

10.0 CITY OF PALO ALTO

The services that are evaluated in this service review include:

- Wastewater
- Solid Waste
- Parks and Recreation
- Storm Water Drainage
- Law Enforcement
- Library

10.1 CITY LOCATION

The City of Palo Alto (City) is bounded on the north by San Mateo County. The Cities of Menlo Park and East Palo Alto are located to the north across Francisquito Creek. To the south and east the City is bordered by the Cities of Mountain View, Los Altos, and Los Altos Hills. A map showing the City's boundaries is located after Section 2.0 of this Service Review.

10.2 GOVERNANCE AND PUBLIC PARTICIPATION

The City of Palo Alto was incorporated in 1894, and operates under a council-manager form of government. The nine council members are elected at large for 4-year terms that are staggered. Service on the Council is limited to two consecutive terms. Each January the Council elects one of its members as Mayor and Vice Mayor.

Council Meetings are held the first three Mondays of each month at 7:00 p.m. in the Council Chambers at City Hall, 250 Hamilton Avenue. The Council agendas are posted on Thursday evenings at the library on Forest Avenue and online. Subscribers are notified by e-mail when Council agendas are posted to the Web site. Council meetings are shown live on Channels 26 and 29. The schedule is available online.¹

The City has several boards and commissions, as listed below, which may provide recommendation on direction to the City Council regarding specific topic areas, but they do not direct the Council:

- Architectural Review Board
- Historic Resources Board
- Human Relations Commission

¹ Web site: <http://www.cityofpaloalto.org/government/channel-grid.pdf>, accessed 02/21/07.

- Library Advisory Commission
- Planning and Transportation Commission
- Public Art Commission
- Utilities Advisory Commission
- Standby Emergency Council

10.3 FINANCE

The City adopts Operating and Capital Budgets annually. The operating budget preparation begins with budget recommendations, which are made by Budget Division staff to the Director of Administrative Services. Internal budget hearings are held to discuss Budget Division analysis of department funding requests, along with alternative funding options to meet the department’s needs.

The City Manager makes the final budget request decisions and then the proposed budget document is forwarded to the Council members for review. In May or June of each year the City Manager formally presents the proposed budget to the Finance Committee in a series of public hearings. The City Council’s Finance Committee prepares its recommendation to the City Council. Final adoption occurs at a final public hearing in June.

In the City, the key general fund revenue sources are property taxes, service fees, sales taxes, utility user taxes, rental income, and transient occupancy taxes. The City’s 2006–2007 budget projects revenues to increase approximately 1.7 percent in 2006–2007. The significant revenue increase projections are in property taxes, sales taxes, fees and licenses, investment income, vehicle license fees, transient occupancy taxes, documentary transfer taxes, and utility user taxes. Table 10.A provides a list of the citywide sources of funds and the citywide uses of funds for fiscal year (FY) 2005–2006. Table 10.B provides a breakdown of the City’s budgeted General Fund revenues and expenditures for FY 2006–2007.

Table 10.A: City of Palo Alto Sources and Uses of City Funds, FY 2005–2006

Sources of Funds (includes General, Capital Improvement, Enterprise, Internal Service, Debt service, and Special Revenue Funds)	
Utility revenue	55%
Property tax	5%
Sales tax	6%
Utility user tax	2%
Charges for services	6%
Permits and licenses	1%
Transient occupancy tax	2%
Rental income	3%
From other agencies	1%
Investment income	4%
Charges to other funds	6%

Sources of Funds (includes General, Capital Improvement, Enterprise, Internal Service, Debt service, and Special Revenue Funds)	
Other taxes and fines	2%
All other	7%
Uses of Funds (includes General, Internal Service, Debt Service, Special Revenue, Capital Improvement, and Enterprise Funds)	
Utility purchases and charges	27%
Salaries and benefits	31%
Contract services	6%
Supplies and materials	2%
Facilities and equipment	1%
General expense	4%
Rents and leases	3%
Allocated charges	8%
Debt service	4%
Capital improvement program	14%

Source: City of Palo Alto 2006–2007 Budget, pages 30–31

Table 10.B: Palo Alto Budgeted General Fund Revenues and Expenditures, FY 2006–2007

General Fund Revenues	
Property tax	16%
Charges for services	15%
Sales tax	16%
Utility user tax	7%
Operating transfers in	12%
Rental income	10%
Transient occupancy tax	5%
Charges to other funds	7%
Other taxes and fines	6%
Investment income	2%
Permits and licenses	3%
All other	1%
General Fund Expenditures	
Public safety (Police and Fire)	37%
Administration	12%
Public works	10%
Planning	7%
Nondepartmental	8%
Community services	15%
Operating transfers out	6%
Library	5%

Source: City of Palo Alto 2006–2007 Budget, pages 25–26

As shown in Table 10.C, the City has had expenditures exceed revenues at the end of FY 2004 and 2005; however, the City has budgeted FY 2005–2006 to result in revenues that exceed expenditures.

Table 10.C: City of Palo Alto Summary of Revenues and Expenses for Governmental Funds

	2003–2004 Actual	2004–2005 Actual	2005–2006 Budgeted
Total revenues	\$108,600,000	116,400,000	\$126,837,000
Total expenses	\$104,200,000	117,800,000	\$125,332,000
Net revenues (loss)	(\$4,400,000)	(\$1,400,000)	\$1,504,000

Source: Comprehensive Annual Finance Report for FY 2005; City of Palo Alto 2006–2007 Budget

Since January 2001, the City has engaged in a series of “Strengthening the Bottom Line” efforts whereby expenses were brought into alignment with available revenues, and therefore has not had to rely on General Fund reserves to meet its commitments. However, the City’s Comprehensive Annual Financial Report and 2006–2007 Budget states that the City continues to face fiscal challenges, including rising employee benefit costs, strong competition from neighboring City retail outlets, high commercial vacancy rates, and the closing of several commercial revenue generators. These factors make it unlikely that the City’s fiscal condition will improve dramatically in the near future.

Examples of City efforts to improve its fiscal condition include employee layoffs as part of the 2005–2006 budget, for a savings of approximately \$1.5 million needed to balance the budget. With the 2005–2007 adopted budgets, Council approved a spending plan that eliminated a \$5.2 million structural deficit in 2005–2006, a deficit of \$3.9 million in 2006–2007, and projected shortfalls for the next 8 years. These decisions have improved the City’s fiscal future. Furthermore, the 2006–2007 budget states that modest surpluses are projected in the near future.

