

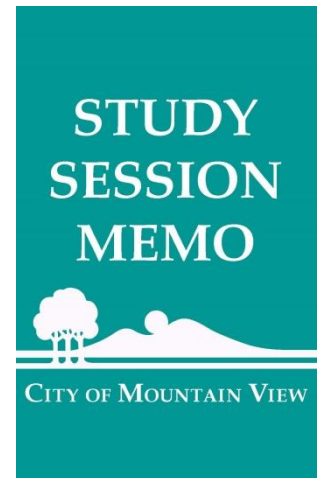
DATE: September 26, 2017

TO: Honorable Mayor and City Council

FROM: Martin Alkire, Principal Planner
Randy Tsuda, Community Development
Director

VIA: Daniel H. Rich, City Manager

TITLE: **North Bayshore Precise Plan – Policy Topics**



PURPOSE

The purpose of this meeting is to review key North Bayshore Precise Plan policy topics discussed at the June 27, 2017 City Council Study Session, with a focus on residential development and gateway capacity. The Council will discuss and provide direction on these topics in order to finalize the Draft Precise Plan. No formal action will be taken at this meeting.

BACKGROUND

The following is a summary from the June 27, 2017 City Council meeting on the North Bayshore Precise Plan and the six policy topics covered.

City Council Meeting – June 27, 2017

Residential Units and Gateway Capacity

- Council was split on how residential units should be monitored to ensure there is adequate available gateway vehicle capacity to accommodate new growth.
- Some wanted review of gateway capacity at the Master Plan level and others by Council after approximately 1,500 to 3,000 initial units have been built.

Office Development

- Majority support that additional office development could be allowed with Gatekeeper approval through a Master Plan process.

Master Plans

- Majority support of Master Plan concept, which specifies that Gatekeeper authorization is required for any additional office beyond what was studied in the Precise Plan EIR, and under what conditions (i.e., tied to more housing development, compliance with vehicle trip cap, etc.).

Schools

- Majority support for additional policy language supporting schools (i.e., City-school collaboration; transfer of development rights; and City and school district partnerships).
- Transfer of Development Rights (TDR) policy for schools should be a policy separate from Precise Plans.
- Opportunity for an innovation high school in area or at Orion Park.
- Question of where the floor area ratio (FAR) related to a TDR would land.
- School fees are too low.

Updated Vehicle Trip Cap

- Majority support for revising the trip cap to also include two-way counts.
- Can we change the 7:00 a.m. to 10:00 a.m. peak-hour measurement period to reflect increased traffic in the 10:00 a.m. to 11:00 a.m. period?
- Be mindful of trip counts as companies move.
- How can the City measure/allocate office and residential vehicle trips; what is the feedback loop?

Parking

- Majority support for the proposed maximum parking exception language.

Other Comments

- Companies should give transit passes/Clipper cards to area service workers.
- City Attorney should review proposed local hire policy statements for inclusion in the Precise Plan.
- Plan for schools, parks, community facilities (Library, event center).
- Support for Bonus FAR deadline date (December 1, 2018 planning application submittal deadline for 2015 Bonus FAR projects).
- Support more ownership housing in area through incentives.
- Support for teacher housing in area.
- Measure impacts on environment and wildlife.

DISCUSSION

Topic No. 1: Residential Units and Gateway Capacity

As noted above, at their June meeting (see Attachment 1 – June 27, 2017 Study Session Report), the City Council was evenly split on this issue, with one member absent. Some of the Council favored the approach to phase residential units to ensure there is adequate available gateway vehicle capacity to accommodate new growth. With this approach—when approximately 1,500 to 3,000 units were built, Council could assess how the transportation system was working to accommodate new development and maintain vehicle gateway capacity, and decide at that point if additional residential development should be permitted. Others wanted to be clear about support for all 9,850 units and review of vehicle gateway capacity at the Master Plan level.

