordable housing for seniors with lower incomes.
- C. Encourage policies that enable Seniors to “age in place” as much as possible.
- D. Continue to encourage the development of second units, which can provide an affordable option for Seniors.
- E. Identify and prioritize steps that Atherton can take to meet the needs of seniors.

**3.662 POLICIES**

- A. The Town will create a Plan to meet the needs of the growing senior population.

**3.670 GOAL: CONTINUE TO PROMOTE HOUSING OPPORTUNITIES FOR ALL PERSONS REGARDLESS OF RACE, SEX, MARITAL STATUS, ANCESTRY, NATIONAL ORIGIN OR COLOR**

**3.671 OBJECTIVES**

- A. Eliminate discrimination in housing to the extent feasible through Town actions.

**3.672 POLICIES**

- A. The Town shall actively support housing opportunities for all persons regardless of race, sex, marital status, ancestry, national origin or color.

**Estimate of New, Rehabilitated, and Conserved Units (2007-2014)**

	New Construction	Rehabilitation	Conservation
Ext Low	31	n/a	n/a
Very Low	31	n/a	n/a
Low	31	n/a	n/a
Moderate	37	n/a	n/a
Above Moderate	3	n/a	n/a
Totals	133	n/a	n/a

## 3.700

## HOUSING PROGRAMS

This section contains Atherton's Housing Programs for the Planning Period 2014 – 2022.

### 3.710 New Construction, Conservation and Rehabilitation

#### 3.711 New Construction of Above Moderate Units

- a. Continue to facilitate and expedite the development of new above moderate income housing units. An average of 24 new homes in this income category is constructed in Atherton each year. However an almost equal number of homes are demolished. It is projected that a net of 3 additional homes in the above moderate income category will be constructed during the 2014-2022 Planning Period.

*Time frame for implementation:* Ongoing (Long-term Action)

*Agency/Official responsible for implementation:* Building Department

*Proposed Measurable Outcomes:* Construction of net 3 new above moderated income dwelling units.

*Funding Sources:* General Fund, Building Department Budget

#### 3.712 New Construction of Affordable Units

In 2010, the Town amended the Zoning Ordinance to encourage the development of second units by removing constraints on the development of secondary units, and to providing other incentives, such as fee permit waivers. Since 2010, 5-8 second units have been built annually. The Town predicts the development of 40 new second units (5/year, for 8 years) over the next planning period. The Town expects that these units will be equally divided between extremely low, very low, low and moderate income categories.

- a. Every two years the Town will conduct an affordability survey to evaluate the effectiveness of the second-unit strategy in addressing the housing needs of lower income households. Conduct the survey in January so updated affordability can be incorporated into annual Housing Element progress report. After each survey, evaluate success and identify additional actions the Town can take if the program is not meeting its goals.

*Time frame for implementation:* January 2016, 2018, 2020 and 2022

*Agency/Official responsible for implementation:* Planning Commission/Town Planner

*Proposed Measurable Outcomes:* 3-4 new second units annually in the extremely low and very low income categories.

*Funding Sources:* General Fund, Planning Department Budget

- b.** Work and cooperate with Menlo School, Menlo College and Sacred Heart to facilitate development of affordable faculty, student and staff housing on school properties, and provide incentives for development through an expedited review process. Town Staff will contact each institution annually at the time for review of its Master Plan in order to work with the school to facilitate multifamily development on their campuses.

The Oakwood Community at Sacred Heart Schools is currently developed with housing for the retired religious in a “single room occupancy” style. These units are all affordable to extremely low income households. Should demand warrant the Oakwood Community could be expanded. The surrounding area is landscaped and used for visual and passive recreation purposes. The existing uses would not impede development of additional residential space consistent with the character and income category of the Oakwood Community. No new program is necessary to allow such expansion.

Program 3.712c. involves regulatory concessions to facilitate development of multifamily housing at private schools in Atherton. The rental structure of this new housing will be similar to that of existing housing at these institutions according to the school representatives. It is anticipated that about 1/3 of the new units will be rented at rates affordable to extremely low income households. Therefore, implementation of this program will assist in the development of a variety of housing types to meet the housing needs of extremely low income households.

*Time frame for implementation:* Annual contact through Planning Period  
*Timeframe for implementation:* January 2019 (Long-term Action)

*Agency/Official responsible for implementation:* Planning Department and Building Department

*Proposed Measurable Outcomes:* Construction of 11 new faculty units at Menlo School, 79 new faculty and student units at Menlo College in the extremely low to very low income category by January 1, 2022.

- c. Continue to maintain contacts with agencies and developers of affordable housing in the mid-peninsula area in order to consult about resources that might be available to and from the Town for affordable housing. Contacts exist with agencies such as the San Mateo County Department of Housing and Community Development, non-profit developers such as MidPen Housing, Bridge Housing and Habitat for Humanity. The Town offers expedited planning and building processing through use of contract plan checking services and support for applications for funding.

*Time frame for implementation:* 2020 or Ongoing (Long-term Action)

*Agency/Official responsible for implementation:* Planning Department and Building Department

*Proposed Measurable Outcomes:* Units counted above.

### 3.713 Conservation and Rehabilitation of Existing Units

- a. Continue to facilitate and expedite the rehabilitation and reconstruction of existing residential units. The prompt processing of subdivision, planning review and building permit issuance has resulted in average review times that are some of the most reasonable in San Mateo County. The Town will continue to assist the property owners and development community in the housing development, conservation and rehabilitation process.

*Time frame for implementation:* Ongoing (Long-term Action)

*Agency/Official responsible for implementation:* Planning and Building Departments

*Proposed Measurable Outcomes:* N/A

*Funding Sources:* General Fund, Planning and Building Department Budgets

### 3.720 Special Housing Needs

#### 3.721 Seniors

- a. Continue to facilitate the provision of board and care opportunities, particularly for seniors, some of whom may be longtime Atherton residents who can no longer remain in their homes and who wish to continue living in Atherton. State law provides that a residential care

facility (defined as a facility serving six or fewer persons) is a residential use and must be permitted wherever residential uses are allowed.

*Time frame for implementation:* Ongoing (Long-term Action)

*Agency/Official responsible for implementation:* Planning Department

*Proposed Measurable Outcomes:* N/A

*Funding Sources:* General Fund, Planning Department Budget

- b. The Town will continue to provide information at Town Hall regarding the numerous Senior Centers in San Mateo County that offer assistance in home repairs. Some of these programs offer subsidized services and others maintain a list of skilled workers who charge below market rates. The information also includes San Mateo County's Home Repair Program to assist low and moderate homeowners in rehabilitating their residences. The Town will occasionally publicize the availability of these services in the Town newsletter.

*Time frame for implementation:* Ongoing (Long-term Action)

*Agency/Official responsible for implementation:* Planning Department

*Proposed Measurable Outcomes:* N/A

*Funding Sources:* General Fund, Planning Department Budget

- c. The Town will continue to support the County Property Tax Postponement Program, which provides seniors with a means of postponing property tax payment. This program has the benefit of extending the length of time they can remain in their homes. Inquiries will be directed to the County Tax Collector's Office and information regarding the program will be available at Town Hall and occasionally publicized in the Town's newsletter.
- d. The Town will create a plan to meet the needs of the growing senior population, which will double over the next decade and a half. The vast majority of seniors want to age in place, or remain in their current home or in their community as long as possible. Older seniors may have mobility limitations or may not be able to drive. These factors present unique challenges in Atherton. The best way to identify the necessary changes to ensure that Atherton is senior friendly is to conduct a thoughtful process, receiving input from various stakeholders and then identifying the policies and programs which are right for Atherton.

*Time frame for Implementation:* January 2017 (Short-Term Action)

*Agency/Official responsible for implementation:* Planning Department

*Proposed Measurable Outcomes:* Senior Friendly Atherton Plan

*Funding Sources:* General Fund, Planning Department Budget

3.722      **Disabled and Developmentally Delayed Persons**

- a.**      Continue to review new residential developments and major remodels for compliance with the Americans with Disabilities Act (ADA).

*Time frame for implementation:* Ongoing (Long-term Action)

*Agency/Official responsible for implementation:* Building Department

*Proposed Measurable Outcomes:* N/A

*Funding Sources:* General Fund, Building Department Budget

- b.**      Continue to support the County Housing Accessibility for Disabled Persons program at the Center for the Independence of the Disabled. The Town will direct inquiries for house modifications for the disabled to the County program. Public information regarding the program will be available at Town Hall and occasionally publicized in the Town's newsletter.

*Time frame for implementation:* Ongoing (Long-term Action)

*Agency/Official responsible for implementation:* Planning Department

*Proposed Measurable Outcomes:* N/A

*Funding Sources:* General Fund, Planning Department Budget

- c.**      Work with the Golden Gate regional center to implement an outreach program that informs families within the City on housing and services available for persons with developmental disabilities. The program could include the development of an informational brochure, including information on services on the City's website, and providing housing-related training for individuals/families through workshops.

*Time frame for implementation:* Development of Outreach Program by 2016

*Agency/Official responsible for implementation:* Planning Department

*Proposed Measurable Outcomes: N/A*

*Funding Sources: General Fund, Planning Department Budget*

**3.723 Equal Housing Opportunity**

- a.** Refer complaints of discrimination in housing access based on race, religion, national origin, age, sex, marital status or physical handicap, and other arbitrary barriers that prevent choice of housing to groups such as the Project Sentinel. The Town will disseminate fair housing information at Town Hall, the Atherton Library, and the Permit Center. In addition, an article containing fair housing information will be published annually in The Athertonian, a Town newsletter that is mailed to all residents in Town.

*Time frame for implementation: Article to be printed annually. Other activities ongoing (Long-term Action)*

*Agency/Official responsible for implementation: Planning Department*

*Proposed Measurable Outcomes: N/A*

*Funding Sources: General Fund, Planning Department Budget*

**3.724 Emergency Shelters, Transitional and Supportive Housing**

- a.** Continue to support the possibility of Emergency Shelters, Transitional Housing, and Supportive Housing in Atherton

*Timeframe for implementation: Ongoing*

*Agency/Official responsible for implementation: Planning Department*

*Funding Sources: N/A*

**3.730 Consistency with State Requirements**

**3.731 Energy Conservation**

- a.** Continue to require compliance with Title 24 of the State's Building regulations. In addition, disseminate energy conservation information available from other agencies, such as PG&E's solar subsidy program and energy audits.

*Time frame for implementation: Ongoing (Long-term Action)*

*Agency/Official responsible for implementation:* Building Department

*Proposed Measurable Outcomes:* N/A

*Funding Sources:* General Fund, Building Department Budget

- b.** Continue to support Green Building in Atherton through upholding the Green Building Ordinance.

*Time frame for implementation:* Ongoing

*Agency/Official responsible for implementation:* Building Department

*Proposed Measurable Outcomes:* N/A

*Funding Sources:* General Fund, Building Department Budget

- c.** Continue to promote energy conservation through energy audits, participation in PG&E and Cal Water programs and encouraging energy conserving retrofits in homes.

*Time frame for implementation:* Ongoing (Long-term Action)

*Agency/Official responsible for implementation:* Building Department

*Proposed Measurable Outcomes:* N/A

*Funding Sources:* General Fund, Building Department Budget

- d.** Ensure that the City is in compliance with State Health and Safety Code Sections 17021.5, which concerns employee housing that serves six or fewer employees.

*Time frame for implementation:* 2018

*Agency/Official responsible for implementation:* Planning Department

*Proposed Measurable Outcomes:* N/A

*Funding Sources:* General Fund

### **3.740 Other Housing Programs**

#### **3.741 Shared Housing**

- 
- a.** The Town will continue to support the Human Investment Program (HIP), a non-profit organization that matches people needing housing and people owning a home who desire additional income and/or companionship. The Town will make information about the Home Sharing program available at Town Hall and will publicize the effort through the Town's newsletter. (Home sharing does not count toward the Town's Housing Needs Allocation.)

*Time frame for implementation:* Ongoing (Long-term Action)

*Agency/Official responsible for implementation:* Planning Department

*Proposed Measurable Outcomes:* 1 - 2 home-share matches each year

*Funding Sources:* General Fund, Planning Department Budget

## Quantified Objectives

	New Construction	Rehabilitation	Conservation/ Preservation
Ext Low Income	31	5	n/a
Very Low Income	31	2	n/a
Low Income	31	3	n/a
Moderate Income	37	1	n/a
Above Mod Income	3	49	n/a

New construction represents Menlo College, Menlo School and Second Units. Rehabilitation based on an average of 60 permits per year and allocated based on US Census household income estimates.

## 3.800

## EFFORTS TO ACHIEVE PUBLIC PARTICIPATION

Extensive public participation is an essential component to the housing element update process. During this Planning Period, Atherton has made a major effort to involve current and potential beneficiaries of housing programs and services and their advocates (e.g. lower-income representatives, tenants of affordable complexes groups targeted for special housing needs consideration, community based organizations, health and human service providers, homeless shelter and service providers) in the update process. Various community stakeholders including neighborhood leaders, local businesses, employers and environmentalists have been invited to participate. The participation of development professionals including local builders, for- and non-profit developers, architects, trade labor unions, realtors, mortgage bankers and brokers, area lenders, and others has been requested.

Atherton participated in the 21 Elements-coordinated outreach activities from October 2013-April 2014. 21 Elements facilitated four panel presentations and discussion with advocates representing people with developmental disabilities and other special needs, affordable housing developers and advocates, and funders. The panelists discussed their perspective on the unique housing needs of San Mateo County, and provided some policy suggestions.

The process was started with a public meeting in the evening on November 19, 2013. Approximately 12 community members attended. Key lessons from the meeting were that senior housing is an important topic for residents. Many residents feel passionately that they want to continue to live in Atherton as they age. Some are worried that their current houses do not meet their needs and are looking for options to stay.

Additionally, there was a Planning Commission meeting on August 27<sup>th</sup>, 2014. The workshop focused on State housing element statutory requirements and strategies for compliance. Current and potential beneficiaries of housing programs and services, community stakeholders and development professionals were invited to attend and participate. Notice was also mailed to every Town resident and a notice was published in The Almanac, the local newspaper of general circulation in Atherton.

Over 40 housing organizations and individuals were sent specific invitations to the community meeting on the Housing Element Update as well as to Planning Commission and City Council meetings. Examples of organizations that represent and serve lower income households include MidPen Housing, Habitat for Humanity (Peninsula Affiliate), InnVision Shelter Network, La Raza Centro Legal and the Housing

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Leadership Council of San Mateo County. Community meetings were taped and detailed minutes were kept. Suggestions were analyzed and, where appropriate and relevant, were incorporated into the draft element.

Copies of a summary of the draft were circulated to and comments requested from local citizens, affordable housing advocates and other interested parties. The draft was available upon request. The distribution list included:

- Mid-Peninsula Housing Coalition
- Human Investment Project
- Housing Leadership Council
- Center for the Independence of the Disabled
- Samaritan House
- Peninsula Policy Partnership—Housing Action Team
- C.A.L.L. Primrose Center
- Shelter Network
- C/CAG (City/County Association of Governments)
- SAMCAR (San Mateo County Association of Realtors)

In addition, the draft summary and public hearing information was disseminated in the following ways:

- An article was published in the Athertonian, a Town sponsored newsletter that is mailed to every household in Atherton describing the Element and inviting residents to Planning Commission and City Council public hearings.
- Press Release- a press release went to all local newspapers
- Letters of invitation to all housing-related institutions that the Town has worked with such as Shelter Network, Samaritan House, Human Investment Project, C.A.L.L. Primrose Center, SAMCEDA, Mid-Peninsula Housing Coalition, Center for the Independence of the Disabled, and Housing Leadership Council.
- Posting in City Hall
- Mailing to the City Council and Planning Commission
- Mailing to the school district
- Distributed to the Police Department

In addition to the meetings described above, the Town held noticed public hearings on the draft Update on September 16, 2014. At the conclusion of the hearings the Planning Commission recommended that the City Council forward the Draft Housing Element to the California Department of Housing and Community Development for review and comment. City Council held a public hearing on October 15<sup>th</sup> and authorized the Housing Element to be sent to the Department of Housing and Community Development. Planning Commission reviewed the document on February 25<sup>th</sup>, 2015 and recommended that City Council adopt it. City Council held a hearing on March 18<sup>th</sup>, adopted the Housing Element, and directed that a copy be sent to HCD for certification.

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Encouraging the community and organizations and service providers representing lower income households is important in developing, adopting and implementing an effective housing element. The Town will continue to engage the community through the adoption of the housing element, by making revisions available with sufficient notice to comment and considering and incorporating comments, where appropriate.

