



LOCAL AGENCY FORMATION COMMISSION
 COUNTY GOVERNMENT CENTER • REDWOOD CITY, CALIF. 94063 • TEL. 363-4224

June 25, 1982

TO: Responsible Agencies and Interested Persons

FROM: Executive Officer

SUBJECT: Initial Study on supplementing the final environmental impact report for the Menlo Park/East Palo Alto and districts sphere of influence study

San Mateo Local Agency Formation Commission acting as Lead Agency prepared and certified a Final Environmental Impact Report for the Menlo Park/East Palo Alto and Districts Sphere of Influence Study.

The EIR was also used in deliberations on the proposed reorganization of unincorporated territory in the area of East Palo Alto, consisting of the municipal incorporation of all but a portion of the unincorporated area, the dissolution of the Ravenswood Recreation and Park District, the East Palo Alto Sanitary District, the East Palo Alto County Waterworks District and San Mateo County Service Area No. 5.

The following alternative forms of governmental organization for the unincorporated area of East Palo Alto were considered in the EIR:

- A. Status Quo
- B. Incorporation of East Palo Alto
- C. Annexation of all or part to Menlo Park
- D. Annexation of all or part to Palo Alto

The total project description, location, probable environmental effects and mitigations are contained in the EIR.

The present proposed initial study is in response to the following series of events.

- A. Failure of the reorganization proposal at the April 13, 1982, election.
- B. A new reorganization proposal initiated by the Board of Supervisors on April 27, 1982.
- C. Waiver by LAFCO on May 17, 1982, of the two year time limitation for refileing a proposal that includes incorporation.
- D. Denial without prejudice by LAFCO on June 2, 1982, of the reorganization proposal with instruction to staff to set out a work program on updating all relevant data.
- E. Staff response to Commission directive with public input on June 16, 1982, defining the proposed steps to be taken (attachment A).

COMMISSIONERS: Public Member John P. Lindley, Chairman • Supervisor Arlen Gregorio • Supervisor John M. Ward • Councilman Malcolm H. Dudley • Councilman Arthur Lepore

ALTERNATES: Supervisor William Schumacher • Councilwoman Jeannine D. Hodge • Public Member Mary W. Henderson

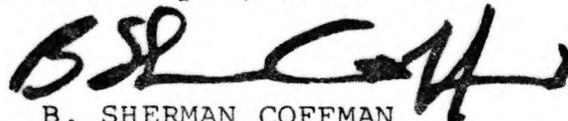
OFFICERS: B. S. Cuffman, Executive Officer • L.M. Summey, Counsel to the Commission

Prior to completing the Initial Study staff invites comments on the following areas as to whether or not new information to update the original EIR is necessary or available and whether any of the issues mentioned will constitute a substantial change involving new significant environmental impacts not previously considered.

- A. The description of the project is potential revision of the original EIR for the Menlo Park/East Palo Alto and Districts Sphere of Influence Study and to look at the following location alternatives:
- 1) All of unincorporated East Palo Alto
 - 2) Unincorporated West of Bayshore area
 - 3) Unincorporated West of Bayshore North of Euclid Avenue area
 - 4) Unincorporated West of Bayshore South of Euclid Avenue area
 - 5) The incorporated area of the City of Menlo Park south of Willow Road
 - 6) The incorporated area of the City of Menlo Park north of Willow Road to Marsh Road
- B. The governmental organization alternatives to be looked into are:
- 1) Status Quo of all areas stated above
 - 2) The reorganization of all or part of the unincorporated areas stated above including annexation of all or part to the City of Menlo Park or incorporation of all or part of stated areas
 - 3) The reorganization of all or part of the incorporated areas including but not limited to the detachment of said areas from Menlo Park and inclusion of all or part into a new city.
- C. The special districts and the reorganization alternatives to be initially studied include:
- 1) County Service Area #5
 - a) Status Quo
 - b) Dissolution
 - c) Police service alternatives and public safety consolidation alternatives with Menlo Park & Atherton
 - 2) East Palo Alto Sanitary District
 - a) Status Quo
 - b) Dissolution/inclusion with new city
 - c) Consolidation/Annexation to West Bay Sanitary District
 - 3) East Palo Alto Waterworks District
 - a) Status Quo
 - b) Dissolution
 - c) Merger
 - 4) Menlo Park Fire Protection District
 - a) Status Quo
 - b) Detachment of unincorporated East Palo Alto

