



Planning & Transportation Commission

Staff Report (ID # 13836)

Report Type:	Action Items	Meeting Date: 5/11/2022
Summary Title:	Review of 2023-2027 Proposed Capital Improvement Plan for Comprehensive Plan Consistency	
Title:	Review and Recommendation to Finance Committee and the City Council on Proposed 2023-2027 Capital Improvement Plan and Comprehensive Plan Compliance	
From:	Jonathan Lait	

Recommendation

Staff recommends the Planning and Transportation Commission take the following action:

1. Recommend to the City Council that the proposed 2023-2027 Capital Improvement Projects (CIPs) listed in Attachment B are consistent with the Comprehensive Plan 2030 policies and programs.

Report Summary

Every year, the Planning and Transportation Commission (PTC) reviews the proposed Capital Improvement Projects (CIPs) for consistency with the Comprehensive Plan and forwards its recommendation to the City Council. This review is part of the annual budget process. The Fiscal Year 2023 Proposed Capital Budget¹ was presented to the City Council on May 2, 2022 and is available on the City's website.

The 2023-2027 proposed Capital Improvement Plan consists of a total of 174 CIPs, including 12 new CIPs. Staff has reviewed these 12 new projects and found they are consistent with the Comprehensive Plan 2030. The remaining 162 projects in this year's Capital Budget book were previously found consistent with the Comprehensive Plan and do not require additional compliance review. Staff recommends that the PTC find that the proposed new CIPs are consistent with the City's Comprehensive Plan.

¹ [Fiscal Year 2023 Proposed Capital Budget](#)

Background

The PTC is required to review the proposed CIPs for consistency with the Comprehensive Plan and forward its recommendations to the City Council Finance Committee and City Council. The authority for this review is contained in Palo Alto Municipal Code (PAMC) Section 19.04.040². Specifically, this section states:

“The planning commission shall submit an annual report to the council regarding the capital improvement program, which shall review each project for its conformity to the master plan; review the program as a whole in order to suggest any improvement in economy or efficiency which might be effected through the combining of various projects; and suggest any needed improvements which do not appear in the program.”

The PTC communicates its findings through a letter to the City Council via the Finance Committee. The PTC is asked to consider the draft letter (Attachment A) reflecting staff’s recommendations; this letter may be revised to reflect the PTC action.

The PTC’s recommendation for FY 2023 will be presented during budget hearings to the City Council, which is tentatively scheduled to adopt both the Operating and Capital budgets for Fiscal Year 2023 on June 20, 2022.

Discussion

The 2023-2027 Proposed Capital Improvement Plan includes a total of 174 projects. Of these projects, 12 new CIPs (approximately seven percent) are recommended to be added. Each new project is reviewed for consistency with the Comprehensive Plan. The relationship of each new project to the City’s Comprehensive Plan is established in two ways. First, by linking the project to an element and section of Comprehensive Plan. Second, by reviewing the project for consistency with individual goals, policies, or programs of that element.

Table 1. Distribution of New Capital Improvement Programs by Comprehensive Plan Elements

Comprehensive Plan Element	Number of New CIPs
Natural Environment	6
Land Use and Community Design	2
Community Services & Facilities	3
Safety	1
Total	12

Source: City of Palo Alto Planning Department & ASD Office of Management and Budget 2022

New Capital Improvement Projects

The new CIPs are listed below with a brief project description and Comprehensive Plan compliance information. Additional information about the projects and their funding can be

² [Palo Alto Municipal Code Section 19.04.040](#)

found on the respective project pages in the FY 2023 Capital Budget document (see Footnote 1 above).

1. Airport Zero Emission Vehicle Fleet Replacement Program (AP-23000)

The current Airport fleet includes a passenger van and truck that are at the end of their useful life. The van is used for the transportation of airport guests and passengers and improves safety by minimizing foot traffic on the airport apron. The truck is used as a maintenance, first response, and operations vehicle. This project will replace the current fleet with three zero emissions vehicles including one passenger vehicle and two trucks, as well as installation of electric vehicle chargers. Having two trucks will allow dedication of one as a first response vehicle, and the second as an operations and maintenance vehicle.

