DATE: May 12, 2020
TO: Board of Supervisors
FROM: Sylvia Gallegos, Deputy County Executive
SUBJECT: Projects to be Funded from Stanford Recreation Mitigation Fund

RECOMMENDED ACTION
Possible action:

a. Receive report relating to proposed recreational projects to fulfill alternative mitigation for Impact OS-3 in the 2000 Stanford General Use Permit EIR.

b. Find that the Reimagine Flood Park (Phase I), Holbrook-Palmer Park Access and Circulation Improvements, Martin Luther King Park Lighting, US Highway 101/University Avenue Pedestrian/Bicycle Overcrossing, Middle Avenue Pedestrian/Bicycle Undercrossing, Alpine Trail, and Library Lot A Park Conversion projects would provide adequate substitute mitigation, in part, for the adverse effect on recreational opportunities for existing or new campus residents and facility users caused by the housing and academic development approved under the 2000 Stanford University General Use Permit, which reduces the availability of recreational facilities while increasing the demand for such facilities (Impact OS-3).

c. Declare intent to fund all or parts of certain proposed projects and approve project-specific conditions, if any.

d. Direct Administration to negotiate Project Agreements for approved projects and submit for approval to the Board of Supervisors consistent with the requirements of the California Environmental Quality Act.

COMMITTEE RECOMMENDATIONS
At the April 16, 2020 Housing, Land Use, Environment, and Transportation Committee (HLUET) meeting, the Committee received a report from the Office of the County Executive identifying seven potential projects to be funded from the Stanford Recreation Mitigation Fund.
Fund. At the meeting, staff indicated that six of the seven projects met the criteria for funding but that a site visit was necessary to better understand a park project in Atherton.

The Committee forwarded staff’s report to the Board of Supervisors with a favorable recommendation and with the request that additional information regarding the Town of Atherton’s Holbrook-Palmer Park Access and Circulation Improvements project be included in the report to the Board.

**FISCAL IMPLICATIONS**

There is no impact to the General Fund resulting from the approval of the recommended actions. Fund 0129 is holding $5,242,711 in reserve to fund these recreational projects as well as $1.5 million (in addition to $4 million already approved in 2012) for the Palo Alto Adobe Creek/Highway 101 Overcrossing Project.

**REASONS FOR RECOMMENDATION**

At the January 28, 2020 Board meeting (Item No. 15), the Board approved a referral from Supervisor Simitian directing the Administration to report to the Board with recommendations for the expenditure of funds from the Stanford Recreation Mitigation Fund, and include in the report a $1.5 million allocation for Palo Alto’s Adobe Creek/Highway 101 Overcrossing Project, and for the remainder of the funds to be allocated to projects in San Mateo County identified by staff working with leaders of the County of San Mateo and the cities in the southern part of San Mateo County most impacted by development undertaken by Stanford University under the current 2000 General Use Permit (GUP), including Menlo Park and East Palo Alto. The Board referral indicated that a project list should be considered by HLUET at its meeting in March.

The Administration distributed an application and related guidelines for projects with an application submittal due date of Friday, February 28, 2020 in order for a project list to be considered at the March 19, 2020 HLUET meeting. In February, County of San Mateo staff formally requested that the County’s submission deadline for project applications be extended from February 28, 2020 to April 10, 2020 in order to allow for individual project proposals to be agendized on local town and city council agendas for approval and to settle upon a final list of possible projects.

On April 7, 2020, the County of San Mateo Board of Supervisors adopted a resolution authorizing the County Manager to submit a coordinated application package for Stanford Recreation Mitigation Funding that includes $1.3 million to support recreation improvements identified in the County’s Flood Park Landscape Plan, and additional proposals from the
Proposed Projects

The County of San Mateo led a collaborative effort with southern San Mateo County agencies within proximity to Stanford to develop the following list of bicycle and pedestrian projects and park improvement projects that was reviewed by HLUET:

