

DATE: June 13, 2017

TO: Honorable Mayor and City Council

FROM: Lindsay Hagan, Senior Planner
Martin Alkire, Principal Planner
Randal Tsuda, Community Development
Director

VIA: Daniel H. Rich, City Manager

TITLE: **East Whisman Precise Plan – Neighborhoods
and Circulation**



PURPOSE

For City Council to provide direction on policy questions regarding a complete neighborhood strategy, affordable housing approach, and conceptual circulation networks for the East Whisman Precise Plan. Staff seeks Council direction on these key topics in order to prepare policies, guidelines, and standards for the Draft Precise Plan and conduct the transportation analysis for the Precise Plan Environmental Impact Report (EIR).

BACKGROUND

June 2017 Study Session – Environmental Planning Commission’s Policy Input

The same questions included in this report were presented to the Environmental Planning Commission (EPC) at a Study Session on June 7, 2017 (see Attachment 1 – [EPC Study Session Memo Dated June 7, 2017 – Item 6.1](#)). EPC input is summarized under each question in this report.

Two members of the public spoke at the EPC meeting, including:

- A resident who encouraged the City to ensure future residents of East Whisman have a high-quality life with desirable urban design, amenities, and services and implored the City to look at alternative means of transportation with less focus on vehicles and streets; and
- A property owner raised concerns with the new conceptual circulation networks, identifying factors such as security concerns, property takings, redundancies in mode circulation, and infeasibility due to current development rights, etc.

Staff received two public comment letters from property owners in the Plan area enclosed as Attachment 2 to this report.

February 2017 Study Sessions – Preferred Land Use Alternative

City staff presented land use alternatives for consideration by the EPC and City Council at Study Sessions in February 2017. The City Council endorsed a preferred land use alternative to be used in preparing a Precise Plan EIR and draft policies for the Precise Plan. Below is a summary of the direction provided by EPC and Council in February, and at a Council meeting in April 2017.

At these Study Sessions, staff presented results from Community Workshop No. 2 in December 2016, introduced land use alternatives for EPC and Council consideration, and sought direction on key land use topics. A summary of meeting outcomes is provided below.

EPC Study Session – February 1, 2017

A summary of Commissioner feedback and public comment received at the February 1, 2017 EPC Study Session is provided in the City Council Study Session Memo dated February 14, 2017. This Memo also includes questions asked of City Council at the February 14 Study Session (see Attachment 3).

City Council Study Session – February 14, 2017

At this Council Study Session, eight members of the public had the following comments:

- *Desire for Land Use Flexibility.* Two property owner representatives desired land use flexibility, particularly regarding retail uses (both properties represented are within the Plan's Village Center area);
- *Study Greater Office Intensity.* Two property owners requested Council to study up to 1.0 FAR of office intensity at their properties south of SR-237. A third property owner desired greater office intensity to be studied at their property on Ellis Street;
- *Supporting a Mix of Uses.* A member of the public supported a mix of uses in the Plan area and higher-density residential alternatives with integrated below-market-rate units and ownership opportunities. Another resident, adjacent to the Plan's Village Center area, supported flexible zoning to allow a variety of uses,

supported the TDR policy for schools, and supported expanding the Village Center to the east side of Whisman Road (e.g., Expanded Center Alternative); and

- *Greater Residential Density.* An affordable housing group spokesperson supported locating housing near jobs, increasing affordable housing, maximizing height and density for housing, and supported the Combined Land Use Alternative.

Council direction included:

- **Combined Land Use Alternative, Eight-Story Maximum Building Heights, Residential on Whisman, and Policy for Public Schools.** Majority supported the Combined Land Use Alternative, maintaining maximum building heights of eight stories, studying residential land uses over 1.0 FAR on Whisman Road, and open to considering a TDR policy for public schools in the Plan area (*same as EPC*).
- **Expanded Village Center.** Majority supported the Expanded Village Center Alternative, which includes studying a mix of uses on all four corners of the intersection at North Whisman and East Middlefield Roads at heights up to four stories.
- **More Two-Bedroom Housing Units.** Majority supported a variation to EPC's housing target mix: 10 percent studio/microunits, 30 percent one-bedroom units, 40 percent two-bedroom units, and 20 percent three-bedroom units.
- **Precise Plan Priorities.** While no straw vote was taken, the majority of Councilmembers supported the following priorities: affordable housing, transportation improvements (including pedestrian and bicycle improvements), and public open space. Additional priorities identified include ownership housing, business retention, and support for school facilities.

At the meeting, Council also directed that additional office intensity and growth be studied in the Plan area south of SR-237; more specifically, to study a second alternative from the Combined Land Use Alternative, which includes additional office growth (up to approximately 0.75 FAR) in the south Plan area between East Middlefield Road and Central Expressway. In response, staff noted a Precise Plan EIR budget amendment, requiring Council authorization, would be needed to study a second alternative.