Approximately 90% of the funding for this project will come from a Federal Aviation and Administration (FAA) grant with a 10% match from the Airport Enterprise Fund. This CIP is aligned with the Natural Environment Element of the Comprehensive Plan and complies with Goal N-5, Air Quality section, and Policy N-5.2.

2. Airport Access Road Reconstruction (AP-24000)

This CIP is for the design and reconstruction of the Embarcadero Way pavement that is presently in failing condition. This road is the main access road for airport businesses and the Air Traffic Control Tower at the Airport, and this project will also improve infrastructure for both fire service access and the potential for future solar installation at the Airport. The design work will be completed in FY 2024 and the construction will be in three phases between FY 2025 and FY 2027.

Approximately 90% of the funding for this project will come from a Federal Aviation and Administration (FAA) grant with a 10% match from the Airport Enterprise Fund. This CIP is aligned with the Land Use and Community Design Element of the Comprehensive Plan and complies with Goal L-10, Palo Alto Airport section, and Policy L-10.1.

3. Airport Parking Lot Electric Vehicle Charger Installation (AP-24001)

This project will allow for the Palo Alto Airport to install electric vehicle charging stations in the customer parking lot of the Airport. This project is part of the plan to modernize the Airport to represent a standard aviation facility, and it is in line with the Council's priority for Climate Change - Protection and Adaptation. Project established with funding to evaluate and design full needs and requirements for electric vehicle charging station installation. Additional funding will be added in subsequent years based on the needs identified in the design phase.

Approximately 90% of the funding for this project will come from a Federal Aviation and Administration (FAA) grant with a 10% match from the Airport Enterprise Fund. This CIP is aligned with the Natural Environment Element of the Comprehensive Plan and complies with Goal N-5, Air Quality section, and Policy N-5.2.

4. Cubberley Community Center Redevelopment (CB-26000)

This project provides funding for design of a new community center on the Cubberley Community Center site owned by the City. The plan includes site investigative and funding feasibility studies to inform project scope and design. Construction would occur beyond the current five-year capital improvement plan and would be dependent on future funding. This project builds upon the Cubberley Concept Plan completed in 2019.

The funding for this project is from the Cubberley Property Infrastructure Fund. This CIP is aligned with the Community Services and Facilities Element of the Comprehensive Plan and complies with Goal C-4, Planning for Parks and Community Facilities section, Policy C-4.5 and Program C4.5.1

5. Fire Training Facility Replacement (FD-24000)

This CIP will identify a site and build a new Fire Training Facility in Palo Alto. This will be the first City owned and maintained Fire Training facility, in order to allow training to be conducted within the City limits and reduce the downtime for staff to travel for training as well as respond to calls if needed.

The current training facility is not owned by the City and is located on the Stanford campus; however, it has fallen into disrepair and is currently unsafe for use. It is estimated that the costs to maintain and upkeep the current facility are comparable to building a new City owned facility. The Fire Department purchased a temporary training trailer in FY 2022 to perform some training activities; however, this is not a long-term permanent solution. A feasibility study will be conducted in FY 2024 to determine the facility needs as well as an appropriate and available location for the new facility. This study will also inform the cost estimate for the construction of the facility, which will be included in a future five-year capital improvement plan.

The funding for this project is from the Capital Improvement Fund. This CIP is aligned with the Safety Element of the Comprehensive Plan and complies with Goal S-2, Natural Hazard section, and Policy S-2.13 and Program S2.13.1.

6. Bol Park Pathway Repaving and Repair (PE-25000)

The Bol Park pathway extends from the north at Hanover Drive at the Stanford Technological Park to the south at Arastradero Road and is approximately 1.2 miles in length. The pathway is a key link in the local and regional bike system and is heavily utilized by both Gunn High School and the Veterans facility for local and regional connections. The pathway currently needs repaving. Sections of the pathway have decreased in width due to path deterioration and the pathway signage needs updating. The overall layout of the path needs further review to eliminate a current blind spot due to a change in pathway elevation.

The funding for this project is from the Capital Improvement Fund. This CIP is aligned with the Community Services and Facilities Element of the Comprehensive Plan and complies with Goal C-3, Maintenance of Parks and Community Facilities section, and Policy C-3.3.

