

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

FEBRUARY 20, 2019

**6. STUDY SESSION****6.1 Terra Bella Visioning and Guiding Principles Plan – Land Use Alternatives****RECOMMENDATION**

That the Environmental Planning Commission to review and provide input to the City Council on land use alternatives for the Terra Bella Visioning Plan 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 750' 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/terrabella.asp>

**BACKGROUND**

The Terra Bella Visioning and Guiding Principles Plan process started in April 2018 and has included multiple community workshops, stakeholder meetings, and EPC and City Council Study Sessions. For an overview of prior workshops and meetings, see Exhibit 1 (Summary of Prior Meetings).

This work was authorized by the City Council 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 the 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.

**Figure 1: Vision Plan Area**



### **Visioning Process**

Visioning processes provide an opportunity to gather input on community preferences on key topics like land use and circulation, and evaluate ways to implement big picture General Plan direction and Council goals. The resulting Vision Plan is a guiding document that can inform future creation of a Precise Plan to accomplish the identified vision for the area. While some specific objectives may be articulated for preferred land uses, intensity of development and general circulation conditions, a Vision Plan does not establish specific regulations, or regulate land use, zoning or properties. It does not include detailed feasibility and technical analysis of potential impacts of development. This can be achieved through a Precise Plan development.

### **Prior Public Meetings**

The EPC and City Council held Study Sessions on the land uses and other policy direction on October 17 and November 13, 2018, respectively.

In summary, the City Council was supportive of the addition of residential land uses in the Plan area, and envisions a higher-intensity residential neighborhood with greater retail services, the addition of open space, and improved multi-modal improvements and connections throughout. Several members of the public spoke at both the EPC and City Council meetings, including residents, property owners, developers, and existing business owners. Public speakers suggested a variety of topics for EPC and Council consideration, including, but not limited to, the need for policies that create sensitive transitions adjacent to single-family neighborhoods in the area; the need for additional housing in the area; and preserving existing small businesses.

The City Council responses to all the questions at the meeting are summarized in the table below, including EPC comments, where noted.

<b>1</b>	<b>Vision and Guiding Principles</b>	Council supported the proposed vision and guiding principles for the plan area.
<b>2</b>	<b>Land Use Alternatives</b>	Council supported the EPC Preferred Land Use Alternative with certain changes discussed in the analysis section of this report.
<b>3</b>	<b>Neighborhood Transition Strategies</b>	Council supported proposed transition strategies and suggested additional transition strategies along the Northwestern Plan Area boundary adjacent to existing residential developments (i.e., near Morgan Street and Rock Street).
<b>4</b>	<b>Community Benefit Strategy</b>	Council supported the community benefit strategy.
<b>5</b>	<b>TDM Requirements</b>	Council supported strong TDM policy and requirements for future developments in the area.
<b>6</b>	<b>Other Strategies</b>	Most of the Councilmembers supported requiring other strategies such as jobs-housing balance and school strategies.