This topic was framed by staff using the information from transportation modeling work that was presented to Council on April 25, 2017, which indicated that 1,500 to 3,000 residential units could be built in North Bayshore based upon roadway capacity at the three gateways to the North Bayshore Area. This was based on conservative assumptions, such as an estimated 27 percent trip internalization rate, so as to not underestimate potential traffic impacts. Staff was remiss in including this reference to residential units without providing information on both existing and proposed Precise Plan policy direction on this issue. The following discussion provides this additional information and framing to assist Council as they discuss this issue further.

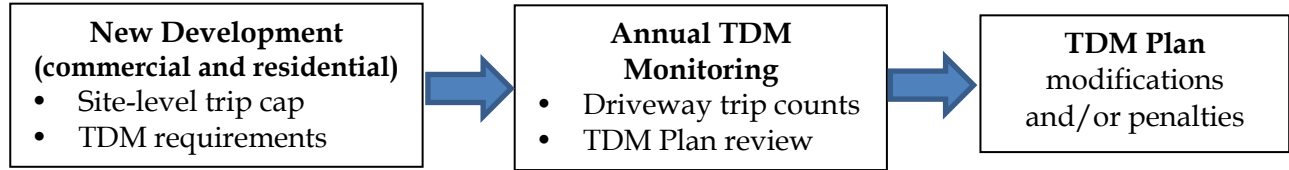
Review of Precise Plan Policy Direction

Existing Precise Plan Language

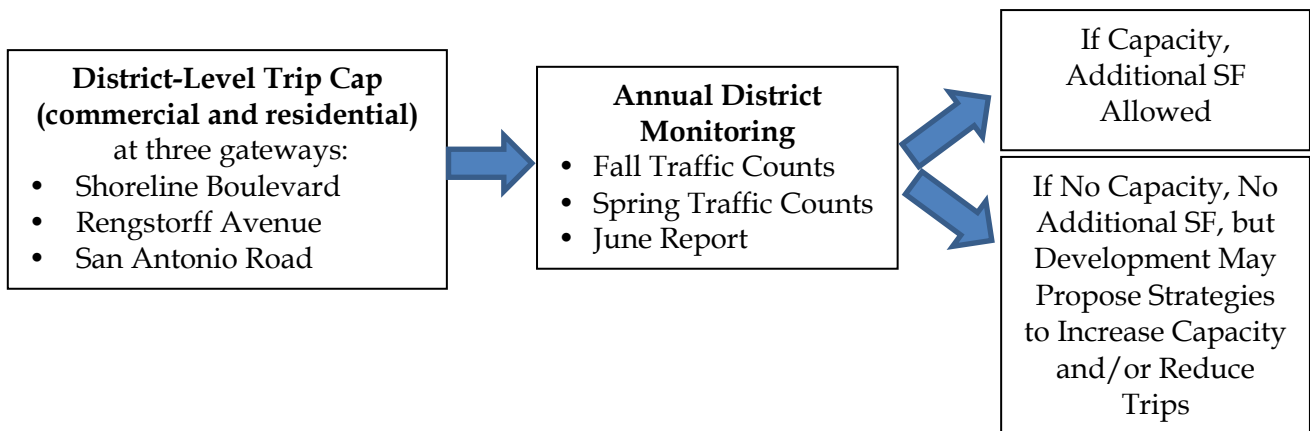
Plan Vision. The Plan’s vision calls for “complete neighborhoods” with up to 9,850 new residential units, including an affordable housing strategy. The City Council directed that the Plan’s EIR study this “maximum development envelope” to disclose potentially significant impacts. The Plan will guide property owners, developers, and the City to this long-term, maximum buildout, which also includes regular monitoring of the transportation system as discussed below.

