



**DATE:** May 22, 2018

**CATEGORY:** New Business

**DEPT.:** Community Development

**TITLE:** **North Bayshore Precise Plan and Master Plans**

### **RECOMMENDATION**

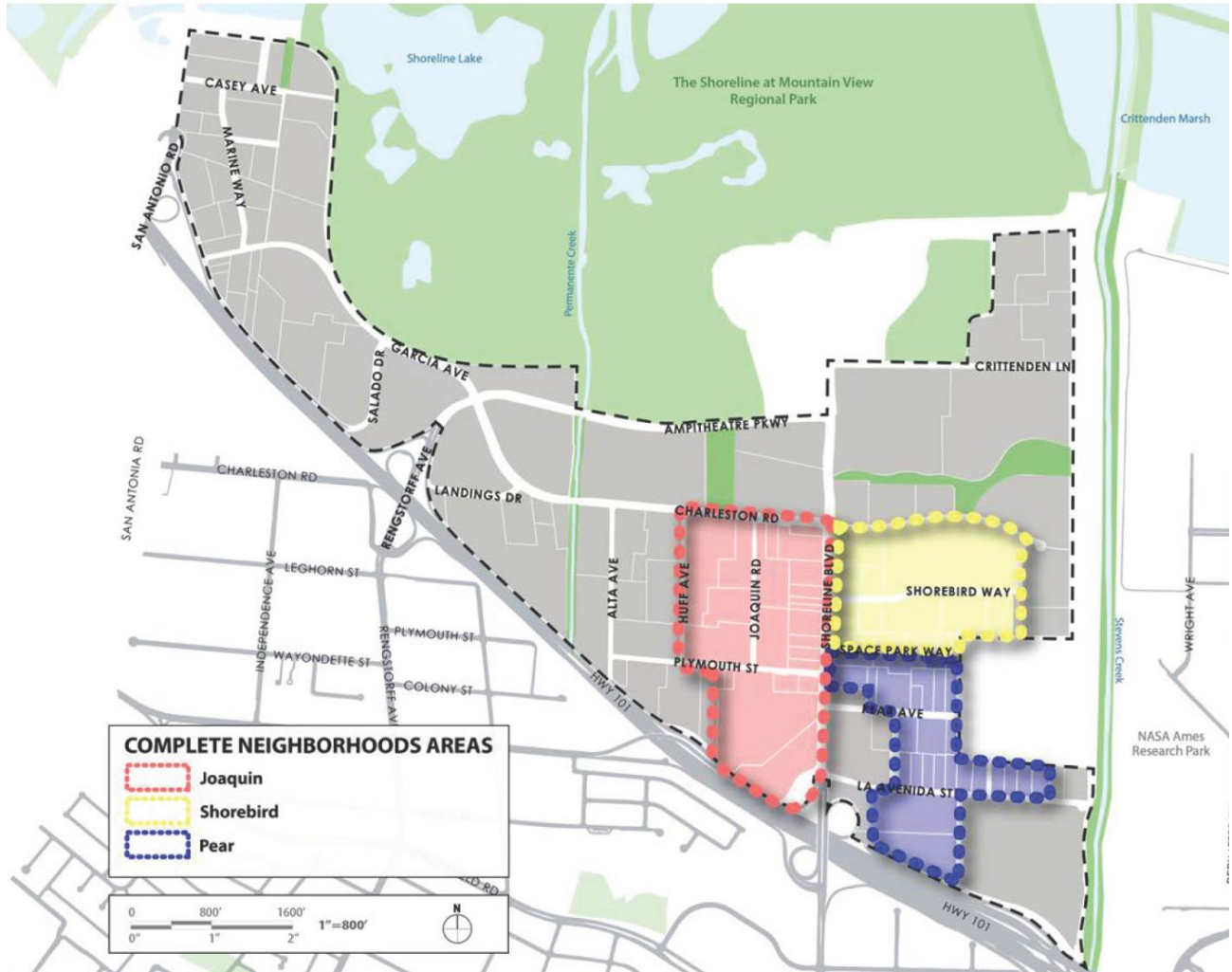
Provide direction to staff on Master Plan strategies to help implement complete neighborhoods in the North Bayshore Precise Plan area.

### **BACKGROUND**

The City Council adopted the North Bayshore Precise Plan (“Plan”) on December 12, 2017, which set a new vision, development standards, and guidelines for the area. At this meeting, Council directed staff to bring back additional information on strategies to implement complete neighborhoods in North Bayshore as envisioned by the Plan.

*Overview: Precise Plan Complete Neighborhood Strategies*

The Plan includes the following strategies to help the area develop as “complete neighborhoods,” with a mix of office, residential, and service land uses contained in the three Plan neighborhood areas (Pear, Shorebird, and Joaquin) shown below.