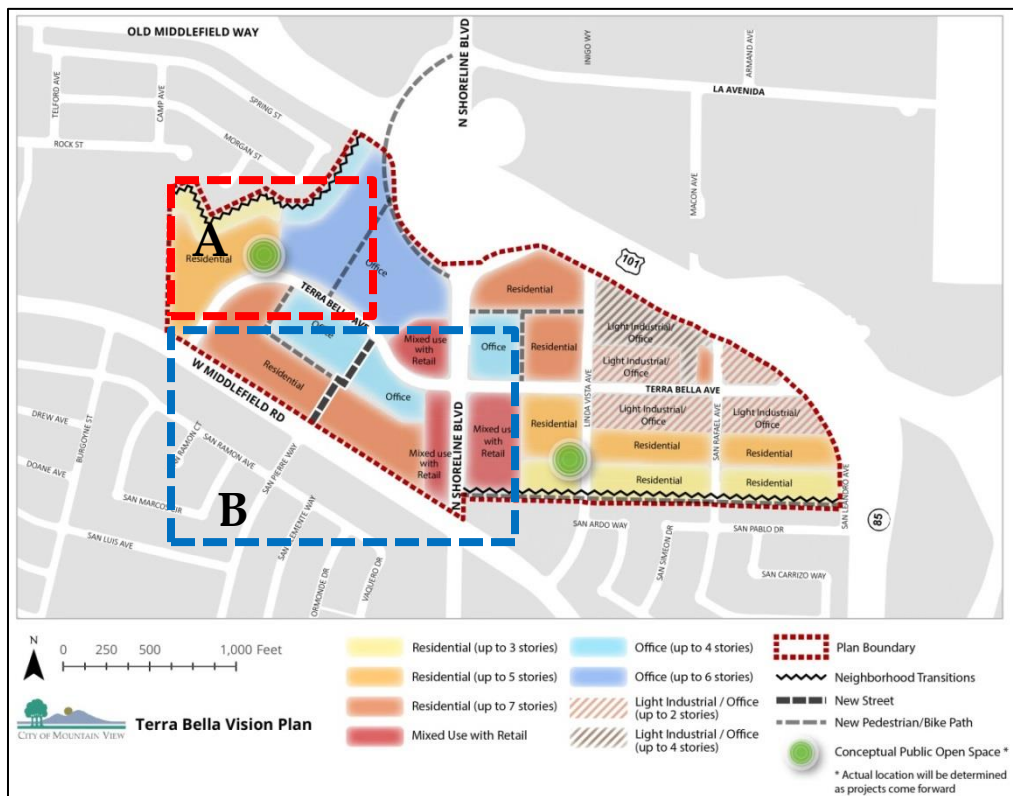
The City Council further directed staff to study a few changes to the EPC Preferred Land Use alternatives and study an additional alternative with reduced residential densities at key locations. These changes are discussed in the Analysis section of

this report. Council also directed staff to do an additional focused outreach meeting to gather input from residential neighborhoods adjacent to the Northwestern Plan Area boundary; a summary of this meeting is discussed below.

### Third Community Outreach Meeting (January 2019)

As a follow-up to the November Council meeting, staff held an additional focused outreach meeting on January 28, 2019 to gather community input on the proposed Vision Plan Land Use alternatives and specifically neighborhood transition strategies along the Northwestern Plan Area boundary adjacent to the Morgan Street and Rock Street single-family neighborhood. The meeting was attended by 10 people. The public input received at this meeting focused around reduced-intensity Residential Land Use alternatives adjacent to existing single-family residential areas. The preference was to implement similar development intensity and buffers in the plan area at this location that is proposed at the northwestern border adjacent to the Morgan Street and Rock Street neighborhood. The suggested changes are shown below in Figure 2:

**Figure 2: Community Outreach 3—Input on Land Use Alternative**



At this meeting, staff also noted that a lower-intensity development alternative as suggested through public input was already being studied by the project team as directed by the City Council at the last Study Session meeting. This information is included in the Analysis section as the “Revised Lower-Density Land Use Alternative.”

Another public comment from this meeting was to move the higher-intensity Residential Land Use (up to seven stories) from medium-intensity Residential Land Use along the Middlefield Road frontage.

### **Additional Public Comment**

E-mails, letters, and other correspondence received since the last Study Session are included in Exhibit 2 – Public Comment.

The comments include strong concerns related to a proposed six- to seven-story building height and areas of greater intensity adjacent to existing one- to two-story residential neighborhoods. Traffic issues in the area were again raised as another major concern. Increased lower-density development buffer and landscaping were noted as a few suggestions.