7. Electric Charger Infrastructure Installation (PF-23000)

This project provides funding for design and construction for the installation of electric vehicle chargers at various City Facilities. The primary use of the electric vehicle chargers will be for City fleet vehicles. The City is progressively moving towards replacing the City's fleet with electric vehicles; however, most City facilities do not have existing electric vehicle chargers dedicated for City vehicles.

This project will fund the installation of electric vehicle chargers in advance of receiving new electric fleet vehicles. The City contracted with a consultant firm in FY 2022 to perform a study called, "City of Palo Alto Electric Vehicle Charging Infrastructure Study", which provided short- and long-term electric vehicle charging infrastructure needs for the City. Staff will use this report to assist in the development of future phases for the installation of electric vehicle chargers at various City facilities.

Initial funding for this project is from Low Carbon Fuel Standard (LCFS) funding that has been accumulated in the Electric Fund. Ongoing costs are anticipated to be covered by LCFS funding and the Capital Improvement Fund depending on funding availability and project scope. This CIP is aligned with the Natural Environment of the Comprehensive Plan and complies with Goal N-5, Air Quality section, and Policy N-5.2.

8. Roth Building Rehabilitation Phase 1 (PF-23001)

This project provides funding for Phase I of the rehabilitation and build out of the Roth Building facility. Phase I will make the building suitable for occupancy, also known as a "warm shell." Phase II of the rehabilitation includes the interior build out of the museum and exhibits readying the facility to welcome visitors and will be fully funded by the Palo Alto Museum (PAM) group. The Roth Building is a historic City owned facility that is currently vacant and in disrepair. Extensive work is needed to repair and secure the building exterior as well as update the interior for use. Discussions have occurred over the last several years with the Palo Alto Museum (PAM) group to rehabilitate the building to make it habitable (Phase 1) and build out the interior into a museum (Phase 2).

Funding for this project comes from several sources including: Transfer of Development Rights funding that must be used for the rehabilitation of a city-owned building in the historic or seismic categories listed in PAMC Section 18.28.060 (\$5.1 million); Stanford University Medical Center (SUMC) Funding (\$2.0 million); Community Center Development Impact Fees for a community room (\$1.65 million); PAM donations (\$1.0 million); Parks Development Impact Fees for a restroom to serve Heritage Park (\$0.35 million); Library Development Impact Fees for City archives (\$0.3 million); and County of Santa Clara Grant for roof repairs (\$0.3 million). Use of Impact Fee funds will be confirmed once the scope of the Phase I portion of the project is complete. This CIP is aligned with the Community Services and Facilities Element of the Comprehensive Plan and complies with Goal C-3, Maintenance of Parks and Community Facilities section, and Policy C-3.2.

9. California Avenue Streetscape Update (PL-23000)

This project provides initial funding for conceptual design and community engagement to develop options for expanding pedestrian and outdoor spaces in the California Avenue retail core to facilitate car-free streets. The project also provides funding to provide flexible opening and closing of streets on a trial basis in the short term.

The funding for this project is from the Capital Improvement Fund. This CIP is aligned with the Land Use and Community Design Element of the Comprehensive Plan and complies with Goal L-4, Commercial Centers section, and Policy L-4.3.

10. East Meadow Circle Connection to Adobe Creek Pump Station (SD-26000)

This CIP provides funding to install approximately 600 linear feet of 15-inch pipe along East Meadow Circle. This project will extend the existing 15-inch line on East Meadow Circle North to an existing line that is discharging into Barron Creek. Installing this segment of pipe will allow the system that flows to Barron Creek to overflow into the Adobe Pump Station during high flows and when creek levels are high. Along with the new pipelines, this project will also install new storm drain manhole and inlets.

The funding for this project is from the Stormwater Management Fund. This CIP is aligned with the Natural Environment Element of the Comprehensive Plan and complies with Goal N-4, Water Resources section, and Policy N-4.14.

11. Scheduled Vehicle and Equipment Replacement - Fiscal Year 2027 (VR-27000)

This project provides funding for the existing City fleet vehicles and equipment scheduled for replacement in Fiscal Year 2027.

