



DATE: April 14, 2015

CATEGORY: New Business

DEPT.: Community Development

TITLE: **North Bayshore Precise Plan
Housing Study and Scope of Work**

RECOMMENDATION

1. Provide direction on the proposed work plan and potential areas to study as residential uses during the North Bayshore Precise Plan update process.
2. Transfer and appropriate \$1,200,000 from the Shoreline Regional Park Community Fund's available balance to the existing North Bayshore Precise Plan capital improvement project (CIP) 11-45 to fund amendment of the North Bayshore Precise Plan and Environmental Impact Report (EIR). (Five votes required)
3. Authorize the City Manager to amend a contract with Raimi + Associates for an additional amount not to exceed \$534,224 from the North Bayshore Precise Plan CIP 11-45 for amendment of the North Bayshore Precise Plan.
4. Authorize the City Manager to amend a contract with David J. Powers & Associates for an additional amount not to exceed \$592,339 from the North Bayshore Precise Plan CIP 11-45 for the preparation of the North Bayshore Precise Plan EIR.

Purpose

The purpose of this meeting is to provide the City Council the opportunity to discuss potential locations for residential uses to be further studied during the North Bayshore Precise Plan update process. This is not intended to fully explore the issue but to provide a starting point for further analysis. The first part of this report presents information on this topic. The report concludes with options for community input and a draft scope of work for amending the Precise Plan to include residential uses.

BACKGROUND

2030 General Plan and North Bayshore Precise Plan

In 2012, after extensive debate during the 2030 General Plan process, the Council directed that residential uses be removed from the North Bayshore Area. The General Plan was adopted in July 2012. Because the adopted General Plan did not include residential uses in the North Bayshore Area, the ensuing North Bayshore Precise Plan process did not include residential uses either. The North Bayshore Precise Plan was adopted in November 2014.

February 3, 2015 Council Study Session

The City Council held this Study Session to discuss whether or not to explore residential uses in North Bayshore and/or elsewhere in the City. Council provided the following direction on these topics:

1. Residential Citywide

- Study new residential uses in the East Whisman Precise Plan when that Precise Plan is updated;
- Study residential uses in other areas of the City as proposals come forward.
- Study new residential uses in an amended North Bayshore Precise Plan.

2. Residential Uses as a Permitted Use in North Bayshore

- Council stated that residential should be a permitted use in North Bayshore.

3. Number of Residential Units in North Bayshore

- Amend the General Plan in the near term to permit residential in North Bayshore (the 1,100 units studied in the General Plan);
- During the Precise Plan process, study more than 1,100 units;
- At the end of the Precise Plan process, change the number of units allowed by the General Plan to match the number of units determined by the Precise Plan.

4. **Location of Residential Units**

- General support for further studying a “Core-Plus” option. (The “Core” area is located along Shoreline Boulevard and was the location for residential uses studied in the General Plan);
- Council discussed expanding locations for residential to include areas beyond the Core, but within general proximity. Council directed staff to return with information on potential residential locations for the area.

ANALYSIS

I. **Residential Uses in North Bayshore**

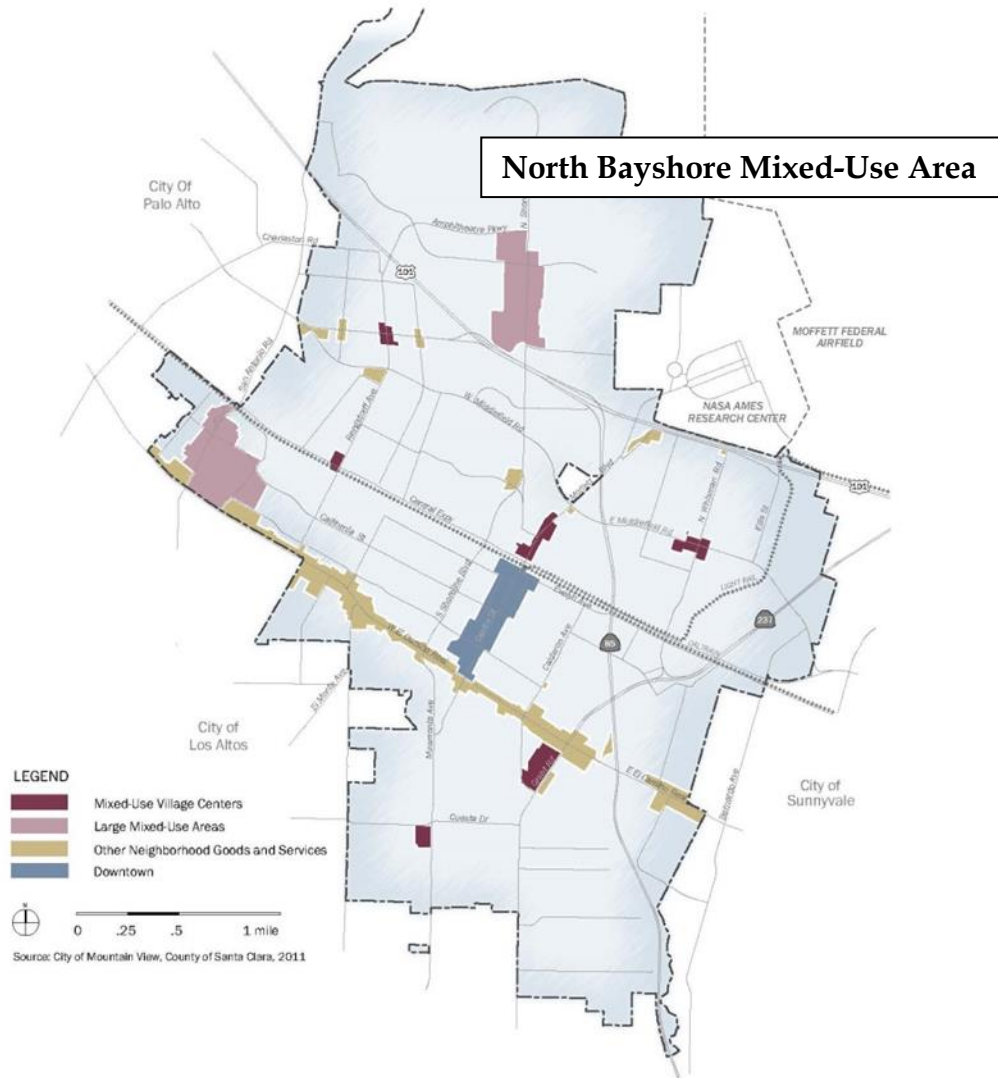
Early in the 2030 General Plan update process, the community, Environmental Planning Commission (EPC), and City Council discussed locating commercial and residential uses along North Shoreline Boulevard. This was included in the Draft 2030 General Plan as the “North Shoreline Mixed Use” designation. Residential uses in this location were later removed before the General Plan was adopted.

The General Plan included a village center strategy. The goal of the village center strategy is to include residential, retail, and services within walking distance to nearby residents or employees. This strategy helps implement the General Plan’s sustainability goals by reducing the amount of driving and greenhouse gas emissions, and to make walking more convenient. The village center strategy also promotes areas where community members can gather and socialize.