### **ANALYSIS**

Since the last public meeting, the project team has refined the Land Use alternatives based on Council direction and public input. The major refinements include the following:

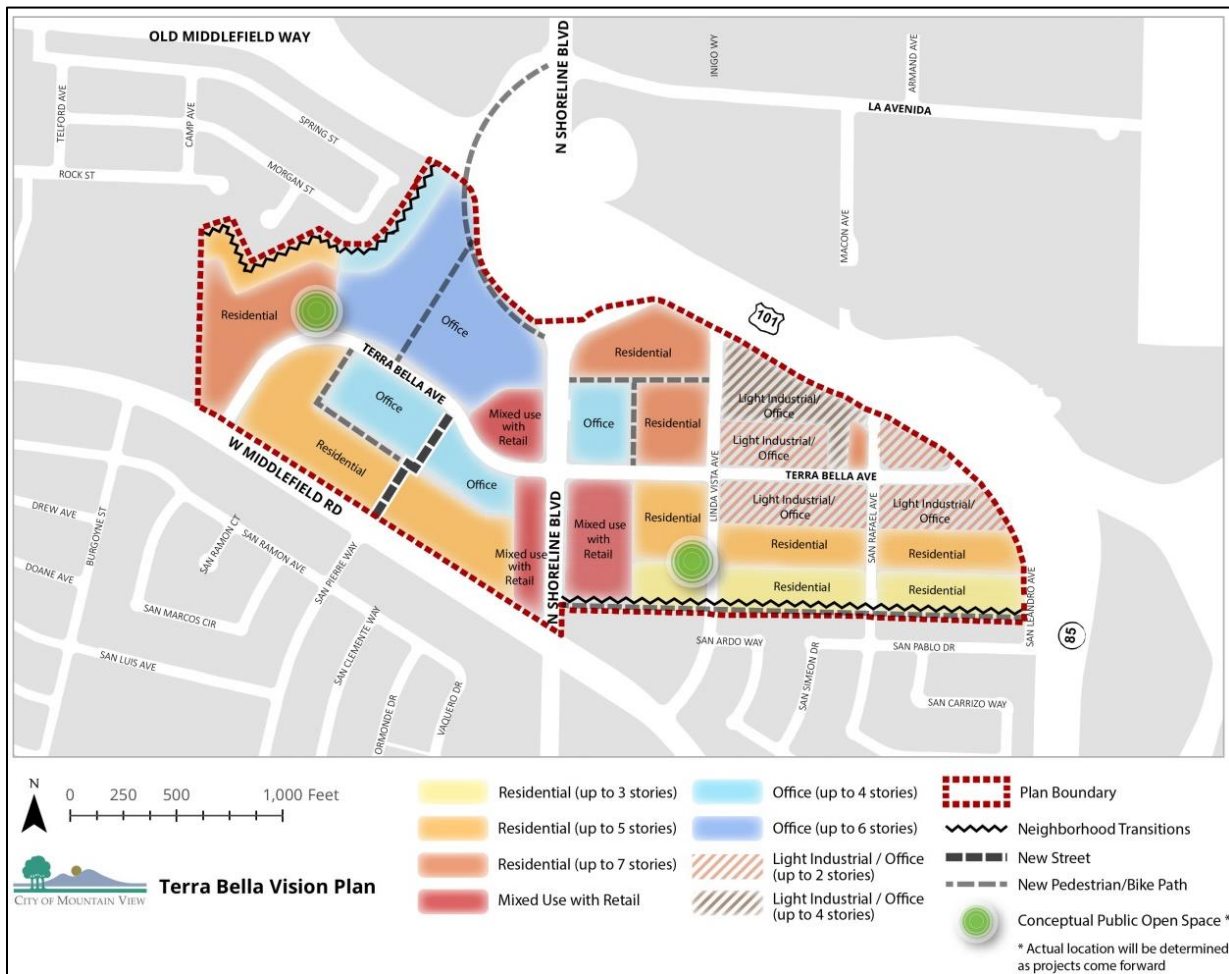
1. Creating additional mixed-use areas along Shoreline Boulevard to create an area that allows a more diverse mix of retail, services, and active land uses.
2. Incorporated neighborhood transition strategies along the Northwestern Plan Area boundary west of Shoreline Boulevard to reduce potential impacts of new development on existing single-family home areas.
3. Extended the Industrial/Office Land Use along San Rafael Avenue up to Terra Bella Avenue to create a more continuous industrial zone.
4. Increased the intensity of Industrial/Office Land Use between Linda Vista Avenue and San Rafael Avenue and south of U.S. 101 to accommodate higher-intensity office use close to U.S. 101, which acts as a natural barrier.