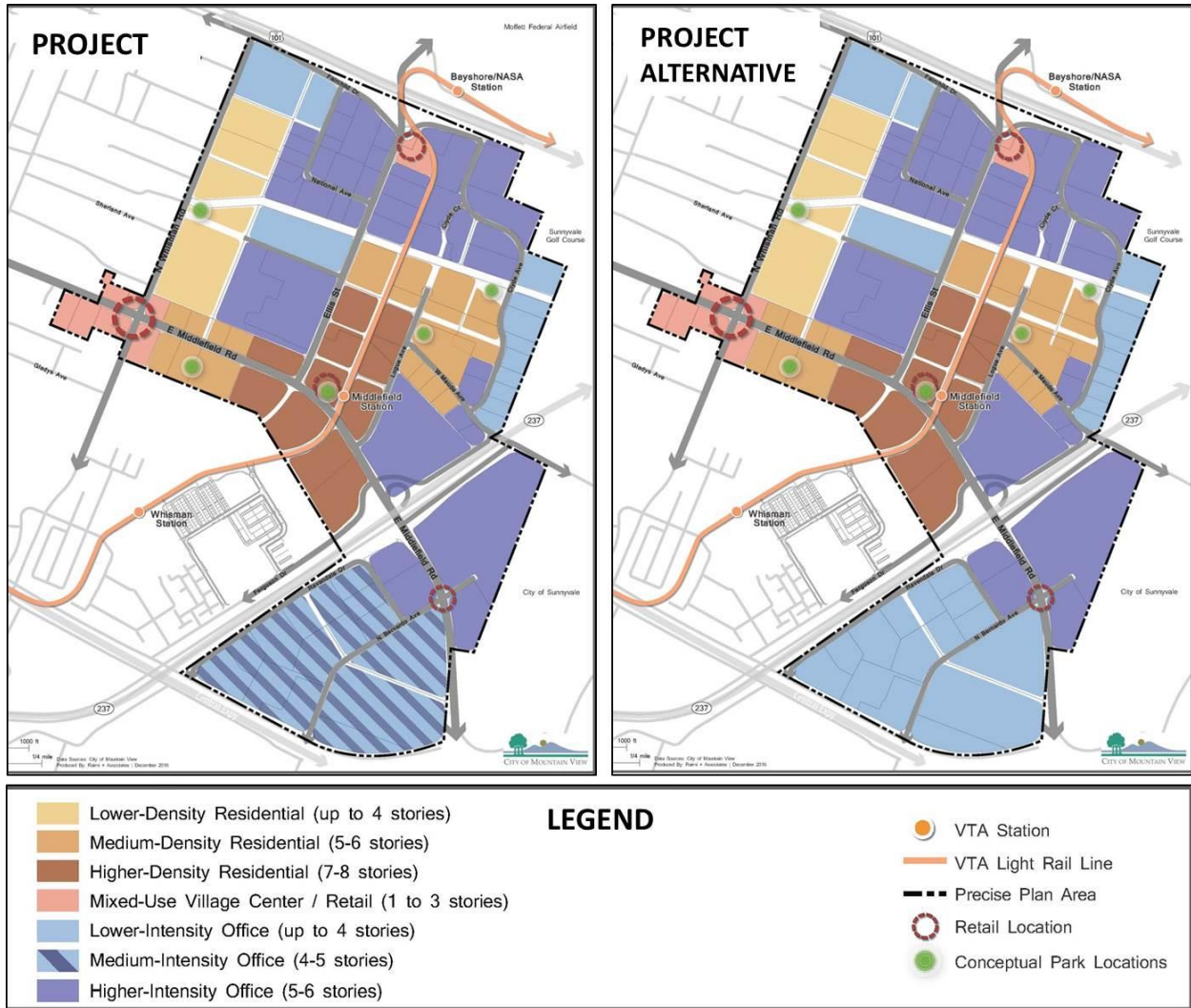
Scope Amendment for Precise Plan EIR

City Council Public Hearing – April 4, 2017

On April 4, 2017, City staff returned to Council with a budget and scope amendment for the environmental consultant, David J. Powers, to analyze a second land use alternative in the Precise Plan EIR. At this meeting, Council directed staff to study two land use alternatives; approved funding for additional environmental and transportation analysis for the Precise Plan; and endorsed the number of residential units, office square footage, and retail square footage to be studied in the Precise Plan EIR (see Attachment 4 – [City Council Report Dated April 4, 2017 – Item 7.1](#)). Maps of the two land use alternatives to be studied are shown on the following page and in Attachment 5 to this report.

At this meeting, seven members of the public spoke and had the following comments:

- *Support Office Growth.* Two property owners in the south Plan area supported the study of more office intensity and growth south of SR-237;
- *Reducing Residential Units.* Two affordable housing supporters raised concerns with reducing the number of housing units and increasing the amount of office to be studied in the Precise Plan from numbers previously discussed with the Combined Land Use Alternative;
- *Not Enough Retail.* A resident raised concerns about not considering enough retail in the Plan area, particularly along Middlefield Road;
- *Concerns with Office Growth.* A speaker was concerned with impacts to schools and families in the area due to increases in housing costs exacerbated by increasing the amount of office in the area; and
- *Land Uses and Design.* A speaker raised concerns with building heights over seven stories, but supported flexible land uses in the area, and encouraged pedestrian-scaled building and street designs.



With Council’s direction, the Precise Plan EIR will be structured with the project represented as the greatest development scenario under consideration (of up to 2.3 million square feet of net new office) and the project alternatives as those with lesser or modified development scenarios summarized in Table 1 below.

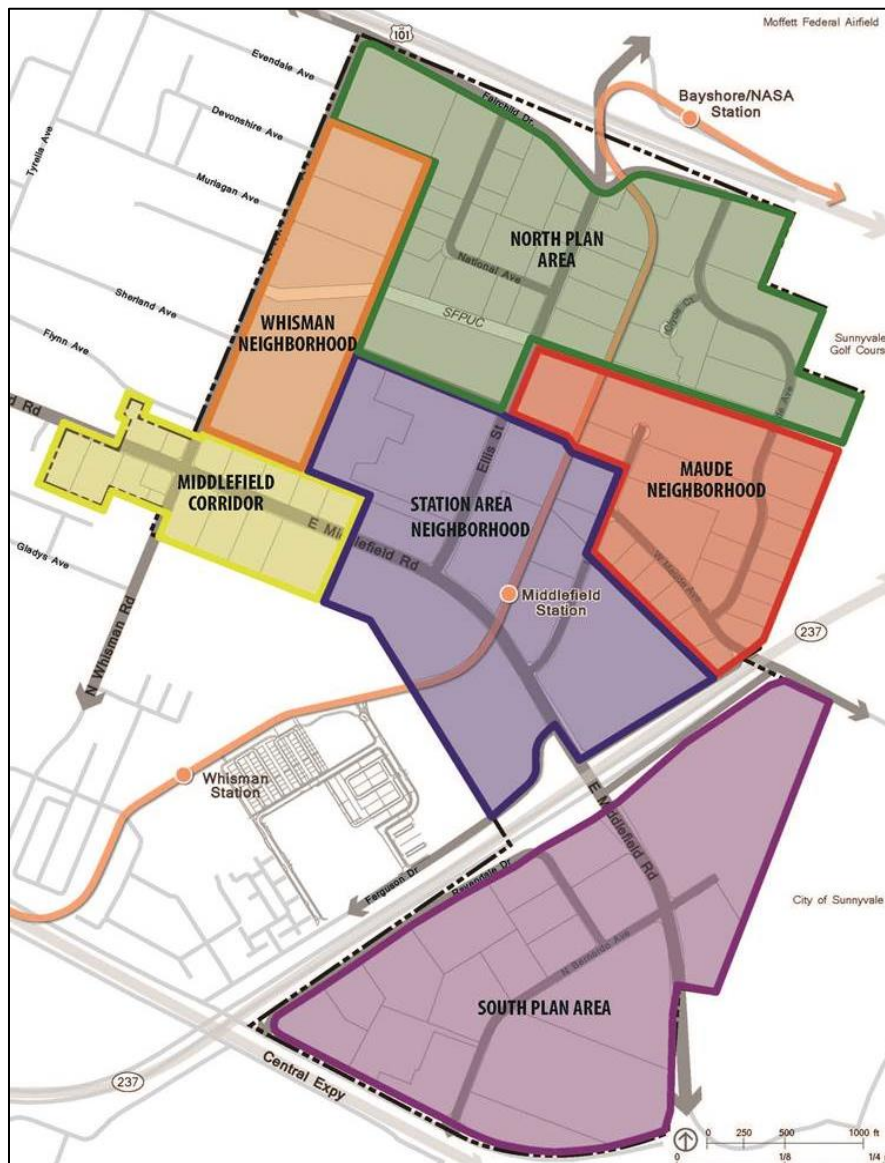
TABLE 1 – Precise Plan EIR Framework

EIR FRAMEWORK	RESIDENTIAL UNITS	OFFICE SQ. FT. (NET NEW)	RETAIL SQ. FT. (NET NEW)
Project	5,000	2.3 million	100,000
Project Alternatives			
<i>No Project</i>	0	Existing	Existing
<i>Less Office</i>	5,000	1.7 million	100,000
<i>Reduced Project(s)</i>	To be determined	To be determined	To be determined