The North Bayshore village center area is represented as a large mixed-use area, as shown below. The adopted General Plan allowed a broad range of commercial uses in this area.

The village center strategy provides the policy foundation for concentrating and intensifying uses in particular areas of the City, including North Bayshore, as further discussed below.

Figure 3.7: Village Center Strategy



Concentration of Residential Uses

Concentrating residential uses in North Bayshore would implement several North Bayshore Precise Plan principles, such as to “Create Distinct Areas within North Bayshore” and “Concentrate Growth to Support Transit.” This strategy also responds to the City Council direction in February to study a “Core-Plus” option.

Some of the advantages of locating residential uses in this area are that it provides a foundation for establishing an identifiable neighborhood, as opposed to spreading residential uses throughout the area. The strategy would also focus intensities to support planned retail and transit in the area. It would allow the

opportunity to locate residential uses above ground-floor commercial in a traditional mixed-use development pattern, thus using limited land more efficiently and providing space for area retail and services. Ground-floor commercial space also supports an active pedestrian environment, such as sidewalk dining and storefront windows and entries.

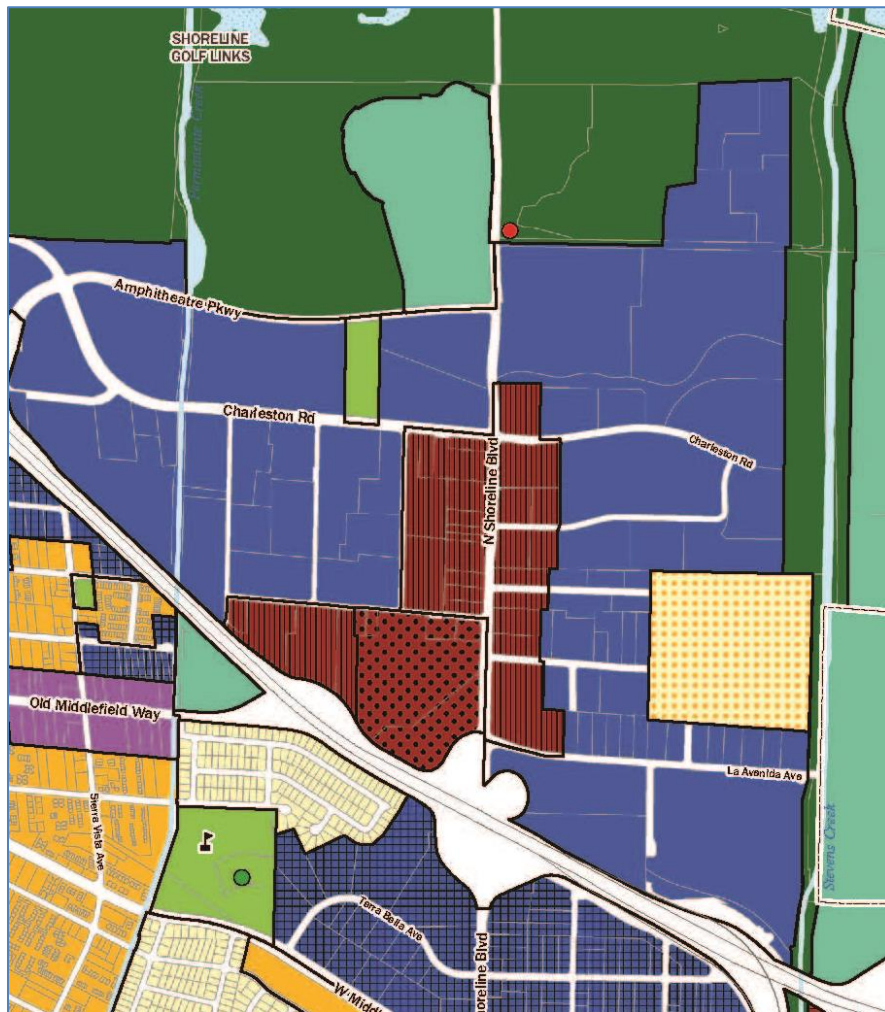
However, if residential uses were spread throughout North Bayshore, then a potentially greater number of units could be built, but this approach would not comply with key Precise Plan principles noted above.

Initial Analysis of Potential Locations

Below is a high-level analysis of factors involved with selecting potential locations for residential uses. Despite limited land area and other constraints, the analysis below supports the Council's "Core-Plus" direction. As noted earlier, this is only a starting point, and further community input will help shape the location and character of a future residential neighborhood in North Bayshore.

1. **Draft General Plan – North Bayshore Mixed-Use Area**

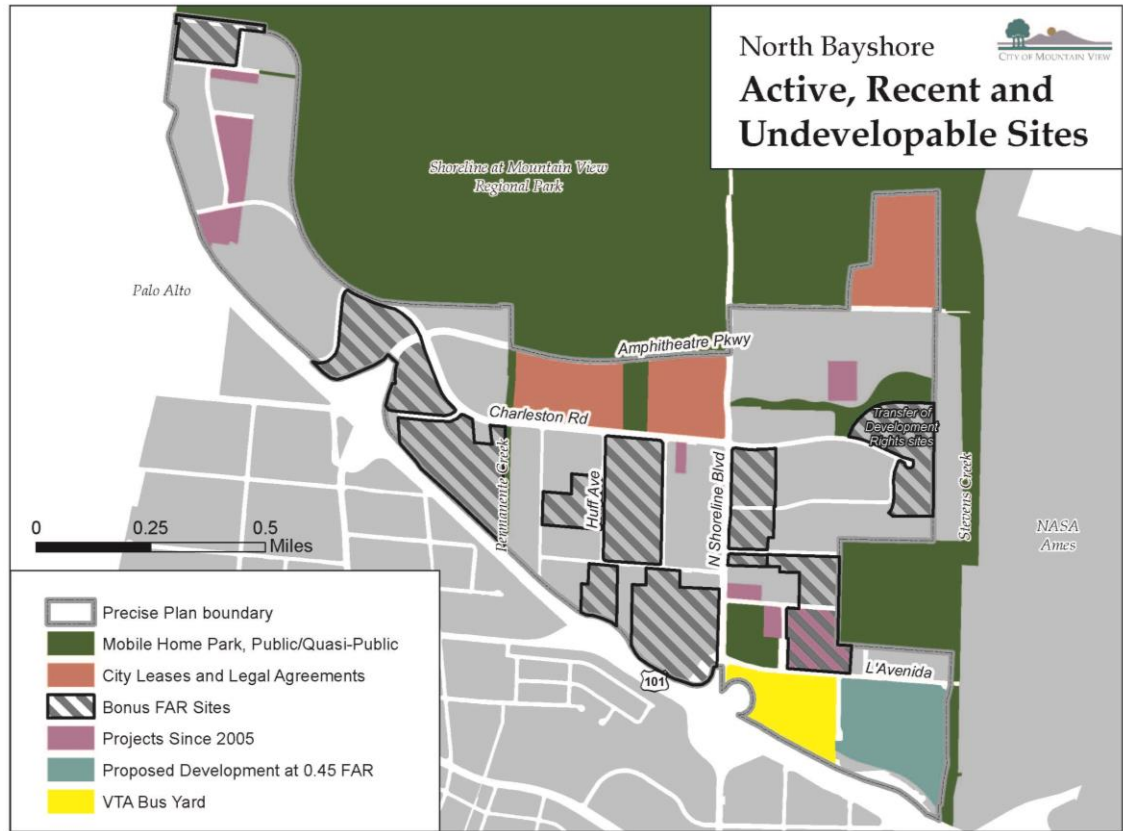
As a starting point, staff reviewed the Draft General Plan land use designations in North Bayshore, which allowed mixed use (commercial and residential uses) along North Shoreline Boulevard and the vicinity. This is shown as red hatched areas. A similar mix of uses, including hotel and entertainment uses, were allowed at Shoreline Boulevard and Highway 101 (Gateway), as shown in red with black dots. The General Plan projected that approximately 1,100 residential units could be built in these combined areas.



