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## IV. ENVIRONMENTAL IMPACT ANALYSIS

### L. PUBLIC SERVICES

#### 1. POLICE

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#### INTRODUCTION

This section of the Draft Environmental Impact Report (DEIR) addresses the subject of public services with respect to the proposed project and includes an examination of the existing services provided to the project site and the impacts that the proposed project would have on those services. The public services section is subdivided into the following five sections: 1) police; 2) fire protection; 3) schools; 4) parks and recreation, and 5) libraries.

#### METHODOLOGY

Potential project impacts on police protection services were evaluated based on the adequacy of existing and planned staffing, equipment, and facilities of the County of San Mateo Sheriff's Department to meet the additional demand for police protection services resulting from development of the proposed project. The following factors were taken into consideration in performing the impact analysis: effects of the proposed project on response times, calls for service, and levels of service; the need for new officers, associated equipment, and facility space. The responsible agency was contacted regarding the potential impacts on its facilities. Responses from public service agencies are included in Appendix C to this DEIR. In addition, various public service policies and guidelines as defined by the County of San Mateo (County) were also reviewed and considered during the project impact analysis.

#### ENVIRONMENTAL SETTING

The primary agency responsible for serving the project site and surrounding area with police protection services is the County of San Mateo Sheriff's Department (Sheriff's Department), headquartered in Redwood City.

The Sheriff's Department is divided into six separate divisions, including: Administration & Finance; Corrections; Operations; Investigations; Support Services; and Crime Lab.<sup>1</sup> The Operations Division contains four separate bureaus, including the following:<sup>2</sup>

- the Patrol Bureau, which provides general law enforcement services to unincorporated areas of the County and the contract cities of Portola Valley and Woodside;

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<sup>1</sup> *San Mateo County Sheriff's Office, Organization Chart, accessed by CAJA Staff at [http://www.co.sanmateo.ca.us/Attachments/sheriffs/pdfs/so\\_details.pdf](http://www.co.sanmateo.ca.us/Attachments/sheriffs/pdfs/so_details.pdf) on September 24, 2009.*

<sup>2</sup> *Ibid.*

- the Office of Emergency Services/Homeland Security, which provides emergency planning, training, preparedness exercises and field response to the County and its cities;
- the Emergency Services Bureau, providing Search and Rescue (SAR), Law Enforcement Support Services and Emergency Management planning, preparedness, training and coordination to reduce injury, loss of life and property during emergencies and to support the mission of law enforcement, responding to approximately 65 major emergency incidents every year, and works closely with Environmental Health and the Hazardous Materials Response Team to respond to hazardous spills and contamination/cleanup incidents; and
- the Investigations/Detective Bureau, which provides thorough and effective investigative and specialized services to the public and County criminal justice agencies to ensure a safer community and provide a foundation for investigation and prosecution while promoting Countywide and area-wide collaborative partnerships.<sup>3</sup>

The Sheriff's Department operates many different community organizations, including: school-based resource officers, youth programming, family counseling, and community-based sub-stations. In addition, the Sheriff's Department offers several specialized crime enforcement units to protect the citizens and property of the County of San Mateo (County). The Community Policing Unit actively maintains citizen and community oriented programs such as the Citizens Police Academy, Neighborhood Watch programs, several youth programs such as bicycle helmet and car seat inspections, including providing helmets and car seats to low-income families, and, in conjunction with Aging and Adult Services, assistance with food delivery to homebound seniors. Deputies regularly attend community and advisory council meetings to hear and help address community concerns, and work closely with County Code Enforcement to help implement community cleanup programs. The Sheriff's Activities League (SAL) provides elementary school children opportunities in athletics and visual and performing arts activities during after school hours and occasional weekend events.<sup>4</sup>

The Sheriff's Department patrols more than 70 percent of the geographic area of the County, including the unincorporated areas of North County, Burlingame Hills, San Mateo Highlands, West Menlo, North Fair Oaks, Laderas, and Coastsides, and the contracting cities of Woodside, Portola Valley, and East Palo Alto.<sup>5</sup> The project area is currently served by the Coastsides Patrol Unit (Unit), which is responsible for law enforcement activities for over 60 percent of the County. The Unit is staffed with 27 full time deputy sheriffs, four Sergeants, and one Lieutenant, which allows the Unit to consistently supply enforcement

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<sup>3</sup> County of San Mateo Sheriff's Office, Operations Division, accessed by CAJA Staff at [http://www.co.sanmateo.ca.us/smc/departement/home/0,2151,14095463\\_120677473,00.html](http://www.co.sanmateo.ca.us/smc/departement/home/0,2151,14095463_120677473,00.html) on May 1, 2009.

<sup>4</sup> County of San Mateo Sheriff's Office, Community Policing - Patrol Division, accessed by CAJA Staff at [http://www.co.sanmateo.ca.us/smc/departement/home/0,,14095463\\_14132044\\_59181917,00.html](http://www.co.sanmateo.ca.us/smc/departement/home/0,,14095463_14132044_59181917,00.html) on May 1, 2009.

<sup>5</sup> County of San Mateo Sheriff's Office, Patrol Bureau, accessed by CAJA Staff at [http://www.co.sanmateo.ca.us/smc/departement/home/0,2151,14095463\\_188877833,00.html](http://www.co.sanmateo.ca.us/smc/departement/home/0,2151,14095463_188877833,00.html) on April 27, 2009.

resources at any time of day, for any emergency. Additionally, two full-time Community Policing deputies are dedicated to the entire San Mateo County Coast.<sup>6</sup>

There is one dispatch center, San Mateo County Public Safety Communications (SMCPSC), for all areas of the County, including the project area. SMCPSC provides dispatching services to 23 public safety agencies, including five police/sheriff departments, 16 fire departments/fire protection districts, the AMR/San Mateo County 911 Paramedic Transport Provider, and the Peninsula Humane Society.<sup>7</sup>

### **Sheriff's Station**

The station that currently serves the project area is the Moss Beach Substation<sup>8</sup>, located at 500 California Street in Moss Beach, approximately 1.6 miles northwest of the project site. The Moss Beach Substation offers the largest law enforcement facility on the coast.<sup>9</sup> Existing staffing levels and equipment inventory for this station include two Sergeants, eight deputies, and one civilian staff member, and enough vehicles for current staff. As per the Sheriff's Department, the station's staffing and equipment inventory are adequate to meet the current demand for police protection services in the project area.<sup>10</sup>

### **Service Ratio**

The project area is located within Reporting District (RD) Coast Patrol Bureau 70 Beat ("70 Beat"), which includes the North Coast areas of El Granada, Princeton, Montara, Moss Beach, and Miramar. The Sheriff's Department currently employs 303 sworn officers and 286 civilian employees, which equates to four sworn and four civilian employees per 10,000 persons.<sup>11</sup> The current deputy-to-population ratio of the "70 Beat" RD is one full-time employee per 2,245 persons, which meets the desired service ratio standard of the Sheriff's Department.<sup>12</sup>

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<sup>6</sup> County of San Mateo Sheriff's Office, Moss Beach Substation/Patrol Division, accessed by CAJA Staff at [http://www.co.sanmateo.ca.us/smc/departments/home/0,,14095463\\_14132044\\_59222338,00.html](http://www.co.sanmateo.ca.us/smc/departments/home/0,,14095463_14132044_59222338,00.html) on May 1, 2009.

<sup>7</sup> San Mateo County Public Safety Communications - 911 Dispatch, revised April 4, 2009, accessed by CAJA Staff at <http://www.smc911dispatch.org/> on April 28, 2009.

<sup>8</sup> County of San Mateo Sheriff's Office, Captain Mark S. Hanlon, Operations, Response to Service Letter, April 29, 2009.

<sup>9</sup> County of San Mateo Sheriff's Office, Moss Beach Substation/Patrol Division, accessed by CAJA Staff at [http://www.co.sanmateo.ca.us/smc/departments/home/0,,14095463\\_14132044\\_59222338,00.html](http://www.co.sanmateo.ca.us/smc/departments/home/0,,14095463_14132044_59222338,00.html) on May 1, 2009.

<sup>10</sup> County of San Mateo Sheriff's Office, Captain Mark S. Hanlon, Operations, Response to Service Letter, April 29, 2009.

<sup>11</sup> U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, Law Enforcement Management and Administrative Statistics Local Agency Profile, California, San Mateo County Sheriff Department, July 27, 2006, accessed by CAJA Staff at <http://bjsdata.ojp.usdoj.gov/dataonline/Search/Law/Local/LocalAgencyProfile.cfm> on April 28, 2009.

<sup>12</sup> County of San Mateo Sheriff's Office, Captain Mark S. Hanlon, Operations, Response to Service Letter, April 29, 2009.

## Crime Statistics

Table IV.L-1 (County of San Mateo Crime Index (CCI), 2004-2006) shows crime trends in San Mateo County for the years 2004, 2005, and 2006. As shown in Table IV.L-1, the total number of violent and property crimes increased between 2004 and 2005, but decreased between 2005 and 2006.

**Table IV.L-1**  
**County of San Mateo Crime Index (CCI), 2004-2006**

Crimes	2004*		2005*		2006*	
	Number of Crimes	Crimes/100,000 Population	Number of Crimes	Crimes/100,000 Population	Number of Crimes	Crimes/100,000 Population
<b>Violent Crimes</b>						
Homicide	26	3.6	30	4.2	22	3.0
Forcible rape	156	21.6	155	21.5	155	21.3
Robbery	685	95.0	715	99.1	716	98.2
Aggravated assault	1,301	180.5	1,547	214.4	1,302	178.5
<b>Total violent crimes</b>	<b>2,168</b>	<b>300.8</b>	<b>2,447</b>	<b>339.2</b>	<b>2,195</b>	<b>300.9</b>
<b>Property Crimes</b>						
Burglary	2,935	407.2	3,335	462.3	2,969	407.0
Motor vehicle theft	2,943	408.4	2,732	378.7	2,749	376.9
Larceny-Theft (over \$400)	3,832	531.7	3,677	509.7	3,786	519.1
<b>Total property crimes</b>	<b>9,710</b>	<b>1,347.3</b>	<b>9,744</b>	<b>1,350.7</b>	<b>9,504</b>	<b>1,303.0</b>
Notes:						
* The population of San Mateo County in 2004, 2005, and 2006 was 720,700, 721,400, and 729,400, respectively.						
Source: Office of the Attorney General, Criminal Justice Statistics Center, Table 1: Crimes and Crime Rates by Category and Crime, San Mateo County, 1997-2006. Accessed by CAJA Staff at <a href="http://stats.doj.ca.gov/cjsc_stats/prof06/41/1.htm">http://stats.doj.ca.gov/cjsc_stats/prof06/41/1.htm</a> on April 27, 2009.						

Crime rates for 2005 and 2006 for the “70 Beat” RD indicate that the total number of violent crimes reported increased by approximately 88 percent between 2005 and 2006, while the total number of property crimes reported decreased by approximately 0.7 percent (refer to Table IV.L-2 [Crimes Reported in the 70 Beat Reporting District, 2005-2006]). The Sheriff’s Department responded to 9,885 calls for service from January 1, 2008, through January 1, 2009, in the 70 Beat RD.<sup>13</sup>

<sup>13</sup> County of San Mateo Sheriff’s Office, Captain Mark S. Hanlon, Operations, Response to Service Letter, April 29, 2009.

**Table IV.L-2  
Crimes Reported in the 70 Beat Reporting District, 2005-2006**

Crimes	Number of Crimes		Crimes/100,000 Population*		Percent Change
	2005	2006	2005	2006	
<b>Violent Crimes</b>					
Homicide	0	1	0	9.6	+100.0
Rape	0	0	0	0	--
Robbery	1	0	9.6	0	-100.0
Assault	15	29	144.8	280	+93.3
<b>Total Violent Crimes</b>	<b>16</b>	<b>30</b>	<b>154.5</b>	<b>289.6</b>	<b>+87.5</b>
<b>Property Crimes</b>					
Burglary - Other	44	46	424.9	444.2	+4.5
Burglary - Auto	49	59	473.2	570.0	+20.4
Theft	49	37	473.2	357.3	-24.5
Auto Theft	1	0	9.6	0	-100.0
<b>Total Property Crimes</b>	<b>143</b>	<b>142</b>	<b>1,380.8</b>	<b>1,371.2</b>	<b>-0.70</b>
Notes:					
* Based on the Mid-Coast Recreational Needs Assessment (October 2002), the population of the Mid-Coast area is 10,356.					
Source: San Mateo County Sheriff's Office, North Coast Areas including El Granada, Princeton, Montara, Moss Beach, Miramar, Beat 70, Crime Activity Report, 2005 and 2006 Yearly Summaries, received by CAJA Staff from the San Mateo County Sheriff's Office Headquarters Patrol on April 17, 2007.					

As Table IV.L-1 and IV.L-2 show, despite population increasing, the overall crime rate (including violent and property crimes) in the County of San Mateo decreased from 2005 to 2006. While the number of violent crimes reported increased and the number of property crimes reported decreased from 2005 to 2006 in the "70 Beat" RD, the overall proportion of violent crimes per population remained lower in the "70 Beat" RD than the County as a whole, while the overall proportion of property crimes per population in the "70 Beat" RD remained similar to the County as a whole. However, as noted above, the existing staffing levels and equipment inventory for the Moss Beach Substation is adequate to meet current demands for police protection services in the project area.<sup>14</sup>

### Response Times

Unlike fire protection services, police units are often in a mobile state. Hence, actual distance between a headquarters facility and the project site is often of little relevance. Instead, the number of officers out on the street is more directly related to the realized response time. Response time is defined as the total time from when a call requesting assistance is placed until the time that a police unit responds to the scene. Patrol deputies respond from their "Beat" area. Average response time for the "70 Beat" RD is 13.5

<sup>14</sup> County of San Mateo Sheriff's Office, Captain Mark S. Hanlon, Operations, Response to Service Letter, April 29, 2009.

minutes, which meets the Sheriff's Department preferred response time goal of 15 minutes for non-emergency calls.<sup>15</sup>

### **Emergency Access**

Emergency vehicle access to the project site is provided from major roadways near and adjacent to the site. Major roadways near the project site include: State Route (SR) 1 (Cabrillo Highway) and Airport Street. The project site can be directly accessed from the surrounding streets, including: Cypress Avenue, Marine Boulevard; Capistrano Road, Prospect Way; and California and Cornell Avenues, located to the west, east and south of the site, respectively.

## **REGULATORY SETTING**

### **Federal and State**

Currently no Federal or State policies and/or mandates related to police services exist. Therefore, in addition to the thresholds of significance outlined in Appendix G of the State *CEQA Guidelines*, the local policies and guidelines associated with police services as defined by the County of San Mateo will be utilized for this analysis.