<table>
<thead>
<tr>
<th>Applicant</th>
<th>Project</th>
<th>Funding Request</th>
<th>Total Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>County of San Mateo</td>
<td>Reimagine Flood Park (Phase I)</td>
<td>$1,300,000</td>
<td>$15,300,000</td>
</tr>
<tr>
<td>Town of Atherton</td>
<td>Holbrook Palmer Park Access and Circulation Improvements</td>
<td>$300,000</td>
<td>$650,000</td>
</tr>
<tr>
<td>City of East Palo Alto</td>
<td>Martin Luther King Park Lighting</td>
<td>$570,000</td>
<td>$570,000</td>
</tr>
<tr>
<td>City of East Palo Alto</td>
<td>US 101/University Avenue Pedestrian/Bicycle Overcrossing</td>
<td>$1,000,000</td>
<td>$12,200,000</td>
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<tr>
<td>City of Menlo Park</td>
<td>Middle Avenue Pedestrian/Bicycle Undercrossing</td>
<td>$1,000,000</td>
<td>$20,000,000</td>
</tr>
<tr>
<td>Midpeninsula Regional Open Space District</td>
<td>Alpine Trail</td>
<td>$272,711</td>
<td>2,300,000</td>
</tr>
<tr>
<td>City of Redwood City</td>
<td>Library Lot A Park Conversion</td>
<td>$800,000</td>
<td>$2,828,770</td>
</tr>
<tr>
<td><strong>TOTAL:</strong></td>
<td></td>
<td><strong>$5,242,711</strong></td>
<td></td>
</tr>
</tbody>
</table>

Suitability of Projects as Recreational Mitigation Measures

The County’s obligation for project funding is to mitigate the loss of recreational facilities and the resulting decrease in recreational opportunities due to housing and academic development approved in the 2000 Stanford GUP. The means by which recreational opportunities are created is by establishing new recreational facilities or expanding existing recreational facilities such that they create new recreational uses or a new facility that previously did not exist for the target beneficiaries – existing or new campus residents and facility users.

Based upon a review of the project proposals and communication with the project sponsors, the Administration identified six of the seven new project proposals presented to HLUET as achieving the intent of the mitigation, and recommended that additional review and a site visit occur to further evaluate the Town of Atherton’s proposal for the Holbrook-Palmer Park Access and Circulation Improvements. The staff’s concerns regarding Atherton’s project proposal was whether the totality of improvements to the existing recreational facility (construction of new accessible pathways along the entry and exit drives to access Holbrook...
Palmer Park recreational amenities) would create a new or expanded recreational use or facility. Following a site visit on April 24, 2020 by County staff, the seven projects identified at HLUET are recommended to be funded and have been determined to mitigate the loss of recreation from a decrease in recreational opportunities due to housing and academic development approved under the 2000 GUP:

- **Reimagine Flood Park (County of San Mateo)** – Construction of new park amenities as part of planned Phase I improvements in conformance with the Park Landscape Plan. The requested funding would pay for the construction of a new baseball field with a multi-use field in the outfield, a second multi-use field, and a pump track (mountain/dirt bike course).

  **Staff’s Assessment of the Project Proposal:** The Reimagine Flood Park Project would create new recreational facilities, including the construction of a baseball field with a multi-use field in the outfield, a separate multi-field, and a pump track. This proposal would help fulfill the County’s obligation to mitigate the loss of recreational facilities due to development approved under the 2000 GUP.

- **Martin Luther King Park Lighting (East Palo Alto)** – Installation of fixed lighting to allow for nighttime sports activity at Martin Luther King (MLK) Park. Mobile lights are included as part of this proposal that would allow East Palo Alto to light other city parks with active sports facilities.

  **Staff’s Assessment of the Project Proposal:** The MLK Park Lighting Project would create new recreational uses by installing approximately six to eight light towers and purchasing two mobile lighting systems to create expanded recreational opportunities during evening hours for active sports at MLK and other parks. This proposal would help fulfill the County’s obligation to mitigate the decrease in recreational opportunities due to development approved under the 2000 GUP.

- **Highway 101/University Ave. Pedestrian/Bicycle Overcrossing (East Palo Alto)** – Construction of a new pedestrian/bicycle overcrossing at the Highway 101/University Avenue Interchange that completes a missing gap in the existing bikeway network on University Avenue.

