

**CITY OF MOUNTAIN VIEW****ENVIRONMENTAL PLANNING COMMISSION****STAFF REPORT**

October 17, 2018

**5. STUDY SESSION****5.1 Terra Bella Visioning and Guiding Principles Plan- Vision and Guiding Principles****RECOMMENDATION**

That the Environmental Planning Commission (EPC) provides input to the City Council on a vision, guiding principles and other policies for the Terra Bella Visioning Plan (TBVP) Area.

**PUBLIC NOTIFICATION**

The Environmental Planning Commission (EPC) agenda is advertised on Channel 26, and the agenda and this report appear on the City's website. All property owners and tenants within the Plan area and within a 500' radius of the Plan area were notified of this meeting by mailed notice. Other interested stakeholders were notified of this meeting via the project's e-mail notification system, including adjacent neighborhood associations—Rex Manor Neighborhood and North Whisman neighborhood Associations. Project and meeting information is posted on the project website:

[https://www.mountainview.gov/depts/comdev/planning/activeprojects/terra\\_bella.asp](https://www.mountainview.gov/depts/comdev/planning/activeprojects/terra_bella.asp)

**PURPOSE**

The purpose of this meeting is to provide background information on the Terra Bella Visioning and Guiding Principles Plan area and summarize input from the June 2, 2018 and August 25, 2018 Community Workshops and other public outreach conducted on the plan. Staff is seeking EPC input and policy direction on concepts for a preferred land use vision, land use intensities, and other policies. EPC comments will be presented at a City Council Study Session on November 13, 2018.

## BACKGROUND

The City Council prioritized the Terra Bella Visioning and Guiding Principles Plan as a key work plan item of the Fiscal Year 2017-18/Fiscal Year 2018-19 City Council Major Goals. This work was authorized as a targeted community outreach effort to gather community input on the future vision for the area and develop strategies to guide future development in the area. The 2030 General Plan does not identify Terra Bella Area as a “Change Area” for future development. Therefore, no specific vision was identified for the area during the last General Plan update process.

## PLAN AREA CONTEXT

The 104 -acre plan area is generally bordered by the U.S. 101 freeway and the Rex Manor neighborhood to the north, Crittenden Middle School to the west, Middlefield Road and Moonbeam drive to the south, and Highway 85 to the east. The project area is also directly located to the immediate south of North Bayshore Precise Plan Area separated by U.S. 101 freeway.