The funding for this project is from the Vehicle Replacement and Maintenance Fund. This CIP is aligned with the Natural Environment of the Comprehensive Plan and complies with Goal N-5, Air Quality section, and Policy N-5.2.

12. Joint Intercepting Sewer Rehabilitation (Phase 1) (WQ-24000)

This Project consists of rehabilitation of the 60" and 72" Joint Intercepting Sewer trunk line. The trunk sewer line constructed in 1972; is approximately 9,000 feet long consisting of 13 manholes/structures. The Phase 1 rehabilitation work includes the removal of sedimentation and debris, cleaning, repairing the corrosion damage to the pipe and the manholes/structures and relining the interior of the pipe throughout 2,364 linear feet of the sewer trunk line.

A general obligation bond is planned to fund the construction phase of the Project with debt repayments budgeted in the Wastewater Treatment Fund. This CIP is aligned with the Natural Environment Element of the Comprehensive Plan and complies with Goal N-4, Water Resources section, and Policy N-4.16 and Program N4.16.1.

Attachment B provides:

- The list of new CIPs;
- The applicable Comprehensive Plan element, goal, policy and/or program that the projects are consistent with;
- Information on expected board and or commission reviews;
- The anticipated environmental review for each new CIP; and
- Applicable goal, policy, and program text from the Comprehensive Plan 2030 that are relevant to the new CIPs.

Existing Capital Improvement Projects

In addition to the new CIPs, the FY 2023 Proposed Capital Budget includes 162 existing and/or continuing CIPs from previous years. These projects account for the rest of the 93% of the 2023-2027 CIPs in the budget book. All these existing and/or continuing CIPs have been previously reviewed for consistency with the Comprehensive Plan and, therefore, do not require additional consistency review, as those previous findings are carried over to the FY 2023 Proposed Capital Budget.