Reserves

- **Budget Stabilization Reserve.** The General Fund requires a Budget Stabilization Reserve to serve as a repository for unspent operating funds at the end of each fiscal year, as well as pay for one-time unexpected needs that arise outside of the regular budget planning process. The Budget Stabilization Reserve is not meant to fund ongoing operating expenses. A reserve level of no less than 15 percent of General Fund operating expenditures, with a target of 18.5 percent, shall be maintained. This is currently approximately \$24 million.
- **Reserve for Equity Transfer Stabilization.** The Reserve for Equity Transfer Stabilization in the General Fund is designated to provide funding in the event that the Gas and Electric Funds are unable to make the required annual funding obligation to the General Fund. This reserve is funded at the end of each fiscal year by the Gas and Electric Funds based on a Council-approved formula. Funding of this reserve will cease when Reserve for Equity Transfer Stabilization reaches 30 percent of the required annual equity transfer of the current year.
- **Infrastructure Reserve.** This reserve is used to fund infrastructure projects. Because the Infrastructure Reserve is to be used for capital projects that would be reviewed by the City Council, no maximum reserve level is recommended. A \$2 million minimum balance is required

to maintain an ongoing commitment to the City's future infrastructure needs. The 2006–2007 budget states that an annual interest of approximately \$1.0 million accrues to this fund and that the General Fund continues to transfer \$3.6 million annually for infrastructure projects. It should be noted that the City has adopted fees to address the impact of new development on parks, libraries, community centers, and roadways.

- **Enterprise Fund Reserves.** The City utilizes Enterprise Fund Reserves when budgeted revenues are not sufficient to cover budgeted expenditures in years between planned rate increases, or in the case of emergencies or unforeseen changes in either revenues or expenses. The City Council has adopted a policy specifying the appropriate levels of reserves for each Enterprise Fund.

Rates for Service

The City reviews and adjusts rates for services annually along with preparation of the operating budget. The 2007–2008 budget includes a number of utility rate adjustments. The average monthly residential utilities bill is expected to increase by 8.9 percent for combined utility services. The rate increases are listed below:

- A gas service rate increase of 9.5 percent became effective on July 1, 2007, due to increased commodity costs and lower sales estimates. The City also enacted a 20 percent rate increase in July 2006 and a 15 percent rate increase in January 2005. The City's Comprehensive Annual Finance Report for the end of FY 2006 states that the Gas Fund ended FY 2006 with a net income of \$3.8 million and a \$1.7 million net loss for FY 2005.
- An electric service rate increase of 5 percent became effective on July 1, 2007, due to increasing supply and transmission costs. The City's Comprehensive Annual Finance Report for FY 2006 states that the Electric Fund ended the year with a net income of \$18.2 million compared to a net loss of \$5.6 million for FY 2005. The increase in net income was mainly the result of surplus energy revenue from favorable hydro conditions.
- A wastewater collection service rate increase of 5 percent became effective July 1, 2006, due to increasing operating expenses. The Wastewater Collection Fund ended FY 2005 with a net income of \$3.4 million. Similarly, the Wastewater Treatment Fund ended FY 2005 with a net income of \$700,000.
- Refuse service rates were increased 13 percent effective July 1, 2007, due to increasing operating costs. The refuse fund ended FY 2006 with a net loss of \$2.7 million and a net loss of \$1.2 million for FY 2005.
- Monthly storm drainage fees were increased by 3.4 percent, effective July 1, 2007, to cover inflationary cost increases, in accordance with the ballot measure approved by property owners in 2005.

City Debt

On June 30, 2005, the City's debt was comprised of the following:

- General Long-Term Obligations: \$10.7 million
- Special Assessment Debt with City Commitment: \$300,000

- Utility Revenue Bonds: \$43.6 million

The City's Comprehensive Annual Finance Report for FY 2005 states that the City did not issue new debt in FY 2004–2005 and that there are no immediate plans or needs to issue new debt. In addition, the City's existing debt ratio to assessed valuation for the General Fund is a low 0.1 percent compared to the allowable, legal debt margin of 15 percent.

Investments

The City annually adopts an investment policy as prescribed by State law. The City's investment policy states that the primary objectives of investment activities in order of priority shall be safety, liquidity, and yield.

Idle cash management and investment transactions are the responsibility of the Administrative Services Department. Quarterly, the Department reports to the City Council on the investments' performance in comparison to the City policy, explains any variances from the policy, provides any recommendations for policy changes, and discusses overall compliance with the City's Investment Policy. In addition, the Council is provided with a detailed list of all securities, investments, and monies held by the City, as well as a report on the City's ability to meet expenditure requirements over the next six months. The City's investment practice is to buy securities and hold them to maturity to avoid potential losses from a sale.

Purchasing Policy

The City has established a centralized purchasing function within the Administrative Services Department. The objective of the centralized purchasing function is to provide operating departments with goods and services at the lowest overall cost while ensuring a fair and open process. The City has also adopted a purchasing policy that regulates the purchasing authority and limitations of City staff and the procedures required such as bids and proposals to obtain goods and services. The purchasing policy is also designed to control costs and provide for a fair procurement process.

10.4 LAND USE AND PROJECTED GROWTH WITHIN THE CITY

The City's 1998 Comprehensive Plan EIR states that the total area of the City is 26 square miles, or 16,627 acres, and that nearly one-third of this land area is in open space, approximately 29 percent is in public use, and approximately 21 percent is occupied by single-family detached homes, with the remaining 20 percent accommodating all other uses.

For this service review, the City has stated that the urbanized area of the City is virtually built out. The Comprehensive Plan indicated that at most 0.5 percent of the entire City, including the Foothills (which are outside the USA) was vacant. Due to this, a large majority of new development in the City would involve redevelopment or intensification of previously developed areas. The City's Housing Element states that the lack of vacant land has resulted in an effort to "recycle" land parcels with commercial or industrial zoning that are vacant or have other land uses that are economically marginal. The City's long-term policy is to discourage the rezoning of residential land to commercial use. It should be noted that the City's growth projections are consistent with the Association of Bay

Area Governments (ABAG) projections. The City does not have projections regarding the amount, type, and location of redevelopment. Therefore, it is difficult to detail what potential affects redevelopment/intensification could have on existing infrastructure.

Stanford University

The City provides several services to Stanford University. Stanford University's main campus is located outside of the City limits, but within the City's USA and SOI. However, several University-owned properties, including the research park, Stanford Medical Center, and the Stanford shopping center, are within the City limits. The University lies immediately southwest of the City's downtown area, and the central campus is generally bounded by El Camino Real, Sand Hill Road, Stanford Avenue, and Junipero Serra Boulevard.

The City currently provides wastewater services and law enforcement communication services, as detailed in the service sections below, in addition to fire protection and paramedic services.

Stanford's lands that are designated for academic use in the University's Land Use Plan are precluded from being annexed to the City of Palo Alto by a joint agreement between Palo Alto, Stanford, and the County. Non-academic uses include: residential, commercial, industrial, research, medical, and professional facilities.

Development Limitations on Unincorporated Stanford Lands

A 1985, three-party interjurisdictional agreement between the City, Santa Clara County, and Stanford University identified land use policies for lands owned by Stanford University and located within unincorporated Santa Clara County. Stanford's General Use Permit, issued by Santa Clara County, establishes building area, population limits, and some mitigation measures for development of the unincorporated lands, and identifies four subareas that would only be developed on a limited basis.