5. Shifted the bike/pedestrian path closer to the Southern Plan Area boundary east of Shoreline Boulevard to create a better access along the single-family homes.

### Revised Land Use Alternative 5

Land Use Alternative 5, shown below, incorporates all the City Council direction from the last Study Session meeting listed above. These changes result in additional potential housing units and nonresidential square footage.

**Figure 3: Revised Land Use Alternative 5**



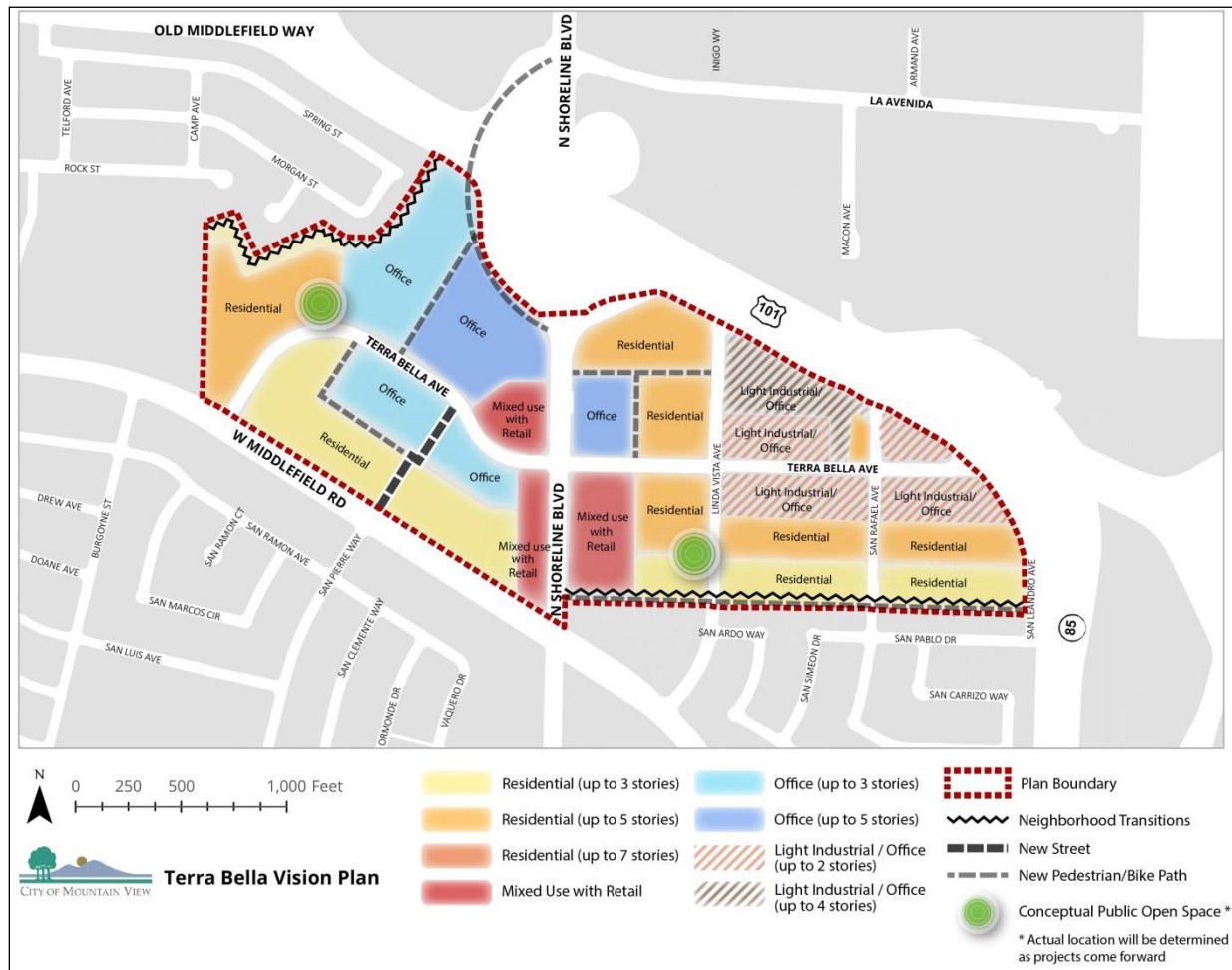
### Revised Lower-Density Land Use Alternative 6