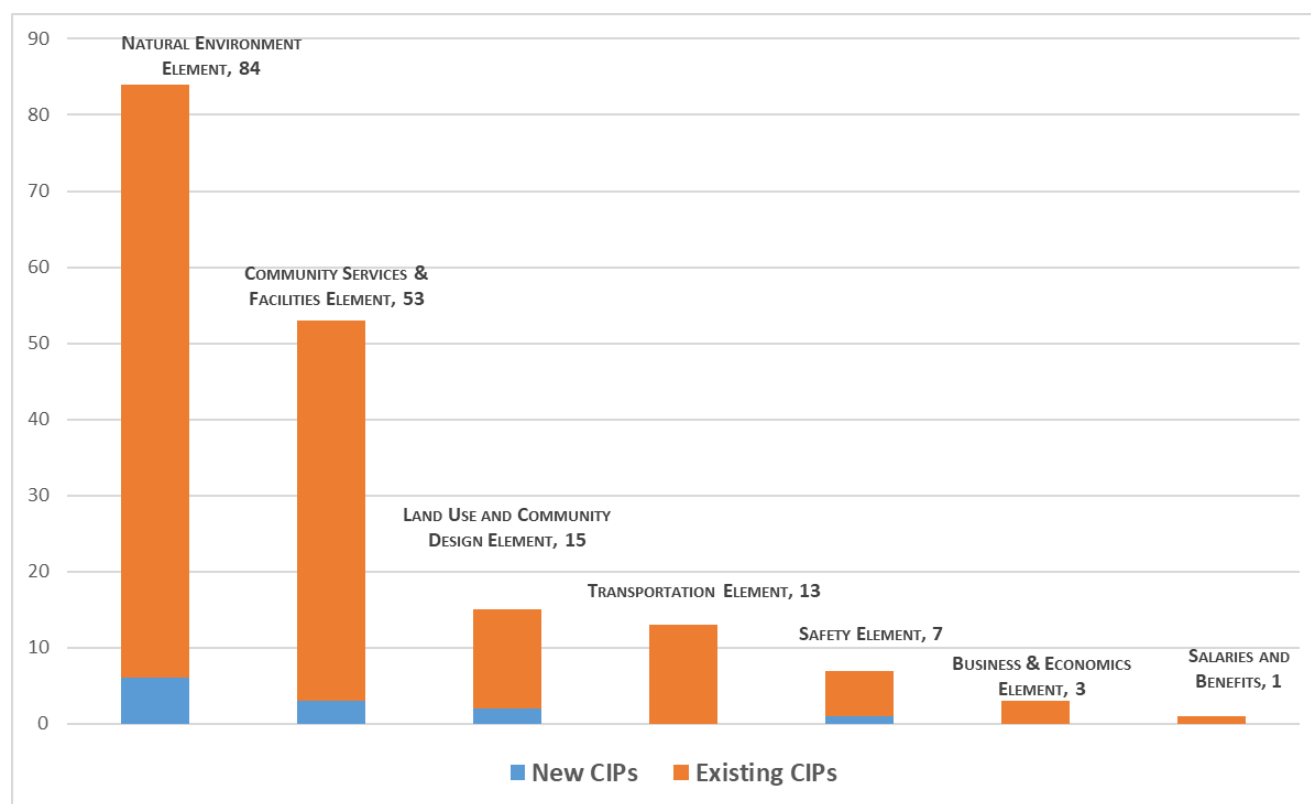


Figure 1. Distribution of CIPs by Comprehensive Plan Elements

Source: City of Palo Alto Planning Department & ASD Office of Management and Budget 2022

The Natural Environment Element was the most cited Comprehensive Plan element (84 CIPs), followed by Community Services and Facilities Element (53 CIPs), Land Use and Community

Design Element (15 CIPs), and Transportation Element (13 CIPs). Figure 1 shows the distribution of CIPs by Comprehensive Plan elements.

Environmental Review

The review of the CIPs for Comprehensive Plan consistency does not constitute a project under the California Environmental Quality Act (CEQA). Individual CIP projects may or may not be subject to CEQA. The environmental determination will be made on each individual project at the time of project implementation.

Public Notification, Outreach & Comments

The Palo Alto Municipal Code requires publication of a notice of this public hearing in a local paper at least ten days in advance of the meeting. Notice of the PTC public hearing was published in the Daily Post on April 26, 2022. Staff did not perform specific community outreach for this PTC agenda item. Members of the public will have the opportunity to comment during the PTC hearing.

Next Steps

The City Council and the Finance Committee will be reviewing the City's budget from May through June, with the final budget adoption hearing planned for June 20, 2022.

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Attachments:

- Attachment A: PTC Conformance Letter, 2022 (PDF)
- Attachment B: List of New CIPs and Comprehensive Plan Goals, Policies and Programs (PDF)

³ Emails may be sent directly to the PTC using the following address: planning.commission@cityofpaloalto.org

May 11, 2022

Honorable City Council
C/O City of Palo Alto
250 Hamilton Avenue
Palo Alto, CA 94301

RE: Review of 2023-2027 Proposed Capital Improvement Plan (CIP)

The Planning and Transportation Commission (PTC) reviewed the 2023-2027 proposed Capital Improvement Plan on Wednesday, May 11, 2022. The PTC determined that the 12 new Capital Improvement Projects included in the 2023-2027 Capital Budget are consistent with the adopted Comprehensive Plan and recommended forwarding this finding to the City Council and Finance Committee.

Commissioner _____ made the motion and was seconded by Commissioner _____. The motion was approved by a vote of _____.