### **Local**

#### ***County of San Mateo General Plan***

The County of San Mateo General Plan (General Plan) contains the following policies related to police protection services that are applicable to the proposed project (project consistency with the following is discussed in Section IV.I, Land Use & Planning):

#### *General Land Use (Chapter 7)*

##### ***Urban Areas***

#### 7.16 Land Use Objectives for Urban Areas

Locate land use designations in urban areas (urban unincorporated areas) in order to: (1) maximize the efficiency of public facilities, services and utilities, (2) minimize energy consumption, (3) encourage the orderly formation and development of local government agencies, (4) protect and enhance the natural environment, (5) revitalize existing developed areas, and (6) discourage urban sprawl.

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<sup>15</sup> County of San Mateo Sheriff's Office, Captain Mark S. Hanlon, Operations, Response to Service Letter, April 29, 2009.

### ***Spheres of Influence***

#### 7.21 Suitable Land within City Sphere of Influence

Consider that lands may be included within a city sphere of influence only if they are generally suitable for urban services (e.g., public sewer systems, public water supplies, fire and police protection) and urban land uses.

#### *Urban Land Use (Chapter 8)*

### ***Regulation of Development in Urban Areas***

#### 8.29 Infilling

Encourage the infilling of urban areas where infrastructure and services are available.

#### *General Development Standards*

#### 8.36 Density

Regulate maximum allowable densities in zoning districts in order to: (1) ensure a level of development that is consistent with land use designations, (2) plan for the efficient provision of public facilities, services, and infrastructure, and (3) minimize exposure to natural and man-made hazards.

## **ENVIRONMENTAL IMPACTS**

### **Threshold of Significance**

Based on Appendix G of the State *CEQA Guidelines*, the proposed project could have a significant environmental impact related to police protection services if it would:

- a) Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities (i.e., Sheriff's Station), the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for police services.

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## Project Impacts and Mitigation Measures

### *Impact PS-1 Police Services*

Implementation of the proposed project could result in an increased need for police services during both the short-term construction phase and long-term operational phase.

#### *Construction*

Construction sites can be sources of attractive nuisances, providing hazards, and inviting theft and vandalism. Therefore, when not properly secured, construction sites can become a distraction for local law enforcement from more pressing matters that require their attention. Consequently, developers typically take precautions to prevent trespassing through construction sites. Most commonly, temporary fencing is installed around the construction site to keep out the curious. Deployment of roving security guards is also an effective strategy in preventing problems from developing. The proposed project would employ construction security features, such as fencing, which would serve to minimize the need for Sheriff's Department services. Traffic generated by construction workers and trucks would occur primarily during off-peak traffic hours. Although minor traffic delays may result from construction activities at times, these impacts would be temporary in nature and would be coordinated with local police and emergency officials. Therefore, impacts associated with police services during construction would be ***less than significant*** and no mitigation measures are required.

#### *Operation*

Implementation of the proposed project would increase the demand for police services in the project area. As noted in Section IV.K (Population & Housing) of the DEIR, the proposed project would result in approximately 70 permanent residents and approximately 825 employees. Implementation of the proposed project would also increase the number of site visitors within the project site. However, the Sheriff's Department would not need to construct a new facility or expand existing facilities in order to accommodate the project's demand for police services.<sup>16</sup>

Although there is not a direct proportional relationship between increases in land use activity and increases in demand for police protection, it is logical, to some extent, to anticipate that the number of calls for police response to home burglaries, vehicle burglaries, damage to vehicles, traffic-related incidents, and crimes against persons would be anticipated to increase with the increase in onsite activity and population and increased traffic on adjacent streets and arterials. However, because a number of other factors also contribute to the resultant crime rate such as police presence, crime prevention measures, and on-going legislation/funding, the potential for increased crime rates is not necessarily directly proportional to increases in land use activity. Although the project would increase the number of persons and level of activity on the project site, given the type of use and its similarity to the surrounding

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<sup>16</sup> County of San Mateo Sheriff's Office, Captain Mark S. Hanlon, Operations, Response to Service Letter, April 29, 2009.

area, it is reasonable to expect that the project would not result in a meaningful increase in the amount of crime in the project area.

The discussion below considers the major criteria for determining the proposed project's potential impacts on police protection services, including Sheriff's Department staffing levels and response times in the project area.

### Service Ratio

As noted in Section IV.K (Population & Housing) of the DEIR, the proposed project would result in approximately 70 permanent residents and approximately 825 employees. With the construction of the proposed project, the new persons introduced to the project site on a daily basis would not require any additional officers in order to maintain the current deputy-to-population ratio of approximately one officer per 2,245 persons in the "70 Beat" RD.<sup>17</sup> Whether the proposed project would require the Sheriff's Department to hire more deputies or staff or purchase more equipment ultimately depends on the calls for service generated by the proposed project.<sup>18</sup> Because the proposed project's demand for police services would not result in a need for new officers to maintain the current deputy-to-population ratio, the proposed project would not likely require any expansion, consolidation, or relocation of the Moss Beach Substation. Additionally, as noted in Section III (Project Description) of this DEIR, the project would provide security measures, including illumination of the parking lots areas, basketball court, and all developed walkways, security outdoor lighting, indoor lighting, and fencing along the southern and western boundaries of the Wellness Center property and adjacent to the northern two breezeway units, to reduce demands of the Sheriff's Department. Therefore, operation impacts related to the officer-to-population ratio would be *less than significant* and no mitigation measures are required.

### Response Times

Given that the project is not expected to generate a considerable increase in crime, the effect that the project would have on response times would be minimal, if at all.

As noted in Section IV.M (Transportation/Traffic) of the DEIR, all eight study intersections currently operate at an acceptable Level of Service (LOS) D or better. It is estimated that under background conditions (existing conditions plus the addition of traffic generated by other approved developments in the vicinity of the project site), all eight study intersections would continue to operate at an acceptable LOS D or better. With implementation of the proposed project, the eastbound left-turn movement at the intersection of Highway 1 and Cypress Avenue would operate at unacceptable LOS F with a delay of 61.9 seconds, while all other study intersections would continue to operate at an acceptable LOS. However, as previously discussed police units are most often in a mobile state; therefore, it is unknown precisely

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<sup>17</sup>  $[(10,356 \text{ estimated residents in the Mid-Coast Area} + 70 \text{ project residents}) \div (5 \text{ deputies})] = 2,085 \text{ people per deputy}$

<sup>18</sup> County of San Mateo Sheriff's Office, Captain Mark S. Hanlon, Operations, Response to Service Letter, April 29, 2009.

which route the Sheriff's Department would use to access the project site when responding to an emergency call. Therefore, a police unit accessing the project site from the surrounding area may or may not pass through the impacted study intersection. None of the study intersections are expected to be significantly impacted by project traffic volumes. As such, emergency response times would not be affected, given that implementation of the proposed project would not result in a significant traffic impact. Therefore, operational impacts related to response time would be *less than significant* and no mitigation measures are required.

#### Summary of Impacts to Police Services

While the project would increase the number of persons and level of activity on the project site, given the type of use, it is reasonable to expect that the project would not result in a meaningful increase in the amount of crime in the project area. Further, given that the project is not expected to generate a considerable increase in crime, the affect that the project would have on response times would be minimal. Additionally, according to the Sheriff's Department, although additional deputies and equipment could be necessary to accommodate the project, the additional demand for police services created by the project would not require the need for new or altered police facilities. Therefore, project impacts on police services would be *less than significant* and no mitigation measures are required.

Although impacts were found to be less than significant, the following mitigation measure is recommended by the Sheriff's Department to further reduce impacts related to an increased demand for police services associated with the proposed project.

#### **Mitigation Measure PS-1      Police Services**

Provide onsite manned<sup>19</sup> security with clear lines of communication to fire and emergency medical response.<sup>20</sup>

### **CUMULATIVE IMPACTS**

Implementation of the project in combination with the 37 related projects (see Table III-1, Related Projects List) would further increase the demand for police services. However, as seen in Table III-1, all but seven of the projects are located in the City of Pacifica, City of San Bruno, City of Half Moon Bay, and the Town of Hillsborough, each of which have their own police department and provide police services to all areas located within their jurisdiction's boundaries.

Similar to the proposed project, each of the related projects would be individually subject to review by the applicable police department, and would be required to comply with all safety requirements of the applicable jurisdiction to adequately address police protection service demands. Furthermore, each

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<sup>19</sup> County of San Mateo Sheriff's Office, Captain Mark S. Hanlon, Operations, telephone conversation, September 24, 2009.

<sup>20</sup> County of San Mateo Sheriff's Office, Captain Mark S. Hanlon, Operations, Response to Service Letter, April 29, 2009.

related project would contribute additional tax revenue that could be used for commensurate expansion of police services, the hiring of additional police officers/sheriff deputies, and the purchase of additional equipment. Therefore, cumulative impacts with respect to police protection would be *less than significant* and no mitigation measures are required.

Although impacts were found to be less than significant, implementation of Mitigation Measure PS-1 would further reduce impacts related to an increased demand for police services associated with implementation of the project; therefore, the project would not contribute to a cumulative impact to police protection in combination with the 37 related projects.

#### **LEVEL OF SIGNIFICANCE AFTER MITIGATION**

Project impacts on police services would be *less than significant*.

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## IV. ENVIRONMENTAL IMPACT ANALYSIS

### L. PUBLIC SERVICES

#### 2. FIRE PROTECTION

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##### METHODOLOGY

Potential project impacts associated with fire protection services were evaluated based on the adequacy of existing and planned staffing, equipment, and facilities of the Coastside Fire Protection District to meet the additional demand for fire protection and emergency medical services resulting from development of the proposed project. The responsible agency was contacted regarding the potential impacts on their facilities. Responses from public services agencies are included in Appendix C to this DEIR. In addition, various public service policies and guidelines as defined by the County of San Mateo (County) and the Coastside Fire Protection District were also reviewed and considered during the project impact analysis.

##### ENVIRONMENTAL SETTING

The primary agency responsible for serving the project site and surrounding area with fire protection services is the Coastside Fire Protection District (District), which serves the City of Half Moon Bay and the communities of El Granada, Miramar, Princeton, Moss Beach, and Montara, in addition to the surrounding unincorporated areas with a total District size of 50 square miles and a service population of 30,000 residents. The mission of the District is to protect the lives, environment, and property of the community through fire suppression, fire prevention, emergency medical services, rescue services, public education and other related services.<sup>21</sup> The District is a signatory of the San Mateo County Automatic Aid agreement, which provides for aid from all the fire agencies in the County.<sup>22</sup> The District's Board of Directors is comprised of nine publicly elected or appointed representatives who establish policy that is implemented by staff.<sup>23</sup> The District is a part of Fire Net 6, a consolidated dispatch system of six fire agencies within the County by means of a Joint Powers Agreement (JPA).<sup>24</sup>

The District operates three fire stations, including: Fire Station 40, located within the downtown area of the City of Half Moon Bay; Fire Station 41, located within the unincorporated area of El Granada; and Fire Station 44, located within the Moss Beach area (see Table IV.L-3 (Coastside Fire Protection District Fire Protection Services) below).<sup>25</sup> Fire Station 40 serves as the District headquarters, and responded to

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<sup>21</sup> *Coastside Fire Protection District, About Us, accessed by CAJA Staff at <http://www.coastsidefire.org/about> on April 28, 2009.*

<sup>22</sup> *Coastside Fire Protection District, Paul Cole, Chief, Response to Service Letter, May 14, 2009.*

<sup>23</sup> *Coastside Fire Protection District, Board of Directors, accessed by CAJA Staff at <http://coastsidefire.org/node/2> on May 15, 2009.*

<sup>24</sup> *Coastside Fire Protection District, Allied Agencies, accessed by CAJA Staff at <http://coastsidefire.org/allied> on May 18, 2009.*

<sup>25</sup> *Coastside Fire Protection District, About Us, accessed by CAJA Staff at <http://www.coastsidefire.org/about> on April 28, 2009.*

1,191 of the 55,122 incidents in the County of San Mateo in 2008.<sup>26</sup> Station 41 (El Granada) would provide initial fire and emergency medical service response to the project site, and Stations 40 (Half Moon Bay) and 44 (Moss Beach) would support the initial response. Apparatus at Station 40 includes one Type 1 fire engine, one 75-foot ladder truck (Quint), one patrol, and one light-duty rescue. Both Station 41 and Station 44 have one Type 1 fire engine and reserve engine each.<sup>27</sup>

**Table IV.L-3  
Coastside Fire Protection District Fire Protection Services**

<b>Station</b>	<b>Location<sup>1</sup></b>	<b>Equipment<sup>2</sup></b>	<b>Staff<sup>3</sup></b>	<b>Approximate Distance from Project Site (miles)</b>
Station 41	531 Obispo Road El Granada, CA 94018	2 Type 1 Engines 1 Breathing Support	Three (3) personnel	1.2
Station 44	501 Stetson Street Moss Beach, CA 94038	2 Type 1 Engines 1 Type 3 Engine	Three (3) personnel	1.9
Station 40 (District Headquarters)	1191 Main Street Half Moon Bay, CA 94019	1 Type 1 Engine 1 Type 1 Quint 1 Type 3 Engine 1 Antique Engine 1 Water Rescue Unit 1 Command Vehicle 1 Technical Rescue 3 Staff Cars	Five (5) personnel	5.1

*Source:*  
<sup>1</sup> *Coastside Fire Protection District, Fire Stations, accessed by CAJA Staff at <http://www.coastsidefire.org/stations> on April 28, 2009.*  
<sup>2</sup> *Coastside Fire Protection District, Apparatus and Equipment, accessed by CAJA Staff at <http://www.coastsidefire.org/apparatus> on April 28, 2009.*  
<sup>3</sup> *Coastside Fire Protection District, Paul Cole, Chief, Response to Service Letter, May 14, 2009. Christopher A. Joseph & Associates, May 2009.*

The District has eighteen volunteer firefighter positions along with twenty paid positions that include one Division Chief, three Battalion Chiefs, one Fire Prevention Inspector, one Training Division Captain, two Administrative support positions and one Mechanic. All stations are staffed with one Fire Captain and two Fire Apparatus Engineers, one of which is a paramedic to provide advance life support service. Shift personnel work a scheduled three-day/72-hour work week. In addition to traditional fire service, the District provides Advance Life Support, Cliff Rescue, Water Rescue, Confined Space Rescue, Ambulance

<sup>26</sup> *FireDispatch.com, Reports, Incidents by Type and Incidents by District (Top 20), San Mateo County, accessed by CAJA Staff at <http://www.firedispatch.com/> on May 5, 2009.*

<sup>27</sup> *Coastside Fire Protection District, Paul Cole, Chief, Response to Service Letter, May 14, 2009.*

Transport Services, Vehicle and Residential Lock-Out.<sup>28</sup> The District does not currently have plans to develop any new fire stations or increase staffing or equipment levels at any of its three stations.<sup>29</sup>

### **Half Moon Bay Volunteer Fire Department**

The Half Moon Bay Volunteer Fire Department (Volunteer Fire Department) is a Volunteer Division of the District. The Volunteer Fire Department is comprised of approximately 18 members and is under the direction of the Fire Chief. The objectives of the Volunteer Fire Department are to operate within the boundaries of the District as a supplemental force to the regular paid department and to operate as a trained unit for suppression and non-suppression situations. Volunteers participate in rigorous training and respond to many emergencies.<sup>30</sup> The number of volunteers reflects the current needs of the Volunteer Fire Department and is determined by the Chief of the Volunteer Division. The Volunteer Fire Department hires new volunteers on an as-needed-basis.<sup>31</sup>

### **Dispatching**

Dispatching for the County of San Mateo involves one dispatch center, San Mateo County Public Safety Communications (SCMPSC) for all areas of the County including the project area. SCMPSC serves and dispatches all branches of emergency first response, including law enforcement, fire and paramedic services in a consolidated operation, and fields over 280,000 calls for service annually.<sup>32</sup> SCMPSC provides dispatching services to 23 public safety agencies, including five police/sheriff departments, 16 fire departments/fire protection districts, AMR (the County's 911 paramedic transport provider), and the Peninsula Humane Society.<sup>33</sup> All fire jurisdictional boundaries have been dropped for emergency response. The purpose of this boundary drop is to have the closest available equipment respond, and provide immediate emergency services. The type and severity of the emergency will dictate the actual number and type of emergency equipment that is dispatched to respond.