- c) Detachment of incorporated Menlo Park and Atherton (looking at public safety alternatives)
 - d) Dissolution
 - e) Consolidation
 - f) Merger
 - 5) Ravenswood Park & Recreation District
 - a) Status Quo
 - b) Consolidation
 - c) Annexation
 - d) Dissolution
 - 6) West Bay Sanitary District
 - a) Status Quo
 - b) Consolidation
 - c) Annexation
- D. Staff will be reviewing the environmental setting as set forth in the original EIR to determine if revision will be needed.
- E. Attached is a copy checklist that will be used to identify the environmental effects of the project.
- F. Staff will be initially studying ways to mitigate any significant effects identified.
- G. An examination will be made as to whether the project is compatible with existing zoning and plans.
- H. A list of the name of the person or persons who prepared or participated in the initial study will be kept. Please identify all persons responding.

In order for the initial study to be completed in a timely manner, your comments must be in no later than July 9, 1982.


B. SHERMAN COFFMAN
Executive Officer

BSC/at

Enclosure



LOCAL AGENCY FORMATION COMMISSION
 COUNTY GOVERNMENT CENTER • REDWOOD CITY, CALIF. 94063 • TEL. 363-4224

June 8, 1982

TO: Members, Formation Commission
 FROM: Executive Officer
 SUBJECT: Preliminary Work Program

We have briefly reviewed the basic alternatives concerning the sphere of influence for the area embraced by County Service Area #5. There are three primary alternatives:

1. Sphere of Influence for Incorporation of entire area within CSA #5
2. Place entire area within CSA #5 within Menlo Park Sphere of Influence
3. Status quo or holding sphere of influence for entire CSA #5 area

We suggest that we proceed with an environmental assessment or a preliminary initial study by staff so that we can identify the elements of the project which are not feasible (i.e. such as annexation of the area to the City of Palo Alto).

The purpose of an initial assessment will be to:

- a) Identify environmental impacts.
- b) Allow the applicant or lead agency to modify a project, thus mitigating adverse impacts before an EIR is written or an amended EIR is prepared (i.e. elimination of the Ward alternative-North of Euclid to Menlo Park).
- c) Allows for a focused EIR on potentially significant environmental effects.
- d) Facilitates an environmental assessment early in the design of the project.
- e) Helps to eliminate unnecessary EIR's or alternatives that are not practical.

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June 8, 1982

The three primary alternatives offer the best opportunity to amend or update the present EIR with the primary emphasis being placed on the fiscal information or impacts when it is available.

Alternatives such as inclusion of any lands presently within the City of Menlo Park in a new city sphere would require a new EIR (i.e. Mid-Peninsula Open Space District lands adjacent to Cooley Landing, Lands within Menlo Park south of Willow Road, Belle Haven, or Lands east of Bayshore and south of Marsh Road.)

If any of the alternatives are not practical they should be identified as such and the reasons stated. CEQA does not condone the studying of non-feasible projects. Alternatives may be rejected for reasons other than on an environmental basis. For instance, if an alternative is not fiscally feasible or the legal hurdles are too great such as changing the County boundary.

The Public Resources Code 21002 certainly provides that the status quo is an acceptable mitigating alternative if present conditions do not provide for a feasible alternative.

The alternatives mentioned above other than those listed as primary alternatives will require a very considerable amount of hand work in the Assessors Office and the State Board of Equalization because the assessed values of these properties and the sales tax revenues are a part of a larger area. They cannot be broken out by computer.

We can begin the update on the sales tax for the primary alternatives. We can also identify legal and potential environmental impacts of the other alternatives if the Commission directs staff to do that.

We may be able to provide this information by July 21.

We may also be able to make a preliminary indication by July 21 of what impacts the State Budget may have on the project alternatives. However, I believe that this information will be very sketchy.

If the Commission or the applicant selects alternative projects that require a new EIR, it is very likely that we will have to make a request for proposals for the EIR. If the proponent submits an application requiring a new EIR, it will be the responsibility of the proponent to pay for the EIR. The Commission's budget does not provide adequate funds to pay for a new EIR.

We suggest that it would be helpful if the Commission can eliminate some of the alternatives at an early date.