**Town of Atherton**

**Administrative Draft**

# CIRCULATION ELEMENT

**of the General Plan**

Revised per Planning Commission Review – December 5, 2018

For Public Workshop – February 13, 2019

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# CIRCULATION ELEMENT

## I. Purpose and Relation to Other Elements

The Circulation Element describes facilities and policies for the movement of people and goods throughout the Town. It includes a plan of roadways, in addition to facilities for pedestrian, bicycle and rail transportation. *The Element plans for a balanced, multimodal transportation network that meets the needs of all users of streets, roads, highways and rail for safe and convenient travel in a manner that is suitable to the suburban context of the General Plan. Users include motorists, pedestrians, bicyclists, children, persons with disabilities, movers of commercial goods, users of public transportation, and seniors. Since the Town policy seeks to preserve all streets and highways as scenic routes, this Element shall also serve as the Scenic Roadways Element of the General Plan. (Existing Section with Additions in Italics)*

The Circulation Element is most closely related to the Land Use and Housing Elements. It is particularly essential that the Circulation Element reflects and reinforces the goals and objectives set forth in the Land Use Element. Specifically, roadways and other transportation facilities must be planned and designed under the overriding principle of maintaining the Town's rural character. *(Existing Section)*

## II. Background Information

### Major Thoroughfares and the Regional Transportation System *(Proposed New Section)*

Atherton's circulation system has been developed within the context of the Bay Area's regional and the Peninsula's sub-regional major thoroughfare and transportation system. A system of freeways and state highways provides access to and from the Town for motorists, movers of commercial goods, cyclists, and users of public transportation. The nearby freeways of US 101 (Bayshore Freeway) and I-280 (Junipero Serra Freeway), as well as the State Highways of El Camino Real (SR 82, also known as the Grand Boulevard) and Woodside Road/Marsh Road (SR 84) provide major roadway access to Atherton. The CalTrain rail facilities provide commuter train access between San Francisco and the Santa Clara Valley as well as a thoroughfare for rail freight shipments. See "Rail Transportation" Section below for additional detail. SamTrans provides bus service throughout San Mateo County and into portions of San Francisco and Palo Alto. The District also provides commuter shuttle services and paratransit operations. See "Bus Transportation" Section below for additional detail.

### Congestion Management *(Proposed New Section)*

The City/County Association of Governments of San Mateo County (C/CAG), as the Congestion Management Agency for San Mateo County, is required by State law to prepare and adopt a **Congestion Management Program (CMP)** on a biennial basis. The purpose of the CMP is to identify strategies to respond to future transportation needs, develop procedures to alleviate and control congestion, and promote countywide solutions. The CMP is required to be consistent with the Metropolitan Transportation Commission (MTC) planning process that includes regional goals, policies, and projects

for the Regional Transportation Improvement Program (RTIP). The most current San Mateo County CMP was adopted in February 2018. It includes a roadway system consisting of freeways, state highways and principal arterials that form the basic structure of the County's vehicle transportation system. In Atherton, El Camino Real (SR 82) is the only street included in the CMP roadway system. The CMP designates 16 major intersections throughout the County to have their level of service monitored; however, none of those are within Atherton. Level of Service (LOS) Standards for segments of the CMP roadway system for future operations were established in the initial years of the program (1990/91). The LOS Standard for the El Camino Real segment through Atherton (i.e. SR 84 to Glenwood Avenue) was established at LOS E. In 2017 that segment was operating at LOS B in the AM peak hour and LOS C in the PM peak hour.

The CMP also includes a Performance Element, with measures to evaluate current and future multimodal system performance for the movement of people and goods; a Trip Reduction and Travel Demand Element, designed to promote alternative transportation methods (carpools, vanpools, transit, bicycles, park-and-ride lots, etc.), improve the balance between jobs and housing, and promote other strategies to reduce traffic congestion such as flexible work hours, telecommuting, parking management programs and, possibly parking cash-out programs; a Land Use Impact Analysis Program to determine the impacts of land use decisions upon regional transportation routes and air quality; and Deficiency Plan Guidelines as a way for the cities and the County to remain in conformance with the CMP when the level of service (LOS) for a CMP roadway segment or intersection deteriorates below the established standard. A five-year Capital Improvement Program is also included in the CMP.

#### **Grand Boulevard Initiative** *(Proposed New Section)*

The **Grand Boulevard** is a collaboration of 19 cities, counties, local and regional agencies united to improve the performance, safety and aesthetics of El Camino Real. Starting at the northern Daly City city limit (where it is named Mission Street) and ending near the Diridon Caltrain Station in central San Jose (where it is named The Alameda), the initiative brings together for the first time all of the agencies having responsibility for the condition, use and performance of the street.

The **Grand Boulevard Greenway Concept** through Atherton is described in more detail in the Land Use Element of this General Plan and in the adopted Bike/Pedestrian Master Plan. The concept is to provide dedicated bicycle and pedestrian facilities, and transit access improvements, along the length of El Camino Real within Atherton by repurposing a vehicle travel lane in one or both directions. Further study is required prior to project implementation.

#### **Complete Streets** *(Proposed New Section)*

In 2008, the California Legislature adopted the **California Complete Streets Act** which requires cities and counties at such time as they substantially amend the circulation element of their general plans, to include plans for a balanced, multimodal transportation network that meets the needs of all users of streets, roads, and highways for safe and convenient travel in a manner that is suitable to the rural, suburban, or urban context of the general plan. Users of streets, roads, and highways means bicyclists,

children, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, and seniors.

The Atherton City Council adopted<sup>1</sup> a Complete Streets Policies. The policies adopted include a commitment to creating and maintaining Complete Streets serving all users, to maintaining a context of sensitivity to a strong sense of place and preservation of the Town's rural character, to assure that Complete Streets are routinely addressed by all Town departments, and to consider incorporating Complete Streets infrastructure in all projects and phases. The Complete Streets Policy is included in the Goals, Objectives, Policies and Actions section of this element.

A recent project that incorporated the Complete Streets concept includes the reconstruction of the Oak Grove Avenue/Middlefield Road intersection.

### **Bicycle/Pedestrian Master Plan**

The Town's adopted<sup>2</sup> **Bicycle and Pedestrian Master Plan** puts forward visionary yet practical recommendations for improving travel safety and encouraging greater use of active, low-impact travel modes. The Plan builds off and contributes to the region's bicycle priorities and local Safe Routes to School efforts and includes a detailed walkability assessment for 33 miles of Atherton roadways. It provides context-sensitive policy and design recommendations to retain and enhance the Town's scenic character while improving the ease at which all ages and abilities can safely walk or bicycle to key destinations.

The Town of Atherton currently utilizes Caltrans' bikeway design standards, which are organized according to a classification system within the California Highway Design Manual (HDM) defined as 'Class I' off-street trails; 'Class II' on-street, dedicated bike lanes; and 'Class III' shared bikeways.

The Atherton Bicycle and Pedestrian Master Plan identifies four key project corridors/categories to improve active transportation safety and options. These facility recommendations consist of:

1. A major overhaul to El Camino Real by (in most cases) converting the westernmost southbound travel lane to a Class I trail with landscaping and pedestrian crossing improvements, called the Grand Boulevard Greenway.
2. A new east-west Bay-to-Ridge Greenway, including Class I trail and pathway improvements to Marsh Road/Middlefield Road/Watkins Ave, plus bicycle boulevard and greenway linkages along or adjacent to the Atherton flood channel across El Camino Real to Alameda de las Pulgas.
3. Safe Routes to School: Enhanced bike lanes along the regionally important Middlefield Road, Valparaiso Avenue, and Alameda de las Pulgas corridors, as well as new bike lanes and pedestrian improvements on Selby Lane, Glenwood Ave, and Atherton Ave serving local priority connections.
4. Shared bikeway and pedestrian greenway improvements along the Countywide North/South Bicycle Boulevard (along Elena Ave and Austin Ave/Selby Lane), as well as additional shared bikeway improvements connecting to the Town Civic Center

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<sup>1</sup> Resolution No. 12-33, adopted November 28, 2012

<sup>2</sup> Adopted May 20, 2015

### **Safe Routes to School Program** *(Proposed New Section)*

**Safe Routes to School** is an idea that has been implemented through State and Federal legislation. The concept is to increase the number of children who walk or bicycle to school by funding projects that remove the barriers that currently prevent them from doing so. Those barriers include lack of infrastructure, unsafe infrastructure, lack of programs that promote walking and bicycling through education/encouragement programs aimed at children, parents, and the community.

Atherton supports the Safe Routes to School concept and has implemented several projects planned and designed to achieve the program's goals. The Bicycle and Pedestrian Master Plan Project list includes several projects that will increase safety, remove barriers and enhance accessibility to children who walk or bicycle to school.

### **Green Streets** *(Proposed New Section)*

**Green streets** are a companion concept to **Green Infrastructure** described in the Open Space and Conservation Element. Green streets involve a stormwater management approach that incorporates vegetation (perennials, shrubs, trees), soil, and engineered systems (e.g., permeable pavements) to slow, filter, and cleanse stormwater runoff from impervious surfaces (e.g., streets, sidewalks). Green streets are designed to capture rainwater at its source, where rain falls. Whereas, a traditional street is designed to direct stormwater runoff from impervious surfaces into storm sewer systems (gutters, drains, pipes) that discharge directly into surface waters, rivers, and streams.

### **Neighborhood Traffic Management Program** *(Proposed New Section)*

The Atherton **Neighborhood Traffic Management Program** (NTMP) is City Council adopted<sup>3</sup> policy document which provides a comprehensive, thoughtful, and systematic program to address neighborhood traffic concerns, improve pedestrian and bicycle safety, and maintain the scenic and quiet rural character of Atherton neighborhoods. It is a community-based approach to reduce vehicle speeds and improve the behaviors of drivers to "calm" traffic in residential neighborhoods.

Town staff has the authority to implement necessary traffic control measures. The NTMP does not affect staff authority to implement necessary traffic control measures in residential neighborhoods in response to observed traffic safety concerns. The NTMP is an additional tool which provides a systematic framework to educate and encourage residents to participate in identifying and implementing equitable and effective neighborhood traffic solutions.

The process involves steps to identify the residents' traffic concern(s), demonstrate neighborhood support for traffic calming measure(s), to determine if the traffic concerns meet the NTMP qualifying criteria, to identify (by Town staff) the most appropriate and effective improvement measure(s), and to prioritize and implement the plan.

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<sup>3</sup> Adopted July 20, 2016

## **Transportation Demand Management** *(Proposed New Section)*

**Transportation Demand Management** (TDM) programs are intended to reduce vehicle trips and parking demand by promoting the use of a variety of transportation options and shifting travel mode and time of day to take advantage of available facility capacity to reduce crowding and congestion. By implementing TDM programs, municipalities and private entities can use available transportation resources more efficiently. TDM programs encourage use of carpools, vanpools, buses, public transportation and alternative transportation modes (bikes, walking) as a means of reducing single occupant vehicle trips. In Atherton, Menlo School and Sacred Heart Schools have successfully used TDM programs to substantially reduce peak hour traffic accessing their facilities.

The Town supports the C/CAG Congestion Management Program vehicle trip reduction measures for projects generating a net 100 or more peak-period trips in the Congestion Management Program network. The Town encourages other employers in Town, such as public and private schools, to incorporate TDM programs in their operations.

During the Planning Commission annual review of private school master plans, traffic congestion and flow issues should be evaluated and addressed to assure that impacts on the circulation system are not excessive.

## **Rail Transportation** *(Proposed New Section)*

Peninsula commuter rail service originated in 1863 with construction of a single-track railroad between San Francisco and San Jose by the San Francisco and San Jose Rail Road. The facilities were purchased by the Southern Pacific Company in 1870 and a second track was constructed in 1904. Atherton was one of the earliest train stops on the rail corridor. Families, and later commuters, used the Atherton station for rail service to and from “The City” for over 100 years. Lloyd Park was developed for residents desiring easy access to public transportation provided by the train.

In 1988 the Santa Clara Valley Transportation Authority, the City and County of San Francisco, and the San Mateo County Transit District entered into a joint powers agreement creating the Peninsula Corridor Study Joint Powers Board (JPB) for the purposes of conducting planning studies related to the Peninsula Commute Service. The JPB bought the railroad right of way between San Francisco and San Jose from Southern Pacific in 1991. The JPB currently manages the operation of the Caltrain commute service by a private contractor.

In 2005 the JPB suspended weekday commute service at the Atherton Train Station as one measure in a multi-faceted cost-cutting effort. Weekend service at the Atherton Station continues. The Town has supported reinstatement of the weekday service since it was suspended.

Caltrain plans to “modernize” and electrify the main line between San Francisco and San Jose; replacing the diesel-electric locomotive power with fully electric rolling stock by 2022. Construction began on that project mid-2017. The Town of Atherton has opposed the Caltrain electrification project because of its environmental impacts, high costs, and association with and facilitation of the High-Speed Rail project.

High-Speed Rail (HSR) is a project undertaken by the State of California with the objective of constructing and operating a HSR service between Los Angeles and San Francisco/Sacramento. The plan includes using the Peninsula Commute corridor for HSR operation from San Jose to San Francisco, and

possibly the addition of one or more new tracks through Atherton to accommodate HSR. The Town of Atherton has opposed the HSR Project because of its reliance on faulty data, high costs, adverse environmental effects, and impacts to the Peninsula Commute corridor.

There are two at-grade road crossings of the Caltrain tracks in Atherton; one on Fair Oaks Lane and the other on Watkins Avenue. The crossing at Fair Oaks Lane is protected by a four-quadrant gate or “quad-gate”; a mechanism on both sides of the tracks that blocks automotive traffic from both directions. This is a safety device that qualifies the crossing for quiet zone status where the train horn is not sounded before the crossing. The Town seeks to have the Watkins Avenue crossing improved with additional safety measures, such as quad-gates, to improve safety at the crossing and to also qualify for quiet zone status.

### **Bus Transportation** *(Proposed New Section)*

The San Mateo County Transit District (SamTrans) operates fixed bus routes through Atherton, providing public bus access throughout San Mateo County and into San Francisco and Palo Alto. The principal line runs along El Camino Real, providing connecting service to Peninsula transit stations between Palo Alto and Daly City. Other lines run on Middlefield Road and Bay Road. Service is available to local elementary and high schools on school-days.

SamTrans also operates the Menlo Park Caltrain Shuttle which provides service through Atherton between the Menlo Park Caltrain Station and the Bohannon Industrial Park east of Atherton.

### **Emergency Operations Plan and Evacuation Routes** *(Proposed New Section)*

As described in the Community Safety Element, the Town of Atherton Police Department and the Menlo Park Fire Protection District have jointly prepared the Town of Atherton Emergency Operations Plan (EOP) which describes how the jurisdictions will manage and coordinate resources and personnel responding to emergency situations. The EOP, along with a companion document; the Atherton Hazard Mitigation Strategies (HMS) is the Town’s Local Hazard Mitigation Plan specified in the federal Disaster Mitigation Act of 2000 (P.L. 106-390).

The Town’s circulation system plays a key role in emergency operations, providing access to properties and individuals as well as functioning evacuation infrastructure and routes during emergencies. Primary emergency evacuation routes are shown on the Community Safety Diagram and are listed in a Circulation Element policy in Section IV of this element.

### **Scenic Roadways**

Scenic roads are an important resource to San Mateo County and to Atherton for both aesthetic and recreational purposes. Scenic corridors can best be defined as the visual land area outside the road right-of-way and generally described as the “view from the road”. It is within this area that development standards are applied to retain and enhance scenic qualities and restrict unsightly use of the land. These standards may include ~~architectural and site review procedures and~~ regulations on building setbacks, signs, grading, tree removal, *landscaping* and underground utility lines. The Junipero Serra Freeway (Interstate 280) is the only roadway located in *the vicinity of Atherton Atherton’s Sphere of Influence* which has been designated as a scenic highway pursuant to the provisions of Section 260 et seq. of the California Streets and Highways Code. However, it is Town policy to *designate preserve* all

streets and highways *within Town* as scenic routes. *(Existing Section with Changes/Additions in Strikeovers and Italics)*

#### **Climate Action Plan** *(Proposed New Section)*

Atherton’s proposals and policies related to climate change are contained in its adopted<sup>4</sup> **Climate Action Plan**. The Town’s Climate Action Plan serves as a guiding document to identify methods that the Town and community can implement to significantly reduce greenhouse gas (GHG) emissions. The Plan provides a comprehensive roadmap of programs that can be implemented to reduce emissions and increase sustainability. Transportation aspects of the Action Plan are addressed in the Circulation Element. Energy, water and solid waste programs and policies are addressed in the Open Space and Conservation Element.

Atherton has adopted a target of reducing emission to 15 percent below 2005 levels by 2020.

In Atherton, approximately 44% percent of GHG emissions stem from transportation. Travel on local roads and state highways represent 80% and 20% of on-road transportation emissions respectively. Thus, reducing transportation emissions is a critical component of the climate action strategy. Reducing emissions from the transportation sector requires addressing three constituent components: reducing the carbon intensity of fuels, increasing vehicle efficiency, and reducing vehicle miles travelled (VMT). The Town is committed to providing transportation options that are convenient, safe, and affordable.

#### **Local Traffic Flow/Long Range Planning Solutions Study** *(Proposed New Section)*

The Town recently embarked on a study focusing on the Town’s roadway network with the objective of developing short and longer term solutions and strategies for mitigating current cut through and speeding traffic. The study included collection of background data related to traffic, pedestrian and bicycle volume counts and projections, signal timing and phasing, origin-destination studies, speed studies, future land use projects, and other similar data.

#### **Traffic Counts Program** *(Proposed New Section)*

The Atherton Department of Public Works has a program where vehicular traffic is counted periodically on minor arterial, collector and selected local streets. The count data is available to determine current roadway usage and volume growth trends. The data is posted on the Town website.