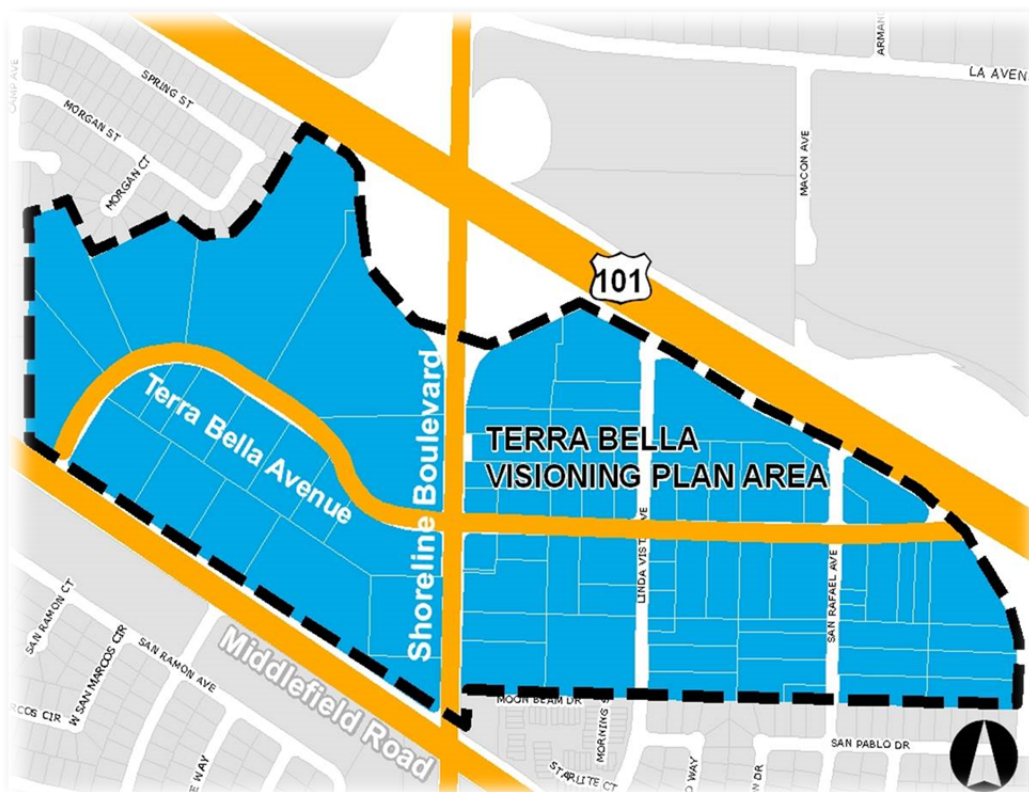


Figure 1: Vision Plan Area

## General Plan

The current General Plan land use designation for the plan area is General Industrial (shown in blue). The General Industrial designation permits Industrial uses, including manufacturing and storage, research and development, administrative offices and ancillary commercial with floor area ratios (FARs) ranging from 0.35 to 0.55 and up to three stories in height for highly- sustainable development.

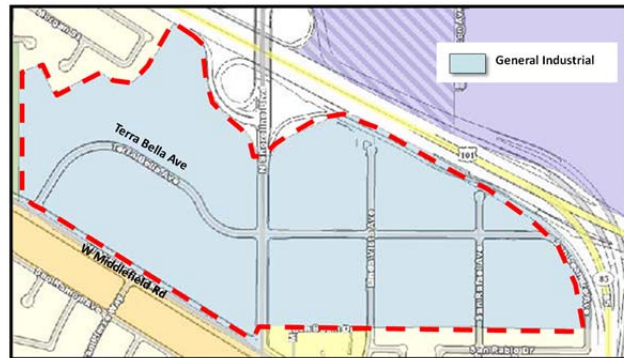


Figure 2 - Current General Plan Designation

## Zoning

The TBVP area west of Shoreline Boulevard has a zoning designation of Limited Industrial (ML) (shown in light blue) with maximum FAR of 0.35 to 0.45. East of Shoreline Boulevard has a zoning designation of General Industrial (MM) (shown in darker blue) with maximum FAR of 0.35 to 0.55.

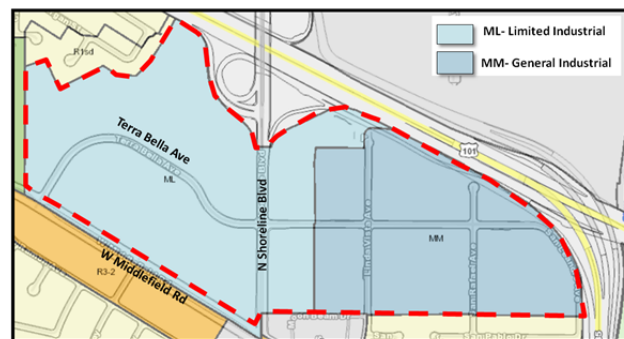


Figure 3 - Current Zoning District

## Environmental Conditions

The plan area includes the Teledyne/Spectra-Physics Superfund Site to the east of Shoreline Boulevard. The super fund site includes the former Teledyne Semiconductor (Teledyne) property located at 1300 Terra Bella Avenue and the former Spectra-Physics Lasers (Spectra-Physics) property located at 1250 West Middlefield Road.

The U.S. Environmental Protection Agency (U.S. EPA) oversees cleanup activities in the superfund site, which primarily contains TCE and groundwater contaminants from these historic industrial activities in the area. Various cleanup efforts have been going through since 1980's.

No specific environmental review will be conducted as part of the Terra Bella visioning process. Detailed environmental assessment will be conducted as part of a programmatic EIR for a Precise Plan process, provided the visioning plan leads into a Precise Plan development. Otherwise, project specific environmental reviews will be done on case by case basis during review of any future Gatekeeper projects in the plan area. Environmental reviews will provide information on contamination levels and any appropriate mitigation measures for different land uses in the area.

## **PUBLIC OUTREACH**

### **Community Workshop 1- June 2, 2018**

The first workshop was held at the City of Mountain View Senior Center with approximately 45 participants. The workshop introduced the project, and engaged interested community members to get a sense of their vision for the area's future. The workshop included an overview of the visioning process and introduction to the Plan area, a small group visioning discussion, and an individual mapping exercise for participants to share their preferred locations for various land uses and their character within the Plan area. Following the workshop, an online survey was conducted, which received 46 responses.

Key outcomes from Workshop No. 1 outreach include:

1. Overall support for **redevelopment** in Terra Bella. Generally, low to moderate density development was envisioned.
2. Support for **redevelopment at higher intensities** than currently exists;
3. Employment uses (**office and light industrial**) were still seen as key land uses in the area, but there was acceptance for introducing more diverse uses –especially mixed use, residential, and retail to create a more vibrant and thriving district.
4. Strong support for **improvements to enhance the quality of life** of the residents and workers, such as parks and shops.
5. **Traffic congestion was a major concern** for respondents, highlighting alternate modes and transit infrastructure as important future improvements.
6. **Good transition** in new development abutting existing residential development in the area.
7. **Retail and mixed-use developments** were identified as highly desirable along Shoreline Blvd.