### **Response Times**

As noted above, depending on what type of emergency is called in, the proposed project would primarily be served by Station 41 (El Granada), located approximately 1.2 miles southeast of the project site. Station 41 would provide initial fire and emergency medical service response and Stations 40 and 44,

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<sup>28</sup> Coastside Fire Protection District, *About Us*, accessed by CAJA Staff at <http://www.coastsidefire.org/about> on April 28, 2009.

<sup>29</sup> Coastside Fire Protection District, Paul Cole, Chief, *Response to Service Letter*, May 14, 2009.

<sup>30</sup> Coastside Fire Protection District, *Half Moon Bay Volunteer Fire Department*, accessed by CAJA Staff at <http://coastsidefire.org/volunteers> on May 15, 2009.

<sup>31</sup> Coastside Fire Protection District, *Half Moon Bay Volunteer Fire Department, Recruitment*, accessed by CAJA Staff at <http://coastsidefire.org/vrecruitment> on May 15, 2009.

<sup>32</sup> San Mateo County Public Safety Communications, *Annual Statistics 2008*, accessed by CAJA Staff at <http://www.smc911dispatch.org/stats/YearEndStats2008.pdf> on May 5, 2009.

<sup>33</sup> San Mateo County Public Safety Communications - *911 Dispatch*, revised April 4, 2009, accessed by CAJA Staff at <http://www.smc911dispatch.org/> on April 28, 2009.

located in the City of Half Moon Bay and Moss Beach, respectively, would support the initial response. Average response times to the project area range between approximately seven minutes and 12 minutes.<sup>34</sup>

### **Wildfire Hazards**

As discussed in Section IV.G (Hazards & Hazardous Materials) of the DEIR, the proposed project site is not within a Hazardous Fire Area, as shown on the Natural Hazards Map of the County of San Mateo General Plan.<sup>35</sup> Additionally, the project site and immediate surrounding land uses are not located in a Fire Hazard Severity Zone, as defined by the California Department of Forestry and Fire Protection (CAL FIRE).<sup>36</sup> Nearby agricultural lands adjacent to the Half Moon Bay Airport and east of Cabrillo Highway interface with open space areas that extend to Montara Mountain; these areas are within the identified Very High Fire Hazard Severity Zone.

The project site is located within a Community at Risk zone according to the County's Wildland Urban Interface Fire Threatened Communities Map, which depicts the general risk within neighborhoods and the relative risk from community to community.<sup>37</sup> Therefore, the project site can be susceptible to wildland fires.

Refer to Section IV.G (Hazards and Hazardous Materials) of the DEIR for further discussion of wildfire hazards and potential project impacts related to wildland fires.

### **Emergency Access**

Emergency vehicle access to the project site is provided from major roadways near and adjacent to the site. Major roadways near the project site include: State Route (SR) 1 (Cabrillo Highway) and Airport Street. The project site can be directly accessed from the surrounding streets, including: Cypress Avenue, Marine Boulevard; Capistrano Road, Prospect Way; and California and Cornell Avenues, located to the west, east and south of the site, respectively.

Habitat, fire access and emergency access fencing and gates would be installed for the Wellness Center property and would run along the AO setback line between the buildings (refer to Figure III-24). The gates would be designed to be opened for fire access, but when closed, the fabric would limit passage for frogs and reptiles. Further, two lock box access points would be available to allow fire trucks access to the proposed walking trail behind the Wellness Center (trails discussed in detail below under Open Space

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<sup>34</sup> *Coastside Fire Protection District, Paul Cole, Chief, Response to Service Letter, May 14, 2009.*

<sup>35</sup> *County of San Mateo General Plan, County of San Mateo, Department of Environmental Management, Planning and Development Division, Natural Hazards, 15.1M, accessed by CAJA Staff at [http://www.sforoundtable.org/P&B/gp/maps/gp%20natural%20hazards%20\(11x17\).pdf](http://www.sforoundtable.org/P&B/gp/maps/gp%20natural%20hazards%20(11x17).pdf) on May 5, 2009.*

<sup>36</sup> *California Department of Forestry and Fire Protection, San Mateo County Fire Hazard Severity Zone (SRA) Map, November 7, 2007.*

<sup>37</sup> *County of San Mateo, Wildland Urban Interface - Fire Threatened Communities, accessed by CAJA Staff at [http://www.co.sanmateo.ca.us/vgn/images/portal/cit\\_609/29/16/601017851firethreat\\_wui.pdf](http://www.co.sanmateo.ca.us/vgn/images/portal/cit_609/29/16/601017851firethreat_wui.pdf) on May 15, 2009. (Original Source: California Department of Forestry and Fire Protection, 2003.)*

and Recreation), including: (1) a habitat gate between the common area within Building 1 and the southeast property line; and (2) a fire access gate along the northern entry point near the AO setback line.

## **REGULATORY SETTING**

### **Federal**

Currently no Federal policies and/or mandates related to fire protection services exist that are applicable to the proposed project. Therefore, in addition to the thresholds of significance outlined in Appendix G of the State *CEQA Guidelines*, the State and local policies and guidelines associated with fire services will be utilized for this analysis.

### **State**

#### ***California Code of Regulations***

Title 24 of the California Code of Regulations (CCR), known as the California Building Standards Codes or “Title 24”, contains the laws and regulations that govern the construction of buildings in California. The California Building Standards Code applies to all occupancies throughout the State. However, cities or counties may establish more restrictive building standards.<sup>38</sup> The 2007 triennial edition of the California Code of Regulations, Title 24 (California Building Standards Code) applies to all occupancies that applied for a building permit on or after January 1, 2008, and remains in effect until the effective date of the 2010 triennial edition. Part 9 of Title 24 is the California Fire Code, which contains fire-safety-related building standards referenced in other parts of Title 24. This Code is preassembled with the 2006 International Fire Code by the International Code Council.<sup>39</sup>

### **Local**

#### ***County of San Mateo Municipal Code***

County of San Mateo Municipal Code (County Code) Chapter 3.84 (Fire Protection Regulations) (herein referred to as the “County Fire Code”) applies to fire districts/departments serving all unincorporated areas of the County.

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<sup>38</sup> Department of General Services, State Architect, Title 24 Overview, accessed by CAJA Staff at <http://www.dsa.dgs.ca.gov/Code/title24.htm> on May 8, 2009.

<sup>39</sup> Building Standards Commission, 2007 Triennial Edition of CCR, Title 24, accessed by CAJA Staff at [http://www.bsc.ca.gov/title\\_24/t24\\_2007tried.htm](http://www.bsc.ca.gov/title_24/t24_2007tried.htm) on May 18, 2009.

**County of San Mateo General Plan**

The County of San Mateo General Plan (General Plan) contains the following policies related to fire protection services that are applicable to the proposed project (project consistency with the following is discussed in Section IV.I, Land Use & Planning):

*General Land Use (Chapter 7)****Urban Areas*****7.16 Land Use Objectives for Urban Areas**

Locate land use designations in urban areas (urban unincorporated areas) in order to: (1) maximize the efficiency of public facilities, services and utilities, (2) minimize energy consumption, (3) encourage the orderly formation and development of local government agencies, (4) protect and enhance the natural environment, (5) revitalize existing developed areas, and (6) discourage urban sprawl.

***Spheres of Influence*****7.21 Suitable Land within City Sphere of Influence**

Consider that lands may be included within a city sphere of influence only if they are generally suitable for urban services (e.g., public sewer systems, public water supplies, fire and police protection) and urban land uses.

*Urban Land Use (Chapter 8)****Regulation of Development in Urban Areas*****8.29 Infilling**

Encourage the infilling of urban areas where infrastructure and services are available.

*General Development Standards***8.36 Density**

Regulate maximum allowable densities in zoning districts in order to: (1) ensure a level of development that is consistent with land use designations, (2) plan for the efficient provision of public facilities, services, and infrastructure, and (3) minimize exposure to natural and man-made hazards.

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*Natural Hazards (Chapter 15)**Fire Hazards****Regulation of Development***15.29 Review Criteria for Locating Development Outside of Fire Hazard Areas

Insure that fire safety is adequately addressed in the review of new development proposed in unincorporated areas located outside of fire hazard areas through measures including but not limited to referral of proposals for development to appropriate fire protection agencies for conditions of approval.

15.30 Standards for Water Supply and Fire Flow for New Development

- a. Require connection to a public water system or private water company or provision of an onsite water supply as a condition of approval for any new development proposal.
- b. Determine the quantity of onsite water supply, fire flow requirements and spacing and installation of hydrants in accordance with the standards of the agency responsible for fire protection for the site proposed for development.
- c. Consider the use of additional onsite fire protection devices, including but not limited to, the use of residential sprinkler systems and contracting the services of private alarm companies for development proposed in remote areas.

15.31 Standards for Road Access for Fire Protection Vehicles to Serve New Development

- a. Consider the adequacy of access for fire protection vehicles during review of any new development proposal.
- b. Determine the adequacy of access through evaluation of length of dead end roads, turning radius for fire vehicles, turnout requirements, road widths and shoulders and other road improvement considerations for conformance with the standards of the agency responsible for fire protection for the site proposed for development.
- c. To the maximum extent possible, design access for fire protection vehicles in a manner which will not result in unacceptable impacts on visual, recreational and other valuable resources.

15.32 Street Signing

Support efforts to identify all roads, streets and major public buildings in a manner so that they are clearly visible to fire protection and other emergency vehicles.

**15.33 Road Patterns**

- a. Ensure road patterns that facilitate access for fire protection vehicles and provide secondary access and emergency evacuation routes when reviewing proposals for new subdivisions.
- c. Encourage fire protection agencies to identify emergency access and evacuation routes for existing developed areas and to provide this information to area residents.

**15.34 Vegetative Clearance Around Structures**

- a. Require clearance of flammable vegetation around structures as a condition of approval to new development in accordance with the requirements of the agency responsible for fire protection.
- b. Conduct periodic inspections to ensure maintenance of required clearances.

**15.35 Fire Retardant Vegetation**

Encourage the use of fire retardant vegetation when reviewing new development proposals.

**ENVIRONMENTAL IMPACTS****Thresholds of Significance**

Based on Appendix G of the State *CEQA Guidelines*, the proposed project could have a significant environmental impact related to fire protection services if it would:

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

**Project Impacts and Mitigation Measures*****Impact PS-2 Fire Protection Services***

Implementation of the proposed project could result in an increased need for fire protection services during both the short-term construction phase and long-term operational phase.

***Construction***

Construction of the proposed project would increase the potential for accidental onsite fires from sources such as the operation of mechanical equipment and use of flammable construction materials. In most cases, the implementation of “good housekeeping” procedures by the construction contractors and the

work crews would minimize these hazards. Good housekeeping procedures that would be implemented during construction of the proposed project include: the maintenance of mechanical equipment in good operating condition; careful storage of flammable materials in appropriate containers; and the immediate and complete cleanup of spills of flammable materials when they occur.

Construction activities also have the potential to affect fire protection, such as emergency vehicle response times, by adding construction traffic to the street network and potentially requiring partial lane closures during street improvements and utility installations. These impacts are considered to be less than significant for the following reasons:

- Construction impacts are temporary in nature and do not cause lasting effects;
- Partial lane closures, if determined to be necessary, would not greatly affect emergency vehicles, the drivers of which normally have a variety of options for avoiding traffic, such as using their sirens to clear a path of travel or driving in the lanes of opposing traffic; and
- The project site is located within 1.2 miles of Station 41, which would provide initial fire and emergency medical service response to the project site. Station 41 houses one Type 1 fire engine and one reserve engine and is staffed with three personnel. Two other Stations in the vicinity (Station 40 and 44) would support the initial response.

Based on the above information, construction of the proposed project would not be expected to tax fire fighting and emergency services to the extent that there would be a need for new, expanded, consolidated, or relocated fire facilities, in order to maintain acceptable performance objectives set by the District. Therefore, impacts associated with fire protection services during construction would be ***less than significant*** and no mitigation measures are required.

Although impacts were found to be less than significant, Mitigation Measure PS-2a would further reduce impacts associated with fire protection services during construction.

#### ***Mitigation Measure PS-2a      Fire Protection Services***

When there are partial closures, roadblocks, or encroachments to streets surrounding the project site during the grading and construction periods, flagmen shall be utilized to facilitate the traffic flow.

#### ***Operation***

Implementation of the proposed project would increase the demand for fire protection services in the project area. Considering that the project site is undeveloped and that current use of the site is limited to agricultural, the proposed project would represent a more intense use of the site. Although the relationship is not directly proportional, more intense uses of land typically result in the increased potential for fire and emergency incidents. As discussed in Section IV.K (Population & Housing) of the DEIR, the proposed project would result in approximately 70 permanent residents and up to approximately 825 employees. Implementation of the proposed project would also increase the number

of site visitors within the project site. As such, the increase in residents, employees and visitors to the project site could result in an increase in the demand for fire protection services.