Unincorporated Pockets

There are no unincorporated pockets within or adjacent to the City's USA.

10.5 WASTEWATER

The City owns and operates an approximate 207-mile wastewater collection system that serves residents and businesses within the City limits, Stanford University, and a portion of Los Altos Hills. The collection system is primarily comprised of gravity flow sewers ranging in size from 4 to 42 inches in diameter, with approximately 75 percent of the sewers being 6 to 8 inches in diameter. The system also includes one lift station located in the foothills. The major conveyance sewers (trunk sewers) convey flow in a generally northeast direction and terminate at the City Regional Wastewater Quality Control Plant.

The Master Plan states that as of 2004 the flow from Stanford University was approximately 2.2 million gallons per day (mgd), which is slightly higher than its treatment plant capacity rights of 2.11 mgd.

The City of Palo Alto states that the City of Los Altos Hills has approximately 753 connections draining into the City collection system. Flows from Los Altos Hills enter the City’s System at two primary locations (on Arastradero Road and Old Page Mill Road). Los Altos Hills has requested an additional sanitary sewer main connection to the City of Palo Alto collection system. This new connection and sewer main will be constructed and maintained at Los Altos Hills’ expense. Los Altos Hills is currently in the final design stages on this project. The maximum number of potential connections from Los Altos Hills that can drain into the City’s system is 1,571, based on the Town’s capacity rights in the treatment plant. Most of the new future connections would likely come from the conversion of current septic system users rather than new growth. However, the Town anticipates that very few septic conversions will actually occur, and it is therefore unlikely that the wastewater discharge will ever reach the maximum amount.

The City has an ongoing sewer rehabilitation program that averages 25,000 feet (ft) of sewers and service laterals being rehabilitated or replaced annually.

In 2004 the City prepared a capacity assessment that addresses the capability of the wastewater collection system to convey existing and future flows and identifies improvements to provide additional capacity where needed. Based on the results of the Master Plan Capacity analysis, eight locations were identified for capacity improvements. These improvements include 13,130 ft of sewer line. The improvements are also prioritized in order of necessity. Recommended improvements include diverting flows to new sewers or sewers with excess capacity and larger replacement pipes. All projects are sized to accommodate the peak flows from a 20-year design storm. Table 10.D provides a summary of the City’s capacity improvement projects.

Table 10.D: City of Palo Alto Wastewater Collection System Capacity Improvement Projects for the Next Six Years

Priority	Project Name	Description	Length (ft)
A	East Meadow Drive Sewer Replacement	Upsize 8-inch sewer from Cowper Street to Middlefield Road to 12-inch	733
A	Loma Verde Avenue Sewer Replacement	Replace 15-inch sewer from Loma Verde Place to Louis Road with 18-inch pipe	1,500
C	Arastradero Road Relief Sewer	Parallel existing 12-inch sewer from Hillview Avenue to Foothill Expressway with 12-inch pipe	3,125
C	Matadero Creek Relief Sewer	Parallel existing 15-inch sewer from Hillview Avenue and Foothill Expressway with 15-inch pipe	3,200
B	N. California Avenue Sewer Replacement	Upsize 8-inch sewer to Embarcadero Road with 10-inch pipe	1,460
B	Louis Road at E. Meadow Sewer Replacement	Replace 8-inch sewer from Nathan Way to E. Meadow Dr. with a 10-inch pipe at steeper slope	227
C	Old Page Mill Road Sewer Replacement	Replace two reaches of 12-inch sewer with 15-inch pipe at uniform slope	650

Source: Palo Alto Wastewater Collection System Master Plan Capacity Assessment, March 2004

The Palo Alto Regional Water Quality Control Plant provides wastewater treatment to flows from the City, East Palo Alto, Mountain View, Stanford University, Los Altos, and Los Altos Hills. The treatment plant provides tertiary treatment to wastewater prior to the effluent being discharged into San Francisco Bay. The plant is designed to have a dry-weather capacity of 38 mgd, a wet-weather capacity of 80 mgd, and a peak flow capacity of 55 mgd. The average flows are approximately 25 mgd.

The Cities of Palo Alto, Mountain View, and Los Altos participate jointly in the cost of maintaining and operating the City of Palo Alto Regional Water Quality Control Plant and related system. The City is the owner and administrator of the plant. The Cities of Mountain View and Los Altos are entitled to use a portion of the capacity of the plant for a specified period of time. Each partner has the right to rent unused capacity from/to the other partners. The expenses of operations and maintenance are paid quarterly by each participating agency based on its pro-rata share of treatment costs. Additionally, revenues are shared by the participating agencies in the same ratio as expenses are paid.

Wastewater Rates

The City's wastewater rates are set as monthly fees, as shown in Table 10.E. Commercial and industrial rates are dependent on the amount and type of flow.

Table 10.E: City of Palo Alto Monthly Wastewater Rates

Residential: single-family	\$23.48
Residential: multifamily	\$23.48 per unit
Commercial and industrial	Calculated depending on use

10.6 SOLID WASTE SERVICES

Solid waste service is provided by the City via contract with Palo Alto Sanitation Company. The solid waste that is collected within the City is hauled to the landfills listed below. Additional detail regarding these facilities can be found in Appendix A.

- Altamont Landfill Resource and Recovery Facility
- Arvin Sanitary Landfill
- City of Palo Alto Refuse Disposal Site
- Fink Road Landfill
- Guadalupe Sanitary Landfill
- Hillside Class III Disposal Site
- Keller Canyon Landfill
- Kirby Canyon Recycling and Disposal Facility
- Newby Island Sanitary Landfill

- Ox Mountain Sanitary Landfill
- Potrero Hills Landfill
- Redwood Sanitary Landfill
- Vasco Road Sanitary Landfill
- Zanker Material Processing Facility
- Zanker Road Class III Landfill

According to the most recent information posted by the California Integrated Waste Management Board (CIWMB), the City disposed of 69,491 tons of solid waste in 2005.¹ CIWMB shows that the solid waste disposal generation factor for the City is 2 pounds per resident per day and 6.5 pounds per employee per day.

Diversion rates are defined as the percentage of total solid waste that a jurisdiction diverted from being disposed in landfills through reduction, reuse, recycling programs, and composting programs. The California Public Resources Code (PRC 41780) required all jurisdictions to achieve 50 percent solid waste diversion after 2000. Per the CIWMB, the City exceeded this goal and had a 62 percent diversion rate in 2004, which is the most recent data posted.

The City is a participant in a cooperative agreement with the Cities of Mountain View and Sunnyvale for the operation and use of the SMART Station, which is a materials recovery and refuse transfer facility that is located in Sunnyvale. The Station processes solid waste, including recyclables and yard trimmings, prior to transfer to the landfills.

The City has varying rates for both residential and commercial solid waste services, which are dependent on the amount of solid waste and number of pickups per week, as shown in Table 10.F.

