

CITY OF MOUNTAIN VIEW

ENVIRONMENTAL PLANNING COMMISSION STAFF REPORT OCTOBER 23, 2019

5. PUBLIC HEARINGS

5.1 Terra Bella Vision Plan

PURPOSE

The purpose of this meeting is for the Environmental Planning Commission (EPC) to provide a recommendation to the City Council on the proposed Terra Bella Vision Plan and related materials included in this Staff Report.

RECOMMENDATION

That the EPC recommends to the City Council approval of the Terra Bella Vision Plan.

PUBLIC NOTIFICATION

The EPC agenda is advertised on Channel 26, and the agenda and this report appear on the City's website. All property owners and tenants within the Plan area and within a 750' radius of the Plan area (including property owners in 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, and Slater). Project and meeting information is posted on the project website: <http://www.mountainview.gov/depts/comdev/planning/activeprojects/terrabella.asp>

PROJECT OVERVIEW

The Terra Bella Visioning process provided an opportunity to gather input on community preferences on key topics like land use and circulation, and evaluate ways to implement the City Council direction on this project. The resulting Vision Plan is a guiding document that can inform future creation of a Precise Plan to accomplish the identified vision for the area. While some specific objectives may be articulated for preferred land uses, intensity of development, and general circulation conditions, the Terra Bella Vision Plan does not establish specific

regulations or regulate land use, zoning, or properties. It does not include detailed feasibility and technical analysis of potential impacts of development. This can be achieved through a future Terra Bella Precise Plan or by evaluating Gatekeeper applications in the area.

BACKGROUND

The Terra Bella Vision Plan process started in April 2018 as a targeted community outreach effort to gather community input on the future vision for the area and to develop strategies to guide future development. The 2030 General Plan does not identify the Terra Bella Area as a “Change Area” for future development.

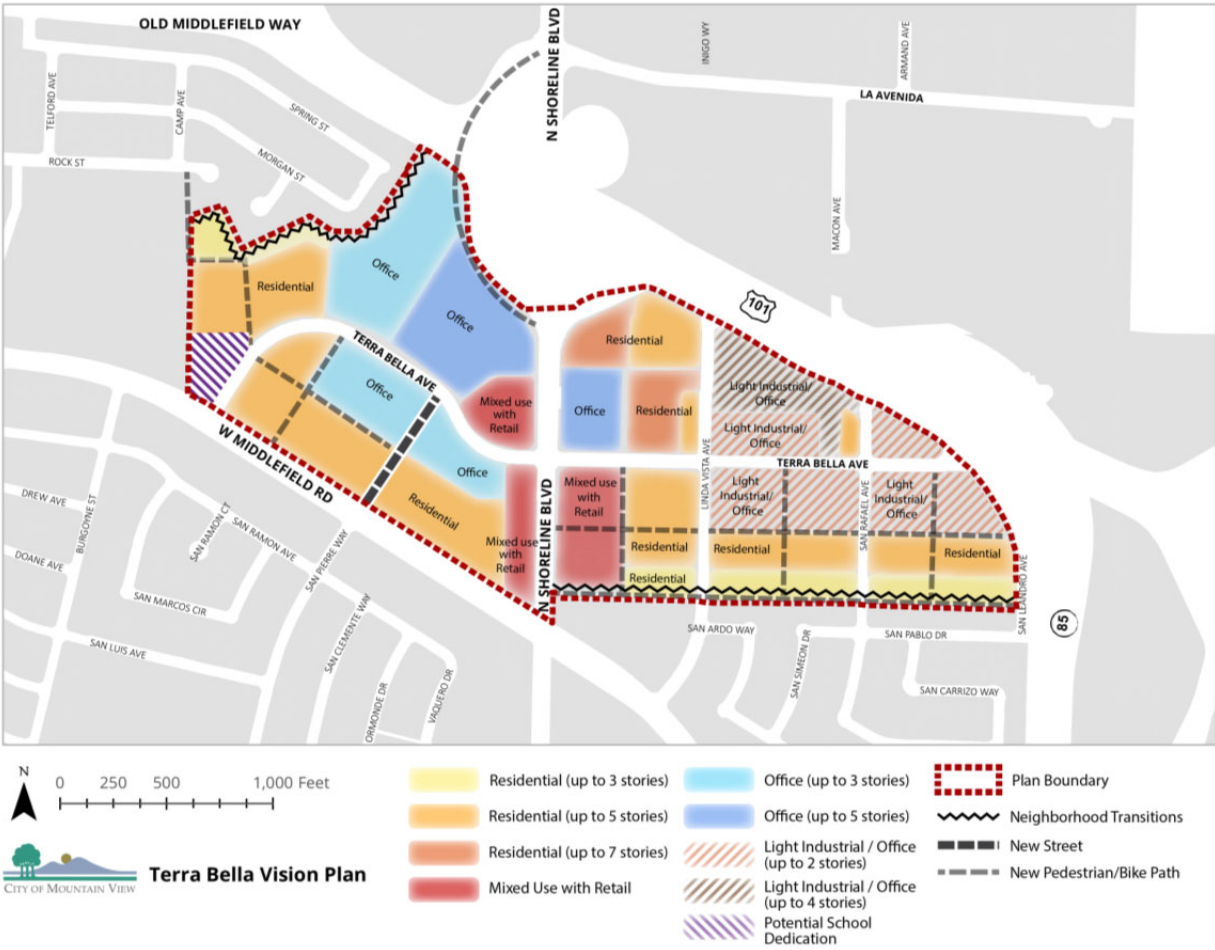
The Terra Bella Visioning process has included multiple community workshops, stakeholder meetings, and two EPC and City Council Study Sessions. For an overview of prior workshops and meetings, see Exhibit 2.