B. SHERMAN COFFMAN
Executive Officer



SAN MATEO LOCAL AGENCY FORMATION COMMISSION

Environmental Evaluation Checklist

I. Background

1. Name of Proposal & LAFCo File No. _____

2. Name, Address and Phone number of Applicant _____

3. Indicate applicant's interest in subject territory:
 - A. Registered voter _____
 - B. Landowner _____
 - C. Other interest (specify) _____

II. Environmental Impacts

(Explanations of all "yes" and "maybe" answers are required on attached sheets.)

	<u>YES</u>	<u>MAYBE</u>	<u>NO</u>
1. <u>Earth</u> . Will the proposal result in:			
a. Unstable earth conditions or in changes in geologic substructures?	_____	_____	_____
b. Disruptions, displacements, compaction or overcovering of the soil?	_____	_____	_____
c. Change in topography or ground surface relief features?	_____	_____	_____
d. The destruction, covering or modification of any unique geologic or physical features?	_____	_____	_____
e. Any increase in wind or water erosion of soils, either on or off the site?	_____	_____	_____
f. Changes in deposition or erosion of beach sands, or changes in siltation, deposition or erosion which may modify the channel of a river or stream or the bed of the ocean or any bay, inlet or lake?	_____	_____	_____

	<u>YES</u>	<u>MAYBE</u>	<u>NO</u>
g. Exposure of people or property to geologic hazards such as earthquakes, landslides, mudslides, ground failure, or similar hazards?	_____	_____	_____
2. <u>Air</u> . Will the proposal result in:			
a. Substantial air emissions or deterioration of ambient air quality?	_____	_____	_____
b. The creation of objectionable odors?	_____	_____	_____
c. Alteration of air movement, moisture or temperature, or any change in climate, either locally or regionally?	_____	_____	_____
3. <u>Water</u> . Will the proposal result in:			
a. Changes in currents, or the course or direction of water movements, in either marine or fresh waters?	_____	_____	_____
b. Changes in absorption rates, drainage patterns, or the rate and amount of surface water runoff?	_____	_____	_____
c. Alterations to the course or flow of flood waters?	_____	_____	_____
d. Change in the amount of surface water in any water body?	_____	_____	_____
e. Discharge into surface waters, or in any alteration of surface water quality, including but not limited to temperature, dissolved oxygen or turbidity?	_____	_____	_____
f. Alteration of the direction or rate of flow of ground waters?	_____	_____	_____

	<u>YES</u>	<u>MAYBE</u>	<u>NO</u>
g. Change in the quantity of ground waters, either through direct additions or withdrawals, or through interception of an aquifer by cuts or excavations?	_____	_____	_____
h. Substantial reduction in the amount of water otherwise available for public water supplies?	_____	_____	_____
i. Exposure of people or property to water related hazards such as flooding or tidal waves?	_____	_____	_____
4. <u>Plant Life</u> . Will the proposal result in:			
a. Change in the diversity of species, or number of any species of plants (including trees, shrubs, grass, crops, microflora and aquatic plants)	_____	_____	_____
b. Reduction of the numbers of any unique, rare or endangered species of plants?	_____	_____	_____
c. Introduction of new species of plants into an area, or in a barrier to the normal replenishment of existing species?	_____	_____	_____
d. Reduction in acreage of any agricultural crop?	_____	_____	_____
5. <u>Animal Life</u> . Will the proposal result in:			
a. Change in the diversity of species, or numbers of any species of animals (birds, land animals including reptiles, fish and shellfish, benthic organisms, insects or microfauna)?	_____	_____	_____
b. Reduction of the numbers of any unique, rare or endangered species of animals?	_____	_____	_____

	<u>YES</u>	<u>MAYBE</u>	<u>NO</u>
c. Introduction of new species of animals into an area, or result in a barrier to the migration or movement of animals?	_____	_____	_____
d. Deterioration to existing fish or wildlife habitat?	_____	_____	_____
6. <u>Noise</u> . Will the proposal result in:			
a. Increases in existing noise levels?	_____	_____	_____
b. Exposure of people to severe noise levels?	_____	_____	_____
7. <u>Light and Glare</u> . Will the proposal produce new light or glare?	_____	_____	_____
8. <u>Land Use</u> . Will the proposal result in a substantial alteration of the present or planned land use of an area?	_____	_____	_____
9. <u>Natural Resources</u> . Will the proposal result in:			
a. Increase in the rate of use of any natural resources?	_____	_____	_____
b. Substantial depletion of any non-renewable natural resource?	_____	_____	_____
10. <u>Risk of Upset</u> . Does the proposal involve a risk of an explosion or the release of hazardous substances (including, but not limited to, oil, pesticides, chemicals or radiation) in the event of an accident or upset conditions?	_____	_____	_____
11. <u>Population</u> . Will the proposal alter the location, distribution, density or growth rate of the human population of an area?	_____	_____	_____