The final General Plan later removed residential uses from these areas.

2. Active, Recent, and Undevelopable Sites Map

The map below shows active, recent, and undevelopable sites that could limit locating future residential uses in these locations. The “undevelopable” subcategory applies to the Charleston Retention Basin and Charleston Park locations, since it is not likely that these would be converted to a different land use.



- *Mobile Home Park, Public/Quasi-Public*

This includes the existing Santiago Villa Mobile Home Park, which has approximately 350 mobile homes. Other locations include Shoreline Park, Charleston Retention Basin, Charleston Park, and the Computer History Museum.

- *City Leases and Agreements*

This includes sites with existing lease agreements, including sites leased to Google, such as Charleston East, and sites on Amfitheatre Parkway

and Crittenden Lane. These legal agreements extend for several decades for commercial uses at these locations.

- *Bonus Floor Area Ratio (FAR) Sites*

The City received seven requests for Bonus FAR proposals by the City's February 27, 2015 deadline. These proposals are for commercial uses only. Staff will present these proposals to the City Council on May 5, 2015, when Council will determine which proposals are eligible for Bonus FAR and can apply for planning permits.

- *Projects Since 2005*

These are recent projects, including the new Inuit campus under construction and Coast Casey improvements in the northwest area of North Bayshore; a new office building on Stierlin Court; and several retail, office, and warehouse buildings, including the Sobrato office building at 1255 Pear Avenue.

- *Proposed Development at 0.45 FAR*

Microsoft has applied for a Planned Community Permit to add approximately 128,000 square feet to their site on La Avenida at 0.45 FAR. Microsoft is not requesting an FAR Bonus.

- *VTA Bus Yard – La Avenida*

VTA has stated that their bus yard facility is critical to their operations in the north county. They also recently released an RFP to redevelop the site with a combination bus yard and office component.

3. **Screening Maps**

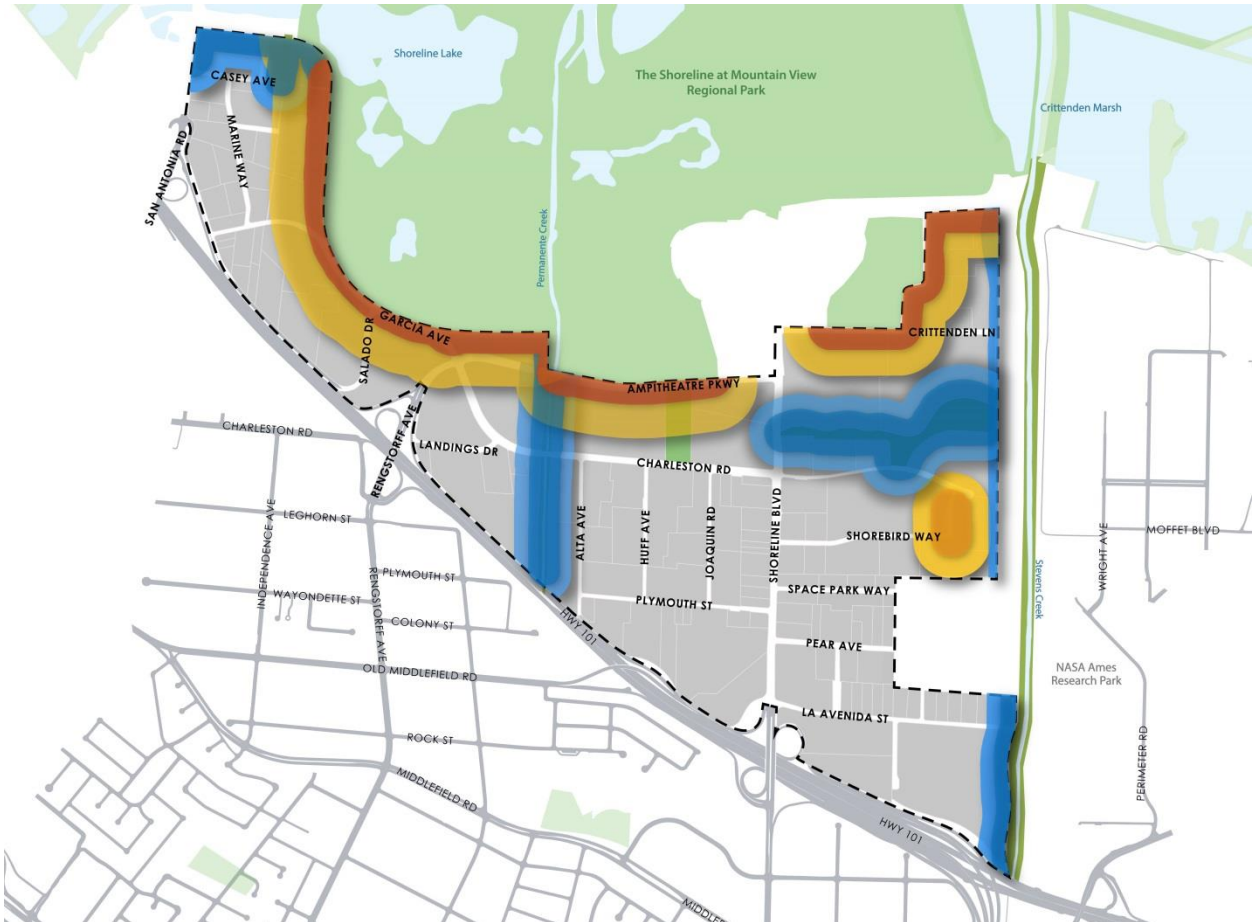
The following are "screening" maps to help inform potential preferred areas for residential development. The maps are a starting point for considering where people would be exposed to several environmental and facility hazards or conditions. They do not necessarily prohibit future development from occurring in certain locations, but provide initial information to direct further analysis or potential mitigations.