8. **Open space** was identified as a key missing amenity/feature, and there was broad agreement on introducing new open space in the area with the east side being the preferred location.

A summary of the workshop and online survey outcomes are included as Exhibit 1 to this report.

### **Petition**

Following the first community workshop, Staff received a petition dated October 02, 2018 signed by 100 residents of the Stierlin Estates Neighborhood expressing community support for future development with proper transitions along existing residential developments. The petition also expresses community interest in preserving existing large trees in the area, the need for parks and open spaces with the future developments, and support for low to medium intensity development (office and residential) in the future (see Exhibit 2—Petition form Stierlin Estates Neighborhood).

### **Community Workshop 2- August 25, 2018**

The second workshop was held at the Mountain View City Hall with approximately 62 participants. The workshop aimed to discuss ideas or elements for preferred land uses and transportation improvements in the area, and preferences for key policy questions related to community benefits, parks, and small businesses. The workshop involved large group discussion on various land use and policy topics including guiding principles, land use vision plans, building heights, parks and open space, transportation and street concepts, parking and transportation demand management (TDM), frontage character, community benefits, and small business support.

Key outcomes from Workshop No. 2 outreach include:

1. Most participants seemed to support **Vision Alternative 1** (discussed later in the report), which proposed new public open space and a mix of office and residential uses both east and west of Shoreline Boulevard, as well additional mixed-use/retail along Shoreline. Among the other participants, there was wide variation in the participants' vision for Terra Bella with some preferring higher densities and more mixed-use development than the proposed vision plans, and others favoring lower-density residential development with additional green space/buffers.

2. Priority goals for the Plan are to promote **diverse housing options**, create neighborhoods with balanced and integrated land uses, and add new parks or open spaces.
3. New development should provide **transitions**, particularly in height/density, from existing single-family and multi-family homes.
4. Support for introducing **new open space** in the area with the east side being the preferred location.
5. Support for **improving connections** across Shoreline Boulevard, across Middlefield Road, across 101 to North Bayshore, and to Stevens Creek.
6. Creating a **network that is safe** for children to walk or bike to school is a priority.
7. The potential impacts of new development on **traffic congestion** and parking were major concerns for the community.
8. The majority of participants agreed that **TDM measures** should be included in the Plan, particularly shared parking between projects, bicycle parking/shower/changing facilities, and carshare parking.
9. The majority of participants agreed that **TDM measures** should be included in the Plan, particularly shared parking between projects, bicycle parking/shower/changing facilities, and carshare parking.
10. Preference for **retail/shopfront frontages** along Shoreline Boulevard and Terra Bella Avenue, and residential frontage types like stoops and door yards/porches along predominately residential streets such as Linda Vista and San Rafael Avenues.
11. Support for requiring that new development provide **community benefits** and small business support.

A summary of the workshop is included in Exhibit 3 to this report.

### **Stakeholder Meetings**

Apart from the community workshops to date, the Vision Plan team has met with over 20 stakeholders, including property owners, businesses, developers, public

agencies, and other interested parties. A summary of key comments from these meetings are provided as Exhibit 4 to this report—Stakeholder Meetings Summary (awaiting this info from Raimi).

## **ANALYSIS**

### **Guiding Principles**

At the second community workshop, the Vision Plan team presented the participants with 10 guiding principles highlighting the key strategies to shape the future of the plan area. The workshop participants were asked to review the draft guiding principles for the project, circle their top three principles, cross out principles they did not agree with, and add any principles they thought were missing.

The revised list of draft guiding principles based on the public input from workshop 1 and 2 includes:

1. Maintain Terra Bella as strong center of employment
2. Create neighborhoods with balanced and integrated land uses
3. Promote housing at variety of income levels and ownership types
4. Create walkable blocks with buildings that support the public realm
5. Respect the surrounding single-family (is there another neighborhood to reference directly?) neighborhood character
6. Create new public spaces
7. Minimize vehicle trips and congestion
8. Improve pedestrian and bicycle connectivity
9. Preserve space for a number of small, employment-generating uses
10. Ensure new development provides community benefits

The guiding principles covered a variety of topics including transportation improvements, neighborhood character, creation of open space, community benefits etc. Workshop participants showed strong support for three guiding principles:

- Promote housing at a variety of income levels and ownership types
- Create neighborhoods with balanced and integrated land uses
- Create new public spaces

Some interest was expressed to incorporate additional topics to the list related to promoting environmental sustainability, improve access to health services, and

denser developments. Among other comments listed were concerns over building heights, particularly near single-family residential neighborhoods, potential traffic impacts on existing residents, and the desire to build denser development to maximize housing (both market rate and affordable).