Table 10.F: Monthly Solid Waste Rates

Residential	
One pickup per week	One can, \$16.87 Six cans, \$134.51
Two pickups per week	Three cans, \$100.06 Six cans, \$281.07
Three pickups per week	Three cans, \$156.11 Six cans, \$427.36
Commercial	
	\$21.38–\$4,285.12, depending on size of bin and number of pickups per week

¹ Web site:
<http://www.ciwmb.ca.gov/Profiles/Juris/JurProfile1.asp?RG=C&JURID=362&JUR=Palo+Alto>,
accessed March 20, 2007.

10.7 PARKS AND RECREATION

The City's park and recreational facilities are listed in Table 10.G.

Table 10.G: City of Palo Alto Park and Recreational Facilities

Park and Location	Amenities	Acreage
Baylands Athletic Center 1900 Geng Road	1 softball diamond, 1 baseball field, and restroom facilities	6.0
Bol Park 3590 Laguna Avenue	Jogging path, wood benches, a large climbing structure, and a 1-mile bicycle path	13.8
Boulware Park 410 Fernando Avenue	Basketball court, shaded picnic area with barbecue facilities, toddler playground	1.5
Bowden Park 2380 High Street	Toddler playground, benches, and picnic tables.	2.0
Lawn Bowling Green	Lawn bowling green and clubhouse	2.0
Briones Park 609 Maybell Avenue	Picnic areas, toddler play equipment	4.1
Cameron Park 2101 Wellesley Street	Wooden climbing structure with a triple slide, swings, and picnic tables	1.1
Cogswell Plaza 264 Lytton Avenue	Benches	0.5
El Camino Park 100 El Camino Real	Soccer field and softball field with bleachers and lights	12.19
Eleanor Pardee Park 851 Center Drive	Toddler playground, picnic facilities with barbecues, multipurpose concrete bowl	9.6
El Palo Alto Park 117 Palo Alto Avenue	Path	0.5
Greer Park 1098 Amarillo Avenue	Five soccer fields, three softball fields, one Little League diamond, two basketball courts, picnic area with barbecues, par course, small dog run, skateboard bowl, toddler playground with sand, swings, a climbing structure with slides, restrooms	22.0
Heritage Park 300 Homer Avenue	Open expanse of turf, benches	2.0
Hoover Park 2901 Cowper Street	Two tennis courts, two handball courts, tennis backboard, softball field, picnic facilities with barbecues, a dog run, toddler playground, and a multipurpose concrete bowl with a basketball hoop	4.2
Hopkins Creekside Park Palo Alto Avenue	Benches and tables	12.4
Johnson Park Everett Avenue	Toddler playground, wide concrete slide and wooden climbing structures, basketball hoops, picnic area, sand volleyball pit, and community garden plots	2.5
Lytton Plaza Park University Avenue at Emerson Street	Benches, plaza, public art	0.2

Park and Location	Amenities	Acreage
Mayfield Park 2300 Wellesley Street	Benches	1.1
Mitchell Park 600 East Meadow Avenue	Shuffleboard courts, checkerboard/chess tables, seven tennis courts, two paddle tennis courts, four handball courts, jogging trails, picnic areas with barbecues, multiuse concrete bowl, toddler playgrounds, children's wading pool, large dog run, and restrooms	21.4
Monroe Park 4305 Miller Avenue	Toddler play area with swings and benches	0.55
Peers Park 1899 Park Boulevard	Two tennis courts, picnic tables, restrooms, toddler and school-age playground equipment with swings, slides, spring animals, challenging climbing structures, and a basketball court	4.7
Ramos Park 800 East Meadow Avenue	Toddler playground area with climbing structures, swings and independent spring rides, picnic facilities with barbecues, multipurpose square cement slab with a basketball hoop, and paths with benches	4.4
Rinconada Park 777 Embarcadero Road	Swimming pool, Two large picnic areas with barbecues, nine tennis courts, six with lights, two shuffleboard courts, one tennis backboard, a cemented multipurpose bowl, a toddler playground, big kids play area, sand play area with water play, jogging paths	19.0
Robles Park 4116 Park Boulevard	Picnic facilities with barbecues, playground with sand, climbing structure with slide, and toddler swings	4.7
Scott Park 911 Scott Street	Circular basketball court, toddler play equipment	0.4
Seale Park 3100 Stockton Place	Toddler play area, swing set, and slide	4.3
Stanford/Palo Alto Community Playing Fields 2700 El Camino Real	Two playing fields with lights, snack shack, public art	5.9
Terman Park 655 Arastradero Road	Four tennis courts, one basketball court, two soccer fields, one softball field, path	7.7
Weisshaar Park 2298 Dartmouth Street	Two tennis courts and benches	1.1
Werry Park 2100 Dartmouth Street	Toddler play area	1.1
Wallis Park 202 Ash Street	Benches	0.3
Total Acreage		173.25

Source: www.city.palo-alto.ca.us

The City's Comprehensive Plan states that the City has adopted a standard of providing a minimum of 2 acres of open space per 1,000 residents. Based on the State Department of Finance 2006

population estimate for the City (62,148), the City is currently providing 2.79 acres of parkland per 1,000 population, which is above the City’s standard.

In addition, over one-third of the City is managed as permanent open space. The majority of these lands are located in the southern foothills portion of the City. Table 10.H lists the City’s open space preserves.

Table 10.H: City of Palo Alto Open Space Preserves

Name and Location	Amenities	Acreage
Baylands Nature Preserve Northeast end of Embarcadero Road, next to the Palo Alto airport.	Lucy Evans Baylands Nature Interpretive Center, Byxbee Park Hills (Art Park), wildlife observation platforms and benches, Emily Renzel Wetlands, Baylands Athletic Center (baseball and softball), and picnic/barbecue facilities	1,940
Esther Clark Nature Preserve Old Trace Road off of Arastradero Road.	Undeveloped nature reserve of grassland and oaks.	22
Pearson-Arastradero Preserve 1530 Arastradero Road	10.25 miles of trails for hiking, biking and horseback riding.	N/A
Foothills Park 3300 Page Mill Road	15 miles of trails. Open to Palo Alto residents and their guests only. Proof of residency is required. Seven picnic areas including tables, barbeques, and water; seasonal campground	1,400

Source: <http://www.city.palo-alto.ca.us/community-services/nat-index.html>, accessed 10/27/06

The City offers a wide variety of recreation classes for residents of all ages. The types of classes provided by the City are listed in Table 10.I.

Table 10.I: Types of Recreation Programs Offered by the City of Palo Alto

Art and music	Dance	Teen programs
Sports	Drama/theater	Drama/theater
Day camps	Aquatics	Science

10.8 STORM WATER DRAINAGE

The City’s storm drain system consists of more than 550,000 lineal feet of pipelines ranging in size from 8 to 96 inches in diameter. This system drains primarily to four creeks that run through the City; from the north to south they are San Francisquito, Matadero, Barron, and Adobe Creeks. The creeks are under the jurisdiction of the Santa Clara Valley Water District and are a combination of open earthen channels, concrete open channels, and closed conduits. The Water District has constructed flood management projects on Matadero, Barron, and Adobe Creeks to enable them to contain the

runoff from the 100-year storm event. San Francisquito Creek remains in a relatively natural state and is prone to flooding in storms larger than a 25-year event. Matadero, Barron, and Adobe Creeks flow into the Palo Alto Flood Basin, a 600-acre detention basin that buffers the creeks from the tidal action of San Francisco Bay.