Trip Cap Monitoring and Priority Transportation Improvements. The following graphics illustrate the Plan’s existing policy for monitoring vehicle trips at both the **project** and **district levels** in addition to the Plan’s priority transportation improvement strategies. This is a comprehensive Precise Plan monitoring program to ensure new development reduces their vehicle trips to limit impacts to the area’s “gateways” and other streets while also making key priority transportation improvements. The monitoring program is dynamic—as priority transportation improvements are completed, any resulting changes to gateway vehicle capacity will be accounted for during annual district-level monitoring, and could also influence the specific TDM strategies used in individual TDM Plans.

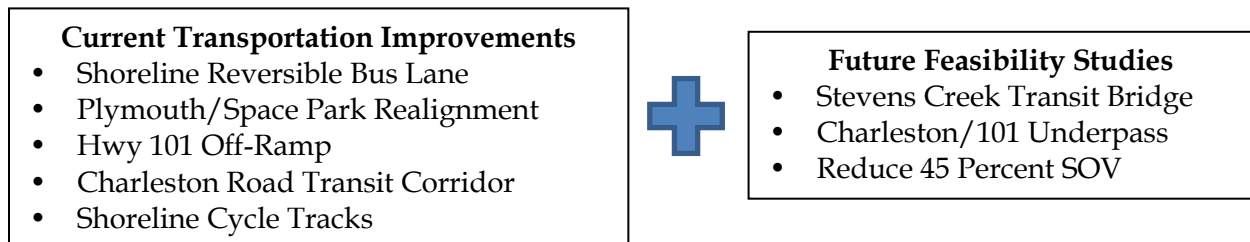
Site-Level Trip Cap and Monitoring



District-Level Trip Cap and Monitoring



Transportation Improvements



District Vehicle Trip Cap Review. The following is the existing Precise Plan policy on the annual review of the District Vehicle Trip Cap.

- **District Vehicle Trip Cap.** *If monitoring shows that the trip cap is reached at any of the three gateway locations after two consecutive data reporting periods, the City will not grant any new building permits for net new square footage in the North Bayshore Precise Plan area until the number of morning peak period vehicle trips is reduced below the trip cap, except as described in the next paragraph.*

An application for new development may propose strategies, including, but not limited to, physical improvements to the transportation network and additional Transportation Demand Management (TDM) measures, along with traffic analysis demonstrating the proposed strategies and/or improvements will comply with the district vehicle trip.

Proposed Precise Plan Language

Residential Vehicle Trip Performance Standard

At the April 25, 2017 City Council meeting, the Council supported a Precise Plan residential vehicle trip performance standard, which will be included in the Final Draft Plan Council will review in November. This standard would set a performance metric for new residential projects to ensure they are efficient in limiting their number of vehicle trips. The performance standard will be an estimated trip per unit factor, and would be based on the Plan's household residential characteristics (i.e., number of total units, size of unit, parking ratio). A new residential development would propose how the project would meet this standard through their TDM Plan, project design (smaller units, reduced parking), or other measures.

The City would then monitor the project's trip performance standard, along with its TDM plan, once a year. If a project's approved trip performance standard was not met, then the project would be given additional time to implement new TDM or other measures. If they still did not meet the trip performance standard, then additional measures could be considered, including a financial penalty. Details regarding any TDM penalties or measures will be included within the North Bayshore Residential TDM Guidelines.

Moving Ahead: Transportation Assumptions and Performance Measurements

The Plan's policy direction and strategies noted above are based in part on transportation modeling assumptions which can only be confirmed through regular monitoring of vehicle trip behavior. Some of these modeling assumptions and performance standards have not been fully implemented elsewhere—where a City is trying to transform a large, built-out, car-oriented suburban office district into a mixed-use district with increased intensities and significant transportation improvements—so it is difficult to predict the outcome of our policies. Monitoring, however, is critical to reconcile the theoretical transportation model with real-world data, to ensure consistency with the Plan's EIR, and to link vehicle trip behavior with the Plan's priority transportation improvements.