### **III. Roads and the Local Street Classification System**

Roadways in the Town of Atherton may be divided into four classifications; highways, minor arterial streets, collector streets, and local streets. While the vast majority of Atherton’s roadways fall into the last category, each of these four categories is represented by at least one road. *(Existing Section)*

**Freeways & Highways:** Freeways are multi-lane facilities with no fixed interruptions to traffic flow. The Town of Atherton contains no freeways; however, the Junipero Serra Freeway (Interstate 280) abuts the western edge of the incorporated Town limits. The single highway through the Town is El Camino Real (State Route 82) which provides for through traffic. *El Camino Real has also been described as the*

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<sup>4</sup> Adopted October 19, 2016

*“Grand Boulevard” (see section entitled “Grand Boulevard Initiative” above. (Existing Section with Additions in Italics)*

**Minor Arterials** are streets with traffic signals that primarily serve through traffic and provide access to abutting properties as a secondary function. The main role of minor arterial streets is to link residential districts to other transportation facilities and to act as emergency service and evacuation routes. *(Existing Section)*

**Collector Streets** provide both land access and traffic circulation service within residential areas. Unlike minor arterials, their operation is not always dominated by traffic signals. While not as important as minor arterials, collector streets should still be designed to carry through traffic. Their function is to transfer traffic from local traffic generators (homes, schools, etc.) and local streets to *minor arterials and arterials*. *(Existing Section with Additions in Italics)*

**Local Streets:** aside from the roadways cited above the remainder of Atherton’s roads are classified as local streets. Such roads are used to provide access to abutting property, locations for easements, open space for light and air and a fire break between buildings. Carrying traffic is a secondary function of local streets and they should be designed to discourage through traffic. *(Existing Section)*

Table C-1 below lists Atherton’s major streets and their classification by road type.

**Table C-1: Major Streets Classified by Road Type**

Street	Road Type	From	To
<b>El Camino Real</b>	Highway	City Limits	City Limits
<b>Alameda de las Pulgas</b>	Minor Arterial	City Limits	City Limits
<b>Marsh Road</b>	Minor Arterial	Middlefield Road	City Limits
<b>Middlefield Road</b>	Minor Arterial	City Limits	City Limits
<b><i>Ravenswood Avenue<sup>5</sup></i></b>	<i>Minor Arterial</i>	<i>City Limits</i>	<i>El Camino Real</i>

<sup>5</sup> Proposed change from Collector to Minor Arterial because it is designated as a Minor Arterial in the City of Menlo Park General Plan, Circulation Element and has an average daily traffic volume of 16,600 vpd or more.

<b>Valparaiso Avenue<sup>6</sup></b>	<i>Minor Arterial</i>	<i>City Limits</i>	<i>El Camino Real</i>
<b>Atherton Avenue</b>	Collector	Ridgeview Drive	El Camino Real
<b>Encinal Avenue</b>	Collector	City Limits	Middlefield Road
<b>Fair Oaks Lane</b>	Collector	El Camino Real	Middlefield Road
<b>Glenwood Avenue</b>	Collector	City Limits	El Camino Real
<b>Oak Grove Avenue</b>	Collector	City Limits	El Camino Real
<b>Ringwood Avenue</b>	Collector	Middlefield Road	Bay Road
<b>Watkins Avenue</b>	Collector	El Camino Real	Middlefield Road

**Street Standards**

The general standards for street right-of-way and improvements are listed in Table C-2 below. Local conditions may necessitate modification of these standards where topography, building location or other conditions warrant. Detailed standards for street improvements are set forth in the Atherton Municipal Code *and in this Circulation Element*.

**Table C-2: Street Standards**

Street Category	Pavement Width	Right-of-Way Width
<b>Minor Arterial</b>	24 feet	60 feet
<b>Collector</b>	24 feet	50 feet
<b>Local</b>	20 feet	40 feet

<sup>6</sup> Proposed change from Collector to Minor Arterial because it is designated as a Minor Arterial in the City of Menlo Park General Plan, Circulation Element and has an average daily traffic volume of 12,900 – 13,200 vpd.

<b>Cul-de-Sac</b>	18 feet	30 feet
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*(Existing Section)*

**Level of Service** *(Proposed New Section)*

Transportation engineers and planners commonly use a grading system called **Level of Service (LOS)** to measure and describe the operational status of the local roadway network. LOS is a description of the quality of a roadway facility’s operation, ranging from LOS A (indicating free flow traffic conditions with little or no delay) to LOS F (representing oversaturated conditions where traffic flows exceed design capacity, resulting in long queues and delays). Intersections, rather than roadway segments between intersections, are almost always the capacity controlling locations for any circulation system.

Separate standardized LOS criteria have been developed for signalized and unsignalized intersections. The criteria are presented in Tables C-3 and C-4 below.

**Table C-3: Signalized Intersection LOS Criteria<sup>7</sup>**

Level of Service	Description	Average Control Delay (Seconds Per Vehicle)
<b>A</b>	Operations with very low delay occurring with favorable progression and/or short cycle lengths.	≤ 10.0
<b>B</b>	Operations with low delay occurring with good progression and/or short cycle lengths.	10.1 to 20.0
<b>C</b>	Operations with average delays resulting from fair progression and/or longer cycle lengths. Individual cycle failures begin to appear.	20.1 to 35.0

<sup>7</sup> Source: Transportation Research Board, 2000 Highway Capacity Manual.

<b>D</b>	Operations with longer delays due to a combination of unfavorable progression, long cycle lengths, and/or high volume-to-capacity (V/C) ratios. Many vehicles stop and individual cycle failures are noticeable.	35.1 to 55.0
<b>E</b>	Operations with high delay values indicating poor progression, long cycle lengths and high V/C ratios. Individual cycle failures are frequent occurrences. This is considered to be the limit of acceptable delay.	55.1 to 80.0
<b>F</b>	Operation with delays unacceptable to most drivers occurring due to oversaturation, poor progression, or very long cycle lengths.	> 80.0

**Table C-4: Unsignalized Intersection LOS Criteria<sup>8</sup>**

Level of Service	Description	Average Control Delay (Seconds Per Vehicle)
<b>A</b>	Little or no delays	≤ 10.0
<b>B</b>	Short traffic delays	10.1 to 15.0
<b>C</b>	Average traffic delays	15.1 to 25.0
<b>D</b>	Long traffic delays	25.1 to 35.0
<b>E</b>	Very long traffic delays	35.1 to 50.0

<sup>8</sup> Source: Transportation Research Board, 2000 Highway Capacity Manual.

<b>F</b>	Extreme traffic delays with intersection capacity exceeded (for an all-stop), or with approach/turn movement capacity exceeded (for a side street stop-controlled intersection)	> 50.0
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Atherton’s minimum acceptable intersection level of service standards are listed below.

- Highways: LOS E (C/CAG adopted standard)
- Minor Arterials and Collectors: LOS D
- Local Streets: LOS C

**LOS Thresholds of Significance under CEQA (Proposed New Section)**

Proposed projects are required by the California Environmental Quality Act (CEQA), to be evaluated to determine if they conflict with an applicable plan, ordinance or policy establishing measures of effectiveness for the performance of the circulation system. Such projects may be located either in Town or in another jurisdiction where the project could have an impact on Town intersections. The minimum acceptable intersection level of service standards listed above are the Town’s performance policy for the circulation system. The criteria for determining if a proposed project would create a significant adverse impact on Town intersections are described below.

A project is considered to have a potentially “significant” traffic impact if the addition of project traffic causes:

- Threshold “I” – An intersection on **minor arterial streets** or **local approaches to State-controlled signalized intersections** operating at LOS A through D to operate at an unacceptable level (LOS E or F) or have an increase of 23 seconds or greater in average vehicle delay, whichever comes first.
- Threshold “II” - An increase of more than 4 seconds to average delay to vehicles on all critical movements for intersections on **minor arterial streets** operating at LOS E or F.
- Threshold “III” - An increase of more than 4 seconds to average delay to vehicles on the most critical movements for intersections on **local approaches to State-controlled intersections** operating at LOS E or F.
- Threshold “IV” - An intersection on **collector streets** operating at LOS A through C to operate at an unacceptable level (LOS D, E or F) or have an increase of 23 seconds or greater in average vehicle delay, whichever comes first.
- Threshold “V” - An increase of more than 4 seconds to average delay to vehicles on all critical movements for intersections on **collector streets** operating at LOS D, E or F.

**Vehicle Miles Traveled (Proposed New Section)**

Another grading system called **vehicle miles traveled (VMT)** has been less commonly used to measure and describe the operational status of the local roadway network. While it is desirable to reduce vehicle miles traveled to help relieve congestion and improve air quality, there are currently no universally accepted VMT standards or thresholds of significance similar to the LOS standards.

## Circulation Element Diagram and Bicycle/Pedestrian Master Plan Diagram *(Proposed New Section)*

Figure C-1 below is the Circulation Element Diagram and Figure C-2 below is the adopted Bicycle/Pedestrian Master Plan Diagram.

### IV. Goals, Objectives, Policies and Actions

Goal CIR-1:	To develop a circulation system that is compatible with the needs of various land uses planned within the Town of Atherton. <i>(Existing Goal)</i>
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Objective CIR-1.1: To minimize the encroachment of the circulation network on the residential and open spaces uses which prevail throughout most of the community. *(Existing Objective)*

Policy CIR-1.1: No street under the jurisdiction of the Town shall be more than two lanes in width *(excluding turn lanes and bike lanes)*. *(Existing Policy with Additions in Italics)*

Policy CIR-1.2: No new vertical curbs or sidewalks shall be constructed, as their presence would be incongruent with existing development. *(Existing Policy)*

Policy CIR-1.3: Where possible within the constraints of other policies, promote the use of Green Streets techniques and practices in order to reduce flooding, treat stormwater at its source, and to reduce stormwater pollution. *(Proposed New Policy)*

Policy CIR-1.4: Meandering street lines shall be preserved consistent with traffic safety. *(Existing Policy)*

Policy CIR-1.5: Suitable pedestrian paths along existing minor arterials shall be maintained. *(Existing Policy)*

Policy CIR-1.6: A public street shall be accepted by the Town only on the condition that it has been improved in accordance with Town standards existing at the time of acceptance. *(Existing Policy)*

Policy CIR-1.7: Use of Town streets as thoroughfares by trucks and other large vehicles shall be carefully controlled. *(Existing Policy)*

Policy CIR-1.8: Paving for temporary on-street parking within the roadway right-of-way will be prohibited. *(Existing Policy)*

Policy CIR-1.9: Valley gutters or rolled curbs may be required in all new subdivisions. *(Existing Policy)*

Objective CIR-1.2: To preserve the streets of Atherton as scenic routes. *(Existing Objective)*

- Policy CIR-1.9: All streets and highways in the Town of Atherton shall be preserved as scenic routes. *(Existing Policy)*
- Policy CIR-1.10: The development of arterial streets and/or highways through the Town shall be prevented to minimize disruption of its scenic features. *(Existing Policy)*
- Policy CIR-1.11: The intrusion of El Camino Real on the ecology of the Town shall be minimized to the greatest extent possible by:
- A. Preserving center planting on El Camino Real;
  - B. Minimizing the number of lots with access onto El Camino Real;
  - C. Promoting the maintenance of walls, shrubbery and trees along the sides of El Camino Real. *(Existing Policy)*
- Policy CIR-1.12: For reasons discussed above the Town also seeks to minimize the number of lots with access onto Alameda de las Pulgas and Middlefield Road. *(Existing Policy)*
- Policy CIR-1.13: On-street and visible off-street parking of vehicles and other means of transportation shall be carefully controlled. *(Existing Policy)*
- Policy CIR-1.14: Street lights and signs shall be kept to a minimum. *(Existing Policy)*
- Policy CIR-1.15: Trees located in the right-of-way shall be preserved to the extent consistent with traffic safety. *(Existing Policy)*
- Policy CIR-1.16: The emergency evacuation routes established in this General Plan Element are El Camino Real, Middlefield Road, Marsh Road, Alameda de las Pulgas, Atherton Avenue/Fair Oaks Lane and Valparaiso Avenue. *(Existing Policy with Proposed Additions in Italics)*

Goal CIR-2: To reduce congestion on freeways, state highways and principal arterials by participation with and support for the congestion management programs of C/CAG. *(Proposed new Goal)*

Objective CIR-2.1: To maintain the current operational Level of Service of LOS B in the AM peak hour and LOS C in the PM peak hour on El Camino Real between State Route 84 and Glenwood Avenue (the only CMP segment in Atherton). *(Proposed new Objective)*

Policy CIR-2.1: Maintain operating conditions on El Camino Real between State Route 84 and Glenwood Avenue at Service Levels significantly better than the C/CAG Standard of LOS E. *(Proposed new Policy)*

Goal CIR-3: To participate in the Grand Boulevard Initiative and support its efforts to improve the performance, safety and aesthetics of El Camino Real where consistent with other Atherton goals, objectives and policies. *(Proposed new Goal)*

Policy CIR-3.1: Further study and evaluate providing dedicated bicycle and pedestrian facilities, and transit access improvements, along the length of El Camino Real within Atherton by repurposing a vehicle travel lane in one or both directions. *(Proposed new Policy from Bike/Ped Master Plan)*

Goal CIR-4:	To achieve a balanced, multimodal transportation network that meets the needs of all users of Atherton streets and highways for safe and convenient travel in a manner that is suitable to the rural and suburban context of the general plan. <i>(Proposed new Goal)</i>
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Objective CIR-4.1: To incorporate, over time, the principles of Complete Streets in future roadway projects. *(Proposed new Objective)*

Policy CIR-4.1: The Town commits to creating and maintaining Complete Streets serving all users. *(Proposed new Policy)*

Policy CIR-4.2: When implementing roadway improvements, the Town will maintain a context of sensitivity to a strong sense of place and preservation of the Town’s rural character. *(Proposed new Policy)*

Policy CIR-4.3 The Town will assure that Complete Streets are routinely addressed by all Town departments. *(Proposed new Policy)*

Policy CIR-4.4 The Town will consider incorporating Complete Streets infrastructure in all appropriate projects and phases. *(Proposed new Policy)*

Objective CIR-4.2: To implement the concepts and proposals contained in the adopted Bicycle and Pedestrian Master Plan and Safe Routes to School legislation. *(Proposed new Objective)*

Policy CIR-4.5: Standards for designation and construction of bike routes in Atherton shall be those adopted by the California Department of Transportation *and as described in the adopted Bicycle and Pedestrian Master Plan. (Existing Policy with Proposed Additions in Italics)*

Policy CIR-4.6: Wherever possible suitable ~~bicycle paths~~ *bikeways* should be developed and maintained *in accordance with the adopted Bicycle and Pedestrian Master Plan. (Existing Policy with Additions in Italics)*

Policy CIR-4.7: Bicycle paths separating bicycles from vehicular traffic are considered desirable. *(Existing Policy)*

Goal CIR-5:	To achieve a high quality of roadway operation on all Atherton streets. <i>(Proposed new Goal)</i>
-------------	--

Policy CIR-5.1: Atherton’s minimum acceptable intersection level of service standards are listed below.

- Highways: LOS E (C/CAG adopted standard)
- Minor Arterials and Collectors: LOS D
- Local Streets: LOS C (*Proposed New Policy*)

Policy CIR-5.2: Limit through traffic on local streets by supporting Towns’ efforts using the Neighborhood Traffic Management Program described in this Element.

Policy CIR-5.3: During the annual review of private school master plans, the Planning Commission should evaluate and address traffic congestion and flow issues to assure that impacts on the circulation system are not excessive.

Goal CIR-6:	To retain the JPB Caltrain commute service in essential its existing operational status and to retain the existing two track physical configuration through Atherton. <i>(Proposed new Goal)</i>
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Policy CIR-6.1: The Town seeks to minimize, to the greatest extent possible, the environmental impact of transit and rail facilities on the rural and open space features of the community. (*Existing Policy*)

Policy CIR-6.2: The Town shall support the continued operation and upgrading of passenger rail service (*with the exception of electrification*) operated over the Joint Powers Board right-of-way between Gilroy and San Francisco. (*Existing Policy with Additions in Italics*)

Policy CIR-6.3: The Town desires to limit public bus service to the use of El Camino Real and Middlefield Road minor arterials and State Highways. (*Existing Policy with Additions in Italics*)

Goal CIR-7:	To halt the eventual use of the Peninsula Commute rail corridor by High Speed Rail. <sup>9</sup>
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Objective CIR-7.1: Ensure any long-term Peninsula Commute corridor rail plan limits two tracks through Atherton.

Objective CIR-7.2: Implementation of a Quiet Zone within and on the Town’s border areas.

Policy CIR-7.1: Seek the addition of Quad Gates at the Watkins Avenue rail crossing thereby qualifying for Quiet Zone regulations.

Objective CIR-7.3: Restoration of weekday commuter train service to the Atherton Station.

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<sup>9</sup> The Goals, Objectives and Policies related to High Speed Rail are taken from City Council Resolution No. 13-08 adopted June 14, 2013.