The City’s 1993 Storm Drain Master Plan evaluates the performance of the City’s storm drain system in a 10-year storm event, which is used by the City as the design storm standard. The Master Plan states that much of the existing storm drain system cannot convey the design storm without varying periods of street flooding and recommends that new developments be required to detain peak flows on site in order to avoid increases in runoff. In addition, the Storm Drain Master Plan recommends specific system improvements that are generally related to increasing capacity. Since development of the Master Plan, several key storm drain projects have been implemented; however, significant additional drainage improvements are needed throughout the City. Table 10.J provides a summary of the existing deficiencies and the recommended improvements identified in the 1993 Storm Drain Master Plan.

Table 10.J: City of Palo Alto Storm Water Drainage Deficiencies and Recommended Improvements

Deficiency	Recommended Improvement
Flooding occurs at the intersections of University Avenue at Waverley Street and Lytton Avenue at Cowper Street	Replace the existing 18- to 30-inch pipes downstream of Cowper Street with 42-inch pipes
Flooding occurs at the intersection of Chaucer Street and University Avenue	Replace the existing 10-inch Chaucer Street pipe with a 21-inch pipeline
The system along Embarcadero Road and its three main tributaries along Emerson Street, Bryant Street, and through Rinconada Park	A new pipeline ranging from 42 to 54 inches in diameter is recommended along Lincoln Avenue from Emerson Street to Guinda Street. A new pipeline ranging in size from 36 to 42 inches in diameter is recommended from Cowper Street and Embarcadero Road, along Kellogg and Hopkins Avenues and Cedar Street to Harker Avenue. Also, replacement pipes with additional capacity are recommended along Embarcadero Road between Waverley and Cowper Streets and on Bryant Street from Addison Avenue to Lincoln Avenue. Parallel pipes are recommended on Addison Avenue between Alma and Emerson Streets, on Emerson Street from Addison Avenue to Lincoln Avenue, and on Lincoln Avenue from High Street to Emerson Street.
The system along Channing Avenue from Boyce Avenue to Heather Lane and its three main tributaries: one at Lincoln Avenue and two at Newell Road, has flooding occur throughout most of the system.	New pipes are recommended along Newell Road from Harker Avenue to San Francisquito Creek; along Guinda Street from Channing Avenue to Melville Avenue, along Harker Avenue from Melville Avenue to Newell Road; along Pitman, Lincoln, and Forest Avenues from Middlefield

Deficiency	Recommended Improvement
	Avenue to Newell Road; from Newell Road to Rhodes Drive via Dana Avenue, Alester Avenue, and Hamilton Avenue. Also, replacement pipes are recommended between Center Street and Newell Road.
Flooding occurs along Seale Avenue from west of Alma Street to Embarcadero Road.	Divert flow off the top of the system and add capacity to the lower reaches of the system. Parallel pipes are recommended along Seale Avenue from Emerson Street to Embarcadero Road.
The system following Heather Lane from Embarcadero Road to Channing Avenue has inadequate capacity.	60-inch-diameter parallel pipes are recommended along Heather Lane.
The storm drains serving the Midtown and Palo Verde neighborhoods have inadequate capacity.	A new 36–48 pipeline is recommended along Waverley Street from Oregon Expressway to Matadero Creek. Also recommended is a 36-inch pipeline along Louis Road to Matadero Creek and a 36-inch pipeline along Middlefield Road from Loma Verde Avenue to Matadero Creek. A series of new parallel pipelines are recommended along Loma Verde Avenue, Louis Road, Greer Road, and along the former Seale-Wooster Canal. Capacity upgrades to the Matadero Creek Storm Water Pump Station are also recommended.
Flooding occurs along the former Cambridge Avenue right-of-way in the College Terrace neighborhood and along Page Mill Road upstream of El Camino Real.	A new 36-inch pipe along California Avenue from Oberlin Street to El Camino Real is recommended, along with parallel pipes along Page Mill Road and Park Boulevard.
Flooding occurs along the northern section of Hillview Avenue in the Stanford Research Park.	Parallel pipes ranging in size from 21–24 inches are recommended.
Flooding occurs along San Antonio Avenue between Bryon Street and Dake Avenue; along Montrose Avenue from Middlefield Road to Seminole Way, and around the intersection of East Charleston Road and San Antonio Avenue.	Within this area a new 54-inch pipe is recommended along San Antonio Avenue and Montrose Avenue, and large parallel pipes are recommended on East Charleston Road, Montrose Avenue, and San Antonio Avenue.
Flooding occurs along East Meadow Drive south of Ortega Court and upstream of Middlefield Road.	Within this area new parallel 30–48-inch pipes are recommended along the length of East Meadow Drive.
Flooding occurs in the northeast corner of the City near Commercial Street.	Within this area parallel 24–36-inch pipes are recommended.
Flooding occurs between South Court and Bryant Street in the Fairmeadow neighborhood.	Within this area parallel 30–36-inch pipes are recommended.
Flooding occurs along Amaranta Avenue, Maybell Avenue, Maybell Way, Georgia Avenue, and Donald Drive in the Barron Park neighborhood.	Within this area a new 48-inch pipe along Orme Street and various parallel or replacement pipes are recommended.

Deficiency	Recommended Improvement
Flooding occurs at the intersection of La Donna Street and La Para Avenue in the Barron Park neighborhood.	36–42-inch replacement pipes are recommended along La Donna Street.
Flooding occurs along El Camino Real; Arastradero Road at Suzanne Drive; and Maybell Avenue at Baker Avenue	Within this area 12–42-inch replacement pipes are recommended along Maybell Avenue, Arastradero Road, and El Camino Real.
Flooding occurs along Barron Avenue	A new 30-inch pipe leading to Matadero Creek and 21–30-inch replacement pipes are recommended.
Flooding occurs along El Centro Street	A 21-inch replacement pipe draining to Matadero Creek is recommended.
Laguna Avenue near Paradise Way floods	21- and 24-inch replacement pipes along Laguna Avenue are recommended.
Hillview Avenue floods at Arastradero Road	Supplement the existing pipe with another 18-inch pipe that extends to the Barron Creek outfall.
Flooding occurs near the intersection of Tennessee Lane and Park Boulevard	Parallel 42–54-inch pipes are recommended along Wilkie Way, Tennessee Lane, and Park Boulevard to the Barron Creek outfall.
Flooding occurs throughout the area of the Palo Alto Airport, Municipal Golf Course, and the light industrial area along Embarcadero Road.	Within this area parallel 24- and 36-inch pipes leading to the Airport Storm Water Pump Station are recommended.