**Questions 1: Does EPC have any comments on the draft visioning guiding principles for the plan area?**

**Land Use**

Currently, the Plan area includes approximately 3.4 Million square feet of predominantly office and industrial land uses. Only 3 acres of residential land uses exist in the plan area. Therefore, any conversion of land from industrial land use to residential will result in the loss of potential land area for industrial uses, especially existing small businesses. The property owners may not be incentivized to preserve their existing industrial land to residential uses with a strong demand for redevelopment. At the same time, the strong community interest for redevelopment may outweigh retaining or expanding industrial uses in the plan area.

Recognizing there is a competing interest between preserving existing industrial land and demand for housing in the city, staff is seeking EPC direction on land use preferences for the plan area.

**Vision Alternatives**

At the second community workshop, the Vision Plan team presented three land use vision alternatives which varied in residential, and industrial/office land use distribution and intensity within the Plan area. The alternatives concentrated on varying development options on each side of Shoreline Boulevard. The focus was also to introduce different land uses as it is the primary variable at this time in the visioning process. The Alternatives include:

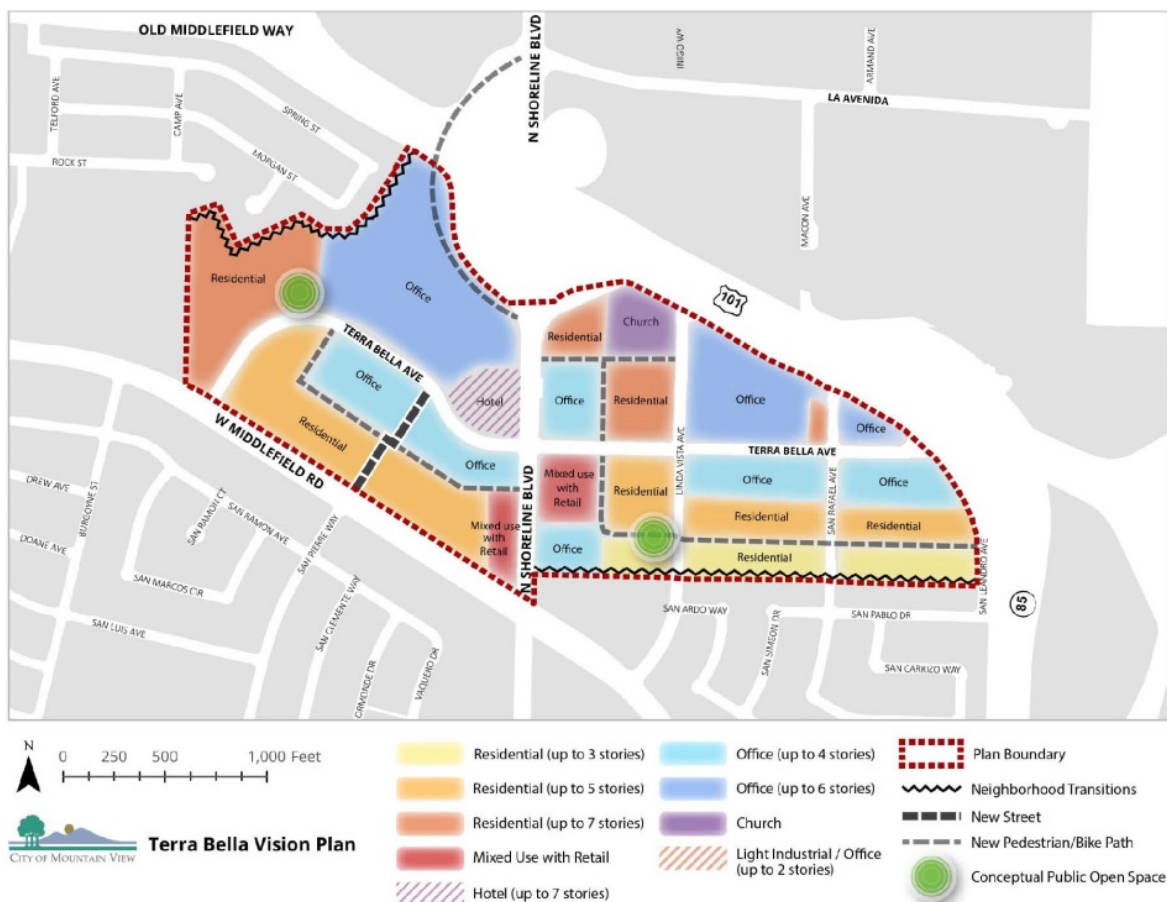
**Alternative 1**

Alternative 1 illustrates a larger amount of residential uses throughout the Plan area. It includes public open space east and west of Shoreline Boulevard. It also provides the best jobs-housing mix of the three alternatives. Notable elements of the alternative include:-