Goal CIR-8:	Allow for changes in the traditional transportation system to reduce vehicle miles traveled and the modes of transportation types to meet AB 32 emission reduction target. <i>(Existing Goal from CAP)</i>
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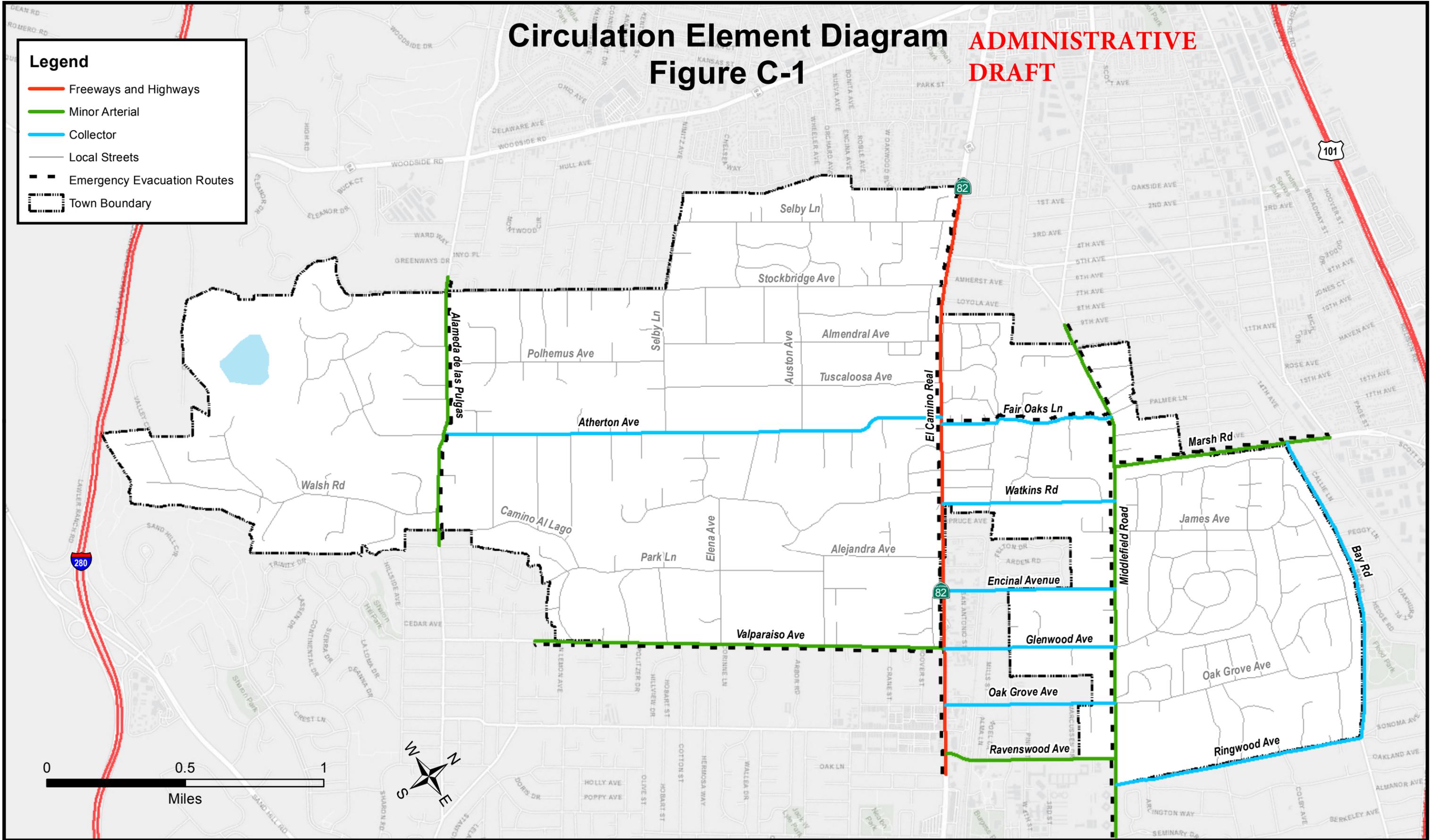
Policy CIR-8.1: Implement the Greenhouse Gas programs in the Atherton Climate Action Plan related to reduction of vehicle miles traveled and alternative modes of transportation. *(From Programs Existing in CAP)*

# Circulation Element Diagram Figure C-1

**ADMINISTRATIVE  
DRAFT**

**Legend**

- Freeways and Highways
- Minor Arterial
- Collector
- Local Streets
- Emergency Evacuation Routes
- Town Boundary



# Bicycle/Pedestrian Master Plan Diagram

## Figure C-2

**ADMINISTRATIVE  
DRAFT**

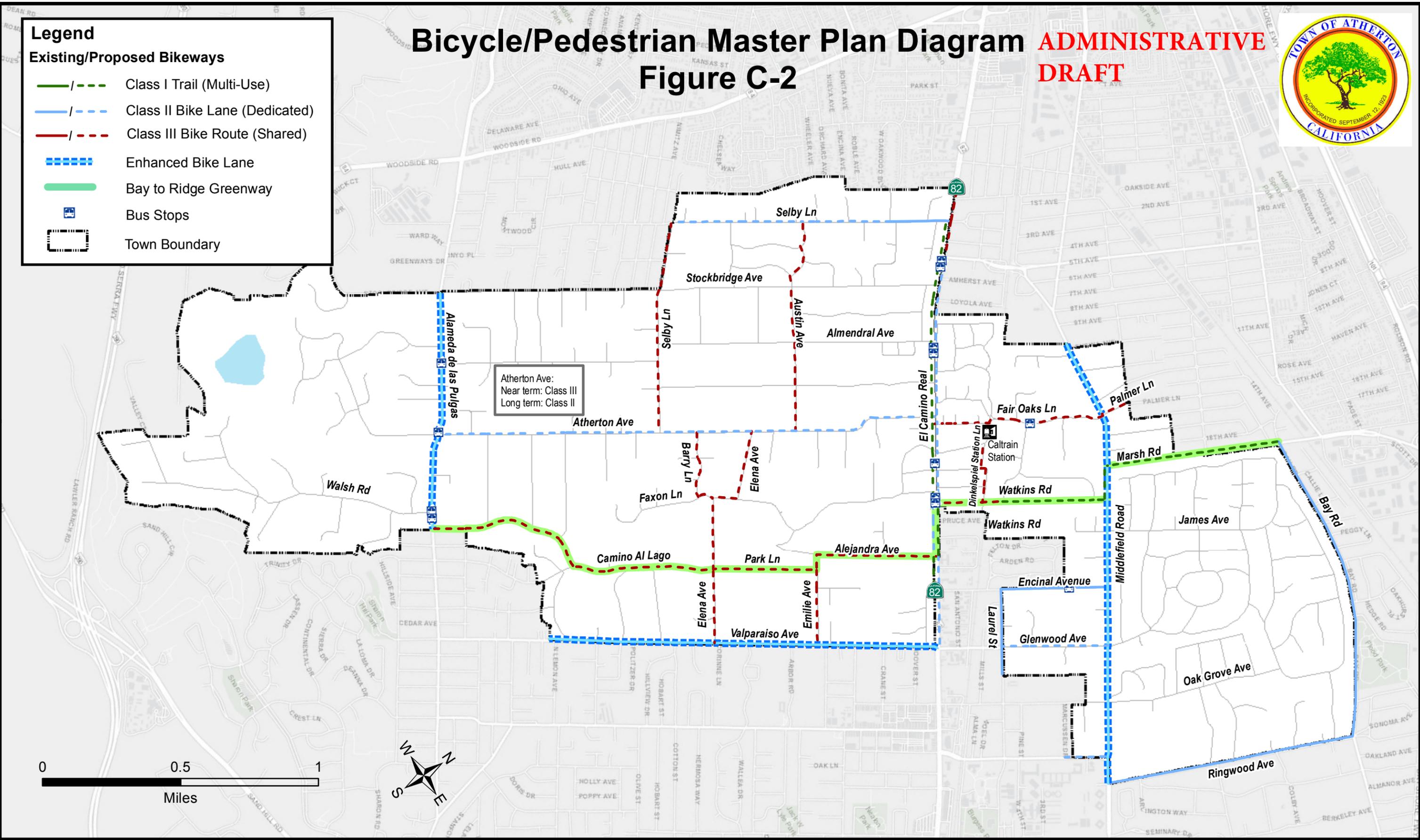


**Legend**

**Existing/Proposed Bikeways**

- Class I Trail (Multi-Use)
- Class II Bike Lane (Dedicated)
- Class III Bike Route (Shared)
- Enhanced Bike Lane
- Bay to Ridge Greenway
- Bus Stops
- Town Boundary

Atherton Ave:  
Near term: Class III  
Long term: Class II



**Town of Atherton**

**Administrative Draft**

**NOISE ELEMENT**

**of the General Plan**

Revisions per Planning Commission Review – December 5, 2018

For Public Workshop - February 13, 2019

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# NOISE ELEMENT

## I. Purpose, Relation to Other Elements and Noise Fundamentals

The Noise Element seeks to describe the present and future noise environment *in* Atherton in an effort to prevent intrusion by harmful and annoying sound levels. Major noise sources are identified, the effects of noise on the community are discussed, and strategies for minimizing unwanted noise are outlined. *(Existing Section with Proposed Additions in Italics)*

*The Noise Element is closely related to the Land Use and Circulation Element as decisions implemented under policies contained in those Elements have an effect on the noise environment. (Proposed New Section)*

Noise is defined as “unwanted sound” and can be viewed as an adverse environmental impact. Its intensity depends on its effect on the listener. Noise levels are measured on a logarithmic scale in decibels. *In environmental noise, a change in noise level of 3 dB is considered a just noticeable difference. A 5 dB change is clearly noticeable, but not dramatic. A 10 dB change is perceived as a halving or doubling in loudness.*<sup>1</sup> Table N-1 illustrates a variety of commonly encountered noises as measured in decibels. *(Existing Section with Proposed Additions in Italics)*

## II. Background Information

### Noise Environment in Atherton

#### Existing Noise Environment

Community noise levels vary continuously; therefore, all of the individual noise readings must be averaged over a 24-hour period to give an equivalent level. This equivalent noise level, expressed as Ldn (Day-Night Average Level), has been estimated based on traffic counts and train schedules, as well as field measurements, using *a sound level* meter. The resulting noise contours have been plotted on Figure N-1 to illustrate areas of significant noise exposure in the Town. *(Existing Section with Proposed Additions in Italics)*

The existing noise environment in Atherton is relatively quiet. L<sub>90</sub> measurements<sup>2</sup> range from 40 – 57 dBA during a typical weekday afternoon at various locations throughout Town. Figure N-1 illustrates that the major contributors to the noise environment in Atherton are transportation sources. Lands surrounding El Camino Real and the *Caltrain* Railroad right-of-way are the primary areas where noise levels reach the 60 to 70 decibel range. Traffic on Interstate 280 and US 101, contribute to community noise levels. *Flights from and to San Francisco International, San Carlos and Palo Alto Airports are noticeable in Atherton, however the noise contours for these airports do not extend into the town limits.* Overall, however, no

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<sup>1</sup> RGD Acoustics, *Assistance with the General Plan Noise Element Update, Draft Report*, 5 October 2018

<sup>2</sup> The background noise level (residual noise level or ambient level) is the sound level during the quietest moments. It can be quantified with a descriptor called the L<sub>90</sub> which is the sound level exceeded 90 percent of the time.

Atherton residents should be subject to prolonged, unacceptable noise levels. This is a critical factor in maintaining the Town's desirability as a residential community. *(Existing Section with Proposed Additions in Italics)*

**Table N-1: Typical Sound Levels in Decibels** *(Existing Section)*

<b>dB Sound Source</b>	<b>Listener at:</b>	<b>Reading</b>	<b>Response</b>
<b>Aircraft Carrier Deck Operation</b>		145	Painfully loud, limit amplified speech
<b>Jet Takeoff</b>	200 feet	120	
<b>Auto Horn</b>	3 feet	115	Maximum vocal effort
<b>Jet Takeoff or Garbage Truck</b>	2,000 feet	100	
<b>New York Subway Station or Heavy Truck</b>	50 feet	90	Very annoying loudness
<b>Alarm Clock</b>		80	Annoying
<b>Freight Train or Freeway Traffic</b>	100-200 feet	70	Telephone use difficult
<b>Large Air Conditioning Unit</b>	20 feet	60	Intrusive noise levels
<b>Light Auto Traffic</b>	100 feet	50	Quiet
<b>Residential Living Room</b>		40	
<b>Library</b>	Soft whisper at 20 feet	30	Very quiet
<b>Broadcasting Studio</b>	10 feet just audible; 0 threshold of hearing	20	

**Table N-2: Land Use Compatibility for Community Environments**

Land Use Category	Community Noise Exposure Levels	Ldn
<b>Residential – Low Density, Single Family Homes</b>	Normally Acceptable Conditionally Acceptable Normally Unacceptable Unacceptable	55 dBA or less 55 – 70 dBA 70 – 75 dBA > 75 dBA
<b>Schools, Libraries, Churches</b>	Normally Acceptable Conditionally Acceptable Normally Unacceptable Unacceptable	55 dBA or less 55 – 70 dBA 70 – 75 dBA > 75 dBA
<b>Playgrounds and Neighborhood Parks</b>	Normally Acceptable Conditionally Acceptable Normally Unacceptable Unacceptable	50 dBA or less 50 – 65 dBA 65 – 70 dBA > 70 dBA

**Interpretation of the Land Use Compatibility Chart** *(Existing Section)*

**Normally Acceptable** - The range of noise levels in this category is compatible with the specified land use type. No special noise insulation is required in buildings of conventional construction.

**Conditionally Acceptable** - The range of noise levels in this category is higher than those normally acceptable for the specified land use type. A detailed acoustic study should be undertaken to set forth design features that will reduce exterior noise reaching interior use spaces.

**Normally Unacceptable** - New construction or development of the specified land use type should be discouraged. If *proposed* development is to proceed, a detailed acoustic study must be prepared and needed noise insulation features incorporated into the design.

**Unacceptable** - New development of the specified land use type should not be undertaken when the site falls within the range of noise levels in this category.

**Future Noise Environment** *(Proposed New Section)*

*Figure N-2 illustrates the Future Noise Contours in Atherton. The contours for roadways are based on noise modeling which calculates traffic noise levels based on traffic counts and projections. The noise contours for the UP/Caltrain railroad corridor are based on existing noise measurement and projections for future anticipated service increases. Comparison of the Existing and Future Noise Contours indicates relatively minor increases in noise levels in the Town of Atherton. (Revised Section)*

### **Aircraft Noise** *(Proposed New Section)*

*As stated above, flights from and to San Francisco International, San Carlos and Palo Alto Airports are noticeable in Atherton. Aircraft approaching San Francisco International are normally flying at low power and at a sufficiently high elevation to not present a nuisance to Atherton residents. Occasionally flights from and to San Carlos and Palo Alto Airports fly at lower elevations and can disturb residents.*

*Between approximately 2013 and 2018, a small private airline has landed at San Carlos Airport using an approach generally following the alignment of Middlefield Road. San Carlos Airport sources indicate that the airline use reached a peak of approximately 15 flights a day in early 2017. The number of flights per day have been significantly reduced in 2018. The flights have been a source of numerous complaints from Atherton and other nearby residents. Noise levels of aircraft noise events were measured at an Atherton location near Marsh Road and Middlefield Road for two days in 2015 and in July 2018. The maximum noise level measurements ranged between  $L_{max}$  61 and 73 dBA.*

*The Town has established a Working Group consisting of members of the community and City Council members to meet with representatives from airline, San Carlos Airport, and the Federal Aviation Administration (FAA) to find ways to address the noise issue. The Town supports continuing efforts to reduce the noise impacts from this source.*

### **Future Rail Projects** *(Proposed New Section)*

**Caltrain Electrification** – The Peninsula Corridor Electrification Project, currently under construction, consists of converting Caltrain from a diesel-haul to Electric Multiple Unit (EMU) trains for service between San Francisco and San Jose. The electrification project allows for increased service, particularly in peak hours. Freight train activity would remain unaffected. The train horn use at at-grade crossings would be unaffected.<sup>3</sup> Based on environmental studies conducted for the electrification project, the project would decrease train noise by using quieter EMUs, but increase train noise due to the increase in service. As a result, the noise contours for the railroad corridor are considered to be the same in the existing and future conditions.

**High Speed Rail** – As described in the Circulation Element, the California High Speed Rail Authority proposes a high-speed train system for intercity travel in California between the major metropolitan centers of Sacramento and the San Francisco Bay Area in the north, through the Central Valley, to Los Angeles and San Diego in the south. Between San Francisco and San Jose, high-speed rail proposes to use the existing Caltrain corridor. The California High-Speed Rail Authority has not yet published project level quantitative noise impact analyses for the rail corridor in northern California, including the Town of Atherton. Therefore, noise levels and the presence of noise mitigation measures are not known at this time. The Town should continue to monitor the project planning process and incorporate appropriate noise data into the General Plan as it becomes available.

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<sup>3</sup> The Atherton Fair Oaks Quiet Zone was established by the Town on June 13, 2016. A quiet zone is a section of rail line that contains one or more consecutive public highway-rail grade crossings at which locomotive horns are not routinely sounded.