City Council Meeting – April 2, 2019

The EPC and City Council held Study Sessions on the preferred land use alternative and key policy considerations in February and April 2019. City Council direction included the following:

- **Preferred Land Uses:** Council supported a Lower-Intensity Land Use Alternative 6 (refer to Exhibit 3) with a focus on achieving better transition to single-family residential neighborhoods; preserving small business in the area; and an option for up to five-story residential building heights south of Terra Bella Avenue along Middlefield Road with the ability to expand the adjacent Crittenden Middle School site. Figure 1 shows the revised land use map based on this direction.

Figure 1: Proposed Land Use Vision



- Development Strategies:** Council supported inclusion of key development strategies for achieving the vision for the area. These key strategies address school; jobs-housing linkage; neighborhood transition, affordable housing, parking and traffic mitigation/Transportation Demand Management (TDM); small business preservation; and parks and open space. These have been incorporated in the Vision Plan in Chapters 3 and 4, and are also discussed later in this report.
- Precise Plan Need:** At the Council meeting, staff presented a comparison of a Precise Plan against one off development through Gatekeeper projects. Council discussed the implementation of this Vision Plan and a majority of the City Councilmembers agreed upon a need for a Precise Plan in the future for achieving the goals of this Vision Plan. The City Council also supported

the idea of requiring a Master Plan for the west of Shoreline Boulevard Plan area.

ANALYSIS

The Vision Plan (Exhibit 1) is organized into five chapters. The following is a summary of each chapter.

1. **Chapter 1** includes background information about the area, key considerations in the Plan area, and how the Plan relates to other City regulations and plans.
2. **Chapter 2** provides an overview of the policy foundation of the Plan, including guiding principles and the community outreach effort. A summary of the community workshops and stakeholder interviews is included in Appendix B.
3. **Chapter 3** includes the land use vision and development character for the area, design guidelines for buildings, frontages, open spaces, and transition strategies.
4. **Chapter 4** includes development principles for future development and an implementation framework. The Plan's major strategies include: Jobs-Housing Linkage, Affordable Housing, Small Business Preservation, Public Open Space, Schools District Strategy, and TDM.
5. **Chapter 5** includes the transportation network vision for the area and street design concepts.

VISION PLAN KEY STRATEGIES

In previous Study Sessions, the City Council and EPC have discussed and supported several key strategies for the Plan area. These strategies are a key component for implementing the vision for the Plan area and are summarized below.