This alternative was developed by further refining the Revised Land Use Alternative discussed above. The highest residential density (up to seven-story



densities are reduced to medium-residential intensities (up to five stories) throughout the plan area, and the Medium-Density Residential Land Uses are reduced to lower-density residential (up to three stories) to the west of Shoreline Boulevard. A portion of the higher intensity office use (up to five stories) north of Terra Bella Avenue and South of 101 was changed to lower intensity office (up to three stories). With this lower intensity option the projected housing units are reduced to half, whereas the non-residential square footage has only slightly reduced.

**Figure 4: Revised Lower-Density Land Use Alternative 6**



## Alternatives Comparison










A comparison chart has been prepared with estimates of several key factors to provide a comparison between existing conditions, the EPC recommended option,

and the two Land Use Alternatives discussed in this report. Chart 1 provides an estimate of the number of acres by land use; Chart 2 provides an estimate of the number of residents and employees and the amount of housing units and nonresidential square footage.

**Chart 1: Vision Option Land Use Mix**

	Existing	EPC Option 4	City Council Option 5	City Council Option 6 (lower density)
Residential Housing Area	3 (3%)	35 (38%)	35 (38%)	35 (38%)
Office Area	62 (66%)	28 (29%)	25 (27%)	25 (27%)
Light Industrial / Office Area	19 (20%)	15 (16%)	18 (19%)	18 (19%)
Mixed Use / Retail Area	1 (1%)	5 (5%)	11 (12%)	11 (12%)
Hotel Area	0%	3 (3%)	0 (0%)	0 (0%)
Park / Open Space Area	0 (0%)	5.1 (5%)	4.6 (5%)	4.6 (5%)
Institutional / Church	7 (8%)	2.5 (3%)	0 (0%)	0 (0%)

**Chart 2: Land Use Vision Options Comparison**

	Existing	EPC Option 4	City Council Option 5	City Council Option 6 (lower density)
 Residents*	~20	4,000 to 5,200	4,200 to 5,500	2,700 to 3,200
 Housing Units	9	1,900 to 2,500	2,000 to 2,600	1,300 to 1,500
 Non-Residential SF	1.4 msf (~3 ksf retail)	1.6 msf (~56 ksf retail)	1.8 msf (~73 ksf retail)	1.7 msf (~73 ksf retail)
 Employees**	~4,200	~4,700	~5,400	~5,200
 Jobs – Housing Mix				

\*Assumes 2.1 residents per unit

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

  
Better to worse



In reviewing this information, the EPC should consider which alternative best represents their vision for Terra Bella Avenue. Elements within each alternative discussed can be mixed and matched.

**EPC Question No. 1:** Which Land Use Vision Alternative does the EPC prefer for Terra Bella?

## **CONCLUSION**

Staff recommends the EPC provide input to the City Council on Preferred Land Use Vision Alternatives.

## **NEXT STEPS**

The City Council will review the EPC input and comments at their March 05, 2019 Study Session. After that, the project team will continue preparing the Draft Vision Plan. Staff will return to the Council in May 2019 with the public draft of the Vision Plan and discussion on next steps and gatekeeper project review process. Final adoption of the Plan is anticipated by summer 2019.

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Exhibits: 1. Summary of Prior Meetings  
2. Public Comment