	<u>YES</u>	<u>MAYBE</u>	<u>NO</u>
12. <u>Housing</u> . Will the proposal affect existing housing, or create a demand for additional housing?	_____	_____	_____
13. <u>Transportation/Circulation</u> . Will the proposal result in:			
a. Generation of substantial additional vehicular movement?	_____	_____	_____
b. Effects on existing parking facilities, or demand for new parking?	_____	_____	_____
c. Substantial impact upon existing transportation systems?	_____	_____	_____
d. Alterations to present patterns of circulation or movement of people and/or goods?	_____	_____	_____
e. Alterations to waterborne, rail or air traffic?	_____	_____	_____
f. Increase in traffic hazards to motor vehicles, bicyclists or pedestrians?	_____	_____	_____
14. <u>Public Services</u> . Will the proposal have an effect upon, or result in a need for new or altered governmental services in any of the following areas:			
a. Fire protection?	_____	_____	_____
b. Police protection?	_____	_____	_____
c. Water?	_____	_____	_____
d. Sewer?	_____	_____	_____
e. Schools?	_____	_____	_____
f. Parks or other recreational facilities?	_____	_____	_____
g. Maintenance of public facilities, including roads?	_____	_____	_____
h. Other governmental services?	_____	_____	_____

- | | <u>YES</u> | <u>MAYBE</u> | <u>NO</u> |
|---|------------|--------------|-----------|
| 15. <u>Energy</u> . Will the proposal result in: | | | |
| a. Use of substantial amounts of fuel or energy? | _____ | _____ | _____ |
| b. Substantial increase in demand upon existing sources of energy, or require the development of new sources of energy? | _____ | _____ | _____ |
| 16. <u>Utilities</u> . Will the proposal result in a need for new systems, or substantial alterations to the following utilities: | | | |
| a. Power or natural gas? | _____ | _____ | _____ |
| b. Communications systems? | _____ | _____ | _____ |
| c. Water? | _____ | _____ | _____ |
| d. Sewer or septic tanks? | _____ | _____ | _____ |
| e. Storm water drainage? | _____ | _____ | _____ |
| f. Solid waste and disposal? | _____ | _____ | _____ |
| 17. <u>Human Health</u> . Will the proposal result in: | | | |
| a. Creation of any health hazard or potential health hazard (excluding mental health)? | _____ | _____ | _____ |
| b. Exposure of people to potential health hazards? | _____ | _____ | _____ |
| 18. <u>Aesthetics</u> . Will the proposal result in the obstruction of any scenic vista or view open to the public, or will the proposal result in the creation of an aesthetically offensive site open to public view? | _____ | _____ | _____ |
| 19. <u>Recreation</u> . Will the proposal result in an impact upon the quality or quantity of existing recreational opportunities? | _____ | _____ | _____ |

- | | <u>YES</u> | <u>MAYBE</u> | <u>NO</u> |
|---|------------|--------------|-----------|
| 20. <u>Archeological/Historical</u> . Will the proposal result in an alteration of a significant archeological or historical site, structure, object or building? | _____ | _____ | _____ |
| 21. <u>Mandatory Findings of Significance</u> . | | | |
| a. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or pre-history? | _____ | _____ | _____ |
| b. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals? (A short-term impact on the environment is one which occurs in a relatively brief, definitive period of time while long-term impacts will endure well into the future.) | _____ | _____ | _____ |
| c. Does the project have impacts which are individually limited, but cumulatively considerable? (A project may impact on two or more separate resources where the impact on each resource is relatively small, but where the effect of the total of those impacts on the environment is significant.) | _____ | _____ | _____ |
| d. Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly? | _____ | _____ | _____ |

III. CHECKLIST COMPLETED ON: _____ BY: _____

(LAFCo staff)

Findings:

_____ Emergency project - exempt

_____ Categorically exempt. Class _____

_____ I find the proposed project could not have a significant effect on the environment and a Negative Declaration will be prepared.

_____ I find that although the proposed project could have a significant effect on the environment, there will not be