Source: City of Palo Alto Storm Drain Master Plan, December 1993; City of Palo Alto Public Works Department, October 2006

Storm drainage improvements are funded through storm drainage fees charged to residents and businesses on monthly City utility bills. The City Council established the Storm Drainage Utility (a self-sufficient enterprise separate from the General Fund and funded through user fees) in 1990. The Utility was established as a means to fund storm drain capital improvements, maintenance, and storm water quality protections programs. Rates were set by the City Council each year as part of the City budget process. After the passage of Proposition 218 by California voters in 1996, however, the Council no longer had the ability to unilaterally increase the storm drainage fee without the approval of a majority of property owners subject to the fee. On April 26, 2005, the City’s property owners approved an increase in the Storm Drainage Fee to \$10.00 per month per Equivalent Residential Unit, effective June 1, 2005. The City Council is authorized to increase the fee each year by the local rate of inflation or 6 percent, whichever is less. The increased fee will “sunset” in 12 years unless reauthorized by another property-owner election. The revenue from the increased fee will provide additional funding for high-priority storm drain system capacity upgrade projects, repair/replacement of deteriorated storm drain system components, and enhanced storm drain maintenance. Specifically, the increased fee will fund a set of seven high-priority capital improvement projects over a period of 12 years. The capital improvement program consists of several projects recommended in the 1993 Master Plan and several new projects developed by staff based on observed street flooding locations. The seven storm drain capital projects are summarized below.

1. Construct pump station and 96-inch storm drain outfall to San Francisquito Creek.

2. Install new storm drain pipelines to increase drainage capacity on Channing and Lincoln Avenues.
3. Install Southgate neighborhood storm drain system.
4. Extend Gailen Avenue/Bibbits Drive storm drain outfall to the Adobe Storm Water Pump Station.
5. Connect the Clara Drive storm drains to the Matadero Storm Water Pump Station.
6. Construct improvements to the Matadero Storm Water Pump Station and install new storm drain pipelines to increase drainage capacity leading to the Matadero Storm Water Pump station.
7. Install storm drainage improvements along southbound Alma Street.

10.9 LAW ENFORCEMENT

Law enforcement services are provided by the Palo Alto Police Department (department), which is located adjacent to City Hall and in a substation at 3990 Ventura Avenue. In addition, the department has an Animal Service Center at 3281 East Bayshore Road.

The department has seven major functional areas:

- **Field Services.** police response, critical incident resolution, regional assistance response, and police services for special events
- **Technical Services.** 911 dispatch services for police, fire, utilities, public works, Stanford, and police information management
- **Investigations and Community Policing Services.** police investigations, property and evidence, youth services, and community policing
- **Traffic Services.** traffic enforcement, complaint resolution, and school safety
- **Parking Services.** parking enforcement, parking citations, and abandoned vehicle abatement
- **Police Personnel Services.** police hiring, retention, personnel records, training, and volunteer programs
- **Animal Services.** animal control, pet recovery/adoption services, animal care, animal health and welfare, and regional animal services

It should be noted that the City has a cooperative relationship and shares SWAT services with the City of Mountain View. In addition, the City relies on normal mutual aid protocol with other agencies via County and State law. The City has stated that it does not see any future potential for shared facilities, studies, programs, staff, or equipment with other agencies.

The City's Comprehensive Plan EIR states that the police department monitors the adequacy of its services and staffing levels by tracking the amount of time it takes to respond to calls for service. The City of Palo Alto Service Efforts and Accomplishments Report, FY 2005–2006, states that the department handled 57,017 calls for service in FY 2005–2006. The percentages of different types of calls are listed in Table 10.K. Of these calls, the City dispatched 88 percent of emergency calls within 60 seconds of receipt of the call. Additionally, the average response time for emergency calls was

4:37 minutes and the average response time for urgent calls was 7:28 minutes. As shown in Table 10.L, the City is currently below its response time goals.

Table 10.K: Law Enforcement Calls for Service, FY 2004–2005

Types of Service Calls	Percentage
Crime calls	17%
Vehicle stops	22%
Service	6%
Fire assist	8%
False calls	7%
Alarms	4%
Accidents	4%
Directed patrol	4%
Officer follow up	5%
Noise	3%
Miscellaneous	20%

Source: City of Palo Alto Service Efforts and Accomplishments Report FY 2005–2006

Table 10.L: City of Palo Alto Police Department Response Times

Call Priority	Description	Goal (minutes)	Actual (minutes)
Priority 1	Emergency calls	6	4:37
Priority 2	Urgent calls	10	7:28
Priority 3	Non-emergency calls	60	20:36

Source: City of Palo Alto 2005-07 Adopted Operating Budget

The City of Palo Alto Service Efforts and Accomplishments Report FY 2005–2006 details that the police department had an authorized staffing of 169 employees. However, the current authorized staff is now down to 163. The department is down 13 police officers due to vacancies, injuries, training, and other leave situations. Of these authorized personnel, the City had 93 sworn officers, which provides for a ratio of 1.51 police officers per 1,000 residents. The Comprehensive Plan EIR states that the City’s goal is to maintain a ratio of 1.7 officers per 1,000 residents. Therefore, the City is currently below its sworn staffing goal.

The City developed a Blue Ribbon Task Force to evaluate the need for a new police facility. In March 2006, the Task Force concluded that the existing City police facility is severely overcrowded and inadequate. The existing facility, located at 275 Forest Avenue, was designed in 1967 as part of the City Center complex and has 19,000 useable square feet (sf). Since development of the existing facility, the overall size of the department has increased 28 percent. The authorized staffing levels of the department (including the Dispatch Center at the Civic Center) grew from 119 in 1969–1970 to 153.5 in 2006–2007. Sworn staffing levels increased from 88 to 93, while civilian staffing increased

from 31 to 60.5. In addition, the department now includes more than 40 volunteers, compared to none in 1969–1970.

When designed, the current building did not include spaces and features that are now considered essential, such as a secure Sallyport (an enclosure in which a prisoner can be taken from a police vehicle into the building safely); access for the disabled; high-tech equipment used in detective work and departmental operations; a sufficient number of holding cells to enable the separation of juveniles and adults, as required by law; and equivalent locker, shower, and toilet facilities for female officers. Sleeping space for officers coming off night duty and scheduled for a court appearances a few hours later is improvised and inadequate. Segregated storage space for firearms seized in evidence does not exist.

Due to these reasons, the City's Blue Ribbon Task Force recommended a new public safety building totaling 49,600 sf be developed and further concluded that a site located on Park Boulevard was an appropriate location. The City is currently working on preliminary designs and environmental documentation for the new facility. The City is planning to finance the facility through bonds, which are planned to be requested during the June or November 2008 bond election. In addition, the City is continuing to identify available resources to offset capital or debt service costs. These include a revenue source such as State or Federal grants; rental savings that would result from moving Information Technology and Utility staff into the Civic Center site vacated by the department; and contributions from Stanford University for its share of capital costs associated with its agreement with the City for communications services.