### *Plan Strategies and Policies*

1. **Target Land Uses.** Identifies “target” land uses (amount and type) for each Complete Neighborhood to help guide development of each complete neighborhood in North Bayshore.
2. **Complete Neighborhood Standards.** New North Bayshore development is required to submit information showing how their project contributes to complete neighborhood development. Development will be evaluated, for example, based on their proposed land use (location, use, amount); amount of ground-floor commercial frontages, including how flexible this space can be designed to adapt to future uses; new neighborhood open space; and community facilities. The City Council can then consider how effective new development is in helping achieve the goal of complete neighborhoods.

3. **Master Plans.** A Master Plan is a high-level plan showing how an area will develop over time, specifically including, but not limited to, its land uses; size and location of new development; location and size of new blocks; conceptual infrastructure, such as new streets; open space; and circulation plan. The Master Plan will also describe the timing or phasing of the new development. Master Plans are reviewed by the Environmental Planning Commission, who then forwards a recommendation to the City Council. At the time a Master Plan is approved by the City Council, the City Council shall determine the development review process for subsequent Planned Community Permits related to the Master Plan—if Council approval is required or if the Zoning Administrator can approve the Planned Community Permit.
4. **Conditions for Master Planning.** Master Plans shall be required for each Complete Neighborhood Area within North Bayshore. Master Plans may be required for any development project in North Bayshore (excluding authorized Gatekeeper projects or 100 percent affordable housing projects) in order to help implement the policy objectives and principles of the Precise Plan. Criteria for this requirement may include, but are not limited to, parcel size; project complexity, including construction timing and phasing; and required public improvements.

## ANALYSIS

The following are several advantages and challenges of the North Bayshore Precise Plan's Complete Neighborhood strategy:

### *Advantages*

- Establishes a clear, City-desired expectation of land uses for each complete neighborhood to help guide the new development proposals and City land use decisions;
- Allows flexibility for exact mix and amounts of land uses (i.e., square footage of office, number of residential units, etc.), as they are targets and not rigid requirements;
- Allows the City to track over time how complete neighborhood areas are achieving the goal of creating complete, mixed-use neighborhoods.

### Challenges

- The complete neighborhood areas may develop at different times, and with different types of land uses, which could create an imbalance of land uses within and between complete neighborhood areas;
- Multiple property owners may make it challenging to reach consensus on a master plan;
- May not provide as much certainty over how some uses that can be challenging to develop, such as open space and retail, could develop in area.

### Property Ownership

The following is a map showing the property ownership pattern of the three complete neighborhoods in North Bayshore:

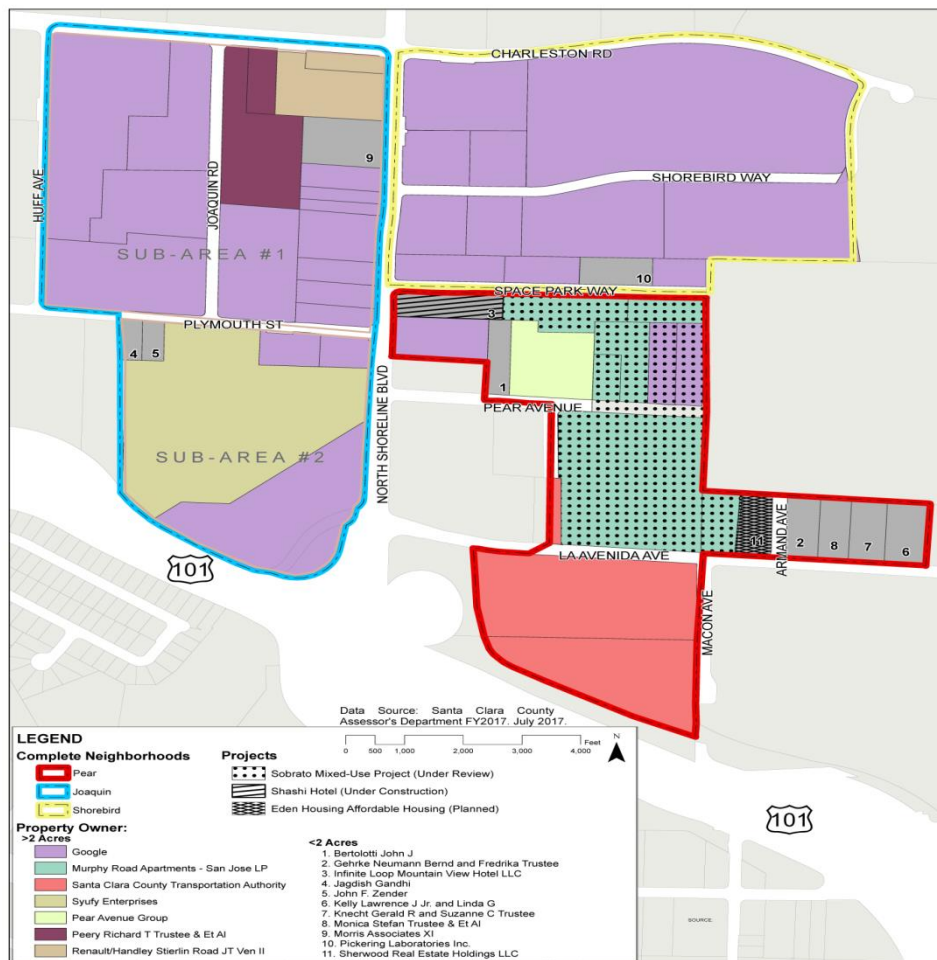


Table 1 below summarizes the ownership pattern for these areas, which includes a total of 18 property owners:

**TABLE 1: Complete Neighborhood Property Ownership**

<b>Complete Neighborhood Area and Acreage</b>	<b>Number of Property Owners</b>	<b>Largest Landowners and Approximate Acreage</b>
Joaquin (68 acres)	7	Google (41 acres) Syfuy Enterprises (15 acres) Richard Peery (5 acres)
Shorebird (43 acres)	2	Google (40 acres)
Pear (43 acres)	11	Sobrato(15.6 acres) VTA (15 acres) Google (4 acres)
<b>TOTAL (154 acres)</b>		

The map and Table 1 indicate that Google is the predominant property owner in the Joaquin and Shorebird areas in terms of number of parcels and acreage, while the Pear area has multiple property owners.

Table 2 lists the advantages and challenges of how Master Plans can be used in these areas with different ownership patterns.

**TABLE 2: Complete Neighborhood Areas and Master Plans**

Complete Neighborhood Area	Characteristics	Advantages	Challenges
<b>Shorebird</b>	Land ownership pattern is primarily single property owner	<ul style="list-style-type: none"> <li>• Allows a property owner to more easily initiate a Master Plan proposal</li> <li>• Creates opportunity for large land holdings to include a variety of land uses with integrated infrastructure improvements such as new streets, utility upgrades, open space, etc.</li> <li>• Provides greater certainty and a quicker path for both City and property owners for complete neighborhood development</li> <li>• Does not require other property owners to collaborate with Master Plan (unless in Gateway area), but does not preclude them</li> </ul>	<ul style="list-style-type: none"> <li>• Large-scale land use vision and mix may differ between City and single property owner</li> </ul>
<b>Joaquin</b> <ul style="list-style-type: none"> <li>• North of Plymouth (Subarea No. 1)</li> </ul>	Land ownership pattern is primarily single property owner	<ul style="list-style-type: none"> <li>• Similar to Shorebird area</li> </ul>	<ul style="list-style-type: none"> <li>• Similar to Shorebird area</li> </ul>

Complete Neighborhood Area	Characteristics	Advantages	Challenges
<ul style="list-style-type: none"> <li>Gateway (Subarea No. 2)</li> </ul>	Land ownership pattern includes two primary property owners	<ul style="list-style-type: none"> <li>Key site identified in the General Plan and Precise Plan</li> <li>Opportunity to create key “gateway” site through coordinated planning</li> </ul>	<ul style="list-style-type: none"> <li>Challenging to accommodate multiple land uses, circulation, etc. with different owners and parcel configuration and site access issues</li> <li>Previous Bonus FAR application for site still outstanding and expires 12/1/2018 per the North Bayshore Precise Plan Bonus FAR Guidelines</li> </ul>
<b>Pear</b>	Land ownership pattern is primarily multiple property owners	<ul style="list-style-type: none"> <li>Opportunity for remaining individual properties, such as the large VTA site, to be master planned</li> </ul>	<ul style="list-style-type: none"> <li>May not be as critical given the existing and planned developments in area and the lack of significant remaining land area</li> <li>Small parcels on La Avenida have limited development opportunities/may require parcel assembly</li> </ul>

*Staff Recommendation by Complete Neighborhood Area*

Shorebird Area: Single Master Plan

Because land ownership in this area is almost exclusively controlled by Google, a Master Plan proposed by Google would be an effective strategy for complete neighborhood development in this area.