It is unknown at this time whether existing staffing and equipment levels would be adequate to serve the proposed project. Implementation of the proposed project may require the District to construct new facilities or expand existing facilities to accommodate increased demand for fire protection services. According to the District, depending on the layout of the proposed project, the aerial ladder may not reach the roof of the building. Also, depending upon the service demands of the proposed project, additional personnel may be needed to meet response time demands. If the service demands increase with development of the proposed project, one additional company could be required at Station 41. The current station could not support the additional company and would need to be expanded and/or newly constructed. However, at this time the District does not have plans to develop any new fire stations or increase the amount of staffing and/or equipment levels at each of the District's three stations.<sup>40</sup>

One method utilized by the District to address the growing demands for fire protection services is through the Community Facilities Development process<sup>41</sup> (Mello-Roos Community Facilities Act of 1982).<sup>42</sup> All construction plans are required to comply with all applicable regulations and policies of the County and District.<sup>43</sup> Additionally, the other five agencies of the Fire Net 6 JPA, including the California Department of Fire and Forestry Protection (CAL FIRE), Menlo Park Fire District, Redwood City Fire Department, Belmont-San Carlos Fire Department, and Woodside Fire Protection District, would provide resources and mutual aid if an emergency escalated or warranted further personnel and equipment. Furthermore, the proposed project would be required to provide its fair share of Developer Impact Fees (DIFs) to assist the District in construction of new facilities as needed, as well as the recruitment and retention of new employees and the purchase of new equipment.

As noted above and further discussed in Section IV.G (Hazards & Hazardous Materials) of the DEIR, the project site is located within a Community at Risk zone according to the County's Wildland Urban Interface Fire Threatened Communities Map and the project site could be susceptible to wildland fires.

It is unlikely that implementation of the proposed project would require the District to construct new facilities or expand existing facilities to accommodate increased demand for fire protection services. Although it is currently unknown whether existing staffing and equipment levels would be adequate to

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<sup>40</sup> Coastside Fire Protection District, Paul Cole, Chief, Response to Service Letter, May 14, 2009.

<sup>41</sup> Coastside Fire Protection District, Paul Cole, Chief, Response to Service Letter, May 14, 2009.

<sup>42</sup> *The Mello-Roos Community Facilities Act of 1982 allows any county, city, special district, school district or joint powers authority to establish a Mello-Roos Community Facilities District (a "CFD") which allow for financing of public improvements and services, including streets, sewer systems and other basic infrastructure, police protection, fire protection, ambulance services, schools, parks, libraries, museums, and other cultural facilities. By law, the CFD is also entitled to recover expenses needed to form the CFD and administer the annual special taxes and bonded debt.*

(Source: California Property Tax Information, What is Mello-Roos?, accessed by CAJA Staff at <http://www.mello-roos.com/pdf/mrpdf.pdf> on May 18, 2009.)

<sup>43</sup> Coastside Fire Protection District, Paul Cole, Chief, Response to Service Letter, May 14, 2009.

serve the proposed project, the current Building Permit plan review process includes a requirement for project review and approval by the applicable fire authority. Therefore, impacts associated with fire protection services during operation of the proposed project would be *less than significant*.

## **CUMULATIVE IMPACTS**

Implementation of the proposed project in combination with the 37 related projects (see Table III-1, Related Projects List) would further increase the demand for fire protection. Specifically, there would be increased demands for additional staffing, equipment and facilities over time. However, as seen in Table III-1, all but seven of the projects are located in the City of Pacifica, City of San Bruno, City of Half Moon Bay, and the Town of Hillsborough, each of which have their own fire department and provide fire protection services to all areas located within their jurisdiction's boundaries. Regarding the seven related projects located within the Mid-Coast area of the County, whether the District could adequately accommodate the demand for fire protection services associated with the development of these projects in conjunction with the proposed project is dependent upon the type and number of calls for services each of the related projects would generate. However, according to the District, with the addition of one additional staffed engine/truck company, the District could meet the demands as projected.<sup>44</sup>

Similar to the proposed project, each of the related projects would be individually subject to review by the applicable fire department, and would be required to comply with all safety requirements of the applicable jurisdiction to adequately address fire protection service demands. Furthermore, each related project would contribute additional tax revenue that could be used for commensurate expansion of fire protection services, the hiring of additional firefighters/staff, and the purchase of additional equipment. Therefore, cumulative impacts with respect to fire protection services would be *less than significant* and no mitigation measures are required.

## **LEVEL OF SIGNIFICANCE AFTER MITIGATION**

Impacts to fire protection services would be *less than significant*.

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<sup>44</sup> Coastside Fire Protection District, Paul Cole, Chief, Response to Service Letter, May 14, 2009.

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## IV. ENVIRONMENTAL IMPACT ANALYSIS

### L. PUBLIC SERVICES

#### 3. SCHOOLS

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##### METHODOLOGY

Potential project impacts associated with school services were evaluated based on the adequacy of existing and planned facilities of the Cabrillo Unified School District to meet the additional demand for educational facilities resulting from development of the proposed project. The responsible agency was contacted regarding the potential impacts on their facilities. Responses from public services agencies are included in Appendix C to this DEIR. In addition, various public service policies and guidelines as defined by the County of San Mateo were also reviewed and considered during the project impact analysis.

##### ENVIRONMENTAL SETTING

Public education services near the project site are provided by the Cabrillo Unified School District (CUSD).<sup>45</sup> CUSD was established on July 1, 1965 and encompasses an area of approximately 135 square miles. CUSD currently operates four elementary schools, one middle school, one high school, and one continuation school, and an adult education program, which provide education for approximately 3,800 students.<sup>46</sup> CUSD implements an open enrollment policy, which allows students to apply to transfer to any of the District's elementary schools.<sup>47</sup>

The following schools currently serve the project area and would serve the proposed project:<sup>48</sup>

- El Granada Elementary School, located at 400 Santiago Street in Half Moon Bay (approximately 1.6 miles southeast of the project site), which serves grades K-5.
- Manual F. Cunha Intermediate School, located at 600 Church Street in Half Moon Bay (approximately 4.3 miles southeast of the project site), which serves grades 6-8.
- Half Moon Bay High School, located at 498 Kelly Avenue in Half Moon Bay (approximately 5 miles southeast of the project site), which serves grades 9-12.

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<sup>45</sup> *County of San Mateo, State of California High School Districts, 2008, accessed by CAJA Staff at [http://www.smcoe.k12.ca.us/Projects/8/County\\_Map\\_High\\_SD.pdf](http://www.smcoe.k12.ca.us/Projects/8/County_Map_High_SD.pdf) on April 14, 2009.*

<sup>46</sup> *Cabrillo Unified School District, District Programs, accessed by CAJA Staff at [http://www.cabrillo.k12.ca.us/CUSD\\_topic/programs.htm](http://www.cabrillo.k12.ca.us/CUSD_topic/programs.htm) on April 14, 2009.*

<sup>47</sup> *Cabrillo Unified School District, Diane E. Stupi, Director, Fiscal Services, electronic correspondence, April 30, 2009.*

<sup>48</sup> *Cabrillo Unified School District, Diane E. Stupi, Director, Fiscal Services, Response to Service Letter, April 29, 2009.*

Enrollment and class size trends for these schools between 2005 and 2008 are shown in Table IV.L-4 (School Data for Proposed Project and Vicinity). As shown, enrollments at each of the three schools serving the project area have steadily declined between 2005 and 2008. However, current District-wide enrollment and capacity statistics for the 2008-2009 school year indicate that current capacity is exceeded by 148 students<sup>49</sup> and existing school capacity within the CUSD is not adequate to meet the current student population. CUSD utilizes bussing programs and portable classrooms to accommodate overcrowded schools. There are no plans at this time to build any new schools within the CUSD, but plans to modernize Manual F. Cunha Intermediate School are in process.<sup>50</sup>

**Table IV.L-4**  
**School Data for Proposed Project and Vicinity**

School Year	El Granada Elementary School			Manual F. Cunha Intermediate School			Half Moon Bay High School		
	05-06	06-07	07-08	05-06	06-07	07-08	05-06	06-07	07-08
Enrollment	529	501	501	758	716	711	1,133	1,064	1,050
Average Class Size	22.2	20.8	19.9	29.9	29.3	27.0	30.0	27.5	27.0
Pupil Teacher Ratio	18.9	18.6	17.9	24.3	23.4	22.3	24.6	24.5	24.8
<i>Source: California Department of Education, DataQuest. Accessed by CAJA Staff at <a href="http://dq.cde.ca.gov/dataquest/">http://dq.cde.ca.gov/dataquest/</a> on April 14, 2009.</i>									

### School Developer Fees

Pursuant to Section 17620(a)(1) of the California Education Code, the governing board at any school district is authorized to levy a fee, charge, dedication, or other requirement against any construction within the boundaries of the district, for the purpose of funding the construction or reconstruction of school facilities. Effective May 12, 2008, CUSD school impact fee rates are \$2.97 per square foot of residential development and \$0.47 per square foot of commercial development.<sup>51</sup> Provided in Section 65996 of the California Government Code, the payment of such fees is deemed to fully mitigate the impacts of new development on school services.

<sup>49</sup> Current capacity = 3,238 students; Current enrollment = 3,386 students [3,238 - 3,386 = -148 students] (Cabrillo Unified School District, Diane E. Stupi, Director, Fiscal Services, electronic correspondence, April 30, 2009.)

<sup>50</sup> Cabrillo Unified School District, Diane E. Stupi, Director, Fiscal Services, Response to Service Letter, April 29, 2009.

<sup>51</sup> Cabrillo Unified School District, Diane E. Stupi, Director, Fiscal Services, Response to Service Letter, April 29, 2009.

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## REGULATORY SETTING

### Federal and State

Senate Bill 50 (SB 50) and Proposition 1A provided a comprehensive school facilities financing and reform program. The provisions of SB 50 prohibit local agencies from denying land use approvals on the basis that school facilities are inadequate and reinstate the school facility fee cap for legislative actions. Section 65996 of the Government Code states that the development fees authorized by SB 50 are deemed to be “full and complete school facilities mitigation.”

Section 17620(a)(1) of the California Education Code, the governing board at any school district is authorized to levy a fee, charge, dedication, or other requirement against any construction within the boundaries of the district, for the purpose of funding the construction or reconstruction of school facilities.

### Local

#### *County of San Mateo General Plan*

The County of San Mateo General Plan (General Plan) contains the following policies related to school services that are applicable to the proposed project (project consistency with the following is discussed in Section IV.I, Land Use & Planning):

#### *General Land Use (Chapter 7)*

##### *Urban Areas*

#### 7.16 Land Use Objectives for Urban Areas

Locate land use designations in urban areas (urban unincorporated areas) in order to: (1) maximize the efficiency of public facilities, services and utilities, (2) minimize energy consumption, (3) encourage the orderly formation and development of local government agencies, (4) protect and enhance the natural environment, (5) revitalize existing developed areas, and (6) discourage urban sprawl.

#### *Urban Land Use (Chapter 8)*

##### *Regulation of Development in Urban Areas*

##### *General Development Standards*

#### 8.36 Density

Regulate maximum allowable densities in zoning districts in order to: (1) ensure a level of development that is consistent with land use designations, (2) plan for the efficient provision of

public facilities, services, and infrastructure, and (3) minimize exposure to natural and man-made hazards.

## ENVIRONMENTAL IMPACTS

### Threshold of Significance

Based on Appendix G of the State *CEQA Guidelines*, the proposed project could have a significant environmental impact related to school services if it would:

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

### Project Impacts and Mitigation Measures

#### *Impact PS-3 School Services*

Implementation of the proposed project would potentially increase the demand for school services in the project area. As noted in Section IV.K (Population & Housing) of the DEIR, the proposed project would result in approximately 70 permanent residents and approximately 825 employees. While the DD adult residents would not utilize school facilities in the project area, the 20 live-in staff members anticipated with project development could potentially have school-aged dependents living with them that would attend the schools serving the project site. Additionally, the employees generated by the Office Park property development may also have school-aged children; however, as these employees would not be living onsite, their children would continue to attend school near their place of residence.

The estimated number of students the proposed project would generate is derived by multiplying the number of students per dwelling unit (the student generation rate) by the number of dwelling units proposed under the project. While under the proposed project a maximum of 70 units may be developed, 50 of those units would be occupied by developmentally disabled adults that would not utilize school services provided by the CUSD. The remaining 20 units would be occupied by live-in staff that could potentially have school-aged children living with them that would attend the schools serving the project site.

The student generation rate used for the CUSD is 0.609 students per dwelling unit.<sup>52</sup> The student generation rate may be broken down as approximately 0.047 students in each grade year K through 12<sup>th</sup>. To calculate project impacts on the CUSD, the student generation rate per dwelling unit may be expressed

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<sup>52</sup> *Cabrillo Unified School District, Diane E. Stupi, Director, Fiscal Services, Response to Service Letter, April 29, 2009.*

as 0.281 elementary school students, 0.141 middle school students, and 0.187 high school students.<sup>53</sup> Applying the student generation rate for the CUSD, the proposed project has the potential to generate approximately 13 students - six elementary school students, three middle school students, and four high school students.<sup>54</sup> The CUSD does not plan to develop any new schools in the service area of the proposed project; however, as discussed previously, there are plans to modernize Manual F. Cunha Intermediate School in process.<sup>55</sup>

As mandated by State law (Section 17620(a)(1) of the California Education Code), the project applicant would be required to pay \$2.97 per square foot of residential development and \$0.47 per square foot of commercial development (as of May 12, 2008) to offset any impacts the proposed project would have on the CUSD. As stated previously, provided in Section 65996 of the California Government Code, the payment of such fees is deemed to fully mitigate the impacts of new development on school services. The CUSD will work with the project applicant to accommodate the demand for school services associated with the proposed project.<sup>56</sup> Therefore, with payment of these required developer fees and consultation with the CUSD, project impacts to school services would be *less than significant* and no mitigation measures are required.

## CUMULATIVE IMPACTS

Implementation of the project in combination with the 37 related projects (see Table III-1, Related Projects List) would further increase the demand for school services. However, as with the proposed project, the applicants of the related projects would be required to pay developer fees to the appropriate school districts as applicable; and payment of these fees would fully mitigate any impact that the related projects would have on school services, pursuant to Section 65996 of the California Government Code. The CUSD will work with each individual developer to accommodate the demand for school services

<sup>53</sup>  $[0.609 \text{ students/du}] \div 13 \text{ grade levels (K-12)} = 0.0468461 \text{ students/du/grade level}$   
Elementary School (K-5):  $0.0468461 \text{ students/du/grade level} \times 6 \text{ grade levels} = 0.281 \text{ students/du}$   
Middle School (6-8):  $0.0468461 \text{ students/du/grade level} \times 3 \text{ grade levels} = 0.141 \text{ students/du}$   
High School (9-12):  $0.0468461 \text{ students/du/grade level} \times 4 \text{ grade levels} = 0.187 \text{ students/du}$   
 (Note: dwelling unit = du)

<sup>54</sup> Elementary School (K-5):  $0.281 \text{ students/du} \times 20 \text{ du} = 5.62 = 6 \text{ students}$   
Middle School (6-8):  $0.141 \text{ students/du} \times 20 \text{ du} = 2.82 = 3 \text{ students}$   
High School (9-12):  $0.187 \text{ students/du} \times 20 \text{ du} = 3.74 = 4 \text{ students}$   
 (Note: dwelling unit = du)

<sup>55</sup> Cabrillo Unified School District, Diane E. Stupi, Director, Fiscal Services, Response to Service Letter, April 29, 2009.