DISCUSSION

Precise Plan Sub-Areas

The Precise Plan team identified key sub-areas within the Plan based on land uses, proximity to public transit, parcel size, location, or adjacent uses. These six sub-areas and their characteristics are described in Table 2 shown on the following page and in the adjacent map (also available as Attachment 6 – Precise Plan Sub-Areas Map – to this report). These sub-areas provide a development and policy framework to achieve the Plan’s vision by tailoring development regulations within each sub-area.



Plan Sub-Areas Map

TABLE 2 – Plan Sub-Area Characteristics

SUB-AREA	AREA CHARACTERISTICS	PERMITTED USES
North Plan Area	<ul style="list-style-type: none"> • A north gateway entrance into the Plan area. • A mix of higher-intensity office with retail/services concentrated along Ellis Street and the freeway. 	Hotel, Office/R&D, Retail/Restaurant, Services, Public Facilities, and Light Industrial
Whisman Neighborhood	<ul style="list-style-type: none"> • A mixed-use moderate-intensity residential and office neighborhood. • A transitional area between an established residential neighborhood to the west and a higher-intensity Ellis Street corridor to the east. 	Residential, Office/R&D, Retail/Restaurant, Services, and Public Facilities
Middlefield Corridor	<ul style="list-style-type: none"> • A western gateway entrance into the Plan area. • A mixed-use, neighborhood-serving retail area that transitions to medium-intensity residential and moderate-intensity office uses within a short walk to transit. 	Residential, Office/R&D, Retail/Restaurant, Services, and Public Facilities
Station Area Neighborhood	<ul style="list-style-type: none"> • A transit-oriented district with a mix of high-intensity residential and office with retail/services adjacent to transit. • An identifiable “center” within the Plan area. 	Residential, Hotel, Office/R&D, Retail/Restaurant, Services, and Public Facilities
Maude Neighborhood	<ul style="list-style-type: none"> • A mix of moderate- to medium-intensity residential and office within a short walk to transit. 	Residential, Office/R&D, Retail/Restaurant, Services, Public Facilities, and Light Industrial
South Plan Area	<ul style="list-style-type: none"> • An area with moderate to higher-intensity office with supporting retail and services. • Key connections into Sunnyvale. 	Office/R&D, Retail/Restaurant, Services, Public Facilities, and Light Industrial

Complete Neighborhood Strategy

A complete neighborhood can be defined as an area with a balanced mix of land uses, amenities, and services for residents, workers, and visitors. The 2030 General Plan has land use goals and policies supporting walkable, mixed-use neighborhoods, including:

- *LUD-3: A diverse, balanced and flexible mix of land uses that supports a strong economy, complete neighborhoods, transit use, and community health;*
- *LUD-4: Local retail and services within comfortable walking and bicycling distance of all residents and employees; and*
- *LUD-5: Pedestrian-accessible village centers that serve surrounding neighborhoods.*

One way to implement a complete neighborhood strategy is by establishing metric targets for new development, while allowing flexibility for timing and implementation. More specifically, these metrics establish a target mix of land uses, open area, retail/services, mobility improvements, and amenities to encourage a balanced, walkable, mixed-use neighborhood. An example of this strategy is in the Draft North Bayshore Precise Plan, which aims to achieve three complete neighborhoods—Joaquin, Shorebird, and Pear.

For East Whisman, the complete neighborhood strategy could be used with key metric targets within each sub-area that contribute to the Planwide balance of land uses. A complete neighborhood strategy in East Whisman would be different in scale from the strategy in North Bayshore, as East Whisman is smaller in size, has smaller sub-areas, and more individual property owners, reducing the attainability of more than one complete neighborhood.

A complete neighborhood strategy with metric targets allows tracking of goals and policies, while permitting flexibility for development to occur over time. Thus, as new development is proposed, an applicant would need to demonstrate how they are achieving the target mixes within the sub-area, which can aid decision makers in evaluating a development project. Some sub-areas in East Whisman may include higher office targets, while others may include higher residential targets. Alternatives to a complete neighborhood strategy could include either more prescriptive development requirements, which mandate a particular order or amount of development, or provide no targets, allowing development to be market driven.

TABLE 3 – Comparing Strategies

STRATEGY	POTENTIAL BENEFITS	POTENTIAL CHALLENGES
Complete Neighborhoods	<ul style="list-style-type: none"> – Trackable metrics of goals/policies. – Clear framework of how to achieve a balanced neighborhood. 	<ul style="list-style-type: none"> – Cannot guarantee order of development. – May need to modify project(s) that do not meet targets.
Prescriptive Approach	<ul style="list-style-type: none"> – Sets clear priorities/requirements. – Simple to implement. 	<ul style="list-style-type: none"> – Development may take longer to achieve or not happen, if mandated. – Less flexible.
No Targets	<ul style="list-style-type: none"> – Less staff time spent tracking. – Development may happen quicker, since property owners could propose any desired development permitted in the Plan. 	<ul style="list-style-type: none"> – May not achieve a balanced mix of uses or complete neighborhood. – Harder to track achievement of goals/policies.

Staff is seeking Council direction on whether a complete neighborhood strategy is desired for East Whisman with specific sub-area targets that contribute to Planwide goals. If Council supports this approach, staff will establish targets for each sub-area and present them at a future date.

EPC Input

All Commissioners supported pursuing a complete neighborhood strategy in East Whisman with a particular interest on incentives which encourage residential development in the area. Additional comments included ensuring the Plan accounts for a distributed mix of amenities/uses to support walkable sub-areas and including incentives that allow the plan to have achievable goals.

CITY COUNCIL QUESTION 1: Does Council wish to pursue a complete neighborhood strategy for the East Whisman Precise Plan or use an alternative approach for achieving a mix of uses in the Plan area?