- Highest intensity of residential development (up to seven stories) north of Terra Bella Avenue;



- High-intensity office core (up to six stories) along freeways and north of Terra Bella Avenue;
- Medium-intensity office (up to 4 stories) and medium-intensity residential (up to 5 stories) along the south side of Terra Bella Avenue;
- Gradual height and density transition away from existing single-family neighborhoods south of Moonbeam Drive, transitioning from lower density residential (up to 3 stories), such as townhomes and walkup apartments, to medium-intensity residential (up to 5 stories); and
- Open space on each side of Shoreline Boulevard.



**Figure 4: Alternative 1**

## Alternative 2

Alternative 2 blends residential, office, and industrial / small office retention areas together. It includes residential and public open space east and west of Shoreline

Boulevard, and illustrates a lower-intensity light industrial / office preservation zone east of Shoreline Boulevard. Notable elements of the alternative include:-

- Highest intensity of office development (up to 6 stories) north of Terra Bella Avenue and East of Shoreline Boulevard;
- Mix of medium intensity office (up to 4 stories) and medium intensity residential (up to 5 stories) south of Terra Bella Avenue and north of Middlefield Road;
- Light industrial/ small office preservation zones east of Shoreline Boulevard;
- Gradual height and density transition away from existing single-family neighborhoods south of Moonbeam Drive, transitioning from lower density residential (up to 3 stories), such as townhomes and walkup apartments, to medium-intensity residential (up to 5 stories); and
- Open space on each side of Shoreline Boulevard.