10.10 LIBRARY

The City's public library system is comprised of five libraries, as listed below.

- Main Library
1213 Newell Road
- Children's Library
1276 Harriet Street
- College Terrace Branch Library
2300 Wellesley Street
- Downtown Branch Library
270 Forest Avenue
- Mitchell Park Branch Library
3700 Middlefield Road

In December 2006, the City Council accepted the Library Advisory Commission's report, *Library Service Model Analysis and Recommendations*, which details improvements to address long-term needs of the library system.

Several facility projects are currently underway and are being planned. The Children's Library was closed in December 2005 for an extensive renovation and expansion project. When completed in late

2007, the facility will be enlarged by 75 percent to 6,043 square feet and all structural and mechanical systems will be upgraded. The project was funded with CIP funds, federal grants, and private donations raised by the Palo Alto Library Foundation and Friends of the Palo Alto Library.

A portion of the Main Library is being reconfigured to improve efficiency and service. Additional upgrades are planned for this facility in 2008-09. These include: expanding the facility by 1,800 to 5,500 square feet to add a meeting room, restrooms, and improve the lighting systems. To provide sufficient space to accommodate these changes, the collections and technical services staff was relocated from the Main Library to a section of the Downtown Library.

The College Terrace Library is planned to receive seismic, structural, and accessibility upgrades. A space study of the library will also be conducted. Construction is scheduled for FY 2008-09.

The City is currently developing options for a new Mitchell Park Library and potential improvements at the Main and Downtown Libraries. Conceptual design options for these libraries will be reviewed by the City Council in September 2007, followed by the development of schematic design and cost proposals in December 2007. The Council will determine the number and size of projects to put forward for bond funding on a ballot in either June or November of 2008.

The two options under consideration for a new Mitchell Park Library are to build a new library approximately three times the size of the current facility or to build a joint library and community center, which would replace the existing library and near-by Mitchell Park Community Center.

The Service Model Analysis recommendations for Downtown Library are to refresh the interior spaces and evaluate the use of space recaptured if either the collection and technical services staff or library administration is relocated to the new Mitchell Park Library.

In FY 2005-2006, the City Library system had the following service statistics:

- 260,468 circulating items (volumes) in the collection; 232,602 books and 27,866 media items
- 1,280,547 total circulation
- 20 percent nonresident circulation
- 197,652 logins to library-provided licensed databases and Internet PCs
- 885,565 visitors
- 55,909 people with library cards
- 10,488 hours of service
- 57 full-time equivalent positions

10.11 SERVICE REVIEW DETERMINATIONS FOR THE CITY OF PALO ALTO

The service review guidelines prepared by the State Office of Planning and Research recommend that issues relevant to the jurisdiction be addressed through written determinations called for in the

Cortese-Knox-Hertzberg Local Government Reorganization Act of 1985 (CKH Act). Based on the above information, following are the written determinations for the City.

Infrastructure Needs and Deficiencies

1. The City's Wastewater Master Plan Capacity analysis identifies eight locations in the City's sewer system where capacity improvements are needed and provides recommended improvements.
2. The City's Storm Drain Master Plan states that much of the existing storm drain system cannot convey the design storm without varying periods of street flooding and recommends that new developments be required to detain peak flows on site in order to avoid increases in runoff. In addition, the Storm Drain Master Plan recommends specific system improvements, which are generally related to increasing capacity.
3. The City's goal is to maintain a ratio of 1.7 officers per 1,000 residents; however, the City is currently providing 1.51 police officers per 1,000 residents, which is below its sworn staffing goal. However, it should be noted that the City's goal is higher than average, as most cities have a standard of providing 1 sworn officer per 1,000 population.
4. In March 2006, the City's Blue Ribbon Task Force concluded that the existing police facility is severely overcrowded and inadequate. The City is currently working on preliminary designs and environmental documentation for the new facility.
5. The City is in the process of expanding and upgrading several library facilities. In addition, the City is planning future library infrastructure projects.

Growth and Population

1. The urbanized area of the City is virtually built out. The City's Comprehensive Plan indicated that, at most, 0.5 percent of the entire City, including the Foothills, which is outside the USA, was vacant.
2. The lack of vacant land has resulted in an effort to "recycle" land parcels with commercial or industrial zoning that are vacant or have other land uses that are economically marginal.

Financing Constraints and Opportunities

1. Since January 2001, the City has engaged in a series of "Strengthening the Bottom Line" efforts whereby expenses were brought into alignment with available revenues. However, the City continues to face fiscal challenges.
2. Storm drain improvements, maintenance, and storm water quality protection programs are funded through storm drainage fees charged to residents and businesses on monthly City utility bills.
3. The City's library facility project is jointly funded by the City's CIP, federal grants, and private donations raised by the Palo Alto Library Foundation and the Friends of the Palo Alto Library.

4. The City is considering replacing a library, a community center, and the police facility. Currently, the City intends to request voter approval for General Obligation bonds to fund these facility projects. In addition, the City will seek grant funding and private donations.
5. To provide funding for infrastructure and facilities related to new development within the City, development impact fees are assessed for parks, libraries, community centers, and roadways.

Cost-Avoidance Opportunities

1. The City has adopted purchasing policies and procedures in an effort to control costs and provide for efficiency and accountability.
2. The City has several cooperative arrangements with other agencies that provide services at a reduced cost.

Opportunities for Rate Restructuring

1. The City reviews and adjusts rates for services annually along with preparation of the operating budget. Rates are adjusted as necessary to cover operating and capital costs, and to maintain reserve levels within policy guidelines.
2. Proposition 218 requires the City to obtain approval of storm drain fee increases from a simple majority of property owners. It also requires the City to conduct a written protest vote and protest hearings when service rates increases are proposed.

Opportunities for Shared Facilities

1. The Cities of Palo Alto, Mountain View, and Los Altos participate jointly in the cost of maintaining and operating the City of Palo Alto Regional Water Quality Control Plant and related system.
2. The City is a participant in a cooperative agreement with the Cities of Mountain View and Sunnyvale for the operation and use of the materials recovery and refuse transfer facility.
3. The City has a cooperative relationship and shares SWAT services with the City of Mountain View.

Government Structure Options

1. Stanford's lands that are designed for academic use in the University Land Use Plan are precluded from being annexed to the City of Palo Alto by a joint agreement between Palo Alto, Stanford, and the County. Non-academic uses include: residential, commercial, industrial, research, medical, and professional facilities.
2. There are no unincorporated pockets within the City's USA.

Evaluation of Management Efficiencies

1. The City's cooperative projects with other agencies provide management efficiencies in the provision of services.

Local Accountability and Governance

1. The City ensures that local accountability and governance standards are met by holding City meetings pursuant to the Brown Act, having them shown on cable television, and having them available for download on the City's Web site.