- *Sensitive Habitat*

The Precise Plan emphasized that sensitive habitat in North Bayshore should be preserved, expanded, and stewarded. The Precise Plan includes Habitat Overlay Zones (HOZ) to limit impacts new development would have on these habitat areas. This map shows a conservative “doubling” of the HOZ setbacks to approximately 300’ to 500’ if residential uses were allowed, due to the “24/7” potential impact residential uses may have on sensitive areas and habitat. The buffer colors represent the following habitat areas:

- | | |
|---------------|----------------------------|
| Blue | Creek and Open Water Areas |
| Orange/Yellow | Burrowing Owl |
| Yellow | Egrets |

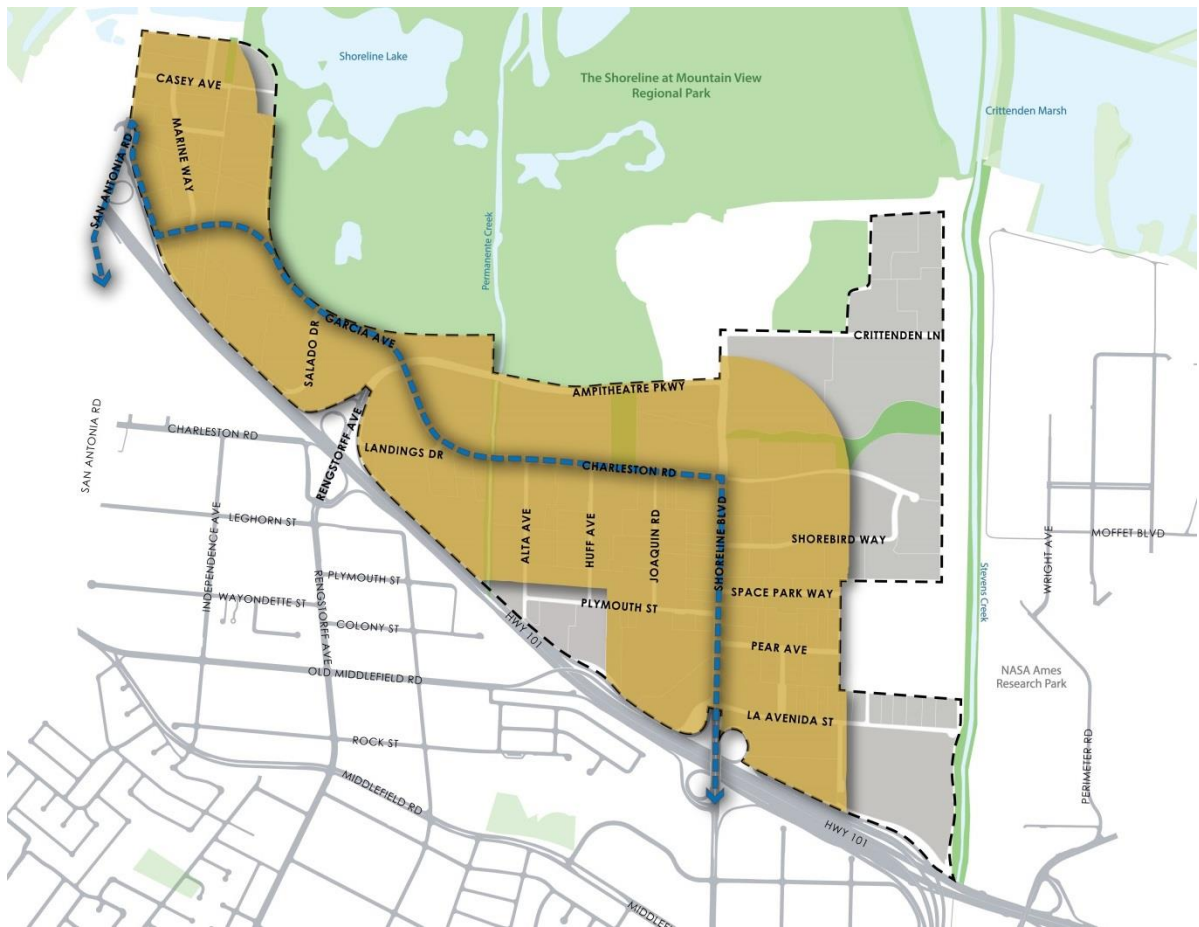
Habitat Overlay Zone: Doubling of Required Setbacks



- *Proximity to Transit and Retail*

The Precise Plan emphasizes locating higher-intensity development near transit and retail to create convenient walking distances to these destinations. This map shows a 1/4-mile walking radius from Shoreline Boulevard and Charleston Road, where retail destinations and transit stops would be located.

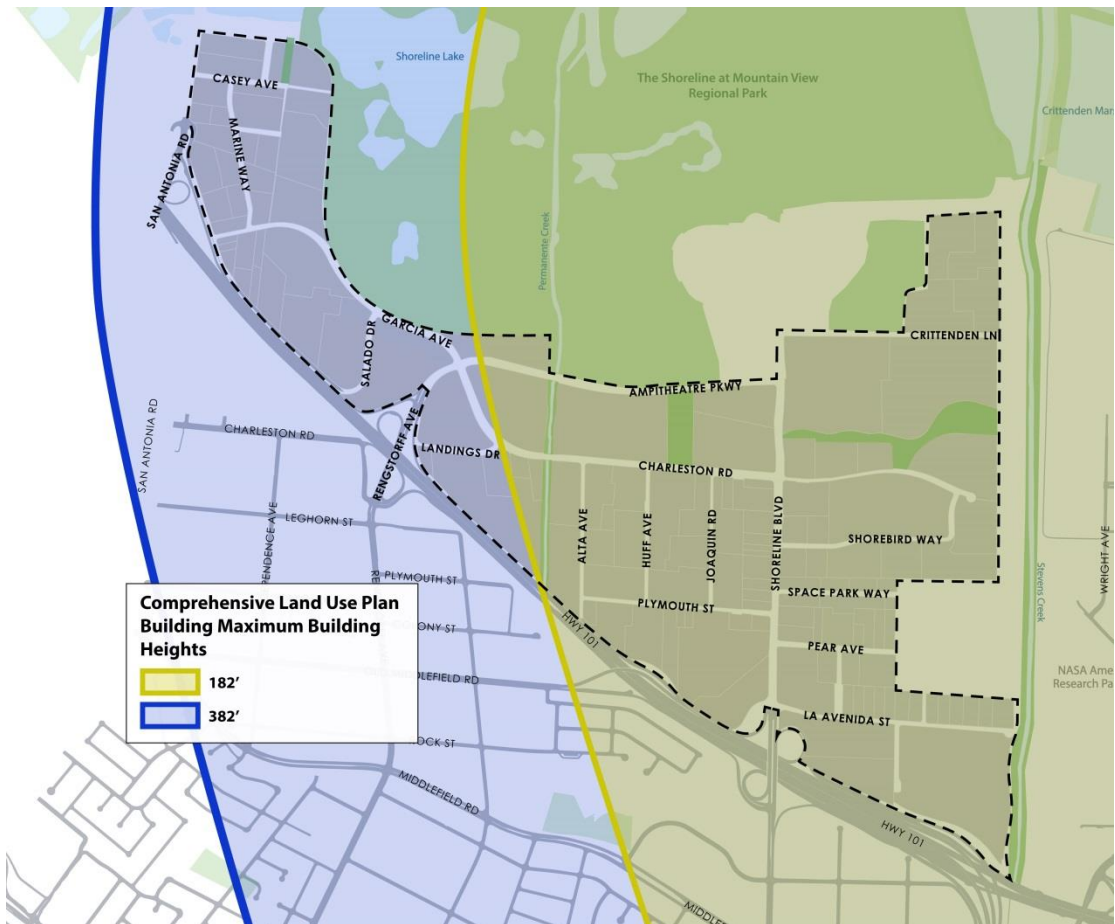
Transit and Retail Access: 1/4-Mile Radius



- *Building Height Limits*

The Moffett Field CLUP (Comprehensive Land Use Plan) establishes building height limits for areas near this airfield. This map shows the maximum building heights that would comply with the CLUP. For most of North Bayshore, maximum building heights would be approximately 182' (approximately 10 to 11 stories). As you move farther from Moffett Field towards Palo Alto, maximum building heights increase in the range of 332' (approximately 18 stories). The City's current maximum height limit in North Bayshore is 8 stories (approximately 140').