<sup>56</sup> Cabrillo Unified School District, Diane E. Stupi, Director, Fiscal Services, Response to Service Letter, April 29, 2009.

associated with their specific development.<sup>57</sup> Therefore, cumulative impacts associated with school services would be *less than significant* and no mitigation measures are required.

### **LEVEL OF SIGNIFICANCE AFTER MITIGATION**

Project impacts to school services would be *less than significant*.

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<sup>57</sup> *Cabrillo Unified School District, Diane E. Stupi, Director, Fiscal Services, Response to Service Letter, April 29, 2009.*

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## IV. ENVIRONMENTAL IMPACT ANALYSIS

### L. PUBLIC SERVICES

#### 4. PARKS & RECREATION

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##### METHODOLOGY

Potential project impacts associated with public parks and recreation facilities were evaluated based on the adequacy of existing facilities of both the County of San Mateo Department of Parks and California State Parks to meet the additional demand for public parks and recreation facilities resulting from development of the proposed project. The responsible agencies were contacted regarding the potential impacts on its facilities. Responses from public services agencies are included in Appendix C to this DEIR. In addition, various public service policies and guidelines as defined by the County of San Mateo and the Parks Department were also reviewed and considered during the project impact analysis.

##### ENVIRONMENTAL SETTING

###### *California Department of Parks and Recreation*

In addition to parks operated by the Parks Department, many California Department of Parks and Recreation (CDPR) parks are located in the County of San Mateo. The CDPR owns and operates 8,353 acres of recreational facilities in the County in the form of parks, beaches, and marine reserves.<sup>58</sup> These facilities are located along the coast and in the southern portion of the County. The facilities nearest to the proposed project vicinity include Montara and Half Moon Bay State Beaches.<sup>59</sup> CDPR operates the following 18 parks and recreational areas in the County of San Mateo.<sup>60</sup>

- Año Nuevo State Park/Natural Reserve
- Bean Hollow State Beach
- Big Basin Redwoods State Park
- Burleigh H. Murray Ranch
- Butano State Park
- Castle Rock State Park
- Gray Whale Cove State Beach
- Half Moon Bay State Beach
- Pacifica State Beach
- Pescadero State Beach
- Pigeon Point Light Station State Historic Park
- Point Montara Light Station
- Pomponio State Beach
- Portola Redwoods State Park
- San Bruno Mountain State Park
- San Gregorio State Beach

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<sup>58</sup> *San Mateo County, Environmental Services Agency, Planning and Building Division, County of San Mateo General Plan, Chapter 6 - Park & Recreation Resources, November 1986, page 6.5.*

<sup>59</sup> *California State Parks, Paul Keel, Sector Superintendent, Santa Cruz District, San Mateo Coast Sector, Response to Service Letter, May 1, 2009.*

<sup>60</sup> *California State Parks, Visit a Park, Find Parks, County/City, San Mateo County, accessed by CAJA Staff at <http://www.parks.ca.gov/parkindex/> on April 28, 2009.*

- Montara State Beach
- Thornton State Beach

At certain busy times, all State park facilities are at capacity with visitors; however, no development is planned at this time. The CDPR is looking at visitation trends to help direct future park planning.<sup>61</sup>

### ***County of San Mateo Department of Parks***

The County of San Mateo Department of Parks (Parks Department) operates 18 parks<sup>62</sup>, three regional trails and numerous other County and local trails encompassing 15,680 acres<sup>63</sup>. The parks, trails, and facilities are located throughout the County and represent a wide variety of natural settings including a coastside marine reserve, recreational area, coastal mountain woodland areas, and urban sites.<sup>64</sup> Camping, hiking, swimming, windsurfing, and horseback riding are some of the recreational activities offered at the following County parks<sup>65</sup>:

- Coyote Point Recreation Area & Marina
- Crystal Springs (Sawyer Camp Trail)
- Edgewood Park & Natural Preserve
- Flood Park
- Huddart Park
- Fitzgerald Marine Reserve
- Heritage Grove
- Junipero Serra Park
- Memorial Park
- Pescadero Creek Park
- Quarry Park
- Sam McDonald Park
- Sanchez Adobe Historic Site
- San Bruno Mountain State & County Park
- San Mateo Fishing Pier<sup>66</sup>
- San Pedro Valley Park
- Woodside Store
- Wunderlich Park

<sup>61</sup> California State Parks, Paul Keel, Sector Superintendent, Santa Cruz District, San Mateo Coast Sector, Response to Service Letter, May 1, 2009.

<sup>62</sup> County of San Mateo, Department of Parks, Sam Herzberg, Senior Planner, Response to Service Letter, May 8, 2009.

<sup>63</sup> Figure does not account for Quarry Park, a 40-acre park in El Granada, over which the Parks Department has assumed ownership, operations, and maintenance. (Source: County of San Mateo, Department of Parks, Sam Herzberg, Senior Planner, Response to Service Letter, May 8, 2009; and Midcoast Park Lands, What is Midcoast Park Lands?, accessed by CAJA Staff at <http://www.mpl.sanmateo.org/> on May 8, 2009.)

<sup>64</sup> County of San Mateo, Department of Parks, Department of Parks Home, accessed by CAJA Staff at <http://www.co.sanmateo.ca.us/portal/site/parks/> on April 27, 2009.

<sup>65</sup> County of San Mateo, Department of Parks, Sam Herzberg, Senior Planner, Response to Service Letter, May 8, 2009; and County of San Mateo, Department of Parks, Parks, San Mateo County Parks, accessed by CAJA Staff at

[http://www.co.sanmateo.ca.us/portal/site/parks/menuitem.16bfc0a32453ee4482439054d17332a0/?vgnextoid=0f29f80110f4d110VgnVCM1000001d37230aRCRD&vgnnextchannel=ee29f80110f4d110VgnVCM1000001d37230a\\_\\_\\_&vgnnextfmt=DivisionsLanding](http://www.co.sanmateo.ca.us/portal/site/parks/menuitem.16bfc0a32453ee4482439054d17332a0/?vgnextoid=0f29f80110f4d110VgnVCM1000001d37230aRCRD&vgnnextchannel=ee29f80110f4d110VgnVCM1000001d37230a___&vgnnextfmt=DivisionsLanding) on April 27, 2009.

<sup>66</sup> The San Mateo Fishing Pier is currently closed. Plans to reopen the facility are being considered.

(Source: County of San Mateo, Department of Parks, Parks, San Mateo Fishing Pier, accessed by CAJA Staff at <http://www.co.sanmateo.ca.us/portal/site/parks/menuitem.f13bead76123ee4482439054d17332a0/?vgnextoid=9828c8909231e110VgnVCM1000001d37230aRCRD&cpsexcurrchannel=1> on April 28, 2009.)

According to the Parks Department, the existing park and recreational facilities are not adequately meeting the project area's current demand for park and recreation facilities.<sup>67</sup> Additionally, although the Parks Department has a presence in the Mid-Coast area, they are not currently funded for operating parks and recreation services for the unincorporated Mid-Coast communities. Establishing a governance structure for providing the needed recreational services is critical for constructing, maintaining, operating and administering a community park system.

### ***Mid-Coast Recreational Needs Assessment***

The project site is located in the Mid-Coast area of the County of San Mateo, which encompasses an area of 6.1 square miles to the north of the City of Half Moon Bay and includes approximately 11,000 residents living in five distinct communities (Montara, Moss Beach, El Granada, Princeton, and Miramar). While some local recreational opportunities exist, many residents have expressed a need for significantly more facilities and programs.<sup>68</sup> The purpose of the *Mid-Coast Recreational Needs Assessment* (Recreational Needs Assessment) is to assist the Mid-Coast community in moving forward with their vision of a park and recreation and outline a strategy for their implementation of the overall plan.<sup>69</sup> The park and recreation system envisioned in the Recreational Needs Assessment would include mini-parks, neighborhood parks, community parks, a community recreational building and a community-wide trail system resulting in over 62 acres of parkland to fulfill existing population needs and an additional 50 acres for future population growth expected at build-out. Additionally, approximately 19.8 miles of trails, including 9.6 miles of Class I trails and 10.2 miles of hiking paths, are proposed as part of the recommended park system.<sup>70</sup>

Within the Mid-Coast area, there are twelve parks and recreation facilities serving residents and others, including: 1) Quarry Park, 2) Farrallone View School, 3) El Granada School, 4) Hockey Rink at Airport, 5) Moss Beach Park, 6) McNee Ranch State Park, 7) Gray Whale Cove State Beach, 8) Montara State Beach, 9) James V. Fitzgerald Marine Reserve, 10) Pillar Point Marsh & Shoreline, 11) El Granada/Vallejo and Miramar Beaches, and 12) Mirada Surf East. The majority of these resources, however, fall into the regional parks and recreation category. Regional parks and recreation facilities mainly provide opportunities for passive recreation and are used extensively by communities beyond the

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<sup>67</sup> County of San Mateo, Department of Parks, Sam Herzberg, Senior Planner, Response to Service Letter, May 8, 2009.

<sup>68</sup> County of San Mateo, Department of Parks, Park Planning, Mid-Coast Recreational Needs Assessment, Final Plan, October 2002, accessed by CAJA Staff at

<http://www.co.sanmateo.ca.us/portal/site/parks/menuitem.f13bead76123ee4482439054d17332a0/?vgnextoid=2c9cc8909231e110VgnVCM1000001d37230aRCRD&cpsexcurrchannel=1> on April 28, 2009.

<sup>69</sup> County of San Mateo, Department of Parks, Mid-Coast Recreational Needs Assessment, Chapter I - Introduction, October 29, 2002, page 4, accessed by CAJA Staff at

[http://www.co.sanmateo.ca.us/vgn/images/portal/cit\\_609/12485570Chap01Introduction.pdf](http://www.co.sanmateo.ca.us/vgn/images/portal/cit_609/12485570Chap01Introduction.pdf) on April 28, 2009.

<sup>70</sup> County of San Mateo, Department of Parks, Mid-Coast Recreational Needs Assessment, Chapter II - Summary of Recommendations, October 29, 2002, page 9, accessed by CAJA Staff at

[http://www.co.sanmateo.ca.us/vgn/images/portal/cit\\_609/12489330SummaryofRecommendations.pdf](http://www.co.sanmateo.ca.us/vgn/images/portal/cit_609/12489330SummaryofRecommendations.pdf) on April 28, 2009.

Mid-Coast area as well as Mid-Coast residents. Out of the identified recreation resources, only five partially serve the local recreation needs of the Mid-Coast community.<sup>71</sup>

The only direct public recreation program provider to the residents of the Mid-Coast is the City of Half Moon Bay Parks and Recreation Department. There are no Cabrillo School District sponsored programs. The Half Moon Bay recreation booklet, *Leisure Guide*, is distributed to every household in Half Moon Bay and the five communities of the Mid-Coast three times a year. Programs are geared toward a wide range of groups from youths through adults. It is estimated that approximately 35 percent of the recreation program participants are from the Mid-Coast communities.<sup>72</sup> However, many Mid-Coast recreation program needs are unable to be provided by the Half Moon Bay Parks and Recreation program due to lack of facility space and programs, and additional recreation building needs would have to be met in order to provide these programs to Mid-Coast residents.<sup>73</sup>

As provided in Table IV.L-5 (Minimum Park Standards), the Recreational Needs Assessment prescribes the standard minimum parks to population ratio as six acres per 1,000 residents of developed parkland (mini, neighborhood, and community parks) and as 10 acres per 1,000 residents for regional parks. This was a specific assessment and goal set by the County Board of Supervisors when adopting the Recreational Needs Assessment.<sup>74</sup> Applying the goal of six acres of parkland per 1,000 residents, the Mid-Coast is currently 58 acres short of publicly owned and managed parkland serving existing local needs, and needs five mini parks, four neighborhood parks, and a large community park or two smaller community parks. Approximately 50 additional acres of parkland would be needed to accommodate future additional population at build-out.<sup>75</sup> Currently, the Mid-Coast area provides no mini or community parks and four acres of neighborhood parks, resulting in a current parkland to population ratio of 0.39 acres per 1,000 residents<sup>76</sup>, 5.61 acres per 1,000 residents less than the standard minimum ratio of parkland to population ratio. Many other surrounding cities also provide an amount of parkland less than their jurisdiction's standard parkland to population ratio, including the cities of Half Moon Bay, San

<sup>71</sup> County of San Mateo, Department of Parks, *Mid-Coast Recreational Needs Assessment, Chapter IV - Existing Conditions Summary, October 29, 2002, page 25, accessed by CAJA Staff at [http://www.co.sanmateo.ca.us/vgn/images/portal/cit\\_609/12489338ExistingConditions.pdf](http://www.co.sanmateo.ca.us/vgn/images/portal/cit_609/12489338ExistingConditions.pdf) on April 28, 2009.*

<sup>72</sup> County of San Mateo, Department of Parks, *Mid-Coast Recreational Needs Assessment, Chapter IV - Existing Conditions Summary, October 29, 2002, page 27, accessed by CAJA Staff at [http://www.co.sanmateo.ca.us/vgn/images/portal/cit\\_609/12489338ExistingConditions.pdf](http://www.co.sanmateo.ca.us/vgn/images/portal/cit_609/12489338ExistingConditions.pdf) on April 28, 2009.*

<sup>73</sup> County of San Mateo, Department of Parks, *Mid-Coast Recreational Needs Assessment, Chapter VII - Summary of Needs, October 29, 2002, page 53, accessed by CAJA Staff at [http://www.co.sanmateo.ca.us/vgn/images/portal/cit\\_609/12489350SummaryofNeeds.pdf](http://www.co.sanmateo.ca.us/vgn/images/portal/cit_609/12489350SummaryofNeeds.pdf) on May 11, 2009.*

<sup>74</sup> County of San Mateo, Department of Parks, Sam Herzberg, Senior Planner, *Response to Service Letter, May 8, 2009.*

<sup>75</sup> County of San Mateo, Department of Parks, *Mid-Coast Recreational Needs Assessment, Chapter VII - Summary of Needs, October 29, 2002, page 53, accessed by CAJA Staff at [http://www.co.sanmateo.ca.us/vgn/images/portal/cit\\_609/12489350SummaryofNeeds.pdf](http://www.co.sanmateo.ca.us/vgn/images/portal/cit_609/12489350SummaryofNeeds.pdf) on May 11, 2009.*

<sup>76</sup>  $4.0 \text{ acres}/10,356 \text{ residents} * 1,000 = 0.39 \text{ acres}/1,000 \text{ residents}$

Calculation assumes a population of 10,356 residents (Source: *Mid-Coast Recreational Needs Assessment, October 29, 2002*).