  **Staff’s Assessment of the Project Proposal:** The University Avenue at Highway 101 Pedestrian/Bicycle Overcrossing Project would create new recreational facilities by constructing a Class I bicycle/pedestrian bridge over Highway 101 and allow for safe bike travel along University Avenue. This proposal would help fulfill the County’s obligation to mitigate the loss of recreational facilities due to development approved
under the 2000 GUP.

- **Middle Avenue Pedestrian/Bicycle Undercrossing (Menlo Park)** – Construction of a tunnel to provide safe pedestrian and bicycle access underneath the Caltrain railroad tracks, providing a direct connection between Burgess Park on the east side of the tracks with Middle Avenue on the west side of the tracks at El Camino Real in the City of Menlo Park.

  **Staff’s Assessment of the Project Proposal:** The Middle Avenue Pedestrian and Bicycle Undercrossing Project would create new recreational facilities by constructing a tunnel to provide a grade separated crossing under the Caltrain Railway and create a new Class I bicycle/pedestrian pathway between the east and west parts of Menlo Park, connecting bike lanes on Alma Street to bike facilities on Ravenswood Avenue. This proposal would help fulfill the County’s obligation to mitigate the loss of recreational facilities due to development approved under the 2000 GUP.

  Staff would review and administratively approve the City of Menlo Park’s proposed public easement as the west entrance to the undercrossing is located on private property, and staff desires to ensure that the easement safeguards the public’s ability to access the undercrossing.

- **Alpine Trail (Midpen)** – Conversion of a closed portion of Alpine Road to a multi-use trail, south of Skyline Boulevard with the repair of washouts from major storm events and shoring up of other stream crossings that are at risk of failing. This trail would directly link with other Midpeninsula Open Space regional trails in the Coal Creek and Monte Bello Open Space Preserves, including the Bay Area Ridge Trail.

  **Staff’s Assessment of the Project Proposal:** The Alpine Trail Project would create new recreational facilities by building a new trail on the old roadbed of the former dirt segment of Alpine Road, creating a regional trail connection and providing access to the adjacent Coal Creek Open Space Preserve. This proposal would help fulfill the County’s obligation to mitigate the loss of recreational facilities due to development approved under the 2000 GUP.

- **Library Parking Lot A Conversion (Redwood City)** – Construction of a new public park adjacent to the Downtown Redwood City Public Library, across from City of Redwood City Hall, converting an existing 0.45 acre 51-space parking lot with park amenities immediately adjacent to Rosselli Garden. This would result in the creation of a new, larger 1.65-acre park that would include features, such as, a plaza, children’s play area, water feature, public art, turf, and a garden area.

  **Staff’s Assessment of the Project Proposal:** The Library Parking Lot A Project would
create new recreational facilities by building a public park and recreational amenities, including a plaza, children’s play space, and turf. This proposal would help fulfill the County’s obligation to mitigate the loss of recreational facilities due to development approved under the 2000 GUP.

- **Holbrook-Palmer Park Access and Circulation Improvements (Atherton)** – Construction of new accessible pathways along the park entry and exit drives to access park recreation amenities as identified in the Town’s Park Master Plan as well as a new pathway and re-aligned pathways. Currently, pedestrians must walk in the park entry and exit driveways to access the park from Watkins Avenue.

Staff’s Assessment of the Project Proposal: The Holbrook-Palmer Park Access and Circulation Improvements Project would expand recreational uses by making Americans with Disabilities Act (ADA) accessibility improvements, thereby creating expanded recreational opportunities to persons with disabilities, constructing new pathways at the entrance and exit of the park to allow for safe pedestrian and bicycle access of the Holbrook-Palmer Park, and a new pathway to a playground facility. This proposal would help fulfill the County’s obligation to mitigate the decrease in recreational opportunities due to development approved under the 2000 GUP.

**Next Steps in Process**

If the Board desires to approve funding these projects, the first action by the Board would be to declare its intent to fund the project and approve project-specific conditions, if any, related to each project.

The Administration would subsequently negotiate Project Agreements that would be presented to the Board of Supervisors for approval. Applicants are required to provide periodic project status reports until the completion of the capital project.

**CHILD IMPACT**

The recommended action would have a positive impact on children and youth.

**SENIOR IMPACT**

The recommended action would have a positive impact on seniors.