## Relation of Noise Element to Other Laws

### Relation of Noise Element to California Building Code

*Section 1207 of the California Building Code requires that interior noise levels in new hotels, motels and multiple-family dwellings attributable to exterior sources shall not exceed Ldn 45 dBA. The California Green Building Code (Section 5.507) has standards for sound transmission for non-residential buildings. Although Atherton contains no land uses of this nature, detailed acoustical analysis is sometimes required for residential land uses in high impact areas. The acoustical report must discuss how the exterior noise levels can be controlled to Ldn 60 dBA, and how the noise environment inside these structures can be controlled to not exceed Ldn 45 dBA. The future noise contours in this element should be used to identify whether a particular project will require an acoustical analysis to achieve the required interior noised standards. The appropriate exterior noise threshold is Ldn 60 dBA for residential buildings and Ldn 65 dBA for non-residential buildings. The acoustical analysis is appropriately included as part of the building permit. (Existing Section with Proposed Additions in Italics)*

### Relation of Noise Element to CEQA

*The California Environmental Quality Act (CEQA) requires the consideration of noise impacts of certain projects. Specifically, CEQA requires the consideration of noise impacts due to the substantial increase in noise. However, CEQA does not specify a method for determining when a project would cause a significant increase in noise. Policy N-1.6 includes quantitative criteria that can be used for assessing the impact of noise increases due to a project. (Proposed New Section)*

### Noise Mitigation Methods *(Existing Section)*

In situations where the range of noise levels are higher than that considered normally acceptable for a specified land use type it may be possible to reduce the effective noise level to achieve better compatibility. Each site has its own characteristics and problems, thus mitigation measures which are effective for one project may not apply to another. For this reason, it is not appropriate to predetermine the method by which noise levels should be reduced or controlled throughout the community. Regardless of the mitigation measure or combination of measures which is used, it is almost always less costly to include the mitigation in the design phase rather than dealing with the problem later. At the present time, there is no need for systematic enforcement of noise mitigation techniques discussed below. If in the future the Town Council deems appropriate, a program for implementation of mitigation measures ~~will~~ may be developed.

The measure or combinations of measures that can be used to mitigate noise fall into four general categories:

- Site Planning
- Architectural Treatment
- Noise Barriers
- Construction Modification

**Site Planning** - By taking advantage of the natural shape and contour of sites it is often possible to orient buildings and other uses in a way that will reduce or eliminate noise impact. The ways in which site planning can be used to reduce noise impacts are as follows:

- Increase the distance between the noise source and the receiver.
- Place non-noise sensitive land uses (parking lots, maintenance facilities, utility areas) between the source and the receiver.
- Use non-noise sensitive structures (garages) to shield noise sensitive areas.
- Orient buildings so outdoor areas are shielded from noise.

**Architectural Treatment** - By attention to the types of uses being accommodated in a structure, the noise sensitive use can be moved to the quiet side of the building. Some typical examples are listed:

- Put bedrooms on the side of the house farthest from roadways.
- Do not locate outdoor balconies or patios facing major roadways.
- Design “U” shaped buildings to shield patios.

**Noise Barriers** - Solid barriers between the noise source and the noise-sensitive area block out sound waves. The minimum acceptable surface weight for an effective noise barrier is four pounds per square foot (equivalent to  $\frac{3}{4}$  inch plywood) with no cracks or openings. To be effective, the barrier must interrupt the line of sight between the noise source and the receiver. Noise barriers are created by topographical features in some situations. Earth berms can be created by grading to achieve the same result. It should be noted that short barriers are not effective regardless of height because sound waves will pass around the end of them and still reach the receiver. This effect, called flanking, can be minimized by bending the wall or barrier back from the noise source at the ends of the barrier.

**Construction Modification** - Indoor noise levels due to exterior noise sources can be controlled by the noise reduction characteristics of the building’s shell. In general, windows and doors are the weakest links in the acoustic skin of a building. The amount of insulation and sealing required depends on the amount of noise reduction required. The following approaches may be considered:

- Use solid core doors having an acoustic door gasket.
- Use double-paned glass *and* gasketed window systems
- Add insulation material to walls, ceilings and floors.

### III. Goals, Objectives, Policies and Actions

Goal N-1:	To maintain the serene atmosphere of the Town by minimizing the intrusion of noise-generating activities. <i>(Existing Goal)</i>
Policy N-1.1:	To protect the peace, health and safety of Atherton citizens from unnecessary and unreasonable noise produced by any person, machine, animal or device. <i>(Existing Policy from Municipal Code)</i>
Policy N-1.2:	Noise contours have been <i>prepared</i> in accordance with Section 65302(f) of the government Code and accompanies this Element. <i>The</i> noise contours shall be used as a tool for land use decision making. <i>(Existing Policy)</i>
Policy N-1.3:	If complaints about noise increase in the future, procedures for dealing with complaints in the community will be established. <i>(Existing Policy)</i>
Policy N-1.4:	Minimum Contents of Acoustical Reports – Site specific reports should contain a brief description of the project and the sensitivity of the land use type to noise, an accurate map describing the setting with surrounding uses and noise sources identified, and a quantitative description of the noise environment. For multi-story structures, the report should discuss noise effects for the upper floors. Field noise sample measurements should be taken over several days and the average <i>Ldn</i> calculated should be based on daytime, evening and nighttime readings. If the project is located within the vicinity of a previously collected measurement, as shown on the contour map, a measurement should also be duplicated at that point for purposes of updating the Community Noise Level Contour Map. <i>(Existing Policy with Proposed Additions in Italics)</i>
Policy N-1.5:	Qualifications for Preparing an Acoustical Report – Noise reports should be prepared by an acoustical engineer holding a degree in engineering, architecture, physics or allied discipline able to demonstrate a minimum of two years of experience in the following areas of acoustics: transportation noise forecasting, building acoustics, field measurement of noise and noise mitigation. <i>(Existing Policy)</i>
Policy N-1.6:	<i>Consider requiring noise mitigation for a project that results in Ldn increases that are:</i>  <i>a. 5 dBA or greater and the future Ldn is less than 60 dBA, or</i>  <i>b. 3 dBA or greater and the future Ldn is 60 dBA or greater and less than 65 dBA, or</i>  <i>c. 1.5 dBA or greater and the future Ldn is 65 dBA or greater. (Proposed New Policy)</i>
Policy N-1.7:	Recognizing that aircraft and any associated issues thereto are federally regulated, the Town will work with nearby communities and other interested agencies to bring about a reduction of noise levels by private, military, public and commercial airplanes and helicopters. <i>(Existing Policy from Municipal Code)</i>

# Existing Noise Contours Figure N-1

**ADMINISTRATIVE  
DRAFT**



**Legend**  
**Existing Contours**

- Traffic Noise Contours (L<sub>dn</sub>, dBA)
- Caltrain Rail Noise Contours (L<sub>dn</sub>, dBA)
- Town Boundary



# Future Noise Contours Figure N-2

**ADMINISTRATIVE  
DRAFT**



**Legend**

**Future Contours**

- (60)— Traffic Noise Contours ( $L_{dn}$ , dBA)
- - (60) - - Caltrain Rail Noise Contours ( $L_{dn}$ , dBA)
- ▭ Town Boundary



**Town of Atherton**

**Administrative Draft**

OPEN SPACE AND CONSERVATION  
ELEMENT

**of the General Plan**

Revised per Planning Commission Comments – December 6, 2017

For Public Workshop – February 13, 2019

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# OPEN SPACE AND CONSERVATION ELEMENT

## I. Purpose and Relation to Other Elements

*The purpose of the Open Space portion of this element is to inventory and describe existing and proposed open space lands and uses and to identify goals and policies that support open spaces in Atherton. The purpose of the Conservation portion of this element is to describe the Town's natural and man-made resources; including land, water, ecosystems, cultural and living resources. The Open Space and Conservation Element seeks to maintain the low density, residential character of the Town. (Proposed New Section)*

In order to eliminate duplication, the Open Space and Conservation Elements of the Atherton General Plan have been consolidated into a single document, a procedure authorized by Government Code Sections 65301. Programs and policies outlined in the combined Element are to be coordinated with State and Regional open space and conservation policies. *(Existing Section)*

In addition to being closely related to one another, open space and conservation relate closely to the Land Use and Circulation Elements. Decisions implemented under policies contained in those Elements could significantly impact upon open space and sensitive environmental features. *(Existing Section)*

## II. Background Information

### Open Space Land Uses

The State-mandated Open Space Element is concerned with the management of open space resources, including cultural resources. Open space is defined as, "any parcel or area of public or private land, large or small, or water that is essentially unimproved and undeveloped." California Government Code requires local general plans to address six categories of open spaces:

- Open Space for Natural Resources
- Open Space for Managed Production of Resources
- Open Space for Outdoor Recreation
- Open Space for Public Health and Safety
- Open Space for Military Support
- Open Space for Tribal Resources

The Government Code also requires an Inventory of Open Space Lands. These topics are all addressed in the sections below.

### Inventory of Open Space Lands *(Proposed New Section)*

Table OSC-1 and Figure OSC-1 present an inventory of the open space lands existing in Atherton in 2017. The Town owned Holbrook-Palmer Park and the Reading Park are included in the category of Open Space for Outdoor Recreation. The privately-owned Menlo Circus Club Country Club equestrian center is also included in the category of Open Space for Outdoor Recreation. The California Water Service owned Bear Gulch Reservoir is included in the category of Open Space for Natural Resources and Open Space for Public Health and Safety.

**Table OSC-1: Inventory of Atherton Open Space Lands**

Facility	Category	Area
<b>Holbrook-Palmer Park</b>	Outdoor Recreation	22 acres
<b>Reading Park</b>	Outdoor Recreation	0.38 acres
<b>Menlo Circus Club</b>	Outdoor Recreation	29.25 acres
<b>Bear Gulch Reservoir</b>	Natural Resources / Public Health and Safety	99.22 acres

### Open Space for Natural Resources *(Proposed New Section)*

**Bear Gulch Reservoir** is a water storage facility located on the western border of Atherton. The reservoir is the main storage facility for the Bear Gulch District of the California Water Service. The facility holds 166 million gallons of water and serves over 55,000 people. The lands surrounding the reservoir function as a watershed for the facility. As both a potable water storage facility and a water shed area, the reservoir and surrounding lands owned by Cal Water are designated Open Space for Natural Resources.

Should the Bear Gulch Dam fail, portions of Atherton and west Menlo Park would be subject to inundation. The Safety Element of this General Plan addresses dam safety and the potential for inundation of properties below the dam.

The **large lot character of the community** including significant portions of landscaped and natural privately-owned property is also considered Open Space for Natural Resources, although not specifically identified on the Open Space Diagram.

### Open Space for Managed Production of Resources *(Proposed New Section)*

Groundwater is a sub-regional resource that produces irrigation water for many properties in Atherton. The quantity and quality of groundwater has been of concern, and the subject of past studies. Atherton, along with other concerned agencies cooperate in its study and management.

The Town of Atherton is part of the **San Francisquito Creek area** (creek itself located in the City of Palo Alto) of the Mid-peninsula that overlies the **Santa Clara and San Mateo Plain Groundwater Sub-basins**. Concerns about increased reliance on local groundwater resources for landscape irrigation were raised in the Town of Atherton by 1992. By then, five years of drought and the installation of more than 100 new wells raised concerns that such reliance might lead to land subsidence, declining water levels, and saltwater intrusion. A 1993-95 study<sup>1</sup> was commissioned by the U. S. Geological Survey, in cooperation with the Town of Atherton, which describes the general geohydrology of the San Francisquito Creek alluvial cone; historical groundwater development; present-day well distribution and groundwater use; the aerial and seasonal variation of groundwater levels and direction of flow-aerial variation in groundwater chemistry; and the establishment and initial measurements of a land elevation surveying network for monitoring potential land subsidence. The study findings included:

- The number of active, probably active, and unknown wells in Atherton ranged from 175 to 403 in 1994. Approximately 95% were used for private residential irrigation with the remainder used for public and private institutions.
- Groundwater levels were expressed in two ways: depth-to-water level below land surface or hydraulic head (i.e. water level expressed as an altitude above sea level). The depth-to-water level ranged from less than 20 feet below land surface nearest the San Francisco Bay to about 70 feet below land surface near Alameda de las Pulgas. The hydraulic head level ranged from less than 10 feet above sea level nearest the San Francisco Bay to about 60 feet above sea level near Alameda de las Pulgas.
- Groundwater flow was generally north or northeasterly towards San Francisco Bay.
- All measured hydraulic heads within the study area from April 1993 to September 1995 were above sea level, which indicated that saltwater intrusion was unlikely during that period.
- Water quality samples provided no evidence of saltwater intrusion from San Francisco Bay.
- The lack of land-elevation surveying network and historical data prompted the establishment of 21 surveying sites as part of the study. These sites plus one existing bench mark were surveyed in March 1994 to establish a baseline for monitoring subsidence. A determination as to whether subsidence is occurring presently or in the future will require repetitive measurements of land-surface elevation.

The Town<sup>2</sup>, along with the cities of Palo Alto, East Palo Alto, Menlo Park, Stanford University, San Mateo County, Santa Clara Valley Water District and several other agencies and non-governmental organizations have committed to:

- Collaborating with other agencies and organizations to better understand the hydrology and geology of the San Francisquito Creek area, and
- The sustainable management of local groundwater to protect its quality and ensure its availability during droughts and emergency situations.

While no lands are specifically designated Open Space for Managed Production of Resources, the Town's low intensity development, its support of Green Infrastructure, and polices directed toward sustainable

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<sup>1</sup> USGS Water Resources Investigations Report 97-4033

<sup>2</sup> Resolution 14-21, September 17, 2014

management of local groundwater to protect its quality and future availability, act to help protect this natural resource.

### **Open Space for Outdoor Recreation** *(Proposed New Section)*

The facilities described below provide open space for outdoor recreation in Atherton.

Atherton's premier public park, **Holbrook-Palmer Park**, is a 22-acre open space facility located on Watkins Avenue near Middlefield Road. The Park offers many amenities to the community, including shady, tree-lined walking paths, tennis courts, a playground, a large sports field, open space and gardens. Several historic buildings provide a glimpse of Atherton's past, and provide space for meetings and classes. The Main House and the Jennings Pavilion are also used for meetings, weddings and larger events. The park supports a variety of activities, including sports, a place to play for children, classes, public and private events, a preschool and more.

Development of the Park is governed by the adopted<sup>3</sup> **Holbrook-Palmer Park Master Plan 2014**. In the Master Plan it is noted that the need for new parkland is not anticipated as the Town's population is stable. There are however, opportunities for refinement and improvements. The adopted Bike and Pedestrian Master Plan includes a link through Holbrook-Palmer Park to enhance cyclist connectivity and safety. Other recommendations include modifications to the Park Entrance, pedestrian access improvements and new path links, signage and lighting improvements. The Master Plan builds on the concept of the park as an Arboretum. It calls for an off-leash dog area, recognizes the Little League Field improvements and relocation of the Playschool. The Master Plan calls for interior restoration and upgrades for expanding public use of the historic Carriage House and relocation and redesign of the Park Maintenance Building & Corporation Yard. Finally, parking management options are offered.

Atherton's second public park, the small **Reading Park** is located adjacent to the Atherton Library at the corner of Dinkelspiel (Station) Lane and Maple Street. This landscaped open space provides a quiet area for reading and other passive activities. The recently adopted Atherton Civic Center Master Plan envisions retention of the park, with connection to a new "Town Green" located between the new City Administration Building and the new Library. The expanded **Town Green and Reading Park** (aka Library Garden) would be slightly larger than the existing Reading Park. The Town Green and Library Garden would be the landscape focus of the new Civic Center. It would also provide for stormwater detention and function as a component of the **Green Infrastructure** (see section below).

The **Menlo Circus Club** is a private equestrian center located on Elena Avenue at Park Lane. The Club provides almost 30 acres of open space for outdoor recreation for its members including polo, swimming, tennis and horse shows.

Open spaces for outdoor recreation are also provided at the **public and private schools** in Atherton. Access to these facilities are generally restricted to students and faculty during school hours. The schools are listed in Table OSC-2.

### **Table OSC-2: Inventory of Schools in Atherton**

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<sup>3</sup> Adopted May 20, 2015

School	Grades	Public/Private
Encinal School	Elementary	Public
Las Lomas School	Elementary	Public
Laurel School	Elementary	Public
Selby Lane School	Elementary	Public
Menlo-Atherton High School	High School	Public
Menlo School	Middle & High School	Private
Sacred Heart Schools	Elementary, Middle & High School	Private
Menlo College	College	Private

**Open Space for Public Health and Safety** (*Proposed New Section*)

The only area in Atherton designated as Open Space for Public Health and Safety is the **Bear Gulch Reservoir** which is required for the protection of water quality and a water reservoir. Bear Gulch Reservoir is also categorized as an Open Space for Natural Resources and further described in that section.

**Open Space for Military Support and Tribal Resources** (*Proposed New Section*)

Atherton has no areas designated as Open Space for Military Support, as there are no military facilities in or near Town. Neither does Atherton have areas designated as Open Space for Native American Tribal Resources, as there are no known Native American Tribal Resources in or near Town.

**Conservation, Development and Utilization of Natural Resources**

The State-mandated Conservation Element is concerned with the conservation, development, and utilization of natural resources, including plants and animal wildlife, water bodies and watersheds, forests, soils, minerals and energy conservation. California Government Code requires local general plans to address seven categories of natural resources:

- Water and its Hydraulic Force
- Forests
- Soils
- Rivers and Other Waters
- Harbors and Fisheries
- Wildlife
- Minerals and other Natural Resources

### **Water and Its Hydraulic Force** *(Proposed New Section)*

Groundwater management and recharge of the **Santa Clara and San Mateo Plain Groundwater Sub-basins** is discussed under the section entitled Open Space for Managed Production of Resources, above.

**Green Infrastructure** is an approach to managing wet weather impacts that uses vegetation, soils, and other elements and practices to restore some of the natural processes to the management of stormwater. At the local level, Green Infrastructure is a series of natural areas that provide habitat, flood protection, cleaner air, and cleaner water. At the neighborhood or site level, Green Infrastructure stormwater management systems mimic nature to soak up and store water. Examples include downspout rerouting to storage or permeable areas; rainwater harvesting, storage, and later use; rain gardens and planter boxes for infiltration, evaporation, and transpiration; bioswales that facilitate filter and infiltration; permeable pavements that promote infiltration and storage; green streets and alleys designed for storage, infiltration and evapotranspiration; green roofs; and tree canopies.