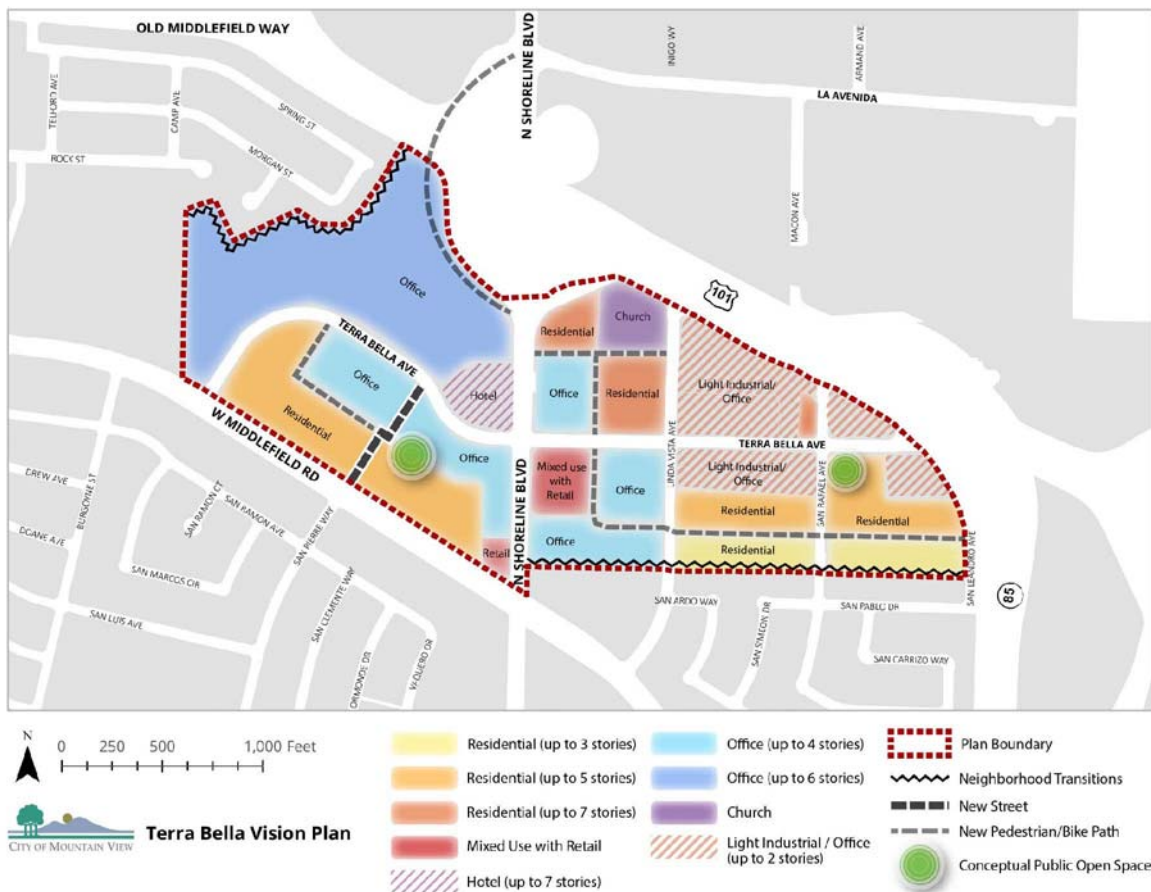
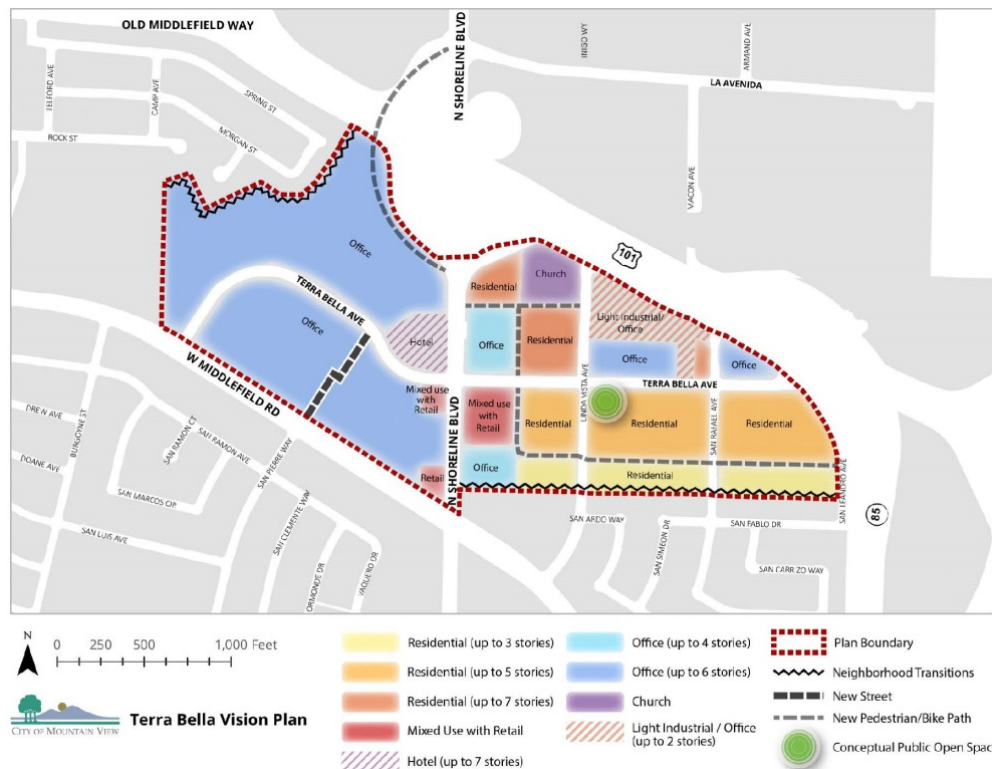


Figure 5: Alternative 2

### Alternative 3

Alternative 3 maintains Terra Bella as an employment-focused district, adding a small amount of residential uses and park area east of Shoreline Boulevard. It also maintains an industrial / small office retention area east of Shoreline Boulevard. This alternative illustrates the smallest extent of new residential development in the plan area and the largest area devoted to office uses. Notable elements of the alternative include:






- Highest intensity of office development (up to 7 stories) north and south of Terra Bella Avenue to the West of Shoreline Boulevard;
- Highest intensity of residential development (up to 7 stories) envisioned in a few pockets east of Shoreline Boulevard and north of Terra Bella Avenue.
- Mix of medium intensity office (up to 4 stories) and light industrial uses (up to 2 stories) east of Shoreline Boulevard;
- Gradual height and density transition away from existing single-family neighborhoods south of Moonbeam Drive, transitioning from lower density residential (up to 3 stories), such as townhomes and walkup apartments, to medium-intensity residential (up to 5 stories); and
- Open space east of Shoreline Boulevard.



**Figure 4: Alternative 3**

## Alternatives Comparison

To provide a comparison of the land use alternatives discussed in this report (Alternatives 1, 2, 3), a chart has been prepared with estimations of several key factors.