Respectfully submitted

Ed Lauing, Chair
Planning and Transportation Commission

Number	Title	Division	Project Category	Default Fund	Recurring Project	Project Status	Primary Comprehensive Plan Element	Primary Comprehensive Plan Section	Primary Comprehensive Plan Goal	Primary Comprehensive Plan Policy	Primary Comprehensive Plan Program	Year Identified	Environmental Review	Potential Committee Review	Project Location
AP-23000	Airport Zero Emission Vehicle Fleet Replacement Program	PWD CIP Airport Fund	Airport Facilities	530 - Airport Enterprise Fund	No	Active	Natural Environment	Air Quality	N-5	N-5.2		2023	This project is expected to have a possible exemption from CEQA under Section 15301.	Yes	Airport, 1925 Embarcadero Road
AP-24000	Airport Access Road Reconstruction	PWD CIP Airport Fund	Airport Facilities	530 - Airport Enterprise Fund	No	Active	Land Use and Community Design	Airport	L-10	L-10.1		2023	This project is expected to have a possible exemption from CEQA under Section 15301.	Yes	Embarcadero Way
AP-24001	Airport Parking Lot Electric Vehicle Charger Installation	PWD CIP Airport Fund	Airport Facilities	530 - Airport Enterprise Fund	No	Active	Natural Environment	Air Quality	N-5	N-5.2		2023	This project is expected to have a possible exemption from CEQA under section 15301.	Yes	Airport, 1925 Embarcadero Road
CB-26000	Cubberley Community Center Redevelopment	PWD CIP Cubberley	Buildings and Facilities	472 - Cubberley Property Infrastructure Fund	No	Active	Community Services & Facilities	Planning for Parks and Community Facilities	C-4	C-4.5	C4.5.1	2023	This project may require an environmental impact report in accordance with CEQA guidelines.	Yes	4000 Middlefield Road
FD-24000	Fire Training Facility Replacement	FIR CIP General Fund	Buildings and Facilities	471 - Capital Improvement Fund	No	Active	Safety	Natural Hazards	S-2	S-2.13	S2.13.1	2023	This project is expected to require a CEQA Environmental Impact Report	Yes	To be decided based on Feasibility Study
PE-25000	Bol Park Pathway Repaving and Repair	PWD CIP General Fund	Parks and Open Space	471 - Capital Improvement Fund	No	Active	Community Services & Facilities	Maintenance of Parks and Community Facilities	C-3	C-3.3		2023	This project is expected to have a possible exemption from CEQA under Section 15301.	Yes	3590 Laguna Avenue
PF-23000	Electric Charger Infrastructure Installation	PWD CIP General Fund	Buildings and Facilities	471 - Capital Improvement Fund	Yes	Active	Natural Environment	Air Quality	N-5	N-5.2		2023	This project is expected to require a CEQA Environmental Impact Report.	Yes	Various City Facilities
PF-23001	Roth Building Rehabilitation Phase 1	PWD CIP General Fund	Buildings and Facilities	471 - Capital Improvement Fund	No	Active	Community Services & Facilities	Maintenance of Parks and Community Facilities	C-3	C-3.2		2023	This project is expected to have a possible exemption from CEQA under Section 15301.	Yes	300 Homer Avenue
PL-23000	California Avenue Streetscape Update	OOT CIP	Traffic and Transportation	471 - Capital Improvement Fund	No	Active	Land Use and Community Design	Commercial Centers	L-4	L-4.3		2023	This project is anticipated to require an environmental assessment in accordance with CEQA guidelines.	Yes	California Avenue
SD-26000	East Meadow Circle Connection to Adobe Creek Pump Station	PWD CIP Stormwater Management Fund	Capacity Improvements	528 - Stormwater Management Fund	No	Active	Natural Environment	Water Resources	N-4	N-4.14		2023	This project is expected to have a possible exemption from CEQA under Section 15302.	Yes	East Meadow Circle, North of East Meadow Drive

Number	Title	Division	Project Category	Default Fund	Recurring Project	Project Status	Primary Comprehensive Plan Element	Primary Comprehensive Plan Section	Primary Comprehensive Plan Goal	Primary Comprehensive Plan Policy	Primary Comprehensive Plan Program	Year Identified	Environmental Review	Potential Committee Review	Project Location
VR-27000	Scheduled Vehicle and Equipment Replacement - Fiscal Year 2027	PWD CIP Vehicle Fund	Vehicle and Equipment Replacement	681 - Vehicle Replacement & Maintenance Fund	No	Active	Natural Environment	Air Quality	N-5	N-5.2		2023	This project is expected to have a possible exemption from CEQA under Section 15301.	Yes	Not Applicable
WQ-24000	Joint Intercepting Sewer Rehabilitation (Phase 1)	PWD CIP Wastewater Treatment Fund	System Improvements	526 - Wastewater Treatment Fund	No	Active	Natural Environment	Water Resources	N-4	N-4.16	N4.16.1	2023	This project is expected to have a possible exemption from CEQA under Section 15302.	Yes	2501 Embarcadero Way

Source: City of Palo Alto Planning Department and ASD Office of Management and Budget 2022.