Affordable Housing

In May 2017, Council reviewed the Draft North Bayshore Affordable Housing Guidelines. These guidelines provide a tiering framework and strategy for new residential development to provide 15 percent to 20 percent affordable housing units either on-site or through land dedication, as an alternative to the State Density Bonus Law and the City’s Below-Market-Rate (BMR) Ordinance (see Attachment 7 – [City Council Study Session Memo Dated May 16, 2017 – Item 8.1](#)). A similar strategy and

framework could be developed for the East Whisman Precise Plan. Since East Whisman differs in factors such as land costs, maximum building heights, and FAR ranges from North Bayshore, this may result in different affordable housing targets or other strategy modifications compared to the North Bayshore Draft Guidelines.

An alternative to an area-specific affordable housing program is to utilize the City's BMR Ordinance, which requires:

- For *ownership units*, including 10 percent affordable units within a residential project, an in-lieu fee of 3 percent of the sales price of the residential units, dedication of land to provide a comparable amount of affordable housing, or another comparable alternative; or
- For *rental units*, paying a Rental Impact Fee based on the net new habitable square footage of the project, or a comparable alternative (which can include providing units).

If Council supports a similar affordable housing approach or strategy for East Whisman as North Bayshore, then staff will return to Council at a future Study Session with more information.

EPC Input

Commissioners unanimously supported pursuing an area-specific affordable housing strategy similar to North Bayshore. In discussing this strategy, Commissioners noted:

- An interest in receiving demographic information of the Plan area, such as service workers, to better understand the affordable housing needs (or levels of affordability); and
- Considering a separate target housing mix for affordable housing based on affordability needs.

CITY COUNCIL QUESTION 2: Does Council wish to pursue an affordable housing strategy for East Whisman similar to North Bayshore and the Draft Affordable Housing Guidelines?

Circulation Networks

The Precise Plan team has identified conceptual circulation networks for vehicles, bicycles, and pedestrians for the East Whisman Precise Plan, to support the

development of a walking- and biking-oriented mixed-use neighborhood. The conceptual networks introduce new connections into existing circulation in the area.

Below is an overview of existing circulation networks in the Plan area, high-level mobility goals and objectives, and descriptions of new conceptual circulation networks.

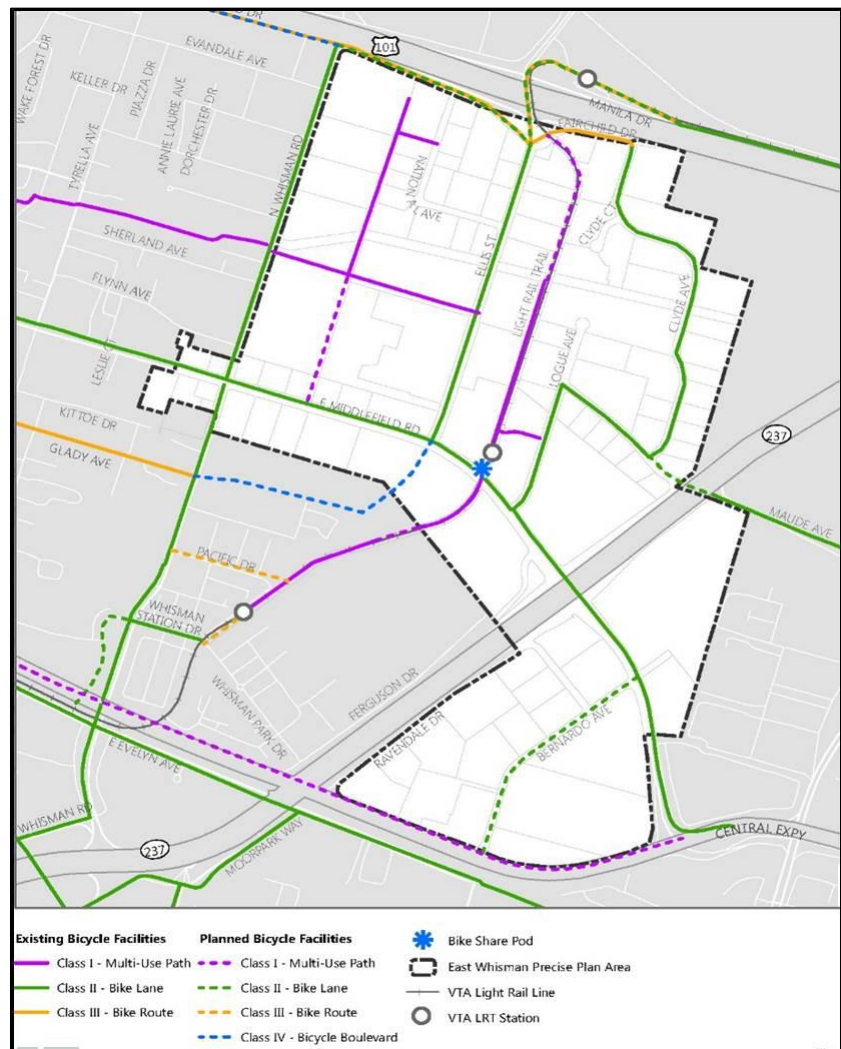
Existing Networks

A summary of the existing transportation networks in East Whisman is in the Background Summary Report previously provided to the EPC and Council in February 2017 (see Attachment 8 to this report).

The *existing vehicle network* in the area is shown on Page 30 of Attachment 8. The area is served with north-south connections via Whisman Road (to the east), Ellis Street, and Clyde Avenue (to the west), and east-west connections via Fairchild Drive (to the north), Middlefield Road, and Central Expressway (to the south). The area currently has large street blocks along Ellis Street and Whisman Road, from 1,300' to 2,000' in length. A comfortable street block is typically 400' to 600' in length (see Page 9 of Attachment 8 for street block lengths).

The *existing bicycle network* is shown on Page 26 of Attachment 8 and includes

a mix of on-street bike lanes and shared off-street multi-use paths adjacent to the Santa Clara Valley Transportation Authority (VTA) light rail and between Whisman Road



Existing Bicycle Network in Plan Area

and Ellis Street (see map inset, also in Attachment 8). A portion of the north-south multi-use path has been constructed between Fairchild Drive and Middlefield Road, while the remaining portion has yet to be constructed.

The *existing pedestrian network* is shown on Page 28 of Attachment 8, which includes a mix of sidewalks along existing public streets and off-street multi-use paths (as shown in the existing bicycle network).

Mobility Goals and Objectives

During the visioning process, the community and decision makers expressed interest to improve mobility in the area with:

- greater access to the VTA light rail stations,
- increase bike and pedestrian paths in the area,
- break down large street blocks,
- provide safe connections for all ages and users, and
- encourage off-street parking.