	Area (Ac)	Existing	Alternative 1	Alternative 2	Alternative 3
	Residential Housing Area	3 (3%)	39 (42%)	27 (29%)	20 (21%)
	Office Area	61 (66%)	44 (47%)	41 (43%)	58 (61%)
	Light Industrial / Office Area	19 (20%)	0 (0%)	15 (16%)	4 (5%)
	Mixed Use, Retail, and Hotel Area	1 (0%)	6 (6%)	6 (6%)	7 (7%)
	Park / Open Space Area	0 (0%)	5.1 (5%)	4.6 (5%)	4.6 (5%)

		Existing	Alternative 1	Alternative 2	Alternative 3
	Residents*	~20	4,000 to 5,000	3,200 to 3,600	2,700 to 3,600
	Housing Units	9	1,900 to 2,400	1,500 to 1,700	1,300 to 1,700
	Non-Residential SF	1.4 msf (~3 ksf retail)	1.9 msf (~49 ksf retail)	2.6 msf (~56 ksf retail)	3.0 msf (~49 ksf retail)
	Employees**	~4,200	~6,000	~6,800	~8,900
	Jobs – Housing Mix				

\*Assumes 2.1 residents per unit

\*\*Assumes 3 employees per 1,000 square feet

  
Better to worse

## Other Alternative

At the second workshop, the participants were also given an option to select a vision alternative “other” than the three options presented at the meeting. Approximately 25% of the participants indicated interest in “other alternative” but no clear consensus was received of this other alternative. Some support was observed for the following themes:

- More higher density housing
- Hybrid of vision plans #1 and #2
- Hybrid of vision plans #2 and #3
- Vision plan #2 AND "Other Vision"

The alternatives are based on the input from Workshop No. 1 and 2, and EPC and Council direction for development in the neighboring areas. None of the alternatives include building heights exceeding seven stories for residential or office/industrial use.

### Common Themes

The following are shared themes among the three vision alternatives presented at Workshop No. 2, which were developed from community input on visioning for the area:

- Mixed Use development along Shoreline Boulevard
- Need for open space
- Appropriate Transition along existing residential developments
- Hotel type use North of Terra Bella Avenue at the intersection of Terra Bella and Shoreline Boulevard

The intensities shown in the land use alternatives are described below:

### Residential

- **Lower-Intensity (yellow)** – located along the southeast edge of the Vision Plan area (in all options), this area would allow up to three stories in height at approximately 1.0 FAR. Buildings are typically townhomes or walkup residential buildings with massing located away from existing single-family residential neighborhoods. Buildings have generous private open space, with opportunities for public open spaces.
- **Medium-Intensity (orange)** – This area is located both east and west of North Shoreline Boulevard and would allow up to five stories in height at approximately 2.5 FAR, similar to the General Character Area (Tier 1) of the North Bayshore Precise Plan. Buildings would have small setbacks, massing that is generally located towards the front of the site, and active ground floors. Buildings have generous private open space, with opportunities for public open spaces.

- **Higher-Intensity (reddish orange)** – Located north of Terra Bella Avenue, the Higher-Intensity Residential Area allows the highest intensities and greatest residential building heights. Up to seven stories in height at approximately 3.5 FAR, similar to the General Character Area (Tier 2) of the North Bayshore Precise Plan. Buildings have generous private open space, with opportunities for public open spaces. New buildings would have minimal setbacks and human-scale, pedestrian-oriented frontages.

## Office

- **Lower-Intensity (light blue)**– Located east and west of North Shoreline Boulevard, this area would provide a location for moderate-intensity office, R&D, and light industrial uses. Parking would generally be accommodated in structures. The area allows up to four stories at approximately 0.75 FAR.
- **Higher-Intensity (dark blue)**– Located west of North Shoreline Boulevard and North of Terra Bella Avenue, this area would allow up to six stories at approximately 1.0 FAR based on the FAR maximum of the General Plan High-Intensity Office designation and recent office developments in East Whisman. Buildings would have active ground floors and human-scale, pedestrian-oriented frontages. Parking would generally be accommodated in structures.
- **Light Industrial / Office (red hatch)** – Located east of North Shoreline Boulevard, this area would preserve a location for light industrial, small office, and start-up spaces. Heights would generally be 2-stories with a FAR up to 0.55 FAR, consistent with the General Industrial (MM) zoning district. Parking would generally be accommodated in surface lots.

## Mixed Use with Retail

- **Mixed Use with Retail (red)**– Located along N Shoreline Blvd, this area would allow up to seven stories at approximately 2.35 FAR based on the General Plan Mixed-Use Center designation, of which up to 0.75 FAR can be office or commercial.
- **Hotel (purple hatch)** – Located along North Shoreline Boulevard, this area would allow hotel use up to six stories. Buildings would have active ground floors with retail uses and human-scale, pedestrian-oriented frontages. Parking would generally be accommodated in structures.