**SUSTAINABILITY IMPLICATIONS**

The recommended action would have positive sustainability implications.
BACKGROUND

In 2000, the County certified a program Environmental Impact Report (EIR) and issued the 2000 General Use Permit (GUP) to Stanford University for the campus-wide development. EIR Impact OS-3 recognizes that Stanford housing and academic development permitted under the 2000 GUP on several sites used for recreation and an overall increase to Stanford’s resident and worker population would reduce the availability of recreational facilities while increasing the demand for such facilities, causing a loss of recreational opportunities for existing or new campus residents and facility users.

To mitigate the loss of recreational facilities, two mitigation measures were adopted. **Mitigation OS-3A** requires Stanford to improve parks in the faculty area and to continue to provide neighborhood recreation in new residential areas.

**Mitigation OS-3B** requires Stanford to dedicate trail easements. Mitigation OS-3B was satisfied by 2000 GUP condition 1.2 requiring Stanford to dedicate easements for, develop, and maintain the portions of two trail alignments that cross Stanford lands shown in the 1995 Santa Clara Countywide Trails Master Plan (Routes S1 and C1). However, due to complexities associated with the Alpine Road C1 alignment, the Board directed County staff and Stanford in 2001 to suspend work on the C1 alignment and to proceed with the S1 alignment. In December 2005, the Board authorized the County Executive to execute a Trails Agreement with Stanford University.

**Trails Agreement**

The Trails Agreement required Stanford to construct and dedicate one of the specific S1 trail alignments near Page Mill Road. Stanford completed construction of the S1 trail alignment and the trail was opened to the public on May 20, 2011. The C1 trail alignment was proposed by the County and Portola Valley, and the Trails Agreement gave Stanford time to reach agreement with the County of San Mateo and the Town of Portola Valley for their portions of the alignment. If Stanford did not reach agreement with these agencies within a specified time, Stanford was required to pay the County $8.4 million for the portion of the C1 trail in San Mateo County and $2.8 million for the portion in Portola Valley.

The County of San Mateo and Stanford did not reach agreement within the amount of time identified in the Trails Agreement and, thus, in accordance with the Trails Agreement, Stanford paid the County $10,379,474 on February 29, 2012.

The Trails Agreement provides that these funds are to be used to mitigate the significant environmental impact due to the loss of recreational facilities and the resulting decrease in recreational opportunities for the target beneficiaries caused by development authorized.
under the 2000 GUP. The Trails Agreement further provides that funds shall not be used for facilities on Stanford University lands without Stanford’s consent.

January 24, 2012 Board Request for Mechanism to Administer Funds

At the January 24, 2012 Board meeting (Item No. 10), the Board of Supervisors referred to the Administration and County Counsel a request to provide information that sets forth the legal parameters for the expenditure of funds in the amount of approximately $10.4 million and that describes internal mechanisms to earmark and administer the funds that were paid to the County by Stanford University on February 29, 2012 pursuant to the Trails Agreement.

A legal opinion and a staff report were distributed to the Board on April 10, 2012.

At the May 22, 2012 Board meeting (Item No. 10), the Board considered a proposal by Supervisor Kniss to declare its intent to fund two projects that would provide adequate substitute mitigation for Impact OS-3. The Board postponed action on the two projects, and directed the Administration and County Counsel to undertake the following:

- Develop a public process and timeline for consideration of projects.
- Provide the square footage of new recreational facilities constructed since approval of the Stanford University General Use Permit.
- Provide clarification of the terms “Stanford residents” and “facilities users.”
- Determine compliance of the two projects proposed by Supervisor Kniss at the May 22, 2012 Board meeting with the California Environmental Quality Act (CEQA).
- Provide a description of the target population that would benefit from alternative mitigation measures.

August 7, 2012 Approved Application Process

At the August 7, 2012 Board meeting (Item No. 36), the Board of Supervisors approved a process and timeline for applications. The purpose of the application process was to provide local public agencies, 501(c)(3) non-profit corporations, and Stanford University the opportunity to submit proposals, thus enabling the Board to consider the variety of potential projects that could provide satisfactory substitute mitigation for Impact OS-3.