10.12 SOI RECOMMENDATION FOR THE CITY OF PALO ALTO

Current SOI Boundary

The City's existing SOI, which was adopted in November 1985, is substantially coterminous with the City limits, with the exception of including some unincorporated lands (i.e. some of Stanford University and unincorporated lands along Page Mill Road and Alpine Road), and extending 2 miles into the San Francisco Bay. The southern portion of the City's SOI consists primarily of permanently protected open space lands (i.e. Palo Alto Foothill Park, Los Trancos Open Space, and Monte Bello Open Space) as well as two small unincorporated areas developed with low density residential uses that are located adjacent to Los Altos Hills along Page Mill Road. The City of Palo Alto is substantially bounded by the Cities of Mountain View, Los Altos, and Los Altos Hills to the east; unincorporated hillsides to the south; Stanford University and the Cities of Menlo Park and Portola Valley (both cities are located in San Mateo County) to the west; and the City of East Palo Alto (located in San Mateo County) to the north. Since 1985, Palo Alto's SOI boundary has remained significantly unchanged.

SOI Boundary Recommendations

It is recommended that LAFCO amend the City's SOI boundary to exclude two small unincorporated areas developed with low density residential uses that are located outside but adjacent to the SOI of Los Altos Hills along Page Mill Road. These two areas are completely surrounded by the City of Palo Alto's Foothills Park/Open Space on the west and the residential development in Los Altos Hills on the east side. Although these two areas are currently located within the SOI of Palo Alto, they receive services such as fire protection (Los Altos County Fire Protection District), solid waste disposal (Los Altos Garbage Company) and water service (Purissima Hills County Water District) from Los Altos Hills' service providers. The access to these two areas is also through the Town of Los Altos Hills on Altamont Road and Moody Road. Furthermore, the two areas are not currently adjacent to Palo Alto's USA boundary, but are adjacent to the Town of Los Altos Hill's USA boundary. If in the future, urban services such as sewer were required in this area, Los Altos Hills is the logical service provider. Therefore, it is also recommended that these two areas be included in the Los Altos Hill's SOI boundary (see section on Los Altos Hills). Once these areas are within the Town's of Los Altos Hills' SOI boundary, the Town can determine if and when to request inclusion of the areas within its USA boundary and eventually annex the areas.

It is also recommended that LAFCO re-affirm the remaining portion of the City of Palo Alto's existing SOI boundary because the City of Palo Alto's SOI boundary serves multiple purposes including serving as:

- A long range planning tool to help LAFCO evaluate USA boundary changes and annexation requests.
- Areas that will not necessarily be annexed to the City of Palo Alto or will not necessarily receive services from Palo Alto, but are areas in which the County and Palo Alto may have shared interests in preserving non-urban levels of land use or shared interests in localized urban development. Specific examples include the foothills and ridgelines located south and west of the City and some of Stanford University's unincorporated lands. Furthermore, both the City and the County share a mutual interest in protecting view sheds and natural resources.
- Areas where Palo Alto and the County have significant interaction. A specific example of such interaction includes areas where the City receives discretionary planning application referrals from the County.
- Areas that contain social or economic communities of interest to Palo Alto, such as areas within the City's jurisdiction and some of Stanford University's unincorporated lands.

In making these recommendations, it should be made clear that inclusion of an area within a City's boundary should not necessarily be seen as an indication that the City will either annex or allow urban development and services in the area. The City's USA boundary is the more critical factor considered by LAFCO and serves as the primary means of indicating whether the area will be annexed and provided with urban services.

10.13 SOI DETERMINATIONS FOR THE CITY OF PALO ALTO

As detailed in Section 1.1, Government Code Section 56425 requires written determinations with respect to the following four factors to update an agency's SOI. Based on the information above, the following determinations are provided in order to revise the City's existing SOI.

1. The Present and Planned Land Uses in the Area, including Agricultural and Open-Space Lands

The recommended Palo Alto SOI is almost entirely coterminous with the boundaries of the City, with the exception of including some unincorporated lands (i.e. some of Stanford University and unincorporated lands along Alpine Road and Page Mill Road between Foothill Expressway and Junipero Serra Freeway), and extending 2 miles into the San Francisco Bay. The City's 1998 Comprehensive Plan EIR states that nearly one-third of the City is in open space, 29 percent is in public use, and approximately 21 percent is occupied by single-family detached homes, with the remaining 20 percent accommodating all other uses. The City has stated that the urbanized area of the City is virtually built out and that at most 0.5 percent of the entire City was vacant. Due to this, a large majority of new development in the City would involve redevelopment or intensification of previously developed areas. The City's long-term policy is to discourage the rezoning of residential land to commercial use.

Finding: Planned land uses in the City, and on the unincorporated lands within the City's recommended SOI are consistent with existing land uses.

2. Present and Probable Need for Public Facilities and Services in the Area

The City is expected to experience modest growth mostly through infill development and redevelopment of underdeveloped parcels. Development within Stanford University is controlled through the County of Santa Clara's Stanford University Community Plan and the County's "General Use Permit." The Stanford University Community Plan calls for flexible growth over a 25 year period through mostly redevelopment and intensification of uses. The City of Palo Alto currently provides many services to Stanford University such as wastewater services, law enforcement, and fire protection. The need for a full range of public facilities and services within the recommended SOI boundary is expected to grow in the future.

Finding: The type of public services and public facilities required in the recommended Palo Alto SOI will not change, although the level of demand will increase.

3. Present Capacity of Public Facilities and Adequacy of Public Services that the Agency Provides or is Authorized to Provide

The properties within the City receive a full range of public services from the City. For the most part, the present capacity of public facilities appears to be generally adequate. However, some specific inadequacies were identified, including: (1) there are eight locations within the City's sewer system that need capacity improvements; (2) the City's storm drainage system needs capacity improvements and much of the current system cannot convey a design storm without varying periods of flooding; (3) the City is not meeting its goal of maintaining a ratio of 1.7 police officers per 1,000 residents; and (4) the City Police Department facility is severely overcrowded and inadequate. However, it should be noted that the City's goal is higher than average, as most cities have a standard of providing 1 sworn police officer per 1,000 residents. The City is also currently working on designs and environmental documentation for a new police facility.

Finding: The present capacity of public facilities and public services is generally adequate. However, some areas of the City need sewer infrastructure improvements in order to increase capacity, the City's storm water drainage facilities need improvements in order to prevent flooding during a design storm, and improvements to the City's police facility are needed in order to address overcrowding.

4. Existence of Any Social or Economic Communities of Interest in the Area if the Commission Determines that they are Relevant to the Agency

The recommended SOI boundary for the City is generally coterminous with the City's USA boundary and the City limits, with the exception of including some unincorporated lands (i.e. some of Stanford University and unincorporated lands along Page Mill Road and Alpine Road), and extending 2 miles into the San Francisco Bay. The recommended SOI boundary for the City is almost fully bounded by other cities.

Finding: There exist social and economic conditions that cause interaction and interdependence between the City of Palo Alto and the areas within its recommended SOI boundary.