### **Forests** *(Proposed New Section)*

The entire Town of Atherton can be considered a **Coastal Oak Woodland**. Coastal Oak Woodland is defined primarily by the composition of its overstory. The Town's overstory consists of deciduous and evergreen hardwoods (mostly oaks) sometimes mixed with scattered conifers. The dominant oak species in Town are the Coast Live Oak (*Quercus agrifolia*) and the Valley Oak (*Quercus lobata*), along with many White Oaks (*Quercus alba*), Blue Oaks (*quercus douglasii*), and Black Oaks (*Quercus kelloggii*). Species associated with Coast Live Oak on moister sites are Pacific Madrone, California Bay, Tanoak, and Canyon Live Oak, while Coast Live Oak occurs with Valley Oak, Blue Oak, and Foothill Pine on drier sites. Numerous other tree species including Coast Redwood (*Sequoia sempervirens*), Incense Cedar (*Calocedrus decurrens*), Ash (*Fraxinus Spp.*), Southern Magnolia (*Magnolia grandiflora*), Deodar Cedar (*Cedrus deodara* and Elm (*Ulmus Spp.*) are found throughout the Town.

Over the years, Town policies have supported the preservation and protection of trees in general and heritage trees (trees 48 inches or greater in diameter measured 4 feet above grade) in particular. Tree protection was included as a policy in the 2002 General Plan, Open Space and Conservation Element. The Atherton Municipal Code describes why trees are essential to the health, welfare and quality of life to the citizens of Atherton:

1. To preserve the scenic beauty of the town and to ensure the privacy of its citizens;
2. To maintain ecological balance;
3. To prevent erosion of topsoil;
4. To protect against the hazards of floods and the risk of landslides;
5. To counteract air pollutants and oxygenate the air;
6. To absorb noise;
7. To maintain the climatic and microclimatic balance; and
8. To decrease high wind velocities.

Specific *Tree Preservation Guidelines, Standards and Specifications* were adopted in 2004 to regulate development and protection measures during construction. Those *Tree Preservation Guidelines* are currently (2017-2018) under review to assure their effectiveness and applicability to current practices.

### **Soils** (*Proposed New Section*)

Atherton is essentially built-out with low-density residential and supporting facilities (i.e. schools, public and quasi-public and similar uses). As such, soils supporting agricultural uses, the traditional subject of this topic, are less important. However, prevention of soil erosion and potential loss of top soil is a Town objective. Further, prevention of soil compaction near the roots of trees and heritage trees in order to support their viability, is also a Town objective, as specified in the Tree Preservation Guidelines.

### **Rivers, Other Waters and Floodwater Management** (*Proposed New Section*)

The primary waterway in Atherton is the **Atherton Channel**. The headwaters of the Atherton Channel originate west of Interstate 280 in the hillside area of the Town of Woodside. Historically, the Atherton Channel, like many of the smaller creeks in the area, did not have a permanent channel extending all the way downstream to the Bay. Most years, the small flows soaked into the porous soils in the flatlands; only during floods did the flow remain on the surface all the way to the Bay. Urbanization and development created impervious surfaces, which lead to the need for controlled drainage facilities to dispose of stormwaters. Prior to 1958, drainage facilities were constructed along the historic floodways as development proceeded. Developers that originally subdivided the land from large estates installed many of the facilities. The Town formed the Atherton Channel Drainage District in 1958 to construct and maintain storm water collection facilities in areas determined to be in the local stream flood plain. The District boundaries include most of the Town south of Atherton Avenue, a portion of unincorporated University Heights, and small areas of the City of Menlo Park and Town of Woodside.

In 2001 a **Town Wide Drainage Study** was prepared with the objectives of developing an inventory of the existing drainage system for incorporation into the Town Geographic Information System (GIS) database, assessing the weaknesses of the drainage system with input from the community, and developing estimated costs and a prioritized plan for improvements to the drainage system. By 2014 the Town had implemented 26 of the 55 improvement projects identified in the 2001 Drainage Study.

In 2014, an update to the 2001 Drainage Study was requested for several reasons. Recent residential development may have impacted previously identified drainage issues. Drainage improvements are now required to comply with the Municipal Regional Stormwater Permit (R2-2009-0074) adopted in 2009. In addition, the Town adopted drainage design criteria in January 2013 aimed to reduce peak stormwater flows and improve water quality. The goals of the desired drainage study update were to: update the inventory of the existing drainage system, assess current system weaknesses with input from the community, develop a prioritized plan for improvements to the drainage system, with itemized cost estimates, review stormwater management policies for compliance with the 2009 Municipal Stormwater Permit, and describe opportunities for regional stormwater detention. The *Town Wide Drainage Study Update* was completed in April 2015. The *Update* included recommended storm drainage improvement projects prioritized according to the tiers listed below.

Tier 1 Improvements mitigate flooding problems that can create significant life and safety issues.

Tier 2 Improvements are intended to avoid damage to private property caused by storm runoff from public areas.

Tier 3 Projects are located on public property and not influenced by downstream drainage system.

Tier 4 Projects are located on public property and influenced by under capacity downstream drainage system.

Tier 5 Projects were recommended in the 2001 Drainage Study but drainage issues in these areas have not been observed recently.

Atherton participates in the **San Mateo Countywide Water Pollution Prevention Program<sup>4</sup>** (SMCWPPP), a partnership of the City/County Association of Governments (C/CAG), each incorporated city and town in the county, and the County of San Mateo, which share a common National Pollutant Discharge Elimination System (NPDES) permit. The Federal Clean Water Act and the California Porter-Cologne Water Quality Control Act require that large urban areas discharging stormwater into the San Francisco Bay or the Pacific Ocean have an NPDES permit to prevent harmful pollutants from being dumped or washed by stormwater runoff, into the stormwater system, then discharged into local waterbodies.

The Municipal Regional Permit outlines the State's requirements for municipal agencies in San Mateo County to address the water quality and flow-related impacts of stormwater runoff. Some of these requirements are implemented directly by municipalities while others are addressed by the SMCWPPP on behalf of all the municipalities. This is a comprehensive permit that requires activities related to construction sites, industrial sites, illegal discharges and illicit connections, new development, and municipal operations. The permit also requires a public education program, implementing targeted pollutant reduction strategies, and a monitoring program to help characterize local water quality conditions and to begin evaluating the overall effectiveness of the permit's implementation.

The Town actively enforces regulations related to **erosion and sedimentation control**. Development projects, especially those involving grading, excavation and vegetation removal, require preparation of erosion and sediment control plans in compliance with local and regional regulations and subject to local review.

Currently (2017) the Town of Atherton is considering a partnership with the jurisdictions of the City of Redwood City, City of Menlo Park, and County of San Mateo to complete the planning, design and environmental permitting for the proposed **Bayfront Canal/Atherton Channel Flood Protection and Restoration Project**. The Atherton Channel and Bayfront Canal watersheds are multi-jurisdictional watersheds crossing all of the member jurisdictions. The two channels intersect in the City of Redwood City west of U.S. 101 near the Marsh Road interchange. Both watersheds have experienced decades of repetitive flooding. All of the member jurisdictions have been impacted by flooded streets, residences and businesses.

The Town is currently considering alternate locations for a **Stormwater Capture Project**: a runoff diversion, storage and filtration system, is part of a larger Bayfront Canal/Atherton Channel flood protection and restoration planning, design and environmental permitting partnership. This project has a number of objectives, including those listed below.

1. Capturing dry weather runoff in order to eliminate the transport of pollutants to San Francisco Bay,

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<sup>4</sup> **STOPPP** is another acronym for the San Mateo Countywide **STO**rmwater **P**ollution **P**revention **P**rogram.

2. Capturing at least the first flush of wet-weather runoff to reduce the load of pollutants transported to the Bay,
3. Diverting potential flood flows from the Atherton Channel,
4. Minimizing the on-going operations and maintenance costs, and
5. Reusing storm water for park irrigation.

**Harbors and Fisheries** (*Proposed New Section*)

Atherton has no harbors or fisheries in or near Town.

**Wildlife and Habitats** (*Proposed New Section*)

The California Department of Fish and Game maintains the California Natural Diversity Database (CNDDDB), that inventories the status and location of rare plants, animals and natural habitats in California. A search of the database was completed for Atherton and the surrounding area, to identify rare and sensitive species and habitats with the potential to occur within the Town. Table OSC-3 lists the rare and sensitive species and communities that may occur within the Town. The Town monitors new development to ensure that it does not negatively impact sensitive species, especially those listed in the table.

**Table OSC-3: Biological Resources with the Potential to Occur in Atherton**

Common Name	Scientific Name	Type	Status
<b>San Mateo thornmint</b>	<i>Acanthomintha duttonii</i>	Plant	FE, 1B <sup>5</sup>
<b>Franciscan onion</b>	<i>Allium peninsulare</i> var. <i>franciscanum</i>	Plant	1B
<b>Bent-flowered fiddleneck</b>	<i>Amsinckia lunaris</i>	Plant	1B
<b>Kings Mountain manzanita</b>	<i>Arctostaphylos</i>	Plant	1B
<b>Congdon’s tarplant</b>	<i>Centromadia parryi</i> ssp. <i>Congdonii</i>	Plant	1B

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<sup>5</sup> Status:

FE = Federally listed as endangered

FT = Federally listed as threatened

FD = Federally delisted

SE = State-listed as endangered

ST = State-listed as threatened

CSC = California Species of Special Concern

CFP = California Fully Protected Species

1A = California Rare Plant Rank List 1A (plants presumed extirpated in California and either rare or extinct elsewhere)

1B = California Rare Plant Rank List 1B (plant species that are rare or endangered in California and elsewhere)

<b>Franciscan thistle</b>	<i>Cirsium andrewsii</i>	Plant	1B
<b>Fountain thistle</b>	<i>Cirsium fontinale</i> var. <i>fontinale</i>	Plant	FE, 1B
<b>Lost thistle</b>	<i>Cirsium praeterens</i>	Plant	1A
<b>San Francisco collinsia</b>	<i>Collinsia multicolor</i>	Plant	1B
<b>Santa Cruz Cyprus</b>	<i>Cupressus abramsiana</i>	Plant	FE, 1B
<b>Western leatherwood</b>	<i>Dirca occidentalis</i>	Plant	1B
<b>Tiburon buckwheat</b>	<i>Eriogonum luteolum</i> var. <i>caninum</i>	Plant	1B
<b>San Mateo woolly sunflower</b>	<i>Eriophyllum latilobum</i>	Plant	FE, 1B
<b>Hoover's button-celery</b>	<i>Eryngium aristulatum</i> var. <i>hooveri</i>	Plant	1B
<b>Hillsborough chocolate lily</b>	<i>Fritillaria biflora</i> var. <i>ineziana</i>	Plant	1B
<b>Fragrant fritillary</b>	<i>Fritillaria liliacea</i>	Plant	1B
<b>Marin dwarf-flax</b>	<i>Hesperolinon congestum</i>	Plant	FT, ST, 1B
<b>Kellogg's horkelia</b>	<i>Horkelia cuneate</i> ssp. <i>Sericea</i>	Plant	1B
<b>San Francisco lessingia</b>	<i>Lessingia germanorum</i>	Plant	FE, 1B
<b>Coast lily</b>	<i>Lilium maritimum</i>	Plant	1B
<b>Davidson's bush-mallow</b>	<i>Malacothamnus davidsonii</i>	Plant	1B
<b>Hall's bush mallow</b>	<i>Malacothamnus hallii</i>	Plant	1B
<b>White-rayed pentachaeta</b>	<i>Pentachaeta bellidiflora</i>	Plant	FE, SE, 1B
<b>San Francisco owl's-clover</b>	<i>Triphysaria floribunda</i>	Plant	1B
<b>Caper-fruited tropidocarpum</b>	<i>Tropidocarpum capparideum</i>	Plant	1A
<b>Bay checkerspot butterfly</b>	<i>Euphydryas editha bayensis</i>	Invertebrate	FT
<b>California tiger salamander</b>	<i>Ambystoma californiense</i>	Amphibian	FT, CSC
<b>California red-legged frog</b>	<i>Rana draytonii</i>	Amphibian	FT, CSC

<b>Western pond turtle</b>	Actinemys marmorata	Reptile	CSC
<b>San Francisco garter snake</b>	Thamnophis sirtalis tetrataenia	Reptile	FE, SE
<b>White-tailed kite</b>	Elanus leucurus	Bird	CFP
<b>American peregrine falcon</b>	Falco peregrinus anatum	Bird	FD, SE, CFP
<b>Northern harrier</b>	Circus cyaneus	Bird	CSC
<b>Burrowing owl</b>	Athene cunicularia	Bird	CSC
<b>Vaux's swift</b>	Chaetura vauxi	Bird	CSC
<b>Olive-sided flycatcher</b>	Contopus cooperi	Bird	CSC
<b>Loggerhead shrike</b>	Lanius ludovicianus	Bird	CSC
<b>Pallid bat</b>	Antrozous pallidus	Mammal	CSC
<b>Townsend's big-eared bat</b>	Corynorhinus townsendii	Mammal	CSC
<b>Western mastiff bat</b>	Eumops perotis californicus	Mammal	CSC
<b>San Francisco dusky-footed woodrat</b>	Neotoma fuscipes anneciens	Mammal	CSC
<b>American badger</b>	Taxidea taxus	Mammal	CSC

Riparian habitats along the Atherton Channel and other drainages are important to providing plant and wildlife habitats and controlling erosion.

The oak woodland habitat that exists throughout Atherton is an important natural resource and is described in greater detail under the Section entitled "Forests".

**Minerals and Other Natural Resources** *(Proposed New Section)*

Atherton is within an urban area with no known mineral or other similar natural resources. The San Mateo County General Plan Resources Map does not identify any known mineral resources or mineral recovery sites within or adjacent to the Town.

**Cultural Resources** *(Proposed New Section)*

Cultural resources in Atherton take the form of historically significant buildings, structures and artifacts. Several of the historically significant buildings are privately owned; only one of which has been listed on the National Register of Historic Places.

**Table OSC-4: Atherton’s Historically Significant Buildings and Structures**

Building or Structure	Year Constructed	Status
<b>Watkins/Cartan House</b>	1866	Privately owned, listed in the National Register of Historic Places (NRHP)
<b>Water Tower, Holbrook-Palmer Park</b>	Circa 1870	Publicly owned, listed in the NRHP
<b>Gen Merrill Carriage House, Holbrook-Palmer Park</b>	1896	Publicly owned, listed in the NRHP
<b>Sacred Heart Schools Main Building</b>	1898 and 1915	Privately owned, appears eligible for listing as a historic structure
<b>Menlo School, Stent Family Hall (Douglass Hall aka Payne-Douglass House)</b>	1913	Privately owned, listed in California Point of Historical Interest Log <sup>6</sup> and Historic American Buildings Survey <sup>7</sup> , potentially eligible for listing in the NRHP
<b>Perry Stable (Associated with Australian Racehorse Phar Lap)</b>	Circa 1920	Privately owned, eligible for listing in the California Register of Historical Resources (CRHR)
<b>Caltrain Station, Civic Center</b>	Mid-1920’s	Publicly owned, appears eligible for listing in NRHP
<b>Town Hall (Council Chambers building) Civic Center</b>	1928	Publicly owned, appears eligible for inclusion in CRHR

The Town also has a policy of protecting and preserving historical artifacts. The term historical artifact is defined as a structure or object that meets the criteria for listing on the national, state or local level. A 2006 survey of potential historical artifacts resulted in compilation of the official catalog known as the Atherton Historical Artifact Inventory. The policy specifically excludes buildings designed for human occupation and objects housed in the interiors of buildings.

**Climate Action Plan** *(Proposed New Section)*

Atherton’s proposals and policies related to climate change are contained in its adopted<sup>8</sup> **Climate Action Plan**. The Climate Action Plan (CAP) is summarized in the Land Use Element of this General Plan.

<sup>6</sup> California Department of Parks and Recreation

<sup>7</sup> San Mateo County’s Inventory of Historic Resources

<sup>8</sup> Adopted October 19, 2016

Transportation aspects of the Action Plan are addressed in the Circulation Element. Energy, water and solid waste programs and policies are addressed in this Open Space and Conservation Element.

Energy and water-saving measures can help reduce Greenhouse Gas (GHG) emissions and impacts from drought conditions. Building energy is the sector with the most immediately achievable and affordable reduction opportunities. A primary focus of the CAP is on residential energy efficiency strategies to significantly reduce existing emissions and on the voluntary implementation of new building standards which incentivize new home builders towards designing net zero energy homes.

Reducing the amount of waste deposited into the landfill through material reuse, reduction, and recycling is an important strategy to reduce GHG emissions. Waste reduction and recycling help reduce emissions and the amount of single-use materials.