List of Cited 2030 Comprehensive Plan Goals, Policies and Programs

COMMUNITY SERVICES AND FACILITIES ELEMENT

MAINTENANCE OF PARKS AND COMMUNITY FACILITIES

GOAL C-3: Recognize the intrinsic value and everyday importance of our parks and community centers, libraries, civic buildings, and cultural assets by investing in their maintenance and improvement.

Policy C-3.2: Reinvest in aging facilities to improve their usefulness and appearance. Avoid deferred maintenance of City infrastructure. **(PF-23001)**

Policy C-3.3: Maintain and enhance existing park and recreation facilities consistent with the adopted Parks, Trails, Open Space and Recreation Master Plan, as amended, which is incorporated here by reference. **(PE-25000)**

PLANNING FOR PARKS AND COMMUNITY FACILITIES

GOAL C-4: Plan for a future in which our parks, open spaces, libraries, public art and community facilities thrive and adapt to the growth and change of Palo Alto.

Policy C-4.4: Design and construct new community facilities to have flexible functionality to ensure adaptability to the changing needs of the community

Policy C-4.5: Expand the space available in the community for art exhibits, classes and other cultural activities, studios and galleries and other activities made possible by technical innovation, while maintaining and enhancing natural areas.

Program C4.5.1: 1 Use Cubberley Community Center as a critical and vital part of the City's service delivery system while also planning for its future. **(CB-26000)**

LAND USE AND COMMUNITY DESIGN ELEMENT

COMMERCIAL CENTERS

GOAL L-4: Inviting pedestrian scale centers that offer a variety of retail and commercial services and provide focal points and community gathering places for the city's residential neighborhoods and employment districts.

Policy L-4.3: Encourage street frontages that contribute to retail vitality in all Centers. Reinforce street corners in a way that enhances the pedestrian realm or that form corner plazas. Include trees and landscaping. **(PL23000)**

PALO ALTO AIRPORT

GOAL L-10: Maintain an economically viable local airport with minimal environmental impacts.

Policy L-10.1: Operate Palo Alto Airport (PAO) as a vital and efficient facility at its current level of operation without intruding into open space areas. PAO should remain limited to a single runway and minor expansion shall only be allowed in order to meet federal and State airport design and safety standards. **(AP-24000)**

NATURAL ENVIRONMENT ELEMENT

WATER RESOURCES

GOAL N-4: Water resources and infrastructure that are managed to sustain plant and animal life, support urban activities, and protect public health and safety.

WATER QUALITY AND STORM MANAGEMENT

Policy N-4.14: Improve storm drainage performance by constructing new system improvements where necessary. **(SD 26000)**

WASTEWATER TREATMENT

Policy N-4.16: Provide, maintain, and operate wastewater treatment facilities, including maintaining adequate capacity at the Regional Water Quality Control Plant (RWQCP) located in Palo Alto, to accommodate projected economic and population growth. Ensure that the plant operates in compliance with applicable local, State, and federal clean water, clean air, and health and safety regulatory requirements.

Program N-4.16.1: Implement approved recommendations based on the Long-Term Facilities Plan prepared for the RWQCP. **(WQ 24000)**

AIR QUALITY

GOAL N-5: Clean, healthful air for Palo Alto and the San Francisco Bay Area.

Policy N-5.2: Support behavior changes to reduce emissions of particulates from automobiles. **(AP 23000), (AP 24001), (PF-23000), (VR-27000)**

SAFETY ELEMENT

NATURAL HAZARDS

GOAL S-2: Protection of life, ecosystems and property from natural hazards and disasters, including earthquake, landslide, flooding, and fire.

FIRE PROTECTION AND AWARENESS

Policy S-2.13: Minimize exposure to wildland and urban fire hazards through rapid emergency response, proactive code enforcement, public education programs, use of modern fire prevention measures and adequate emergency management preparation.

Program S2.13.1: Regularly review and update the Fire Department’s operations, training facilities and programs to ensure consistency with current standards and Best Management Practices. **(FD 24000)**