To implement this vision, the Precise Plan team has identified high-level mobility goals and objectives to guide further transportation analysis and policy development, which align or expand upon existing mobility goals and policies from the 2030 General Plan and current East Whisman Change Area vision (see Attachment 9 – Mobility Goals and Objectives). Staff seeks input on these mobility goals and objectives to ensure the Precise Plan teams approach to circulation and transportation policies align with Council's vision for the area.

EPC Input

With a 7-0 straw vote, Commissioners supported the identified high-level mobility goals and objectives with additional comments, which have been incorporated into Attachment 9:

- Integrate East Whisman into a Citywide transit system, linking key areas of the City such as downtown, San Antonio, North Bayshore, and East Whisman;

- Encourage a mode-shift target, or other aggressive measures, to reduce single-occupancy vehicle trips in the area;
- Pursue strategies to advance availability of public transit in the area;
- Address the last-mile gap between East Whisman and the Downtown Transit Center; and
- Consider accounting for generational or demographic shifts over time that may evolve transportation needs for the area.

CITY COUNCIL QUESTION 3: Does Council support the identified mobility goals and objectives for the Precise Plan, or are modifications or additions to these goals and objectives desired?

New Conceptual Circulation Networks

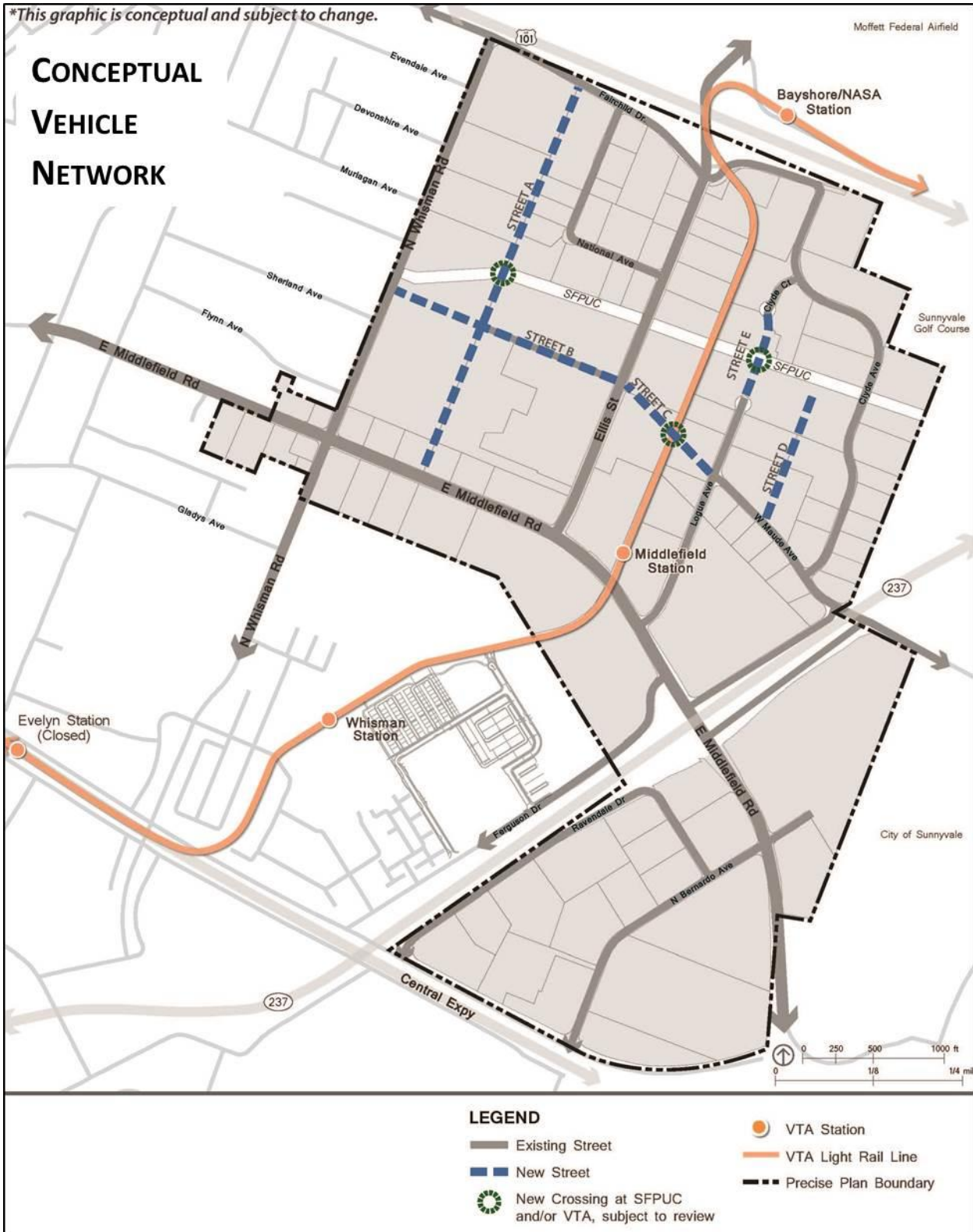
The Precise Plan team has identified new conceptual circulation networks for vehicles, bicyclists, and pedestrians in East Whisman that integrates new connections with existing circulation in the area. The objective is to transform a suburban auto-oriented office and industrial district into a network of accessible, safe, and direct connections for pedestrians, bicycles, and vehicles. The primary focus is on the pedestrian and bicycle network with a secondary focus on vehicle connections; however, all connections provide additional access to properties, identifiable public connections through the area, and enhance the neighborhood character with smaller blocks.