### III. Goals, Objectives, Policies and Actions

Goal OSC-1:	Protect both publicly and privately held <i>open space</i> lands from deterioration of their rural charm, scenic value and environmental equilibrium. <i>(Existing Goal)</i>
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Objective OSC 1.1: Preserve presently existing open space, wildlife and vegetation. *(Existing Objective)*

Objective OSC 1.2: Prevent developmental encroachment on open space and sensitive environmental resources. *(Existing Objective)*

Objective OSC 1.3: Endeavor to prevent soil erosion and the potential loss of top soil through the development review process. *(Proposed New Objective)*

Policy OSC-1.1: The Town shall endeavor to protect scenic resources, significant stands of natural vegetation, wildlife habitat, public safety and significant archaeological resources, both publicly and privately held. *(Existing Policy)*

Policy OSC-1.2: The Town seeks to preserve the open space characteristics of existing public and private schools, churches, the Menlo Circus Club, the *Bear Gulch Reservoir* property and the public parks. *(Existing Policy)*

Policy OSC-1.3: Holbrook-Palmer Park shall serve as the Town's primary outdoor recreational facility subject to the following conditions:

- A. The property shall not be used, occupied or operated for commercial or housing purposes except those which are strictly incidental and appropriate to its use as a public recreational park.
- B. The Park is to be used for the benefit of the citizens of Atherton.
- C. The Park may not be used for political purposes except those which involve the public affairs of the Town of Atherton as a whole.
- D. The Park may be rented for use by others in accordance with the standards established by the Parks and Recreation Commission. *(Existing Policy)*

Policy OSC-1.4: Implement the recommendations and projects adopted in the *Holbrook-Palmer Park Master Plan 2014. (Proposed New Policy)*

Policy OSC-1.5: In addition to Holbrook-Palmer Park and the Reading Park, public elementary and high school properties should also be considered for recreational purposes. *(Existing Policy)*

Action OSC-1.1: Minimum lot sizes, setback restrictions, height limitations, tree protection and preservation, and sign regulations shall be employed to accomplish open space and conservation objectives. *(Existing Action)*

Action OSC-1.2: The Town shall evaluate the potential for cooperative recreational use of existing school sites. *(Existing Action)*

Goal OSC-2: Protect and enhance the existing Oak Woodland character of the Town. <i>(Proposed New Goal)</i>
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Policy OSC-2.1: Trees shall be preserved wherever possible. This policy shall be explicitly considered during the *development and* subdivision process. *(Existing Action)*

Policy OSC-2.2: Wherever possible, native species trees shall be used for new and replacement planting. *(Proposed New Policy)*

Policy OSC-2.3: Enforce the Heritage Tree Ordinance and Tree Preservation Guidelines and Standards, or equal document. *(Proposed New Policy)*

Goal OSC-3: Minimize the impacts of flooding on health, safety and property damage. <i>(Proposed New Goal)</i>
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Policy OSC-3.1: Implement the recommendations and projects adopted in the *2015 Town Wide Drainage Study Update. (Proposed New Policy)*

Policy OSC-3.2: New development shall provide detention volume to attenuate any increase in stormwater runoff caused by increased imperviousness created by the proposed development. *(Existing Policy from 2001)*

Policy OSC-3.3: Promote the use of Green Infrastructure techniques and practices in order to reduce flooding, treat stormwater at its source, and to reduce stormwater pollution. *(Proposed New Policy)*

Policy OSC-3.4: Establish and enforce grading, erosion, and sedimentation ordinances by requiring, under certain conditions, grading permits and plans to control erosion and sedimentation prior to development approval. *(From Town of Atherton Disaster Mitigation Strategies)*

Policy OSC-3.5: Establish and enforce provisions under the creek protection, storm water management, and discharge control ordinances designed to control erosion and sedimentation. *(From Town of Atherton Disaster Mitigation Strategies)*

Action OSC-3.1: As co-permittee, the Town will continue to participate in the San Mateo Countywide Stormwater Pollution Prevention Program (STOPPP) or equal program. New development and Town activities will be reviewed for compliance with STOPPP as part of project approval. The Town will also monitor construction to ensure compliance with any required mitigation.

Action OSC-3.2: The Town will encourage property owners to incorporate water conservation techniques into their landscaping to reduce water usage.

Goal OSC-4:	Protect both publicly and privately held cultural resources from deterioration and/or destruction. <i>(Proposed New Goal)</i>
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Policy OSC-4.1: Encourage the preservation of both private and public historical resources and artifacts for the benefit of future generations. *(Proposed New Policy)*

Policy OSC-4.2: The Town will require construction projects to stop if archaeological or paleontological resources are uncovered during grading or other on-site excavation activities. Once the resources are assessed for importance, appropriate mitigation compliant with State law will be determined.

Goal OSC-5:	Increase residential and commercial energy efficiency and reduce water consumption to meet AB 32 emission reduction target. <i>(Existing Goal from CAP)</i>
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Policy OSC-5.1: Implement the Greenhouse Gas programs in the Atherton Climate Action Plan related to energy efficiency and reduced water consumption. *(From Programs Existing in CAP)*

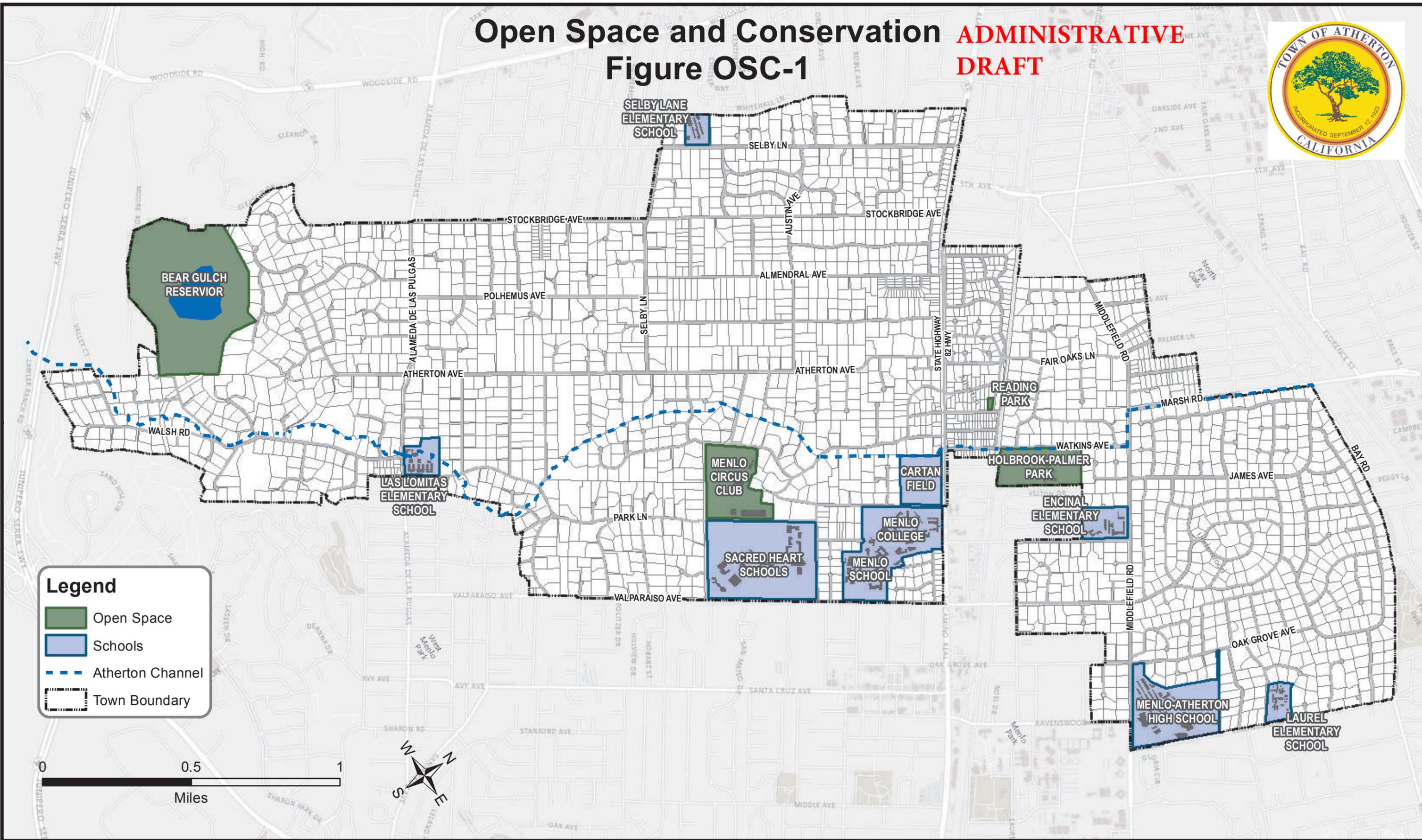
Goal OSC-6:	Reduce the total amount of community waste generated and sent to landfills to meet AB 32 emission reduction target. <i>(Existing Goal from CAP)</i>
-------------	---

Policy OSC-6.1: Implement the Greenhouse Gas programs in the Atherton Climate Action Plan related to community waste generation. *(From Programs Existing in CAP)*

### **Insert Open Space and Conservation Diagram**

# Open Space and Conservation Figure OSC-1

**ADMINISTRATIVE  
DRAFT**



**Town of Atherton**

**Administrative Draft**

# COMMUNITY SAFETY ELEMENT

**of the General Plan**

Revised per Planning Commission Comments – July 27, 2018

For Public Workshop – February 13, 2019

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# COMMUNITY SAFETY ELEMENT

## I. Purpose and Relation to Other Elements

The Safety Element is intended to describe natural and man-made disasters which may pose a hazard to the residents of Atherton. It sets forth policies for responding to threats to public safety. *It includes identification of unreasonable risks, and policies for the protection of the community from such risks. The goal of the safety element is to reduce the potential short and long-term risk of death, injuries, property damage, and economic and social dislocation resulting from fires, floods, droughts, earthquakes, landslides, climate change, and other hazards. (Existing Section with Proposed Additions in Italics)*

The Safety Element is closely related to the Circulation, Land Use, Open Space and Conservation Elements *as development plans must adequately account for public safety considerations, and open space for public health often incorporate area of increased hazard (for example, increase hazard associated with dam safety within the Bear Gulch Reservoir open space). (Existing Section with Proposed Additions in Italics)*

## II. Background Information

### Seismic Hazards

The primary seismic threat to the Town of Atherton is represented by the San Andreas fault and its attendant rift valley which lies approximately five miles to the west of the Town. This fault has a long history of earthquake activity. While there are no known active or potentially active faults within the Town of Atherton, it is subject to periodic, very strong earthquakes which originate either on the San Andreas or from the Hayward and Calaveras faults in the East Bay. Most geologists agree that an earthquake of comparable magnitude to that which occurred in 1906 may well be experienced by the current generation of Bay Area residents. *(Existing Section)*

### Alquist-Priolo Earthquake Fault Zones

**Alquist-Priolo Earthquake Fault Zones** are regulatory zones, delineated by the State Geologist, within which site-specific geologic studies are required to identify and avoid fault rupture hazards prior to subdivision of land and/or construction of most structures for human occupancy. There are no Alquist-Priolo Earthquake Fault Zones within the Atherton Town limits. The closest such zone, the San Andreas Fault Zone, is located in Woodside, approximately one-half mile southwest of I-280. Other such zones are located in the East Bay and include the Hayward Fault Zone and the Calaveras Fault Zone. *(Proposed New Section)*

Seismic hazards associated with earthquakes include the following:

## Surface Rupture

**Seismically induced surface rupture** refers to a break in the ground's surface and associated deformation resulting from the movement of a fault. Surface rupture is usually limited to a narrow zone along the fault. Since there are no known active or potentially active faults within the Town of Atherton, it is unlikely that significant seismically induced surface rupturing will occur within Town. *(Existing Section with Proposed Additions in Italics)*

## Ground Shaking

**Seismically induced ground shaking** poses a serious potential hazard to Atherton. In the future the major source of earthquake damage is likely to come from the San Andreas Fault system, including the Hayward Fault and the Calaveras Fault branches in the East Bay area. The worst earthquake magnitude should likely not exceed the 1906 level of 8.3 on the Richter Scale, according to authorities. The principal effect of such an earthquake in most of the Town will be a sudden, unexpected initiation of a strong shaking motion of the ground, which could last approximately one minute or more. This ground shaking can be expected to be hazardous to people during the earthquake. *(Existing Section)*

## Ground Failure

**Seismically induced ground failure** refers to mudslides, landslides, liquefaction or soil compaction caused by a seismic event. The California Department of Conservation has mapped areas where previous occurrence of landslide movement, or local topographic, geological, geotechnical and subsurface water conditions indicate a potential for permanent ground displacements such that mitigation would be required. Mitigation in this context means those measures that are consistent with established practice and that will reduce seismic risk to acceptable levels. *(Proposed New Section)*

## Tsunami

A **tsunami** refers to a series of waves generated in a body of water by a rapid disturbance that vertically displaces the water. These changes can be caused by an underwater fault rupture that generates an earthquake, a volcanic eruption, or underwater landslides typically triggered by earthquakes. The California Emergency Management Agency has prepared a series of maps plotting the potential inundation line for a tsunami runup along the San Francisco Bay shoreline. The inundation line represents the maximum considered tsunami runup from a number of extreme, yet realistic, tsunami sources. In the Atherton vicinity, the potential inundation line follows the southwesterly shoreline of the Westpoint Slough and the Ravenswood Slough located in the salt evaporators within the margins of San Francisco Bay. A runup of approximately 4 feet at Ravenswood Point (East Palo Alto) could occur, as estimated by the US Geological Survey. The inundation line runs approximately ½ to 1-mile northeast of the dike protecting the east Menlo Park and Redwood City industrial area. As the inundation line is located approximately 1 to 1 ½ miles northeast of the Atherton City Limit along Bay Road, there appears to be little chance that a tsunami would affect land within the Town. Further since the inundation line is located approximately ½ to 1-mile northeast of US 101 there appears to be little chance that a tsunami would affect that major evacuation route. *(Proposed New Section)*

## Seiche

Seismic **seiches** (sloshing) are standing waves set up on rivers, reservoirs, ponds, and lakes when seismic waves from an earthquake pass through the area. A seiche can overflow or even erode an embankment, potentially releasing significant volumes of water that could flood and damage developed areas downstream. Bear Gulch Reservoir is the only body of water within Atherton large enough to be subject to a seiche. A potentially damaging seiche at this location could adversely impact properties and development downstream. *(Proposed New Section)*

## Dam Failure

The Bear Gulch Reservoir Dam is the only dam in Atherton and is large enough to endanger lives and property in the event of a failure. A seismic event could cause the dam to fail and endanger an estimated population of approximately 1,000 people, according to the Atherton Emergency Operations Plan. The flood plain that would result from catastrophic failure of this dam has been mapped by California Water Service Company (Cal Water), the dam owner; the map is on file with the Office of Emergency Services.

### **Note: Obtain new Bear Gulch inundation map from Cal Water**

The Atherton neighborhood most seriously threatened by dam failure and wildfire hazard is the Walsh Road neighborhood. This neighborhood has only one primary evacuation route; Walsh Road, which is a narrow, two lane residential street that intersects with Alameda de las Pulgas. Two other evacuation routes have been identified:

- The main secondary automobile evacuation route is the road at the end of Reservoir Road through the Cal Water property adjacent to Bear Gulch Reservoir connecting to Moore Road. Cal Water must open the gate at the entrance of the road for this to be passable. Cal Water maintains a 24/7 presence at the Bear Gulch site. Calling 1-855-CAL-WATER, then selecting "1" for emergency will provide access to a Cal Water employee who will notify an on-site employee to unlock the gate.
- There is a pedestrian only exit using the horse tunnel from Valley Court under highway 280.

In the event of a fire or flood, a warning siren has been installed at the Cal Water facility on Reservoir Road. The siren can be activated by the Fire or Police Department to advise residents that an evacuation should take place. The Police Department is working on an upgrade to this warning system including use of upgraded technology.

An all-volunteer group of concerned Atherton residents formed the Atherton Disaster and Preparedness Team (ADAPT) to collaborate with town officials, Menlo Park Fire, Atherton Police and other professional emergency responders and the California State "Get Ready" and FEMA's/US Citizens' Corps programs to help educate, communicate with and aid fellow Athertonians in preparing for major emergencies and natural disasters. *(Proposed New Section)*

## Slope Instability

**Landslides** include all movements of soil, rock, or debris as a result of falling, sliding, or flowing. Most landslides are a combination of two or more types of motion and/or material. Landslides are categorized

according to the types of motion and material involved. They can be directly caused by earthquakes or be completely independent of them.

- Falls describe the sudden movement of material from vertical or near-vertical slopes and are generally labeled by the type of material displaced (e.g. soilfall, rockfall).
- Slides refer to movements in which the material moves more or less as a unit along recognizable shear surfaces. If the shear surface is concave, the slide movement will be rotational and is denoted by the term "slump." If the shear surface is planar, transnational movement occurs and the term "slide" is used alone. Both slides and slumps are further classified according to the type of material involved (e.g., earth slump, rockslide, debris slide where "debris" refers to combinations of soil, weathered bedrock and/or organic material).
- Flows describe the movement of material in which a myriad of small-scale movements rather than massive sliding is the dominant mechanism of transport. This category is further broken down by the type of material involved and the rate at which it moves (e.g., debris flow, mudflow). The modifier "avalanche" is used to describe exceptionally fast flows.