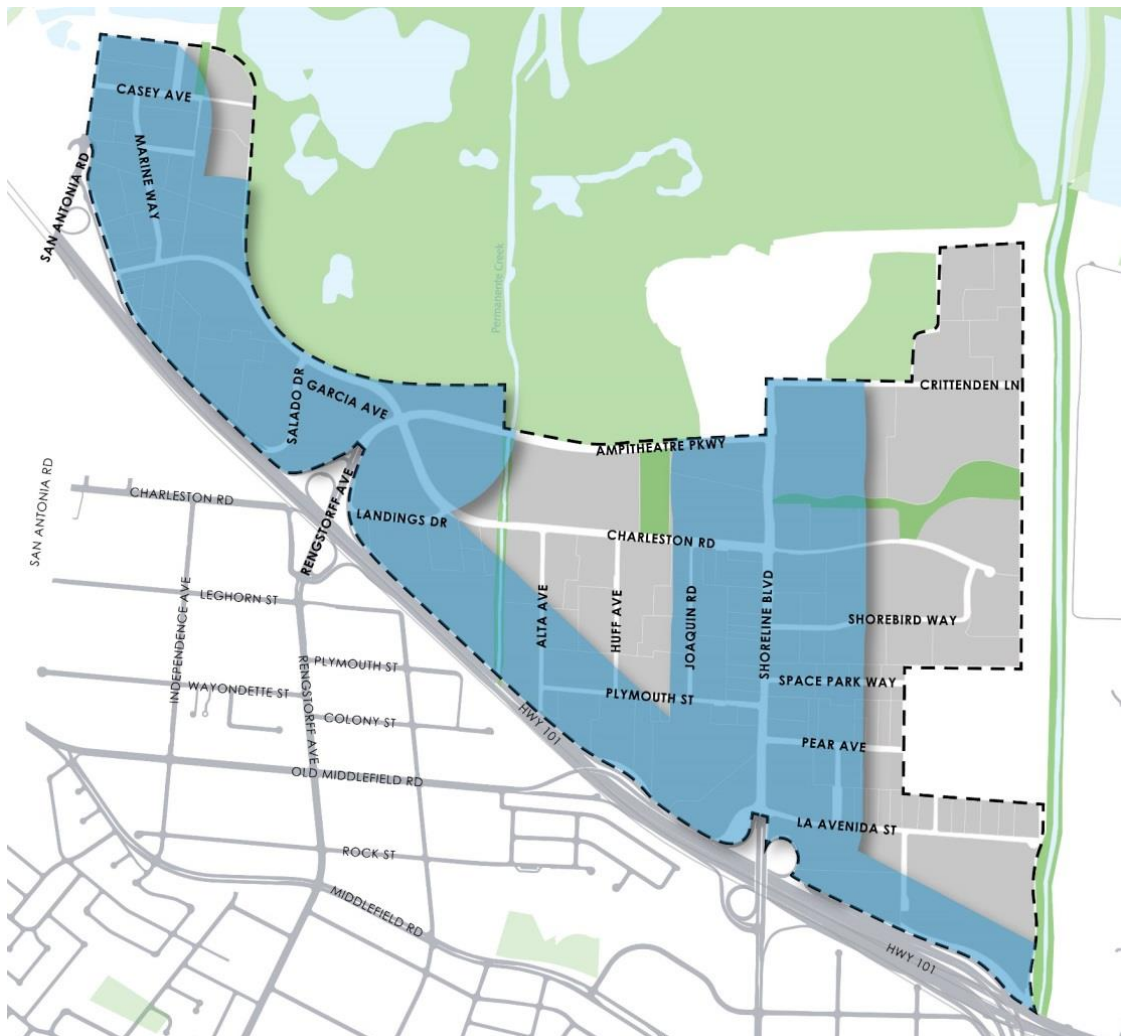
Moffett Field Comprehensive Land Use Plan: Maximum Allowed Building Heights



- *Air Quality*

The Bay Area Air Quality Management District (BAAQMD) has a buffer distance of 1,000' for residential uses locating near freeways and major roadways in Santa Clara County. BAAQMD defines this buffer distance for any roadway or freeway that carries over 10,000 vehicles per day. This blue shaded area shows a 1,000' buffer distance from Highway 101 and Shoreline Boulevard. Any residential use within this area would be subject to more specific environmental and project design evaluation to limit exposure of pollutants to residents.

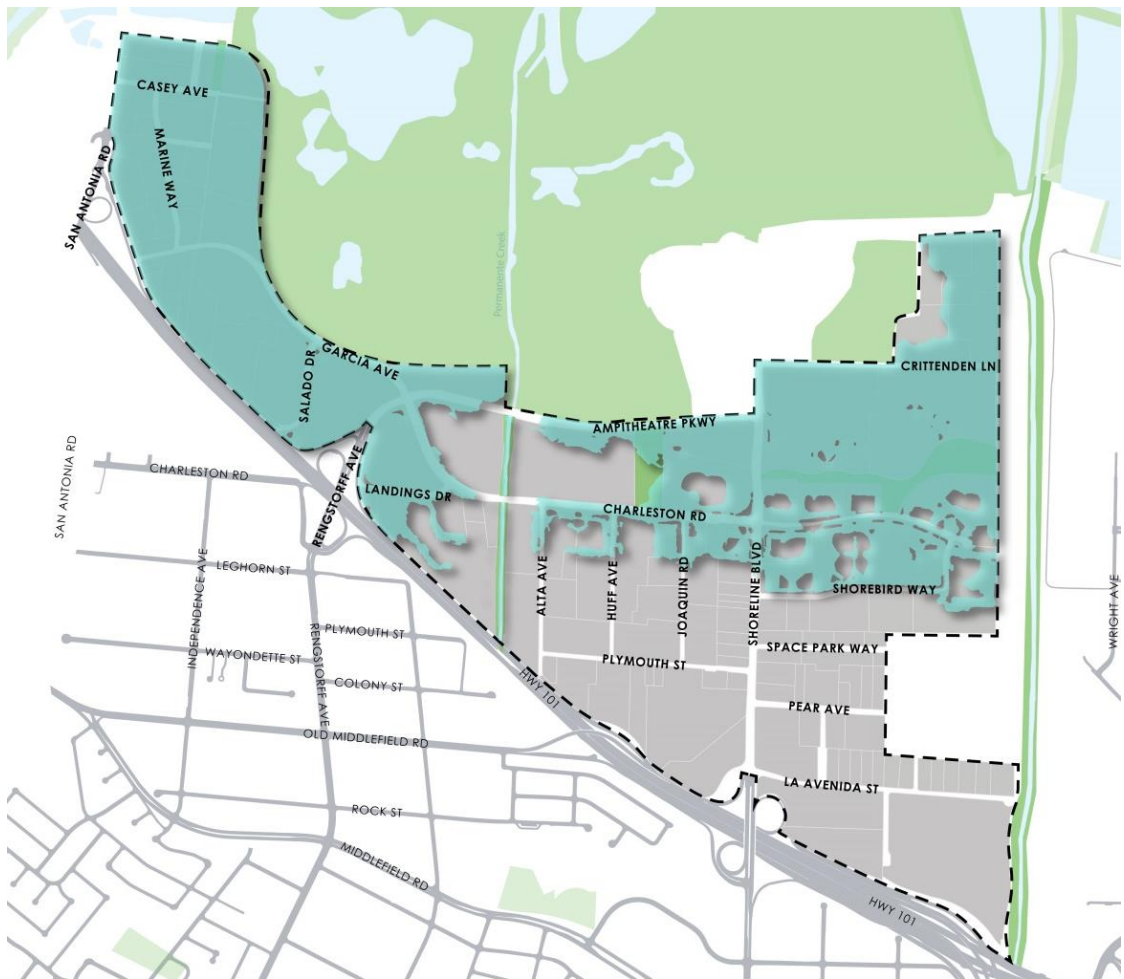
BAAQMD Buffer Distance from Freeways and Major Roadways