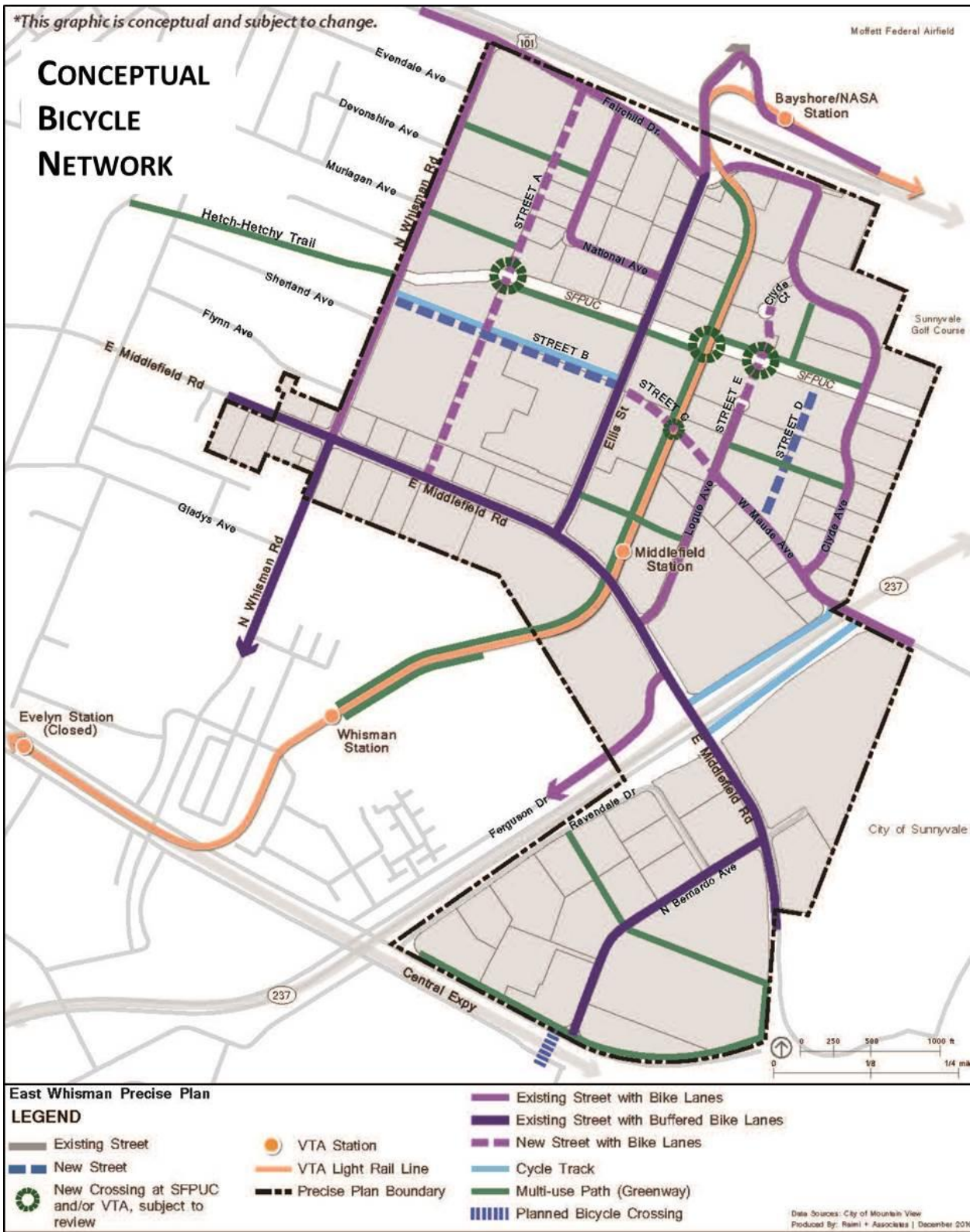
Implementing new street or off-street connections requires extensive coordination between City departments, property owners, businesses/developers, decision makers, and, in this case, outside agencies such as the San Francisco Public Utilities Commission (SFPUC) and VTA. Any new connection may take a long time to implement, potentially beyond the General Plan 2030 time horizon. However, identifying and analyzing new connections now, as part of the development of the Precise Plan, lays the foundation for which future development and planning efforts can occur. These networks are conceptual in nature as the exact locations are not set, and are dependent on proposed development, further transportation analysis, and other factors. Input on the circulation networks are needed for the Precise Plan team to move forward in:

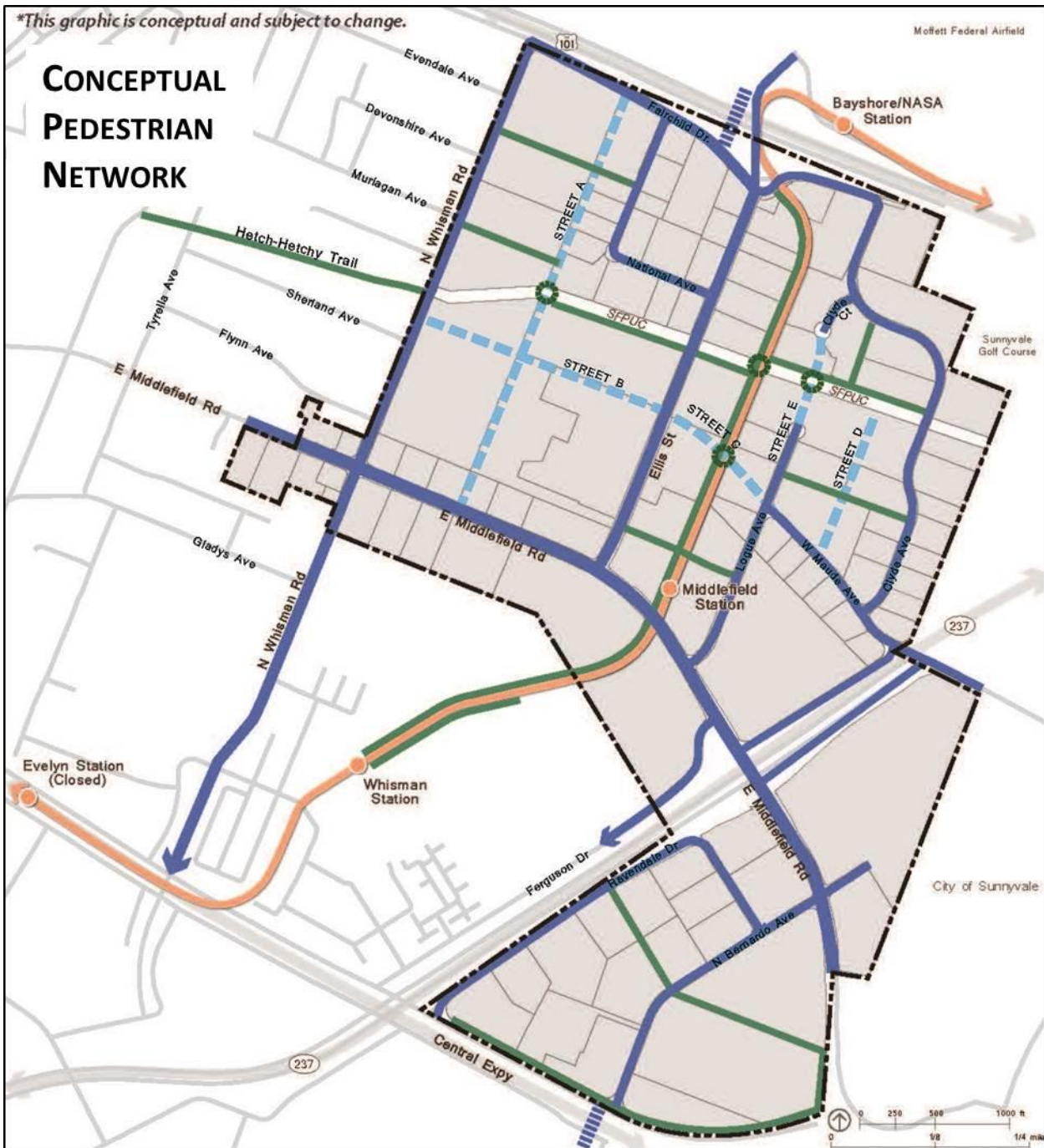
- analyzing traffic circulation for the Precise Plan EIR;
- coordinating review with outside agencies, such as the SFPUC, VTA, and the City of Sunnyvale; and
- developing policies and standards for the Draft Precise Plan.