Much of the land surface in Atherton is relatively flat and not subject to slope instability. Land west of Alameda de las Pulgas however is steeper and therefore subject to slope instability. A map prepared by San Mateo County which shows the general location of existing landslides, characterizes the area west of Alameda de las Pulgas as having "few landslides". Another map, produced by the Association of Bay Area Governments (ABAG) identifies "earthquake induced landslide study zones" and "rainfall induce study zones" each contain a few acres on the south side of Walsh Road and near Bear Gulch Reservoir. *(Proposed New Section)*

### **Land Subsidence**

**Land subsidence** is defined as the lowering of the land surface. Many different factors can cause the land surface to subside. Subsidence can occur rapidly due to a sinkhole or underground mine collapse, or during a major earthquake. It may happen slowly in the case of groundwater withdrawal or natural gas extraction. In Atherton the subsurface composition is such that sinkholes have not occurred nor are there any mines or natural gas fields. There has been groundwater withdrawal, however the withdrawal has not resulted in significant land subsidence. A program to monitor measurements of land-surface elevations and future subsidence is on-going and described in the Open Space and Conservation Element. While there could be seismically induced land subsidence in Town during a major earthquake, such an effect has not been known to have occurred in the past. *(Proposed New Section)*

### **Liquefaction**

Loose sand and silt that is saturated with water can behave like a liquid when shaken by an earthquake. This phenomenon is called **liquefaction**. During an earthquake the soil can lose its ability to support structures, flow down even very gentle slopes, and erupt to the ground surface to form sand boils. Many of these phenomena are accompanied by settlement of the ground surface, usually in uneven patterns that damage buildings, roads and pipelines.

A map, produced by ABAG identifies liquefaction susceptibility hazards in Atherton. In general, the area of Town northeast of a line formed by Euclid Avenue/Monte Vista Avenue/Camino por los Arboles is characterized as having a "moderate susceptibility". The narrow band of land adjacent to the Atherton

Channel is characterized as having a “very high susceptibility”. The balance of the Town is characterized as having a “very low to low susceptibility”. (*Proposed New Section*)

**Note: Map Liquefaction Susceptibility zones**

## **Flooding** (*Proposed New Section*)

**Flooding** has not presented a significant, extensive hazard in Atherton in the past. There have been numerous recurring localized areas of flooding. During the 2001 Town-wide Drainage Study, 97 localized flooding complaints were identified and evaluated. These events were classified by type of problem such as building floods, saturated or clogged drywell, channel or ditch overflow, driveway and intersection floods, and storm system overflow or clog. Many of these problem areas were addressed with improvement projects implemented since 2001 or with maintenance activities.

In 2015 the Town-wide Drainage Study was updated. During that process 17 localized flooding complaints were identified; three of which coincided with flooding complaints from the 2001 Drainage Study. The report includes general and specific recommendations for mitigating these hazards.

There are no Federal Emergency Management Agency (FEMA) identified flood prone or hazard areas in Atherton. The Town has chosen not to participate in the National Flood Insurance Program.

There are areas within the Town, due to their proximity to the Atherton Channel or in portions of lower-lying Lindenwood, which require raised finished floor elevations (typically by approximately 1 foot) during new construction. Finished floor elevations in these areas are recommended by the project engineer based on studies required by the Town during the grading and drainage plan review process.

Flooding resulting from failure of the Bear Gulch Reservoir dam is a hazard that is addressed under the topic of Dam Failure in this Element.

Atherton has entered into a partnership with the jurisdictions of Redwood City, Menlo Park, and San Mateo County to complete the planning for the proposed **Bayfront Canal/Atherton Channel Flood Protection and Restoration Project**. The Atherton Channel and Bayfront Canal watersheds have experienced decades of repetitive flooding in the lower reaches of the channels in Redwood City. This project is further discussed in the Conservation Element.

The proposed Atherton **Water Capture Project**, a runoff diversion, storage and filtration system is discussed in the Open Space and Conservation Element.

## **Urban and Wildland Fires** (*Proposed New Section*)

Fire protection for Atherton is provided by the Menlo Park Fire District; a special district that serves the cities of Menlo Park, Atherton, East Palo Alto and portions of San Mateo County. Backup assistance for the Fire District is available through mutual aid agreements. All fire agencies in San Mateo County have signed the California Master Mutual Aid Agreement and participate in mutual aid operations as required. The Menlo Park Fire District also has specific Mutual Aid agreements with the cities of Palo Alto and Redwood City.

The Fire District actively works to prevent structural and wildfires through its regulations, education and training programs; some of which include residential and commercial fire sprinkler requirements, plan review of new construction, periodic inspection of commercial buildings, weed abatement, defensible spaces, home ignition zones, disaster and emergency preparedness.

Wildland fire is a hazard that exists throughout the Town of Atherton. The California Department of Forestry and Fire Protection (CAL FIRE) has mapped fire threatened communities in the State. The entire Town of Atherton has been identified as a “Community At Risk”. The entire Town has also been included in the “Wildland-Urban Interface” (WUI); originally a zone of transition between unoccupied land and human development, WUI zones now include heavily vegetated, low-density suburban areas such as Atherton, Woodside, Portola Valley and Los Altos Hills. These lands and communities are at risk of wildfires.

Wildfire hazard in the Walsh Road neighborhood is a topic that is addressed in the Dam Failure section of this Element.

### **Emergency Operations Plan** *(Proposed New Section)*

The Town of Atherton Police Department and the Menlo Park Fire Protection District have jointly prepared the Town of Atherton **Emergency Operations Plan** (EOP) which describes how the jurisdictions will manage and coordinate resources and personnel responding to emergency situations. The Atherton EOP, along with a companion document; the Atherton **Hazard Mitigation Strategies** (HMS) is the Town’s Local Hazard Mitigation Plan specified in the federal Disaster Mitigation Act of 2000 (P.L. 106-390). The HMS contains policies designed to mitigate hazards identified in the EOP.

The Atherton Town website currently has a section entitled “Evacuation Plan & Emergency Siren” that provides information about the Walsh Road emergency siren and evacuation routes in the event of a fire or flood. The same website section provides general information about the **Atherton Disaster and Preparedness Team (ADAPT)** a Police Department sponsored emergency preparedness and action program as well as other preparedness resources for the community.

The Town of Atherton EOP is designed to be consistent with Homeland Security Presidential Directive (HSPD)-5, National Incident Management System (NIMS) and the California Standardized Emergency Management System (SEMS) requirements. The plan:

- Conforms to the National Incident Management System (NIMS) and the Standardized Emergency Management System (SEMS)
- Provides Emergency Operations Center (EOC) responders with procedures, documentation, and user-friendly checklists to effectively manage emergencies
- Provides detailed information of supplemental requirements such as Public Information, Damage Assessment, and Recovery Operations.

The Town of Atherton Emergency Operations Plan is a document that is continually evolving. The EOP provides a comprehensive emergency response document that includes detailed information covering Emergency Operations Center procedures, documentation and reference and support information.

Pursuant to California Government Code Section 65302.6, the Atherton Emergency Operations Plan together with the Atherton Hazard Mitigation Strategies are hereby adopted by reference and included in this Community Safety Element. Further, any future amendments to the EOP and HMS are adopted by reference and included in this Element.

### **Climate Change** *(Proposed New Section)*

Atherton’s proposals and policies related to climate change are contained in its adopted<sup>1</sup> **Climate Action Plan**. The Town’s Climate Action Plan serves as a guiding document to identify methods that the Town and community can implement to significantly reduce greenhouse gas (GHG) emissions. The Plan provides a comprehensive roadmap of programs that can be implemented to reduce emissions and increase sustainability. Transportation aspects of the Action Plan are addressed in the Circulation Element. Energy, water and solid waste programs and policies are addressed in the Open Space and Conservation Element.

Atherton has adopted a target of reducing emissions to 15 percent below 2005 levels by 2020.

### **Evacuation Routes and Peak Load Water Supply Requirements**

Pursuant to the State Planning Guidelines, evacuation routes have been designated in the Policies below. State Planning Guidelines require the Safety Element to include a statement specifying the peak load water supply requirements of the Town. Peak load water supply requirements currently average just under five million gallons per day during the months of August and September. *(Existing Section)*

### **III. Goals, Objectives, Policies and Actions**

Goal CS-1:	The Town recognizes the potential danger to public safety that may result from natural or man-made causes and seeks to minimize the public risks in such hazards. <i>(Existing Goal)</i>
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Goal CS-2:	Reduce the risk of injury, structure and property damage from exposure to seismic activity. <i>(Proposed New Goal)</i>
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Policy CS-2.1: Require preparation of site-specific geologic or geotechnical reports for development and redevelopment proposals in areas subject to earthquake-induced landslides or liquefaction as mandated by the State Seismic Hazard Mapping Act in selected portions of the Bay Area where these maps have been completed, and

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<sup>1</sup> Adopted October 19, 2016

condition project approval on the incorporation of necessary mitigation measures related to site remediation, structure and foundation design, and/or avoidance. *(From Town of Atherton Disaster Mitigation Strategies)*

Policy CS-2.2: Recognizing that some faults may be a hazard for surface rupture, even though they do not meet the strict criteria imposed by the Alquist-Priolo Earthquake Fault Zoning Act, identify and require geologic reports in areas adjacent to locally significant faults. *(From Town of Atherton Disaster Mitigation Strategies)*

Policy CS-2.3: Recognizing that the California Geological Survey has not completed earthquake-induced landslide and liquefaction mapping for much of the Bay Area, identify and require geologic reports in areas mapped by others as having significant liquefaction or landslide hazards. *(From Town of Atherton Disaster Mitigation Strategies)*

Policy CS-2.4: Support and/or facilitate efforts by the California Geological Survey to complete the earthquake induced landslide and liquefaction mapping for the Bay Area. *(From Town of Atherton Disaster Mitigation Strategies)*

Policy CS-2.5: Require that local government reviews of geologic and engineering studies are conducted by appropriately trained and credentialed personnel. *(From Town of Atherton Disaster Mitigation Strategies)*

Policy CS-2.6: Establish and enforce provisions (under subdivision ordinances or other means) that geotechnical and soil-hazard investigations be conducted and filed to prevent grading from creating unstable slopes, and that any necessary corrective actions be taken prior to development approval. *(From Town of Atherton Disaster Mitigation Strategies)*

Policy CS-2.7: Establish requirements in the Town zoning ordinance to address hillside development constraints, especially in areas of existing landslides. *(From Town of Atherton Disaster Mitigation Strategies)*

Policy CS-2.8: Public education, research and information dissemination on seismic hazards and emergency response shall be encouraged. *(Existing Policy)*

Policy CS-2.9: The Town shall seek to improve interjurisdictional cooperation with other agencies for geotechnical safety in land use planning, hazard prevention and emergency response. *(Existing Policy)* **This may be redundant - NM**

Goal CS-3:	Reduce hazards related to natural flooding and potential inundation from failure of the Bear Gulch Reservoir Dam. <i>(Proposed New Goal)</i>
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Policy CS-3.1: Establish and enforce requirements for new development so that site-specific designs and source-control techniques are used to manage peak stormwater runoff

flows and impacts from increased runoff volumes. *(From Town of Atherton Disaster Mitigation Strategies)*

Policy CS-3.2: Provide an institutional mechanism to ensure that development proposals adjacent to floodways and in floodplains are referred to flood control districts and wastewater agencies for review and comment (consistent with the NPDES program). *(From Town of Atherton Disaster Mitigation Strategies)*

Goal CS-4:	Prevent and reduce risks to property and protect residents from urban and wildland fire hazards. <i>(Proposed New Goal)</i>
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Policy CS-4.1: Review new development proposals to ensure that they incorporate required and appropriate fire mitigation measures, including adequate provisions for occupant evacuation and access by emergency response personnel and equipment. *(From Town of Atherton Disaster Mitigation Strategies)*

Policy CS-4.2: Develop a clear legislative and regulatory framework at both the state and local levels to manage the wildland-urban-interface consistent with *Fire Wise* and sustainable community principles. *(From Town of Atherton Disaster Mitigation Strategies)*

Policy CS-4.3: Minimum road widths and clearances around structures shall be in accordance with generally recognized minimums consistent with fire protection.

Goal CS-5:	Ensure the Town's ability to respond effectively to natural and human-caused emergencies. <i>(Proposed New Goal)</i>
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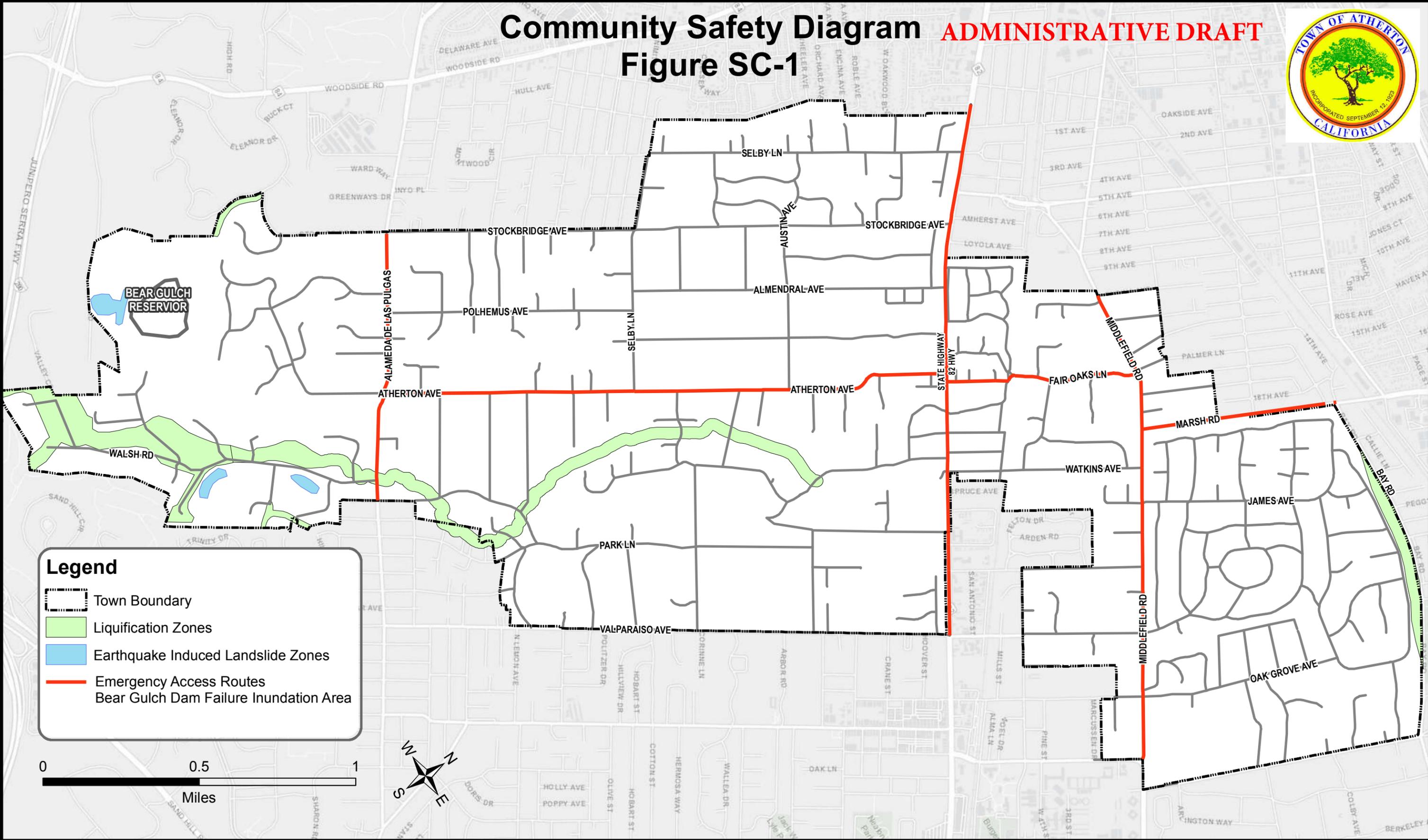
Policy CS-5.1: Support the preparation, implementation and regular update of local preparedness and evacuation plans, training and education; and multijurisdictional cooperation and communication for emergency situations. *(Proposed New Policy)*

Policy CS-5.2: Continue to participate in regional emergency planning efforts. *(Proposed New Policy)*

Policy CS-5.3: The emergency evacuation routes established in this General Plan Element are El Camino Real, Middlefield Road, Marsh Road, Alameda de las Pulgas, Atherton Avenue/Fair Oaks Lane and Valparaiso Avenue. *(Existing Policy with Proposed Additions in Italics)*

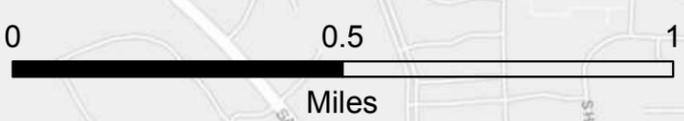
# Community Safety Diagram ADMINISTRATIVE DRAFT

## Figure SC-1



**Legend**

- Town Boundary
- Liquification Zones
- Earthquake Induced Landslide Zones
- Emergency Access Routes
- Bear Gulch Dam Failure Inundation Area



**Town of Atherton**

**Administrative Draft**

# **REPORT PREPARERS AND REFERENCES**

**of the General Plan**

For Public Workshop – February 13, 2019

## **City Council, Planning Commission and Town Staff**

### **1. City Council**

Bill Widmer, Mayor

Rick DeGolia, Vice-Mayor

Michael Lempres

Elizabeth Lewis

Cary Wiest

### **2. Planning Commission**

Eric Lane, Planning Commission Chair

Randy Lamb, Planning Commission Vice-Chair

Paul Tonelli

Joann Sockolov

Nancy Lerner

### **3. Key City Staff**

Lisa Costa Sanders, Town Planner

Stephanie Bertollo-Davis, Senior Planner

Neal Martin, Planning Consultant

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