Carlos, Visalia, Santa Cruz, Benecia, Hollister, Lodi, Gilroy, San Leandro, San Mateo, Milpitas, and Belmont.<sup>77</sup>

**Table IV.L-5  
Minimum Park Standards**

Park Type	Acres/1,000 Residents	Size (acres)	Service Radius (miles)
Mini Park	0.5	½ - 1	¼ - ½
Neighborhood Park	1.5	4 - 12	½ - ¾
Community Park	4.0	20 - 50	1 - 2
Special Facility	Varies <sup>1</sup>	Varies <sup>1</sup>	Varies <sup>1</sup>
Trail System	n/a	Sufficient width to protect the resource & provide maximum use	n/a
Regional Park	10	100	Bay Area
Conservancy/Open Space Area	n/a	Sufficient to protect the resource	Mid-Coast
Notes: n/a = not applicable; <sup>1</sup> No specific standards are provided.			
Source: County of San Mateo, Department of Parks, Mid-Coast Recreational Needs Assessment, Chapter VI - Park Sizes and Comparisons, October 29, 2002, pages 47-48, accessed by CAJA Staff at <a href="http://www.co.sanmateo.ca.us/vgn/images/portal/cit_609/12489346ParkSizesComparison.pdf">http://www.co.sanmateo.ca.us/vgn/images/portal/cit_609/12489346ParkSizesComparison.pdf</a> on April 28, 2009; and Christopher A. Joseph & Associates, April 2009.			

However, the Mid-Coast is well-served by regional parks, including State Beaches and County facilities such as the Fitzgerald Marine Reserve and San Pedro Valley Park in Pacifica.<sup>78</sup>

### **Midcoast Action Plan for Parks and Recreation<sup>79</sup>**

The Midcoast Action Plan for Parks and Recreation (Action Plan), approved May 2008, is an action plan for providing neighborhood and community recreation services and facilities on the Mid-Coast, outlining near and long term objectives and a strategy for implementation. The Action Plan includes the following elements: Goals/Objectives/Actions, which establish the direction for the park and recreation system; Cost/Budget, which provide an estimate of expected cost for short and long term proposals and match with anticipated available funds; and Priorities/Next Steps, which establish priorities to insure that the

<sup>77</sup> County of San Mateo, Department of Parks, Mid-Coast Recreational Needs Assessment, Chapter VI - Park Sizes and Comparisons, Table 6: Comparative Park Acreage Standards by City, October 29, 2002, page 50, accessed by CAJA Staff at

[http://www.co.sanmateo.ca.us/vgn/images/portal/cit\\_609/12489346ParkSizesComparison.pdf](http://www.co.sanmateo.ca.us/vgn/images/portal/cit_609/12489346ParkSizesComparison.pdf) on May 11, 2009.

<sup>78</sup> County of San Mateo, Department of Parks, Mid-Coast Recreational Needs Assessment, Chapter VI - Park Sizes and Comparisons, October 29, 2002, pages 44-45, accessed by CAJA Staff at

[http://www.co.sanmateo.ca.us/vgn/images/portal/cit\\_609/12489346ParkSizesComparison.pdf](http://www.co.sanmateo.ca.us/vgn/images/portal/cit_609/12489346ParkSizesComparison.pdf) on April 28, 2009.

<sup>79</sup> County of San Mateo, Department of Parks, Park Planning, Midcoast Action Plan for Parks and Recreation, Planning Team Report, July 31, 2007, accessed by CAJA Staff at [http://www.co.sanmateo.ca.us/vgn/images/portal/cit\\_609/5/41/1051973884Midcoast%20Parks%20Action%20Plan\\_new%20pics.pdf](http://www.co.sanmateo.ca.us/vgn/images/portal/cit_609/5/41/1051973884Midcoast%20Parks%20Action%20Plan_new%20pics.pdf) on May 8, 2009.

limited financial and people resources are used well and provide specific near term actions to insure that progress is made.

Applying the goal of six acres of parkland per 1,000 residents identified in the Mid-Coast Recreational Needs Assessment, the Mid-Coast area is currently 58 acres short of publicly owned and managed parkland serving existing local needs, and approximately 50 additional acres would be required to accommodate expected future population growth per the Local Coastal Program (LCP). Several specific park and recreation needs are identified in the Action Plan, including: (1) priority for different type of recreational uses (including multi-use play fields, playgrounds/neighborhood parks, community center, picnic areas, restrooms, water fountains, ball courts, skate park, roller hockey, dog park, and swimming pool); (2) need for management of active sports; (3) trail connections for different types of users; and (4) a community center, centrally located, for multi-use activities to accommodate youth, teens, adults and seniors. Opportunities for park development include sizable amounts of publicly owned property and two school sites with potential neighborhood park recreation facilities. Land acquisition costs could be significantly offset with the use of publicly owned lands. Joint use agreements with the School District would support an update of existing school recreation facilities and increase the level of on-going maintenance.

Two important parts of a longer term plan for Mid-Coast area recreation includes a community center and an outdoor recreation complex. The Community Center is an expensive facility and often difficult to site. Locations for the Community Center include the Etheldor Triangle, Princeton area, and old Navy Base sites. The Outdoor Recreation Complex would support a variety of organized sports. The Princeton/Airport area affords the only expanse of land that could support this facility.

The Midcoast Action Plan Committee (now known as the Midcoast Parks and Recreation Committee (MPRC)) was established in 2007 to assist with the development of the Action Plan and develop a plan of action with specific funded priorities that would provide better parks and recreation on the Mid-Coast. Several of the Action Plan's priority projects are either underway or have been implemented.<sup>80</sup> MPRC priorities for 2009 and 2010 include the following<sup>81</sup>:

1. **Coastal Trail:** Completion from Mirada Surf, through Princeton, to the Pillar Point Bluff segment of the Trail.
2. **Mirada Surf West:** Vault toilet on the Mirada Surf West portion of the Coastal Trail.
3. **Pillar Point:** Replace old restroom with new vault toilet.
4. **Recreation Programs:** The Mid-Coast should support and actively contribute to the Half Moon Bay Parks and Recreation Department program framework.

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<sup>80</sup> *Midcoast Parks and Recreation Committee, accessed by CAJA Staff at <http://www.mprc.sanmateo.org/> on May 11, 2009.*

<sup>81</sup> *Midcoast Parks and Recreation Committee, Vision Statement, January 23, 2009, accessed by CAJA Staff at [http://www.mprc.sanmateo.org/pdf/MPRC\\_-\\_Vision\\_090123.pdf](http://www.mprc.sanmateo.org/pdf/MPRC_-_Vision_090123.pdf) on May 11, 2009.*

5. **Moss Beach Park:** Establish a restroom facility and drinking fountain, and create a go-ahead plan that resolves the water issue.
6. **Farallone View School Playfield:** Implement the renovation project.
7. **Playfield Planning:** Do preliminary planning to expand recreation resources adjacent to the school playfields.
8. **Highway 1 Corridor South:** A grant has been approved to develop a plan for highway crossings and trail alignment (including a bicycle commuter trail).
9. **Highway 1 Corridor North:** Seek similar grant (see #8) for the northern corridor extending from the airport to the new tunnel.
10. **Governance:** Provide Mid-Coast citizens with information regarding pros and cons of various parks and recreation governance options. Provide an assessment of public response to governance options to determine the preferred option.

## REGULATORY SETTING

### Federal and State

#### *Quimby Act*

The Quimby Act (California Government Code Section 66477) was established by the California Legislature in 1965 to preserve open space and parkland in the rapidly urbanizing areas of the state. This legislation was in response to California's increased rate of urbanization and the need to preserve open space and provide parks and recreation facilities for California's growing communities. The Quimby Act authorized cities and counties to enact ordinances that would require the dedication of land or payment of fees for park or recreational purposes for projects involving residential subdivisions with the aim of reducing impacts to open space and the development of parks from property improvements. Quimby Act fees do not, however, apply to commercial or industrial subdivisions.

The Quimby Act provides two standards for the dedication of land for use as parkland. If the existing area of parkland in a community is 3 acres per 1,000 persons, then the community may require dedication based on a standard of 5 acres per 1,000 persons residing in the subdivision. If the existing amount of parkland in a community is less than 3 acres per 1,000 persons, then the community may require dedication based on a standard of only 3 acres per 1,000 persons residing in the subdivision. The Quimby Act requires a city or county to adopt standards for recreational facilities in its general plan recreation element if it is to adopt a parkland dedication/fee ordinance. The Quimby Act has been adopted in the County's Subdivision Regulations, Section 7055.

## Local

### ***County of San Mateo Municipal Code***

As authorized under the Quimby Act, the County has established a local ordinance, County of San Mateo Municipal Code (County Code) Section 2.64 (Mid-Coast Park and Recreation Development Fees), which requires land dedication, park improvements, or payment of fees for park and recreational purposes for projects involving residential land uses. County Code Section 2.64 applies to (1) the entire geographical area located on the urban side of the Urban/Rural Boundary as shown on the County of San Mateo General Plan Map for the Mid-Coast area, and (2) those lands designated Residential on the rural side of the Urban/Rural Boundary as shown on the County of San Mateo General Plan Map for the Mid-Coast area.

Pursuant to County Code Section 2.64.030 (Amount and Standards for Fees), the County imposes a tax of \$1.17<sup>82</sup> per square foot of accessible space on all building permits for new residential development to be paid to the County Building Department. This fee represents the portion of the approximate cost of providing park facilities to accommodate, and which is attributable to, the demand generated by the proposed development. All fees collected for park acquisition and development shall be deposited in the “San Mateo County Mid-Coast Parks Development Fund” and may only be used to acquire or develop parks to be located in and primarily used by Mid-Coast residents, the proportionate demand for which is created by the new development from which the fees were collected, and not for routine and periodic maintenance.

Applicants for building permits required to pay fees under this chapter may, as an alternative to paying the required fee, offer to dedicate land or construct park improvements determined by the Board of Supervisors to be appropriate for the type of development being proposed. In making such determination, the Board shall take into consideration the extent to which the park land or facilities would meet the goals and objectives of the County for parks in the Mid-Coast area, including with reference to any plans or needs assessments for the area. In exchange for such dedication or construction, the applicant shall receive a partial or full offset of the fee that would otherwise be required by Section 2.64 of the County Code.

### ***Mid-Coast Recreational Needs Assessment***

As provided in Table IV.L-5 (Minimum Park Standards) above, the County’s Mid-Coast Recreational Needs Assessment (Recreational Needs Assessment) categorizes parks into several types. Ideally, mini

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<sup>82</sup> *The County is considering the adoption of a Development Fee of \$1.38 per square foot of new residential development in the unincorporated Mid-Coast area of the County to fund park and recreation facilities as identified in the Mid-Coast Recreational Needs Assessment (Peter Callander and Associates, October 2002). (Source: County of San Mateo Department of Parks, Mid-Coast Park Development Fees, Development Fee Proposal to Implement Parks and Recreation Needs Assessment for the Mid-Coast Communities in Unincorporated San Mateo County, October 9, 2002, accessed by CAJA Staff at <http://www.co.sanmateo.ca.us/portal/site/parks/menuitem.f13bead76123ee4482439054d17332a0/?vgnnextoid=020625e6d28ce110VgnVCM1000001937230aRCRD&cpsexcurrchannel=1> on May 11, 2009.)*

parcs are ½ to 1 acre in size, have a service radius of ¼ to ½ miles, and are provided at a minimum of 0.5 acres per 1,000 residents. Neighborhood parks are ideally four to twelve acres in size with service radius of ½ to ¾ miles, and are provided at a minimum of 1.5 acres per 1,000 residents. Community parks are ideally 20 to 50 acres in size, have a service radius of one to two miles, and are provided at a minimum of four acres per 1,000 residents. Regional parks are ideally 100 acres in size, serve the entire Bay Area region, and are provided at a minimum of 10 acres per 1,000 residents.

The County's standard minimum ratio of parks to population ratio is six acres of developed parkland (mini, neighborhood, and community parks) for every 1,000 residents, which was a specific assessment and goal set by the County Board of Supervisors when adopting the Recreational Needs Assessment.<sup>83</sup>

### ***County of San Mateo General Plan***

The County of San Mateo General Plan (General Plan) contains the following policies related to parks and recreation that are applicable to the proposed project (project consistency with the following is discussed in Section IV.I, Land Use & Planning):

#### *Park and Recreation Resources (Chapter 6)*

##### ***General Policies***

#### 6.3 Build Upon Existing System

- Design all park and recreation systems on the strengths and potentials of existing facilities and develop programs for meeting current and future needs.

#### 6.4 Environmental Compatibility

- Protect and enhance the environmental quality of San Mateo County when developing park and recreation facilities.

#### 6.5 Access to Park and Recreation Facilities

- Attempt to provide appropriate access and conveniences for all people in park and recreation facilities.
- Encourage access to the park and recreation system by transportation means other than private automobiles, where feasible.
- Attempt to provide adequate access for emergency services.

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<sup>83</sup> County of San Mateo, Department of Parks, Sam Herzberg, Senior Planner, Response to Service Letter, May 8, 2009.

## ***Regulation of Development***

### *All Park and Recreation Facility Providers*

#### 6.9 Locate Suitable Park and Recreation Facilities in Urban Areas

Generally, encourage all providers to locate active park and recreation facilities in urban areas, taking advantage of existing service infrastructure systems and maximizing the recreational use of limited available land. Consider the following activities to be generally compatible with active park and recreation facilities such as group games, swimming, and tennis.

#### 6.11 Coastal Recreation and Access

- Regulate coastal development to delineate appropriate locations and development standards for recreation and visitor serving facilities.
- Regulate development to increase public access to the shoreline and along the coast through measures which include, but are not limited to, establishing criteria for when and where access will be provided and how the access will be developed and maintained.

#### 6.12 Minimize Agricultural Land Use Conflicts

Preserve the best agricultural land for agricultural uses. On other lands capable of supporting agriculture, permit the location of park and recreation facilities when efforts are made to lease land not needed for recreational purposes to farm operations, and clearly defined buffer areas such as strips of land are established between these two uses to minimize land use conflicts.

#### 6.13 Development Plans

- Encourage all providers to prepare development plans for proposed facilities which contain provisions that easily adapt to changing conditions.
- Encourage all development plans to include restroom facilities and ensure that these correspond in size and detail to the type of park and recreation facility proposed.

#### 6.14 Site Planning for Public and Private Facilities

- Encourage all providers to design sites to accommodate recreation uses that minimize adverse effects on the natural environment and adjoining private ownership.
- Encourage all providers to design, where feasible, park and recreation sites that accommodate a variety of recreational activities.

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6.15 Building Materials and Service Technology for Public and Private Facilities

- Encourage the use of materials and technologies that achieve low development, maintenance and operation costs while maintaining environmental compatibility.
- Encourage innovative technologies for conserving energy, water and other utilities for park and recreation facilities.