Joaquin Area: Separate “Subarea” Master Plans

This area has two distinct areas: Subarea No. 1, north of Plymouth Street, and Subarea No. 2, the Gateway area. Since these subareas have a relatively few number of property owners, contain large areas and parcels, and are both different in terms of General Plan and Precise Plan expectations for development, staff believes separate Master Plans in each of these subareas provides the most feasible strategy.

### Pear Area: Separate “Subarea” Master Plans

As shown in Map 1, most of the Pear area is already being planned for future development or is under construction. Therefore, the three remaining “unplanned” areas in this complete neighborhood (the large VTA-owned site at Macon Avenue/La Avenida; the parcels east of Armand Avenue; and the remaining acreage between Shoreline Boulevard and Pear Avenue) could include their own “subarea” Master Plan. Any subarea Master Plan in this area would take into account the current and planned development in the larger Pear area.

The VTA site is large enough and under one owner that it would be a suitable site for master planning by an owner/applicant. The parcels on Pear Avenue have limited ability to redevelop with significant new development, either because of their small individual sizes or because they would require parcel assembly. The remaining area at Shoreline Boulevard/Pear Avenue includes three properties and could be a potential master plan location.

### **Complete Neighborhood Development and Master Plans**

The City Council may wish to consider the following strategies for how each complete neighborhood area could develop:

#### *Option 1: Master Plans Proposed by Property Owners*

A first option could include the neighborhood landowners working together to propose their own Master Plan for their complete neighborhood area. This option would be independent of any City processes, but once finalized by the property owners, a Master Plan for an area would be reviewed by the EPC, who would provide a recommendation to the City Council for approval.

#### *Option 2: City Assistance with Master Plans*

A second option could include a majority of property owners with a majority of land in an area, as a group, to request to the City Council that the City assist them in developing a Master Plan for the area, including potential options for land use location and mix. The property owners would be responsible for funding this effort. The City’s role under this option could be to help facilitate the discussion among property owners over creation of a Master Plan, including providing technical assistance on topics such as North Bayshore Precise Plan policies and City infrastructure plans and projects that



may affect future land use decisions in the area. The process could also include technical assistance from consultants with expertise in Master Plan development.

**Council Question No. 1:** Does the City Council support the staff recommended Master Plan development approach as described for the three complete neighborhood areas?

### **Complete Neighborhood Development: Other Processes**

*Infrastructure Improvements*—The City is moving ahead with infrastructure improvements in the area. The following are projects outside of Master Plans to help support North Bayshore development into complete neighborhoods. These improvements are being funded through a number of sources, including, but not limited to, the North Bayshore Development Impact Fee; Bonus FAR contributions; new development requirements; and the Shoreline Community Fund.

These improvements include the following projects: Shoreline Boulevard reversible bus lane; Shoreline Boulevard cycle tracks and bike lanes; Highway 101 off-ramp; Space Park Way/Plymouth Street realignment; Highway 101 bicycle and pedestrian bridge; Charleston Road transit boulevard improvements; and the Automated Guideway Study.

*Current Development Projects*—The new office building at 1625 Plymouth Street (Broadreach) and the new Shashi hotel on Shoreline Boulevard in complete neighborhood areas are under construction.

*Affordable Housing*—Staff continues to work with property owners and applicants on two sites identified for affordable housing in North Bayshore: the 1.4-acre parcel proposed with the Sobrato-1255 Pear Avenue project (approximately 130 to 150 units), and the project on La Avenida (approximately 93 units).

### **NEXT STEPS**

Council would ultimately assess how well any proposed Master Plan would help implement complete neighborhoods in North Bayshore. The expectation is that any proposed Master Plan process would involve all property owners in these areas in discussing land use mix and area improvements, including amenities such as new parks and open space.

Staff will continue to work with applicants on their proposed project developments in these areas. Staff expects Bonus FAR applications that have yet to begin (i.e., the Gateway/Commons site; the former Rees property (now owned by Google); and the

Google Landings project to be submitted before the December 1, 2018 Bonus FAR deadline. At that time, Council will review these applications and determine the entitlement or permit process or FAR reallocation for these sites.

### **FISCAL IMPACT**

Fiscal impacts will depend on direction from the City Council on Master Plan implementation options, namely potential staff and consultant time to assist any neighborhood area in development of their Master Plan. Staff would return to Council, if property owners request City assistance with Master Planning, to determine the scope and level of staff involvement.

### **CONCLUSION**

The Council report describes at a high level how Master Plans could help North Bayshore develop complete neighborhoods. Staff is requesting Council direction on the question in the Council report.

### **ALTERNATIVES**

1. Provide other direction to staff regarding Master Plans in North Bayshore.
2. Do not pursue the Master Plan strategies outlined in the report for North Bayshore.

**PUBLIC NOTICING** – Agenda posting.

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