November 20, 2012 Declaration of Intent to Fund Recreational Projects

The County received fifteen project applications from six agencies on September 6, 2012. Of the fifteen projects, nine were found to be adequate substitute mitigation for the loss of recreational opportunities on the Stanford campus at the November 20, 2012 Board meeting.
At that Board meeting (Item No. 6), the Board declared its intent to fund the following four projects:

- Ravenswood Bay Trail Link (Midpeninsula Regional Open Space District) - $400,000;
- Stanford Perimeter Trail (Stanford/Palo Alto) - $4.5 million;
- Matadero Creek Trail (Stanford/Palo Alto) - $1.5 million; and
- Adobe Creek Overcrossing (Stanford/Palo Alto) - $4 million.

**Project Agreements for Ravenswood Bay Trail and Adobe Creek Overcrossing**

Since the Board’s declaration of its intent to fund these four projects in 2012, Stanford declined to apply for the grant for the Stanford Perimeter Trail, and instead constructed the Perimeter Trail with its own resources, and the City of Palo Alto submitted a letter indicating that the Matadero Creek Trail project is no longer a project.

The Board of Supervisors approved a project agreement in the amount of $400,000 for the Ravenswood Bay Trail Link on June 20, 2017 (Item No. 82) and a project agreement in the amount of $4 million for the Adobe Creek/Highway 101 Pedestrian/Bicycle Overcrossing Project on December 17, 2019 (Item No. 60).

**January 28, 2020 Board Referral**

At the January 28, 2020 meeting (Item No. 15), the Board approved a referral from Supervisor Simitian directing the Administration to report to the Board with recommendations for the expenditure of funds from the Stanford Recreation Mitigation Fund no later than the first Board meeting in April 2020.

**April 16, 2020 HLUET Report**

At the April 16, 2020 Housing, Land Use, Environment, and Transportation Committee meeting, the Committee received a report from the Office of the County Executive identifying seven potential projects to be funded from the Stanford Recreation Mitigation Fund. The Committee forwarded staff’s report to the Board of Supervisors with a favorable recommendation and with the request that additional information regarding the Holbrook-Palmer Park Access and Circulation Improvements project from the Town of Atherton be included in the report to the Board.
CONSEQUENCES OF NEGATIVE ACTION

The Board would not receive the report from the Administration relating to the recommended projects to be funded from the Stanford Recreation Mitigation Fund.

LINKS:

- References: 65238 : 65238
- References: 86577 : 86577
- References: 98834 : 98834
- References: 101046 : Receive report from the Office of the County Executive relating to potential projects to be funded from the Stanford Recreation Mitigation Fund. (Referral from January 28, 2020 Board of Supervisors meeting, Item No. 15)

ATTACHMENTS:

- Funding Application Package Cover Sheet (PDF)
- Summary of Application Files (PDF)
- Atherton Holbrook Palmer Park Project Application (PDF)
- Atherton Holbrook Palmer Park Council Support Letter (PDF)
- East Palo Alto MLK Park Lighting Application (PDF)
- East Palo Alto University Ave @ 101 Ped-Bike Overcrossing Application (PDF)
- East Palo Alto Reso 34-2020 for MLK Park Lighting and University Avenue_Ped-Bike Overcrossing Projects (PDF)
- Menlo Park Middle Ave Pedestrian-Bicycle Undercrossing Application (PDF)
- Menlo Park Middle Ave Pedestrian-Bicycle Undercrossing Letter of Support (PDF)
- MROSD Alpine Trail Application (PDF)
- MROSD Attachment 2 - Alpine Trail Phasing Map (PDF)
- MROSD Attachment 4 - MOU with San Mateo County (PDF)
- MROSD Attachment 5 - Alpine Trail Board Resolution Signed (PDF)
- RWC Library Lot A Park Application (PDF)
- RWC Library Lot A Park Application Package (PDF)
- County of San Mateo Re-imagine Flood Park Application (PDF)
- County of San Mateo - Exhibit A Re-imagine Flood Park Landscape Plan (PDF)
- County of San Mateo - Exhibit B Re-imagine Flood Park Location Map (PDF)
- County of San Mateo Resolution for Re-imagine Flood Park Application (PDF)