6.17 Techniques for Providing Park and Recreation Facilities

- Regulate development to provide new or improved park and recreation facilities. Use one or a combination of the following techniques: (1) offer of dedication, (2) grant of fee interest, and (3) in lieu fees.
- Encourage the dedication of easements to implement trails programs.
- Base the requirements for the provision of park and recreation facilities on the: (1) size and type of development, (2) benefit to the developer, (3) burden to the public, and (4) within the Coastal Zone, priority given to the type of development under the Coastal Act.

***Maintenance and Operation***

*All Park and Recreation Facility Providers*

6.29 Protection, Operation and Maintenance

Make provisions to protect, operate and maintain park and recreation systems and related easements.

6.30 Minimize Traffic and Litter Problems

- Coordinate with CalTrans and/or SamTrans to increase recreational transit through such programs as a Park and Ride service or increased weekend service for recreationists in order to lessen traffic and parking problems.
- Encourage recreationists to properly dispose of litter in park and recreation facilities.
- Encourage the adequate maintenance and improvement of roads and highways needed to serve recreation facilities.

*Water Supply (Chapter 10)****General Policies***10.7 Park and Recreation Water Supplies

- Encourage the provision of water supplies in park and recreation areas commensurate with the desired level of development.
- Encourage coastal recreation and visitor serving facilities to provide drinking water.

***San Mateo County Local Coastal Program***

The County of San Mateo Local Coastal Program (Local Coastal Program) contains the following policies related to parks and recreation that are applicable to the proposed project (project consistency with the following is discussed in Section IV.I, Land Use & Planning):

*Recreation/Visitor-Serving Facilities Component****Permitted Uses and Locations***11.4 Recreation and Visitor-Serving Facilities Permitted in the Coastal Zone

Permit the following facilities in the Coastal Zone: (1) necessary visitor-serving facilities as defined in Policy 11.1, and (2) commercial recreation and public recreation facilities which (a) are designed to enhance public opportunities for coastal recreation, (b) do not substantially alter the natural environment, and (c) do not subvert the unique small town, rural character of the individual communities on the Coastside.

11.7 Urban Areas

- Permit visitor-serving and commercial recreation facilities to locate within enclosed buildings in areas designated as Coastside Commercial Recreation and Neighborhood Commercial.
- Permit public recreation facilities in urban areas.

11.10 Upland Locations in Urban and Rural Areas

Permit uses which are consistent with Policy 11.4, but do not meet the criteria for location on oceanfront land to locate in upland areas. Encourage them to connect to the shoreline by bicycle path or trail.

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## ***Development Standards for Recreation and Visitor-Serving Facilities***

### 11.14 Public Recreation Facilities

- Use the locational and development standards included throughout this component, the Agriculture Component and the applicable standards and planning and management guidelines of the County's Parks and Recreation Element (contained in Appendix 11.A) as the development and management standards for public recreation facilities, including trails. LCP policies must predominate if there are conflicts. Seek any modifications in the classification of State Park Units which will conform their purposes and uses more closely to the policies of the LCP.
- Use development standards of this component, the County's Parks and Recreation Element standards and the criteria for trail development management contained in Appendix 11.A when constructing trails. When the route of a bike path in the County's Bikeways Plan corresponds to the route of a trail included in the LCP trail program, construct the trail to accommodate both bicycle and pedestrian use, wherever possible.

### 11.15 Private Recreation and Visitor-Serving Facilities

- Require that private recreation and visitor-serving facilities conform to: (1) the development and locational standards included throughout this component and as referred in other components, and (2) the design standards of the Visual Resources Component.
- Require that private recreation and visitor-serving facilities conform to the intensities of use appropriate to the rural or urban setting and to the requirements of the individual site. In rural areas, visitor-serving uses shall require density credits based on daily water use in accordance with the requirements set forth in Local Coastal Program Policy 1.8.

### 11.18 Sensitive Habitats

- a. Provide improvements and management adequate to protect sensitive habitats. These may include, but are not limited to, the following: (1) informative displays, brochures, and signs to minimize public intrusion and impact, (2) organized tours of sensitive areas, (3) landscaped buffers or fences and (4) staff to maintain improvements and manage the use of sensitive habitats.

### 11.20 Utilities

- Require that sites for permitted recreation or visitor-serving facilities have or develop access to a public road in conformance with the policies of the Sensitive Habitats, Scenic Resources, and Hazards Components.

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## ENVIRONMENTAL IMPACTS

### Thresholds of Significance

Based on Appendix G of the State *CEQA Guidelines*, the proposed project could have a significant environmental impact on park and recreation services if it would:

- a) Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities (i.e., park and recreation facilities), the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives for parks and recreational services.
- b) Increase the use of existing neighborhood and regional parks or other recreational activities such that substantial physical deterioration of the facility would occur or be accelerated.
- c) Include recreational facilities or require the construction or expansion of recreation facilities which might have an adverse physical effect on the environment.

### Project Impacts and Mitigation Measures

#### *Impact PS-4 Parks and Recreational Services*

Implementation of the proposed project would increase the demand for park and recreation services in the project area. As noted in Section IV.K (Population & Housing) of the DEIR, the proposed project would result in approximately 70 permanent residents and approximately 825 employees at full operation. Implementation of the proposed project would also increase the number of site visitors within the project site. Park and recreation service demands exist when jobs are created or through residential development.<sup>84</sup> As such, the demand for recreation/park services generated by the proposed project site would increase. Residential developments typically have the greatest potential to result in impacts to parks and recreational services since these types of developments generate a permanent increase in the residential population.

#### *Existing Parks and Recreational Facilities*

As previously discussed, the Parks Department's existing parks and recreational facilities are not adequate to meet the project area's current demand for park and recreation facilities<sup>85</sup>, and at certain busy times, all State parks and recreation facilities are at capacity with visitors<sup>86</sup>. The project's demand for park and

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<sup>84</sup> County of San Mateo, Department of Parks, Sam Herzberg, Senior Planner, Response to Service Letter, May 8, 2009.

<sup>85</sup> County of San Mateo, Department of Parks, Sam Herzberg, Senior Planner, Response to Service Letter, May 8, 2009.

<sup>86</sup> California State Parks, Paul Keel, Sector Superintendent, Santa Cruz District, San Mateo Coast Sector, Response to Service Letter, May 1, 2009.

recreational facilities will likely add to existing deficits faced by existing County park and recreation facilities<sup>87</sup> and further strain State parks and recreation facilities during peak times. However, whether the proposed project would require the Parks Department to development new parks and recreational facilities or expand existing parks and recreational facilities to accommodate the increased demand created by the proposed project is dependent upon assessments based on the existing population and the LCP's anticipated buildout of the Mid-Coast area.<sup>88</sup>

The Parks Department has plans to development new parks and recreational facilities and/or expand existing parks and recreational facilities within a two mile radius of the project site, as identified in the Recreational Needs Assessment, the more recent Action Plan, and the Fitzgerald Marine Reserve Master Plan,<sup>89</sup> which the County is currently working on implementing. The Parks Department is working with the MPRC to implement immediate priorities using Midcoast Park and Recreation fees raised through building permits issued by the County of San Mateo Planning and Building Department for new development or remodels in the Mid-Coast area. Additionally, the San Mateo Local Agency Formation Commission (LAFCO) is currently assessing service providers in the Mid-Coast and is evaluating the potential for park and recreation services to be created by a new Community Services District (CSD) that could include multiple utilities and other services.<sup>90</sup>

#### *Proposed Parks and Recreational Facilities*

As discussed in Section III (Project Description) of this DEIR, the proposed open space and recreation features associated with the proposed project would include onsite walkways/trails, recreation/common area facilities, and wetlands restoration. Approximately 53,000 square feet of onsite walkways/trails, including the multipurpose walkway/trail (Airport Street), wetlands trail, and "North Trail" heading to Headlands, is proposed for the Office Park property, and approximately 18,000 square feet of onsite walkways/trails, including the multipurpose walkway/trail (Airport Street) and wetlands trail, is proposed for the Wellness Center property, for a total of 71,000 square feet (or 1.6 acres) of walkways/trails on the project site.

Onsite recreational opportunities would include a 12,601 square foot outdoor basketball court and game space, movie theatre, multipurpose rooms, indoor swimming pool, and fitness center for use by the onsite residents and staff. The Community Center would include the pool, fitness center and locker rooms, which would be available to the Coastside public as well.

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<sup>87</sup> County of San Mateo, Department of Parks, Sam Herzberg, Senior Planner, Response to Service Letter, May 8, 2009

<sup>88</sup> County of San Mateo, Department of Parks, Sam Herzberg, Senior Planner, Response to Service Letter, May 8, 2009

<sup>89</sup> Such improvements at the Fitzgerald Marine Reserve would include a new interpretive center, green parking lot, improve coastal trail and access, interpretive sculptures, signage, access at Seal Cove Beach, and vegetative management.

<sup>90</sup> County of San Mateo, Department of Parks, Sam Herzberg, Senior Planner, Response to Service Letter, May 8, 2009

Approximately 47 percent of the project site would include wetlands restoration. Restored wetlands on the project site would total approximately 322,787 square feet; approximately 226,038 square feet of restored wetlands would be provided on the Office Park property and approximately 96,749 square feet of restored wetlands would be provided on the Wellness Center property. Additionally, both the Office Park property and Wellness Center property would include a temporary 8,000 square foot native plant nursery.

As summarized in Table IV.L-6 (Proposed Project Open Space and Recreational Amenities), the proposed project would provide approximately 417,393 square feet of recreational facilities for project residents and staff, 58,326 square feet of which would be available for use by the Coastside community (including pool, fitness center, and locker rooms, and Office Park and Wellness Center property walkways/trails (not including the proposed wetlands trail within the Wellness Center property, which would be private)).

**Table IV.L-6  
Proposed Project Open Space and Recreational Amenities**

<b>Open Space/Common Area/Recreational Amenity</b>	<b>Size (sf)</b>
<b><i>Office Park Property</i></b>	
Onsite Walkways/Trails	53,000
Restored Wetlands	226,038
Native Plant Nursery (temporary)	8,000
<i>Office Park Property Total</i>	<i>287,038</i>
<b><i>Wellness Center Property</i></b>	
Onsite Walkways/Trails	18,000
Restored Wetlands	96,749
Native Plant Nursery (temporary)	8,000
Pool Building	3,464
Men's Locker Room	372.4
Women's Locker Room	372.4
Fitness Rooms	1,117.2
Theatre	2,280
<i>Wellness Center Property Total</i>	<i>130,355</i>
<b>Total Area</b>	<b>417,393</b>
<i>Notes: sf = square feet.</i>	
<i>Source: Big Wave, LLC, Facilities Plan: Draft #2, Big Wave Property, January 2009.</i>	

A detailed analysis of the potential environmental impacts associated with the construction and operations of the proposed onsite recreational facilities is presented throughout Section IV (Environmental Impact Analysis) of this DEIR.

#### *Parkland to Population Ratio*

Pursuant to the County's standard minimum parkland to population ratio of six acres of developed parkland (mini, neighborhood, and community parks) for every 1,000 residents as defined in the *Mid-*

*Coast Recreational Needs Assessment* (Recreational Needs Assessment), the parkland requirement for the proposed project would be approximately 0.42 acres (approximately 18,295 square feet).<sup>91</sup>

As summarized in Table IV.L-6 above, the proposed project would provide a total of approximately 9.6 acres (417,393 square feet) of open space, common area, and recreational amenities within the project site, 1.33 acres (58,326 square feet) of which would be available for use by the Coastside community (including pool, fitness center, and locker rooms, and Office Park and Wellness Center property walkways/trails (not including the proposed wetlands trail within the Wellness Center property, which would be private)). The amount of community open space and other recreation amenities available to project residents and the general public would exceed the parkland acreage required by the County for the project and would alleviate any potential impacts on existing parks and recreation facilities in the County.

#### *County of San Mateo Municipal Code - Quimby Fees*

The Quimby Act (Section 66477 of the California Government Code) authorizes local governments to establish ordinances requiring developers of new subdivisions to dedicate land for parks, pay an in-lieu fee, or perform a combination of the two. Under the Quimby Act, cities and counties have been authorized to pass ordinances requiring that developers set aside land, donate conservation easements, or pay fees for park improvements. Revenues generated through the Quimby Act cannot be used for the operation and maintenance of park facilities.

As stated above, County of San Mateo Municipal Code (County Code) Section 2.64 (Mid-Coast Park and Recreation Development Fees) requires land dedication, park improvements, or payment of fees for park and recreational purposes for projects involving residential land uses. All of the proposed common open space and recreational facility space that qualifies as “parkland” on the project site would count towards meeting the requirements of the Quimby Act and County Code Section 2.64. If the proposed common open space and recreational facility space do not fully satisfy the requirements of the Quimby Act, the project developer would be required to pay Quimby fees to the County to satisfy its obligations under the Quimby Act. The Quimby Act states that the dedication of land, or payment of fees, or both, shall not exceed a maximum of three acres of park area per 1,000 project residents.

The provision of onsite open space, common areas and recreational amenities together with the payment of any required fees would help to reduce the proposed project’s impacts on existing parks and recreational facilities to a ***less-than-significant*** level and no mitigation measures are required.

## **CUMULATIVE IMPACTS**

Implementation of the project in combination with the 37 related projects (see Table III-1, Related Projects List) would further increase the demand for park and recreational services due to an increase in residents and employees in the project area. Parks and recreation service demands will exist when jobs are created or through residential development; however, the greatest impact would result from residential

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<sup>91</sup>  $[(70 \text{ net new residents}) \div (1,000)] \times (6 \text{ acres}) = 0.42 \text{ acres of needed public parkland.}$

uses.<sup>92</sup> Employees generated by the related projects involving commercial and industrial projects would not typically enjoy long periods during the workday to visit park and/or recreational facilities. The increase in population by the related residential projects would increase the demand for parks and recreation facilities in the County. Related Project No. 34 within the City of Half Moon Bay would include development of 24 acres of parkland east of State Route (SR) 1, between Terrace Avenue and Grandview Boulevard, which would help to alleviate impacts on park and recreational services and facilities.

As seen in Table III-1, only seven of the related projects are located within the unincorporated Mid-Coast area of the County; the remaining 30 related projects are located in the incorporated City of Pacifica, City of San Bruno, City of Half Moon Bay, and the Town of Hillsborough, each of which have their own parks and recreation departments that provide park and recreational opportunities for residents within their applicable jurisdictions.

Future impacts on park facilities would be partially mitigated through the collection of park fees on new development and the provision of parkland. Similar to the proposed project, each of the related projects would be individually subject to review by the applicable parks and recreation department, and would be required to provide parkland or pay in-lieu fees. However, existing deficiencies would not be addressed by these fees and cumulative impacts on parks would be significant. In accordance with State *CEQA Guidelines* Section 15130(a)(3), however, the proposed project's contribution to the cumulative impact would be rendered less than cumulatively considerable through adherence to the County's impact fee program for new development. Adherence to the requirements of this program would constitute implementation or funding of the proposed project's fair share of measures designed to alleviate the cumulative impact. Similar to the proposed project, the related projects would be required to comply with all applicable policies and ordinances of the applicable jurisdiction to offset any impacts the related projects would have on park and recreation services. Therefore, cumulative impacts to park and recreation services would be *less than significant* and no mitigation measures are required.