- *Sea Level Rise*

Potential sea level rise impact areas are located north of Charleston Road and along the Charleston Road corridor. To address future impacts from sea level rise, the Precise Plan requires new development to be built to meet the City's low sea level rise projections.

Sea Level Rise Inundation Zones – Low 8" and High 31"



- *Flood Plain*

The following map shows the 100-Year Flood Zone for North Bayshore. New development proposed in these locations are subject to specific regulations regarding finished building elevation to limit flood impacts to properties. If residential uses are located in North Bayshore, FEMA prohibits underground residential basements or parking garages due to potential impacts from sea level rise. Surface or structured parking would therefore have to be built with any new residential uses.



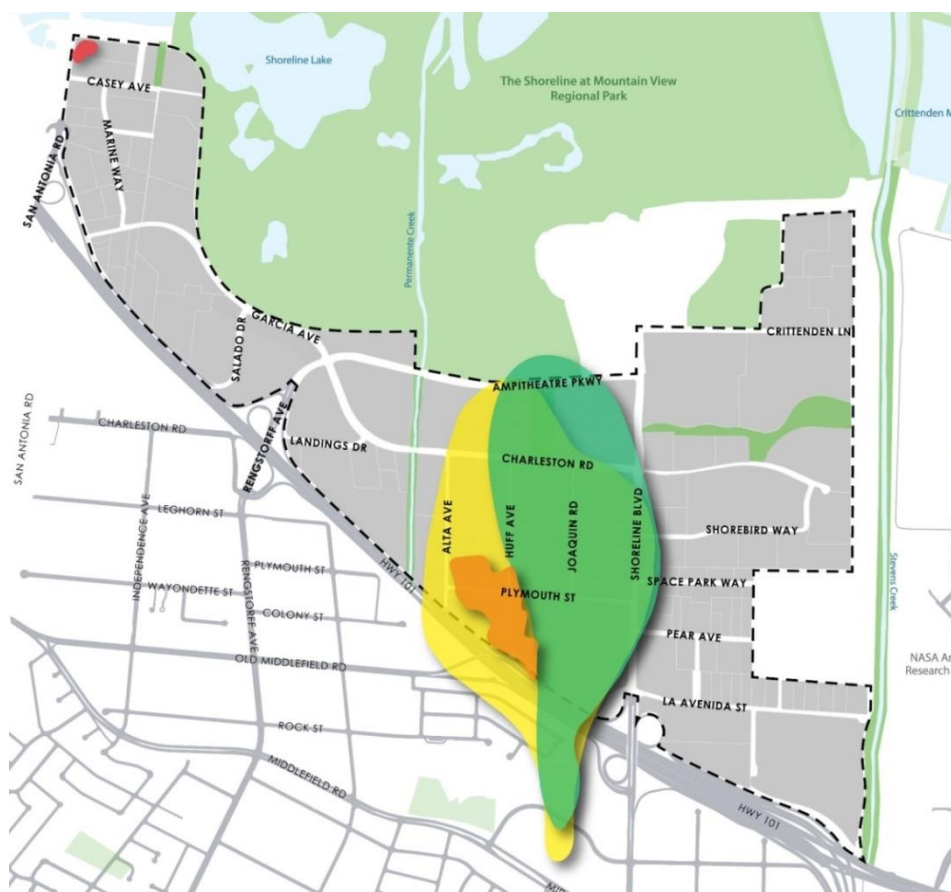
- Contamination

The following map colors show known hazardous material plumes and locations:

Red	PCE Contamination at Casey Avenue
Green/Yellow/Orange	PCE/TCE Contamination From the Teledyne Spectra Physics Plume

The plume locations are approximate and are based on the latest data from regulatory agencies. The locations represent soil and groundwater contamination, including plumes from several cleanup efforts. Further involvement with regulatory agencies such as the Regional Water Quality Control Board would confirm existing contaminant levels and the regulatory thresholds, feasibility, and potential mitigations, if any, for residential uses.

North Bayshore Hazardous Material Locations



- *Noise*

The following map shows the 070 dB(A) CNEL/Ldn North Bayshore Area noise contours from the 2030 General Plan noise guidelines. The noise guidelines state that residential development within this noise contour may be conditionally acceptable only after a detailed analysis of the noise-reduction requirements and noise-insulation features are included in the project design.

General Plan Noise Guidelines – North Bayshore



Locations for Further Analysis

Based on the above high-level analysis and factors, staff identified the following subareas for further study of residential uses during the Precise Plan update process. These subareas total approximately 100 acres. This acreage and the amount of potential residential units would be further reduced based on the need for any new services or open spaces; new street dedications; small or unusual lot size configurations; and compliance with new residential Precise Plan regulations, such as setbacks, height, parking, and design guidelines.

Area 1 – West of Shoreline Boulevard

- Currently includes office and commercial uses.

Area 2 – East of Shoreline Boulevard

- Proposed as a Bonus FAR site by Google for office uses.