There are five new conceptual public street connections with associated bicycle and pedestrian improvements—Streets A, B, C, D, and E—identified in the Vehicle Circulation, Pedestrian Circulation, and Bicycle Circulation Maps (see Attachment 10—Conceptual Circulation Networks—Vehicle, Bicycle, Pedestrian, also on the following page).

Conceptual Circulation Networks East Whisman Precise Plan







East Whisman Precise Plan

LEGEND

	New Crossing at SFPUC and/or VTA, subject to review		VTA Station		Existing Street with Sidewalks
	Precise Plan Boundary		VTA Light Rail Line		New Street with Sidewalks
	Multi-Use Path (Greenway)		Planned Pedestrian Crossing		

Data Source: City of Mountain View

New Street Connections

The primary purpose of the new street connections are not to reduce traffic from existing streets (though it may be a secondary result), but to provide additional circulation and access through the Plan area, particularly where new residential land uses are proposed. The functions of these new “neighborhood-scaled” streets are to provide:

- secondary vehicular access to properties;
- areas for loading/unloading, parking, and additional fire access off of Ellis Street and Whisman Road, where no parking or loading is currently permitted in the Plan area;
- alternative biking and pedestrian connections off of major arterials, providing identifiable public circulation and access;
- additional locations for public utilities; and
- more circulation options by breaking up large street blocks.

While 400’ to 600’ is generally considered a comfortable walking distance between intersections (as experienced in downtown Mountain View), the conceptual public street networks shown achieve closer to 400’ to 800’ blocks, which is an improvement over the existing 700’ to 2,400’ blocks.

Due to the configuration of the existing street network and the size of the Plan area, staff does not feel additional public streets are necessary beyond those shown in the Conceptual Network Maps. However, new development will likely include private drive aisles, paths, or circulation, which will further break down the blocks shown in these conceptual maps. Design examples of these new public streets with associated pedestrian and bicycle facilities are the Neighborhood Streets from the Draft North Bayshore Precise Plan (see Attachment 11 – Neighborhood Street Example – Draft North Bayshore Precise Plan).

Descriptions of the six major conceptual connections are summarized in Table 4 on the following page.

TABLE 4 – Description of New Conceptual Circulation Networks

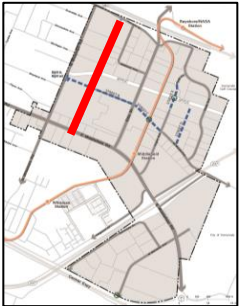

NEW CONNECTION	LOCATION	PLAN AREA(S)	BIKE AND PED. FACILITIES	APPROX. BLOCK LENGTH	PRIMARY PURPOSE	NO. OF PROPERTIES IMPACTED
<p>Street A “North-South Connection”</p> 	<p>From Fairchild Drive to East Middlefield Road</p>	<p>North Plan Area, Middlefield Corridor, Whisman and Station Area Neighborhoods</p>	<p><i>Bicycle:</i> On-street bike lanes <i>Pedestrian:</i> Separated sidewalks</p>	<p><i>Existing:</i> 700' to 1,600' <i>Proposed:</i> 600' to 800'</p>	<ul style="list-style-type: none"> – secondary access to properties; – acts as a buffer between residential and office land uses; – provides more building frontage opportunities; – could serve as an alternative route for employee shuttles from Whisman Road; and – provides an identifiable public connection for bicyclists and pedestrians from Fairchild Drive to Middlefield Road. 	<ul style="list-style-type: none"> – 11 parcels – Would require SFPUC crossing
<p>Street B “East-West Connection”</p> 	<p>From North Whisman Road to Ellis Street</p>	<p>Whisman and Station Area Neighborhoods</p>	<p><i>Bicycle:</i> Cycle track, extending bike route on Hetch Hetchy Trail to Ellis Street <i>Pedestrian:</i> Separated sidewalks</p>	<p><i>Existing:</i> 1,200' to 1,700' <i>Proposed:</i> 1,000'</p>	<ul style="list-style-type: none"> – adds a central east-west connection in the Plan area; – provides secondary access off of Whisman Road and Ellis Street; – provides more building frontage opportunities; and – creates an identifiable bike and pedestrian connection from Whisman Road to Ellis Street, where the current connection is unclear. 	<ul style="list-style-type: none"> – 3 parcels

TABLE 4 CONTINUED – Description of New Conceptual Circulation Networks

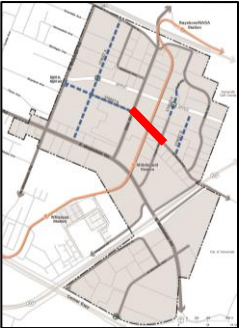


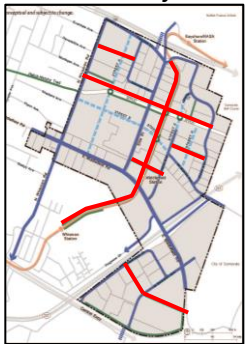
NEW CONNECTION	LOCATION	PLAN AREA(S)	BIKE AND PED. FACILITIES	APPROX. BLOCK LENGTH	PRIMARY PURPOSE	NO. OF PROPERTIES IMPACTED
<p>Street C “Maude Extension”</p> 	<p>Extension of West Maude Avenue to Ellis Street</p>	<p>Station Area Neighborhood</p>	<p><i>Bike:</i> On-street bike lanes <i>Pedestrian:</i> Attached/Detached sidewalks</p>	<p><i>Existing:</i> 2,600' <i>Proposed:</i> 1,000'</p>	<ul style="list-style-type: none"> - adds a central east-west connection in the area; - could expand the east-west Maude Avenue bicycle corridor from Sunnyvale to Ellis Street; and - could add a public crossing of the VTA tracks in the center of the Plan area. 	<ul style="list-style-type: none"> - 3 parcels - Would require VTA light rail crossing
<p>Street D “Maude Court”</p> 	<p>Court from Maude Avenue, terminating at the SFPUC property</p>	<p>Maude Neighborhood</p>	<p><i>Bike:</i> No dedicated bicycle facilities since limited traffic <i>Pedestrian:</i> Attached/Detached sidewalks</p>	<p><i>Existing:</i> 800' <i>Proposed:</i> 400'</p>	<ul style="list-style-type: none"> - provide buffer between residential and office uses; - provide additional public access for services and public utilities; and - create additional building frontage opportunities. 	<ul style="list-style-type: none"> - 4 parcels