Community Workshop #2 results show that most participants preferred Vision Alternative 1 which proposes new parks spaces and a mix of office and residential uses both east and west of Shoreline Boulevard, and additional mixed-use/retail development along Shoreline. The option that received the second highest number of votes was “Other Vision” but the feedback was not clear on articulation of this “other” vision alternative.

In reviewing this information, the EPC may want to consider which alternative best represents their vision for Terra Bella. Alternatives discussed can be mixed and matched.

**Question 2: Does EPC support policies for maintaining industrial and small businesses?**

- a. **Minimal Changes – do not add residential land use and maintain existing land area for industrial uses especially small businesses.**
- b. **Increase industrial Intensity – do not add residential land use and increase industrial intensity.**
- c. **Add Residential and develop policies for preserving existing small business**
- d. **Do not develop any policy for preservation of industrial and small businesses.**

**Question 3: Which land use vision alternative does EPC prefer for Terra Bella?**

**Building Heights and Transitions**

The building height maximums showed in the vision alternatives goes up to 7 stories, which is a substantial increase from the maximum height allowance of up to 3 stories under the existing General Plan and Zoning in this area. During Workshop No. 1 and 2, a majority of workshop participants supported transition between new development and neighboring existing single-family and multi-family residential development. For example in many cases in City of Mountain View, the appropriate height transitions are generally one story maximum between properties. Other strategies used in the City include increased building setbacks, upper story stepbacks, 45% daylight plane for building volumes, planting evergreens trees, and limiting balconies. There appeared to be broad support for all the proposed transition strategies, particularly height transitions such as:-

#### Along southeast edge

- 30' minimum setbacks from property line
- 45 degree plane
- Max height of 35' for the first 90'
- Tree planting

#### Along northwest edge

- 40' minimum setbacks from property line
- 45 degree plane
- Parking structures should have green screens
- Parking floor parapets should block highlights from outside views
- Tree planting

**Questions 4: Is EPC supportive of requiring transition abutting existing single-family and multi-family development in the area. If yes, does EPC recommend any specific transition strategies?**

#### **Community Benefit Strategy**

The City's recently-adopted Precise Plans, such as El Camino Real Precise Plan, require projects to provide community benefits in order to achieve the highest residential and non-residential densities and building heights. At the second community workshop, the Vision Plan team presented various benefit strategy options to the participants. Majority of the participant responded in favor of requiring community benefits as part of new development projects. **Public open space, bike improvements, streetscape improvements, and affordable housing** were priority community benefits selected by the workshop participants. Other community benefit strategies discussed at the meeting included local business preservation, commercial retail space, local business facade improvements, school/educational facility etc. As part of the next phase, the Vision Plan team will further refine various community benefit strategies based on EPC and Council Direction.

**Questions 5: Is EPC supportive of using community benefit approach in the Terra Bella area? If yes, what community benefits are most important to EPC?**

#### **Parking and Transportation Demand Management**

Traffic and congestion were among the most important issues identified in Workshop #1. To help address this, the Plan could include strategies to allow new development to provide fewer parking spaces and share parking between projects



and uses to reduce parking demand, and require TDM measures. At the second community workshop, the Vision Plan team presented various TDM measures to the participants. Majority of the participant responded in favor of requiring TDM measures with new development projects. Shared parking between projects; Bicycle parking; shower/changing facilities; Carshare parking; and reduced parking spaces are some of the strategies supported by most of the workshop participant.

Some participants also suggested making all parking in the area paid parking and increasing the cost of street parking to reduce potential spillover effects on neighborhood streets. As part of the next phase, the Vision Plan team will refine the list of possible TDM measures based on EPC and Council Direction.

#### **Questions 6: What TDM measures are most important to EPC for the area?**

#### **Other Topics**

Some of the recent precise plans and current precise plan work has involved discussion on other development strategies such as local School Strategy, Job-Housing Linkage strategy, Parking Maximum strategy etc. Under the limited scope of the TBVP process, these have not been explored in detail but staff suggests adding them as a policy direction for future developments in the area. The EPC may wish to comment on what other strategies should be explored and potentially incorporated at a conceptual level with the next phase of plan refinement.

#### **Question 7: Does EPC support including topics such as schools/ job-housing etc. in the vision plan?**

#### **NEXT STEPS**

The City Council will review the EPC recommendation and comments at the November 13, 2018 Study Session. Following Council's direction staff will further refine the land use vision alternative and other vision plan policies.

#### **CONCLUSION**

Staff recommends the EPC provide input to City Council on a preferred land use vision alternatives and other policies, including addressing the questions in this report.

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- Exhibits:
1. Community Workshop No.1 Summary – June 2018
  2. Petition –Steirlin Estate Neighborhood
  3. Community Workshop No.2 Summary – August 2018
  4. Stakeholder Meeting Summary