Area 3 – Shorebird Way

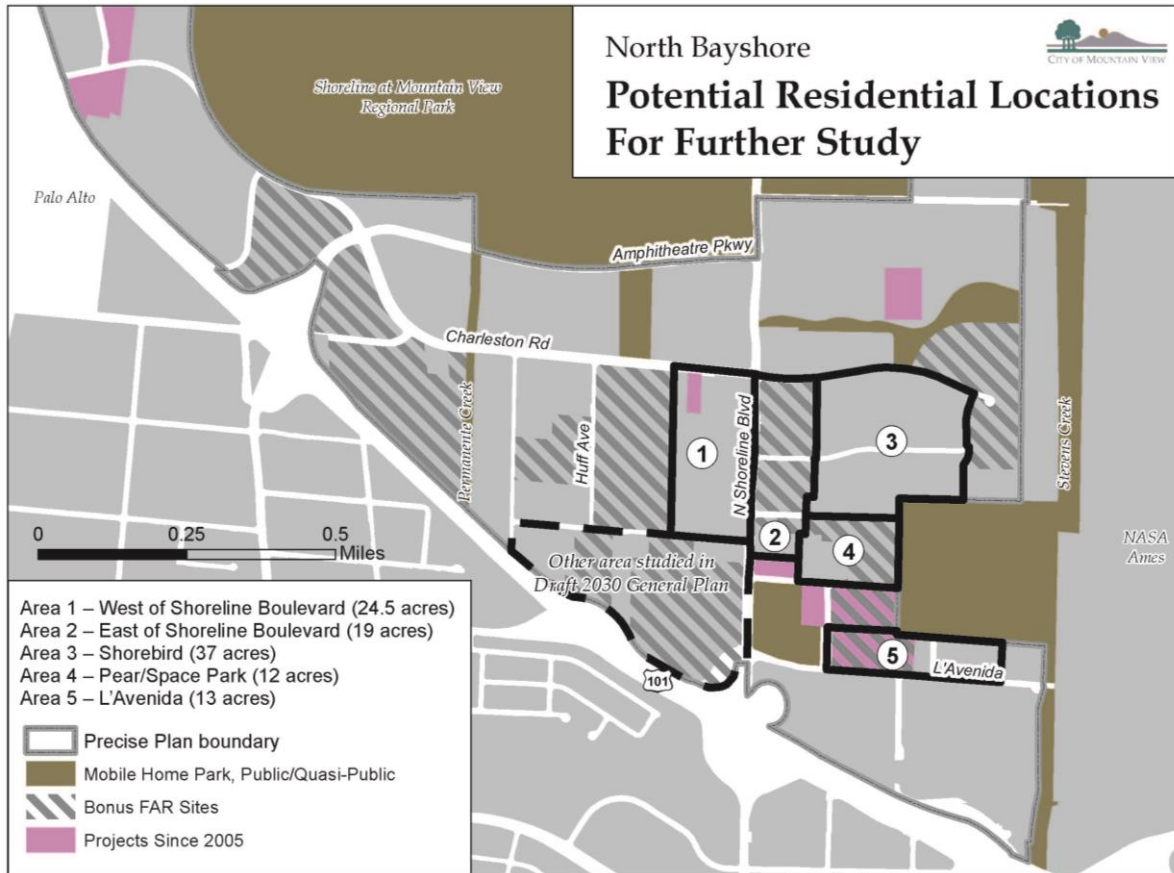
- Currently includes offices.

Area 4 – Pear Avenue/Space Park Way

- Proposed as a Bonus FAR site by Sobrato for office uses.

Area 5 – La Avenida

- Includes a portion of the site where 1255 Pear was recently constructed. Also proposed as a Bonus FAR site by Sobrato for office uses. Includes some smaller office/light industrial buildings.



Council Question 1. Does Council support studying the entire area identified above for potential residential uses during the Precise Plan update process, or does Council support adding or removing any areas?

Residential Form and Character

Form and character includes how buildings are located on sites and how they are designed to shape public streets and surrounding areas. Some noteworthy local examples range from the recent San Antonio Center residential project (5 stories; 65 units per acre); 455 Evelyn Avenue – Madera apartments (4 stories, 61 units per acre); and 2400 West El Camino Real – Avalon Towers (9 stories, 100 units per acre). These projects and several others are shown in Attachment 3, with project data and images, to provide additional context. As the Precise Plan update process begins, Council may wish to provide initial input on their expectations for the residential “form and character” that could be studied for North Bayshore.

Council Question 2. What are Council's general expectations for North Bayshore residential uses in terms of density ranges or heights?

II. **Precise Plan Update Process**

The City Council adopted the North Bayshore Precise Plan on November 25, 2014. The budget for this work was \$1.4 million. This was funded by the Shoreline Regional Park Community Fund. On February 3, 2015, the City Council directed staff to amend this Precise Plan to study residential uses. The Precise Plan update process will gather community input on the potential location of residential uses in North Bayshore from the community, EPC, and City Council. It will also include an opportunity to determine the character of a new residential neighborhood in the area, including desired services, open space, and the type of residential units, their densities and heights, how they shape public streets and areas, and the potential number of units. The Precise Plan process is expected to be completed by December 2016.

Process Options

The Precise Plan team considered several methods for public engagement and presents four high-level options for this work. All options would cover the same topics such as urban design, transportation, biological resources, fiscal analysis, and infrastructure planning. The length of time for the Precise Plan update process is driven largely by CEQA requirements, which take approximately 12 months and include traffic, air quality, noise modeling, and other analyses; preparation of the document; and public circulation and comment periods. All three options discussed below could be completed in about the same amount of time, a total of approximately 22 months, assuming a May 2015 start date; Option 2 could reduce the overall time by one to two months

Option 1 – Traditional Workshop Option

This would include two public workshops and would be structured similar to recent Precise Plan workshops. Workshop #1 would cover the same topics described in Options 2 and 3, such as where new residential could be located and the type and location of services, but would be a more traditional format with less emphasis on urban design. The Precise Plan team would take input from the first workshop and do additional analysis, then present this information back to the community at the second workshop. The community would then review this information in addition to several alternatives. Some additional analysis on

transportation, habitat, fiscal, and infrastructure would also be presented. All of this information and a summary of public input would then be presented to the EPC and City Council for confirmation on a preferred alternative for further study.

An advantage of this option is that the format would be familiar to community members. One challenge would be that it would focus less on urban design when compared to the other options.

Option 2 – Intensive Design Option

This would include an intensive public design workshop led by skilled urban designers covering four to five consecutive days. The intensive design session would gather input on housing in North Bayshore, develop urban design alternatives to articulate the neighborhood character, and identify a preferred design option. Housing would be discussed and illustrated during an initial community workshop focusing on where residential and other uses could be located, what new residential uses would look like, and where other neighborhood-serving services, such as transit, retail, and community parks and spaces, could be located to create a new neighborhood. The Precise Plan team and several urban design consultants would translate this input into several alternative concepts and present design options in a community workshop. A preferred option would be identified and be presented to the EPC and City Council.

Some of the advantages of this option are that it would be an intensive period to gather input, and the focus would be on urban design – the “look and feel” – of a new neighborhood in North Bayshore. However, developing consensus and receiving clear direction in a short amount of time would be challenging. It may also be difficult to get steady participation over this time. Rapid decisions would need to be made without benefit of additional analysis on the ramifications of design options.

Option 3 – Hybrid Option

This option would be a “hybrid” between Option 1 and Option 2. Option 3 would include two 1-day community workshops focusing on urban design topics described in Option 2. This would include a panel of experts and small group discussions on design concepts that would result in the desired look and feel of a new neighborhood. The Precise Plan team would take the input from the first workshop, translate this input into urban design alternatives, conduct additional analysis on the alternatives, and then present this information back to the

community at the second workshop, approximately two months later. The community would then review the design alternatives along with additional analysis on transportation, habitat, fiscal issues, and infrastructure. All of this information and a summary of public input would then be presented to the EPC and City Council for confirmation on a preferred alternative for further study.