Monitoring can take place several different ways – at the district level and project level, and at different times or numbers of units. As noted, the Plan calls for annual district- and project-level monitoring. However, we will not be able to assess residential projects for several years, as the first residential development in North Bayshore (1255 Pear Avenue – Sobrato) is not expected to be occupied until 2021. Therefore, it will take some time to fully implement their TDM plan and gather annual performance data on their project. Staff believes monitoring of various metrics is critical and will provide a “check-in” tool to ensure the system is working before allowing additional development. Staff believes it is essential that the monitoring system reconcile the real world traffic performance of the District against the traffic models, TDM Plan strategies, transportation improvements, the trip cap, and the residential vehicle performance standard.

Question No. 1: The original question from the June 27, 2017 City Council meeting was related to the timing of reconciling the Plan’s traffic modeling with real world traffic data monitoring. Based on the additional information in this report, staff seeks Council policy direction on how the Plan should address the timing of the Plan’s traffic model with real world traffic data monitoring.

Topic No. 2: Schools

At the June Environmental Planning Commission (EPC) and Council meetings on the Precise Plan, the EPC and Council supported the following draft Plan policy language regarding schools:

- ***City and School District Collaboration.*** Assist local school districts in identifying potential school locations to serve North Bayshore growth.
- ***Transfer of Development Rights (TDR).*** Allow areas adjacent to North Bayshore, such as the Terra Bella or North Rengstorff areas, that identify a location for a new school site to use TDR. These school sites can transfer their unused site FAR to any location in the City at the discretion of the City Council. If extra office FAR in North Bayshore becomes available in the future, potential school sites in North Bayshore can transfer any unused FAR using TDR to any location in the City at the discretion of the City Council.
- ***City and School District Partnerships.*** Continue partnerships with local school districts on sharing of open space at school sites.

Draft Environmental Impact Report (EIR)

The Draft EIR notes that potential impacts to schools in North Bayshore will be mitigated through payment of school impact fees in accordance with State law. The

State controls the fee set for school impacts and does not allow the City to require any other mitigation measure in an EIR.

However, staff acknowledges that this is an important community issue based on the potential for increased enrollment from the residential units proposed by the Plan, the limited ability of local schools to serve additional students resulting from this growth, and the extremely high cost to purchase land for schools in this area. The school impact fees levied by the local school district are capped by State law and are insufficient to pay for the costs to acquire land and construct new schools. The payment of school impact fees are the only mitigation allowed to be imposed under State law.

Since June, the City and school districts have continued to discuss this issue. The City desires strong partnerships with local school districts, and has been committed to exploring strategies to address the district's need for more school facilities. Therefore, the City is proposing additional Precise Plan policy language to address this issue:

- ***Local School District Strategy.*** Any proposed residential development in North Bayshore requesting FAR above the Plan's 1.0 residential Base FAR shall submit a Local School District Strategy intended to support new local schools in or adjacent to the North Bayshore Precise Plan area. The strategy may include, but is not limited to, land dedication for new school development, additional funding for new school development, TDR strategies benefitting new school facilities, or other innovative strategies supporting schools.
- ***Residential Bonus FAR Requirements (Page 60 of existing Plan, under both Tier I and Tier II A and B policies).***
 - Propose Local School Strategy to support new local schools in or adjacent to the North Bayshore Precise Plan area.
- ***Funding for Schools.*** The Shoreline Community shall work with the Mountain View Whisman School District and the Mountain View Los Altos High School District to allocate revenue related to the growth in assessed value due to new residential development within the Community pursuant to/in accordance with the annual tax allocation for each school district, through mutually agreed to and legally binding agreements.

Question No. 2: Does Council support the proposed Precise Plan policy language regarding local school districts?

- Based on City Council direction, this draft school policy language will return to the EPC and City Council in November for final review and approval.

Topic No. 3: Master Plans

At the June 27 Council meeting, the City Council majority supported the following Precise Plan action item regarding Master Plans, including additional proposed underlined language for clarity.