TABLE 4 CONTINUED – Description of New Conceptual Circulation Networks

NEW CONNECTION	LOCATION	PLAN AREA(S)	BIKE AND PED. FACILITIES	APPROX. BLOCK LENGTH	PRIMARY PURPOSE	NO. OF PROPERTIES IMPACTED
<p>Street E "Thru-Connection"</p> 	<p>Through-connection from Logue Avenue to Clyde Court</p>	<p>North Plan Area and Maude Neighborhood</p>	<p><i>Bike:</i> On-street bike lanes <i>Pedestrian:</i> Attached/Detached sidewalks</p>	<p><i>Existing:</i> 1,600' <i>Proposed:</i> 700' to 800'</p>	<ul style="list-style-type: none"> - provides a second north-south connection on the east side of the VTA tracks; - could allow for more direct shuttle circulation to the Middlefield light rail station; and - improve access to Maude Neighborhood. 	<ul style="list-style-type: none"> - 3 parcels - would require a crossing of the SFPUC property
<p>Greenways</p> 	<p>Various Locations</p>	<p>All Plan Areas, except Middlefield Corridor</p>	<p>Shared paths for bikes and pedestrians</p>	<p>Break down vehicle blocks further to 400' to 600' lengths</p>	<ul style="list-style-type: none"> - provide midblock, off-street multi-use connections; and - connect residential study areas to office areas, Middlefield VTA station, and existing residential neighborhoods. 	<ul style="list-style-type: none"> - 26 parcels - Would require SFPUC and VTA crossings

While details of these conceptual circulation networks have yet to be determined (e.g., implementation, specific dimensions, etc.), they will be developed further as the Precise Plan process continues. The intent of the conceptual network is to implement the mobility goals and policies previously discussed on Page 12 and Attachment 9 of this report. Endorsement of the conceptual circulation networks by City Council is not the final determination on circulation for the Precise Plan, but rather will allow the Precise Plan team to move forward in conducting additional study. Staff anticipates returning to EPC and Council with more information, data, and details at a future Study Session to discuss potential challenges, opportunities, prioritizations, and specific transportation needs.

EPC Input

Commissioners supported studying the conceptual circulation networks by a 7-0 straw vote, with the highest priority on bicycle and pedestrian network improvements. The EPC supported improved circulation, smaller blocks, and improved connectivity, but some Commissioners raised concerns with adding vehicle circulation, particularly if it increases traffic or vehicle miles traveled in the area. However, Commissioners support studying new circulation networks as part of the Precise Plan process.

Additional comments included:

- Concerns with Street D, as it does not improve connectivity in the area;
- Need for additional data to discuss circulation network improvements further;
- Desire for additional cycle tracks in the area, if feasible, such as Middlefield Road; and
- Focusing on regional connections with Sunnyvale.

CITY COUNCIL QUESTION 4: Does Council support further study of the conceptual circulation networks provided for vehicles, bicycles, and pedestrians, or are alternative connections or modifications desired?

Review with Outside Agencies

The conceptual circulation networks discussed in this report have been introduced to staff at the City of Sunnyvale, VTA, and the SFPUC. Generally, all agencies understand the purpose, intent, and interest by the City to add new circulation to the Plan area.

Discussions will continue with all three agencies, but particularly with the VTA and SFPUC through more formal project review processes.

There are some challenges in creating new circulation crossings (whether for vehicles, pedestrians, or bicyclists), due to the functions and objectives of the VTA and SFPUC properties, including:

- ***For VTA:*** Balancing the creation of a pedestrian- and bike-oriented mixed-use community that supports transit ridership with VTA's desire to maintain light rail service speeds and safety;
- ***For SFPUC:*** Balancing the desire for north-south circulation connections in the Plan area with the SFPUC's objective to preserve the safety of a major regional water pipeline; and creating east-west pedestrian and bicycle paths in the north Plan area that meet the circulation objectives of the Precise Plan while meeting SFPUC requirements, which include not introducing a use that fulfills an open space requirement or could potentially establish a discontinuous trail network (creating potential liability for the SFPUC); and
- ***For VTA and SFPUC:*** Designing attractive and functional crossings over VTA and SFPUC property, whether at grade or above grade.

As staff progresses through the project review process with the VTA and SFPUC, it is possible that not all crossings may be feasible, and the City may be asked to prioritize one crossing over another. Staff will inform decision makers of these discussions as the planning process moves forward.

RECOMMENDATION

For City Council to provide direction on the following policy questions in order for the Precise Plan team to move forward in developing specific policies and conduct transportation analysis for the East Whisman Precise Plan and EIR.

1. Does Council wish to pursue a complete neighborhood strategy for the East Whisman Precise Plan or use an alternative approach for achieving a mix of uses in the Plan area?
2. Does Council wish to pursue an affordable housing strategy for East Whisman similar to North Bayshore and the Draft Affordable Housing Guidelines?

3. Does Council support the identified mobility goals and objectives for the Precise Plan, or are modifications or additions to these goals and objectives desired?
4. Does Council support further study of the conceptual circulation networks provided for vehicles, bicycles, and pedestrians, or are alternative connections or modifications desired?

NEXT STEPS

Staff will return for EPC and Council Study Sessions in fall 2017 to discuss additional policy topics, which could include some of the following:

- Bonus FAR/tiering structures;
- Open space strategies;
- Retail strategies;
- Policies for public schools;
- Urban design; and
- Strategies for residential development.

PUBLIC NOTICING

The Council's 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 (including the City of Sunnyvale) 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 – Wagon Wheel, North Whisman, Slater, and Whisman Station Home Owner Associations. Project and meeting information is posted on the project website: <http://www.mountainview.gov/eastwhisman>.

LH-MA-RT/7/CAM
823-06-13-17SS-E

- Attachments:
1. [EPC Study Session Memo Dated June 7, 2017 – Item 6.1](#)
 2. Public Comments from EPC Study Session
 3. [City Council Study Session Memo Dated February 14, 2017 – Item 3.1](#)
 4. [City Council Report Dated April 4, 2017 – Item 7.1](#)
 5. Land Use Alternative Maps
 6. Precise Plan Sub-Areas Map
 7. [City Council Study Session Memo Dated May 16, 2017 – Item 8.1](#)
 8. Background Summary Report
 9. Mobility Goals and Objectives
 10. Conceptual Circulation Networks – Vehicle, Bicycle, Pedestrian
 11. Neighborhood Street Example – Draft North Bayshore Precise Plan