Some of the advantages of this option would be similar to Option 2—the focus on urban design—the look and feel—of a new neighborhood in North Bayshore. A key advantage of this option is that it would allow additional time between the two workshops for additional refinement by the Precise Plan team. It is also likely to elicit greater participation than Option 2 since it is less time intensive for participants. One drawback is that the two workshops would not be as efficient as the one intensive session described in Option 2.

Option 4—North Bayshore Precise Plan Advisory Committee

An advisory committee or stakeholder group could be another option. Advisory committee members could be made up of Council-appointed community members and North Bayshore stakeholders. The advisory committee would be responsible for commenting on Precise Plan deliverables. This input would then be forwarded to the EPC and/or Council. This option could be a stand-alone option and would replace Options 1 through 3 noted above, or it could be combined with one of the above options. Any form of Option 4 would need to be inserted into the work plan to maintain the approximate 20-month work plan schedule. It would also require that Council determine a process and criteria to appoint advisory committee members, which would need to occur soon after the work plan has been approved.

Recommended Option

Based on the information above and further discussions with the Precise Plan team, staff recommends Option 3 as the preferred option. Staff believes the focus on urban design is key given that much analysis and work has already taken place with the adopted Plan, and that how a new North Bayshore residential neighborhood is designed is most important at this time. Option 3 also provides time after initial community input for additional analysis by the Precise Plan team to support the decision-making process.

Work Plan

The proposed Precise Plan update would use the same consultant team that worked on the adopted Precise Plan. This would include planning consultant Raimi + Associates and environmental consultant David J. Powers, in addition to key subconsultants.

The following is a summary of key elements of the proposed scope of work for Option 3:

- **Background research and analysis** (May–June 2015). This will support decision making about the potential number of residential units in North Bayshore. It will also include discussions with the City regarding appropriate service standards for Police, Fire, schools, parks, and other community services. It also includes determining the types and amount of retail and commercial services to serve new area residents within convenient walking distance.
- **Public outreach** (June 2015 and September 2015). If Option 3 is selected, two community workshops are planned. Workshop #1 in June will allow the public to discuss what a community or neighborhood in North Bayshore should be, including the desired look and feel of the residential community and commercial services to support housing. The location of residential uses and commercial services will also be discussed, as well as the character of new housing, including building heights and how units shape streets and public spaces and transition to other land uses. This workshop would also include a panel discussion of experts in planning issues to provide information and context to the community discussion about housing in North Bayshore. At Workshop #2 in September, the community would review information from Workshop #1, including illustrations of physical design alternatives for the area. The public outreach component also includes use of a project website to allow online input.
- **Alternatives analysis** (Summer 2015). Based on input from the first community workshop, the Precise Plan team will develop several sketch alternatives illustrating various approaches to including housing in North Bayshore. The sketches will include location maps for new housing, the general scale of development, specific housing prototypes, and site designs. The Precise Plan team will then prepare a high-level qualitative assessment of the alternatives and how they compare among several topics, including land

- use mix; traffic impacts; biological resources; infrastructure impacts; parking and TDM (Transportation Demand Management) implications; and fiscal and funding implications.
- **EPC and Council review of alternatives** (Fall 2015). The EPC and City Council will then review the Plan alternatives and provide direction for a preferred Plan alternative.
 - **Draft preferred alternative** (Fall 2015–Winter 2016). Based on EPC, Council, and public input, a Draft preferred alternative will be prepared. The EPC and Council would review this in January 2016. This would include:
 - Location of residential, commercial service uses, and open space;
 - Information on conceptual block standards and new street and other public space standards, including frontages for residential development;
 - Massing and building prototypes, including building height, setbacks, and urban design elements;
 - Street network changes needed to serve residential uses, transit needs unique to residential needs, and any needed pedestrian and bicycle network improvements;
 - Information on additional habitat standards and guidelines associated with new residential uses.
 - **Technical analysis of preferred alternative** (Spring–Summer 2016). The Precise Plan team will then prepare a detailed technical analysis of the preferred alternative, including topics such as transportation (TDM, parking strategies); biology/habitat (potential impacts of residential uses on surrounding habitat); utilities (impacts to potable water, sewer, and stormwater systems); and fiscal (impacts of the development scenario to the City). Drafting of the EIR based on Council’s preferred alternative would also begin during this time.
 - **EPC and Council meetings – preferred alternative** (Summer–Fall 2016). The EPC and City Council will review the detailed analysis of the preferred alternative and confirm the final approach for the Plan. The Precise Plan team will then modify the Plan based on EPC and Council input.

- **EPC and Council meetings—Public Draft Plan and Adoption Hearings** (Fall 2016–Winter 2017). The EPC and Council will first hold meetings to review the Public Draft Precise Plan and EIR, and then will hold meetings to consider their adoption.

The Precise Plan Amendment would also require an EIR. This work includes project management, preparation of the report, and technical analysis on transportation, water supply, hazardous materials, air quality, noise, and cultural resource topics. It would also include preparation of a General Plan EIR addendum to allow residential uses in North Bayshore.

Based on the topics noted above, the revised project totals \$1,199,789 which includes \$568,948 for the North Bayshore Precise Plan revised scope of work and \$630,841 for the North Bayshore Precise Plan EIR. The totals also include the City's 6.5 percent administrative overhead costs (\$73,226) and a 10 percent contingency (\$102,414).

City Reimbursement of Project Costs

The adopted Precise Plan requires future North Bayshore commercial development to reimburse the City for the costs of preparing the adopted Precise Plan and EIR. The cost of this new Precise Plan would follow a similar strategy, and new residential development would be required to reimburse the City for the costs of preparing this additional Precise Plan work. This fee could be based on a per unit or square foot basis.

FISCAL IMPACT

The total requested amount of \$1,200,000 will be funded from the Shoreline Community Fund (and later reimbursed by fees).

CONCLUSION

Staff recommends that the Council provide direction on the potential locations that the Precise Plan process could study for residential uses and their general expectations for new residential development.

Staff also recommends that the Council provide direction on the Precise Plan update process, and authorize the City Manager to execute amendments to the contracts with

Raimi + Associates for an additional \$534,224 (total \$1,264,615) for completion of the North Bayshore Precise Plan and with David J. Powers for an additional \$592,339 (total \$1,051,208) for the North Bayshore Precise Plan EIR. Staff also recommends that the City Council direct that the North Bayshore Precise Plan require reimbursement from future residential development to the City for the costs of preparing the Precise Plan and EIR.

ALTERNATIVES

1. Direct staff to amend the scope of work and authorize the City Manager or designee to execute the contract amendments with a revised scope and budget.
2. Do not accept the recommendation to enter into contract with Raimi + Associates and/or David J. Powers.
3. Provide other direction.

PUBLIC NOTICING

Posting of the agenda and notice of the meeting was also announced via social media. Courtesy notices of this meeting were mailed to the City's North Bayshore Precise Plan interested parties list.

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Approved by:

Randal Tsuda
Community Development Director

Daniel H. Rich
City Manager

MA/7/CAM
891-04-14-15CR-E

- Attachments:
1. Proposed Scope of Work – North Bayshore Precise Plan
 2. Proposed Scope of Work – North Bayshore Precise Plan EIR
 3. Mountain View Residential Project Information