Staff notes that this policy addresses how **additional office FAR** could be considered by the City Council, only if granted Gatekeeper authorization and through a Master Plan or Planned Community Permit process.

~~*North Bayshore Master Planning. Additional Office FAR. Additional net new office development beyond what was certified in the North Bayshore Precise Plan EIR (i.e., 9,850 units, 3.6 msf of commercial development, etc.) may be considered only if the City Council provides "Gatekeeper" authorization and is part of a Master Plan or Planned Community Permit application. Any Master Plan application under this authorization shall identify the locations and size of new office, residential, retail, and other uses all proposed land uses and how the uses are integrated to meet the Precise Plan's vision and intent, complete neighborhood strategy, affordable housing goals, Local School District Strategy as outlined in the Plan, and other standards and guidelines, including any necessary area transportation infrastructure improvements. The Master Plan Any proposal shall also fund any additional transportation analysis and improvements in order to comply with the North Bayshore Precise Plan trip cap. Additional CEQA analysis and other City requirements may also be required.*~~

Staff is recommending this be a Precise Plan policy instead of an action item so it is more explicit.

Question No. 3: Does Council support the proposed Precise Plan policy language regarding additional office FAR?

Based on City Council direction, this draft language will return to the EPC and City Council in November for final review and approval.

Topic No. 4: Urban Design

The June staff report briefly mentioned that staff would present revised Precise Plan urban design information to the Council.

Council previously directed that North Bayshore become an urban district, unique in Mountain View. This resulted in a vision, urban design principles, and development standards for up to 8- to 15-story residential buildings with minimal building setbacks.

These minimal setbacks orient the building design towards public streets, and makes it more convenient and accessible for pedestrian, bicycle, and transit use.

During the past year, staff has also been reviewing the 1255 Pear Avenue (Sobrato) project along with the Draft Precise Plan. This resulted in the Precise Plan team reevaluating the Plan’s urban design language and imagery to ensure it was as clear as possible in describing the desired outcomes for North Bayshore residential projects. Staff then edited existing language for clarity, and also drafted three new design principles to reflect the unique vision for North Bayshore when compared to other areas in Mountain View:

- ***Principle No. 7:** Distinguish North Bayshore as a unique, urban district through architecture and building design.*
- ***Principle No. 10:** Design sites and buildings adjacent to natural open areas to reflect the unique natural setting and ecosystem of North Bayshore.*
- ***Principle No. 11:** Integrate sustainable building design and technologies to generate highly sustainable urban neighborhoods.*

Under each principle, urban design guidelines are proposed to help articulate and implement the design principles (see Attachment 2 – Urban Design Policy Language).

Staff envisions that the revised guidelines will build upon the existing Draft Precise Plan urban design language, and will result in the following outcomes:

- Residential buildings that **engage the pedestrian and support an active street** by using porches, stoops, balconies, bays, and windows overlooking streets.
- More “**urban**” residential buildings, with simpler building massing and facades found in more **traditional urban neighborhoods, or newer urban neighborhoods** such as Mission Bay in San Francisco or the Pearl District in Portland, Oregon.
- Buildings that include **high-quality materials and detailing**.
- Still allow flexibility for more **innovative or iconic** residential buildings that meet these principles, but that can include unique building materials or different building forms, as long as they include strong pedestrian-oriented design elements.

Based on City Council direction, this draft language will return to the EPC and City Council in November for final review and approval.

Question No. 4: Does Council support the proposed urban design revisions?

RECOMMENDATION

Staff recommends that the City Council provide direction on the topics and questions raised in this report.

NEXT STEPS

EPC and Council public hearings will be scheduled in November to consider adoption of the Precise Plan.

PUBLIC NOTICING

Courtesy notices for this meeting were sent to the North Bayshore Precise Plan interested parties list, including the school districts.

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- Attachments: 1. June 27, 2017 City Council Study Session Report
2. Urban Design Policy Language