## LEVEL OF SIGNIFICANCE AFTER MITIGATION

Project impacts to parks and recreational services would be *less than significant*.

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<sup>92</sup> County of San Mateo, Department of Parks, Sam Herzberg, Senior Planner, Response to Service Letter, May 8, 2009.

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**IV. ENVIRONMENTAL IMPACT ANALYSIS**  
**L. PUBLIC SERVICES**  
**5. LIBRARIES**

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**METHODOLOGY**

Potential project impacts associated with library services were evaluated based on the adequacy of existing and planned staffing, equipment, and facilities within the San Mateo County Library (SMCL) to meet the additional demand for library services resulting from development of the proposed project. The responsible agency was contacted regarding the potential impacts on their facilities. Responses from public services agencies are included in Appendix C to this DEIR. In addition, various public service policies and guidelines as defined by the County of San Mateo were also reviewed and considered during the project impact analysis.

**ENVIRONMENTAL SETTING**

***San Mateo County Library (SMCL)***

The San Mateo County Library (SMCL) is a Joint Powers Authority (JPA) comprised of the cities of Atherton, Belmont, Brisbane, East Palo Alto, Foster City, Half Moon Bay, Millbrae, Pacifica, Portola Valley, San Carlos, and Woodside, as well as unincorporated areas of the County of San Mateo.<sup>93</sup> The SMCL is comprised of 12 community libraries in the 11 cities listed above.<sup>94</sup> The SMCL's small to medium sized libraries specialize in meeting the individual needs of each community, in addition to offering popular and current interest materials library users.<sup>95</sup>

The following includes general statistical information on the SMCL from 2007 to 2008, including but not limited to the SMCL's service population, library usage, annual circulation, and collection volumes:<sup>96</sup>

- Number of Service Outlets: 12
- Service Area Population: 278,388
- Number of Registered Borrowers: 168,569
- Borrowers as a Percentage of Population: 61 percent
- Number of Library Visits: 2,328,091
- Visits per Capita: 8.4
- Number of Public Computers: 309
- Number of Events Offered: 5,483

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<sup>93</sup> *San Mateo County Library, San Mateo County Library Administration, accessed by CAJA Staff at <http://www.smcl.org/about/contact/admin.html> on April 14, 2009.*

<sup>94</sup> *San Mateo County Library, San Mateo County Library Locations, accessed by CAJA Staff at <http://www.smcl.org/libraries/index.html> on April 14, 2009.*

<sup>95</sup> *San Mateo County Library, About Us, Organization, accessed by CAJA Staff at <http://www.smcl.org/about/organization/index.html> on May 20, 2009.*

<sup>96</sup> *San Mateo County Library, San Mateo County Library 2007-2008 Annual Report, accessed by CAJA Staff at <http://www.smcl.org/about/organization/Report.pdf> on May 20, 2009.*

- Annual Circulation (not including loans of electronic/digital books or “hits” on electronic databases): 4,069,410
- Circulation per Capita: 14.6
- Program and Event Attendance: 169,436
- Number of Collection Volumes: 815,900

During Fiscal Year (FY) 2007-2008, the SMCL had 128 total staff, 112.59 full-time equivalent (FTE) staff and 41.70 FTE librarians. A total of 89,087 volumes and 12,877 titles were added to SMCL collections. Children’s materials equate to 4.76 materials per child. A total of 4,510 children’s programs were hosted during FY 2007-2008, with attendance of 154,998 persons. Literacy programs, through 51 volunteer tutors, 4,139 volunteer hours, and 6.70 FTE literacy staff, provided instruction for 273 adults and 11,672 children, and 72,812 books were given away.<sup>97</sup>

As shown in Table IV.L-7 (San Mateo County Library Compared to Statewide Average (2007-2008)), below, the SMCL is more heavily used than the statewide average, including circulation, program attendance, library visits, and public access computer use per capita, respectively. Additionally, the SMCL offers more material per capita than the statewide average, and more money is spent per capita by the SMCL than the statewide average.

Performance of each of the SMCL’s 12 library branches from 2007 to 2008, including the number of items circulated, library card holders, library visitors, and program attendance, is summarized in Table IV.L-8 (San Mateo County Library Performance (2007-2008)), below.

**Table IV.L-7**  
**San Mateo County Library Compared to Statewide Average (2007-2008)**

Topic	San Mateo County Library (SMCL)*	Statewide Average
Expenditures per Capita	\$59.54	\$32.96
Materials Expenditures per Capita	\$8.21	\$3.36
Print Materials per Capita (Books, Government Documents, Serial Volumes)	2.27	1.95
Total Materials Available per Capita (Print Materials, ebooks, Audio and Video Items)	2.91	2.16
Population Served by FTE Staff	2,498	2,945
Circulation per Capita	14.47	5.78
Program Attendance per Capita	0.60	0.20
Visits per Capita	8.28	4.35
Public Access Computer Use per Capita	2.74	1.01

*Notes: FTE Staff = Full-Time Equivalent Staff*  
*\* Based on 13 total service outlets within the San Mateo County Library system.*  
*Source: California State Library, Library Development Services Bureau, California Library Statistics 2009, Fiscal Year*

<sup>97</sup> California State Library, Library Development Services Bureau, California Library Statistics 2009, Fiscal Year 2007-2008 from Public, Academic, Special and County Law Libraries, 2009, accessed by CAJA Staff at <http://www.library.ca.gov/lds/docs/StatsPub09.pdf> on May 21, 2009, pages 28, 55, 69, and 76.

2007-2008 from Public, Academic, Special and County Law Libraries, 2009, accessed by CAJA Staff at <http://www.library.ca.gov/lds/docs/StatsPub09.pdf> on May 21, 2009, pages 9-17.

**Table IV.L-8  
San Mateo County Library Performance (2007-2008)**

Branch	Items Circulated*	Library Card Holders	Library Visitors	Program Attendance
Atherton Library	138,347	8,214	76,107	6,682
Belmont Library	576,625	18,262	340,127	18,584
Brisbane Library	97,140	3,495	78,616	6,003
East Palo Alto Library	98,308	16,057	166,370	11,429
Foster City Library	963,911	27,818	414,938	26,698
Half Moon Bay Library	383,116	16,396	195,865	16,923
Millbrae Library	577,350	17,127	416,797	16,588
Pacifica Libraries	394,069	23,571	197,330	23,214
Portola Valley Library	62,196	4,292	33,765	4,562
San Carlos Library	629,657	22,308	317,857	18,099
Woodside Library	113,727	9,194	90,319	10,544
Other (Bookmobile & Other Literacy Programs)	34,964	1,835	n/a	10,100
<b>Total</b>	<b>4,069,410</b>	<b>168,569</b>	<b>2,328,091</b>	<b>169,436</b>
<i>Notes: n/a = not available/not applicable            * Does not include loans of electronic/digital books or "hits" on electronic databases.            Source: San Mateo County Library, San Mateo County Library 2007-2008 Annual Report, accessed by CAJA Staff at <a href="http://www.smcl.org/about/organization/Report.pdf">http://www.smcl.org/about/organization/Report.pdf</a> on May 20, 2009.            Christopher A. Joseph &amp; Associates, May 2009.</i>				

### ***Half Moon Bay Library***

The SMCL's Half Moon Bay Library (located at 620 Correas Street in the City of Half Moon Bay) is the nearest branch library and would serve the proposed project. The Half Moon Bay Library serves a 270-square mile area, including the City of Half Moon Bay (population 12,912) and the nearby unincorporated Coastsides area (population 13,598), for a total service population of 26,510. The Half Moon Bay Library has served the residents of the City of Half Moon Bay and Coastsides area for over thirty years. Constructed in 1971 to serve the City of Half Moon Bay, the library today continues to serve the City of Half Moon Bay, in addition to ten small communities that line the coast, including: Montara, Moss Beach, Princeton, El Granada, Miramar, King's Mountain, La Honda, Loma Mar, San Gregorio, and Pescadero. This area was once served by three libraries, two of which were closed in 1978 following the passage of Proposition 13.<sup>98</sup>

<sup>98</sup> San Mateo County Library, Anne-Marie Despain, Assistant Director of Library Services, Response to Service Letter, May 21, 2009.

The Half Moon Bay Library is open seven days per week<sup>99</sup> and free Internet access is available.<sup>100</sup> As shown in Table IV.L-8 above, between 2007 to 2008, the Half Moon Bay Library circulated 383,116 items, had 16,396 library card holders, was visited by 195,865 visitors, and programs were attended by 16,923 persons.<sup>101</sup> The Half Moon Bay Library accounted for nearly 9.4 percent of the SMCL's total circulation, 9.7 percent of the SMCL's library card holders, 8.4 percent of the SMCL's total visitors, and 10.0 percent of the SMCL's total program attendance. The 7,825-square foot library houses approximately 88,814 volumes and has 10.4 full time equivalent staff members. At 0.27 square feet per capita, the 7,825-square foot facility is not meeting current library service needs of the community. The service population of the Half Moon Bay Library has increased, resulting in a facility that is inadequate and in need of replacement or expansion and remodeling.<sup>102</sup>

Since its opening, the population served by the Half Moon Bay Library has increased from 4,320 to over 29,000 with 42 percent living in the City of Half Moon Bay and 58 percent living in the surrounding unincorporated areas of the County. By 2020, the overall service population is expected to increase by 25 percent to reach an estimated 36,000 people.<sup>103</sup>

Plans for a new Half Moon Bay Library recommend the demolition of the existing building and the construction of a new 33,000 square foot library facility on the same site. However, the project is not currently active due to lack of funding.<sup>104</sup>

## REGULATORY SETTING

### Federal and State

#### *Public Library Fund (PLF)*

Public Library Fund (PLF) is a state-funded program founded in 1850. It embodies the state's interest in the general diffusion of information and knowledge through free public libraries; encourage lifelong learning; supplement the system of free public education; help libraries serve as sources of information and inspiration to persons of all ages, cultural backgrounds and economic status; and furnish a resource for continuing education. The funds assure the availability to every resident of the state an adequate level

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<sup>99</sup> San Mateo County Library, *Half Moon Bay Library, Hours*, accessed by CAJA Staff at <http://www.smcl.org/libraries/hmb/hours.html> on April 28, 2009.

<sup>100</sup> San Mateo County Library, *Organization*, accessed by CAJA Staff at <http://www.smcl.org/about/organization/index.html> on April 28, 2009.

<sup>101</sup> San Mateo County Library, *San Mateo County Library 2007-2008 Annual Report*, accessed by CAJA Staff at <http://www.smcl.org/about/organization/Report.pdf> on May 20, 2009.

<sup>102</sup> San Mateo County Library, Anne-Marie Despain, Assistant Director of Library Services, *Response to Service Letter*, May 21, 2009.

<sup>103</sup> San Mateo County Library, Anne-Marie Despain, Assistant Director of Library Services, *Response to Service Letter*, May 21, 2009.

<sup>104</sup> San Mateo County Library, Anne-Marie Despain, Assistant Director of Library Services, *Response to Service Letter*, May 21, 2009.

of public library service regardless of the taxable wealth of the local jurisdiction providing the service. Funds are appropriated annually in the State budget to support the program. Localities may use the funds freely so long as the funds serve the public library purposes stated in the law.

The State provides funding to qualifying public libraries, based on the population of the library's service area. PLF funds have been authorized for \$22,855,827 for the SMCL for FY 2008/2009.<sup>105</sup>

## **Local**

### ***County of San Mateo General Plan***

The County of San Mateo General Plan (General Plan) contains the following policies related to library services that are applicable to the proposed project (project consistency with the following is discussed in Section IV.I, Land Use & Planning):

#### *General Land Use (Chapter 7)*

##### ***Urban Areas***

#### 7.16 Land Use Objectives for Urban Areas

Locate land use designations in urban areas (urban unincorporated areas) in order to: (1) maximize the efficiency of public facilities, services and utilities, (2) minimize energy consumption, (3) encourage the orderly formation and development of local government agencies, (4) protect and enhance the natural environment, (5) revitalize existing developed areas, and (6) discourage urban sprawl.

#### *Urban Land Use (Chapter 8)*

##### ***Regulation of Development in Urban Areas***

##### *General Development Standards*

#### 8.36 Density

Regulate maximum allowable densities in zoning districts in order to: (1) ensure a level of development that is consistent with land use designations, (2) plan for the efficient provision of public facilities, services, and infrastructure, and (3) minimize exposure to natural and man-made hazards.

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<sup>105</sup> *The California State Library, Public Library Fund (PLF), Public Library Fund (PLF) Final Allocations FY 2008-2009, accessed by CAJA Staff at <http://www.library.ca.gov/services/docs/PLF0809.pdf>, May 21, 2009.*

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## ENVIRONMENTAL IMPACTS

### Thresholds of Significance

Based on Appendix G to the State *CEQA Guidelines*, the proposed project would have a significant environmental impact associated with library services if it would:

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

### Project Impacts and Mitigation Measures

#### *Impact PS-5 Library Services*

Implementation of the proposed project would increase the demand for library services in the project area. As noted in Section IV.K (Population & Housing) of the DEIR, the proposed project would result in approximately 70 permanent residents and approximately 825 employees. While the existing Half Moon Bay Library facility is inadequate to meet current library service needs of the service population, the demand for library services would not be anticipated to significantly change with implementation of the proposed project. Additionally, as previously discussed, the SMCL does have plans for a new Half Moon Bay Library, which recommend demolition of the existing building and the construction of a new 33,000 square foot library facility on the same site; however, the project is not currently active due to lack of funding.

Since library service demands are not anticipated to change significantly based on implementation of the proposed project, impacts associated with library services would be *less than significant* and no mitigation measures are required.

## CUMULATIVE IMPACTS

Implementation of the project in combination with the 37 related projects (see Table III-1, Related Projects List) would further increase the demand for library services. Specifically, there would be increased demands for additional SMCL staffing, materials, and facilities over time. However, the demand for library services would not change significantly with implementation of the proposed project and related projects. As such, implementation of the proposed project and related projects would not require the SMCL to construct new facilities or expand existing facilities to accommodate increased demand for library services. However, the SMCL does have plans for a new Half Moon Bay Library, which recommend demolition of the existing building and the construction of a new 33,000 square foot library facility on the same site; however, the project is not currently active due to lack of funding. Therefore, cumulative impacts associated with library services would be *less than significant* and no mitigation measures are required.

**LEVEL OF SIGNIFICANCE AFTER MITIGATION**

Impacts to libraries created by the proposed project would be *less than significant*.

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