Master Plan

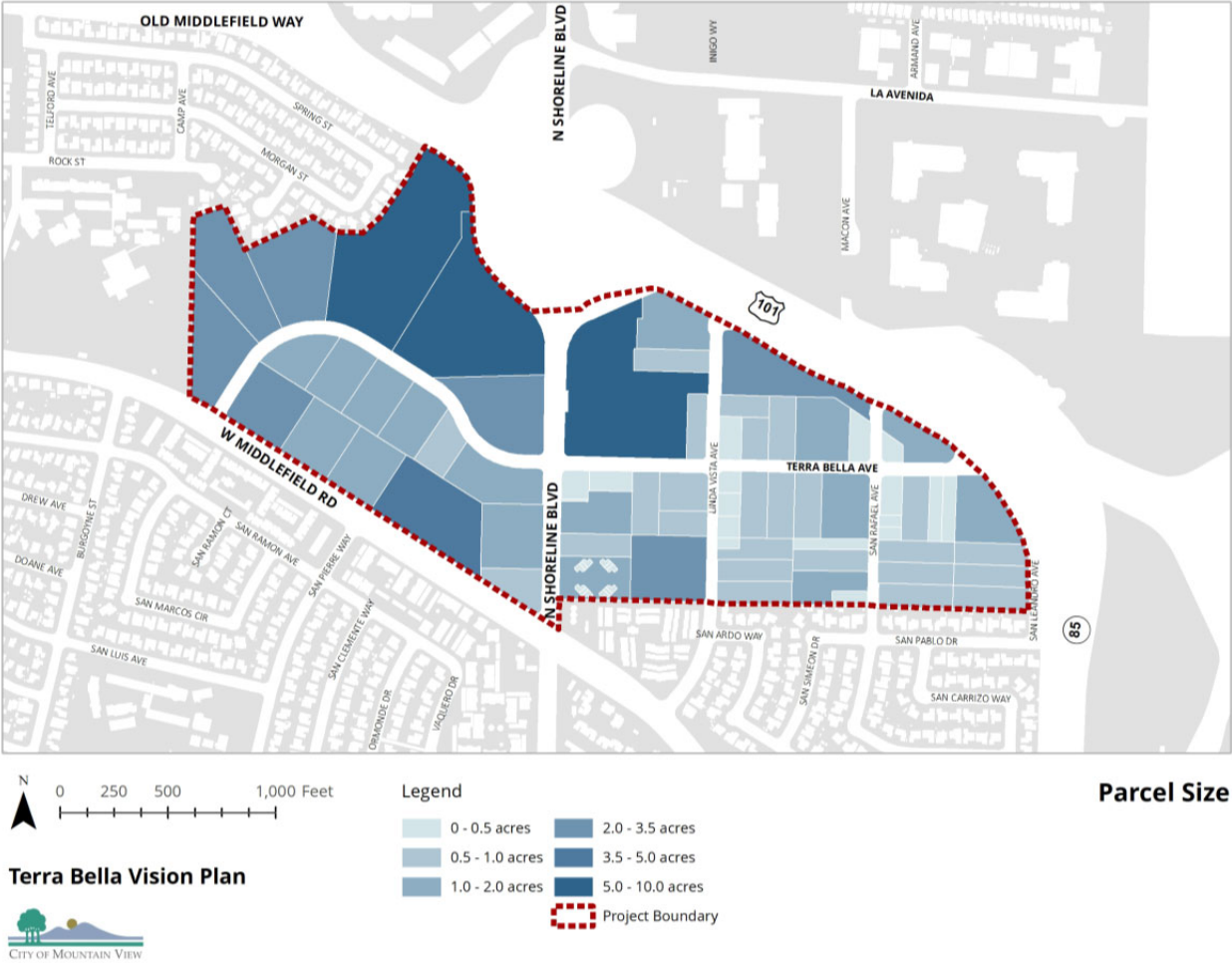
At the April 2019 Study Session, the City Council recognized the need for a Precise Plan to achieve various goals of the Vision Plan. The City Council also supported a Master Plan for the west of Shoreline Boulevard areas. Though a Precise Plan for

this area is not a priority work item for the City at this time, need for more organized development process has been emphasized at various occasions by the City Council. In response to City Council direction and in the absence of a Precise Plan, staff proposes a Master Plan process. Any development not consistent with existing zoning and the General Plan will require a Gatekeeper authorization and a Master Plan application. A Master Plan process will be required for both the east and west sides of Terra Bella Avenue to ensure a coordinated and integrated approach to new development. This process will allow the City to implement key Vision Plan principles, such as creating new publicly accessible streets and open spaces, while allowing project flexibility.

The Vision Plan provides requirements for a Master Plan for the east and west sides of Shoreline Boulevard. The Plan also lists the minimum components and key development strategies (as discussed below) for the Master Plan application. These development strategies are potential measures to reach higher development intensities above current zoning. Please refer to Chapter 4 of the Vision Plan for further details.

Staff is proposing this master planning process based on City Council direction and a logical solution to achieve the Plan's vision without a Precise Plan. Staff notes that east and west of Shoreline Boulevard have a very different character and parcel configurations as shown in Figure 2 below. Therefore, individual Master Plans for the east and west sides are recommended.

Figure 2: Plan Area Parcel Map



Transitions

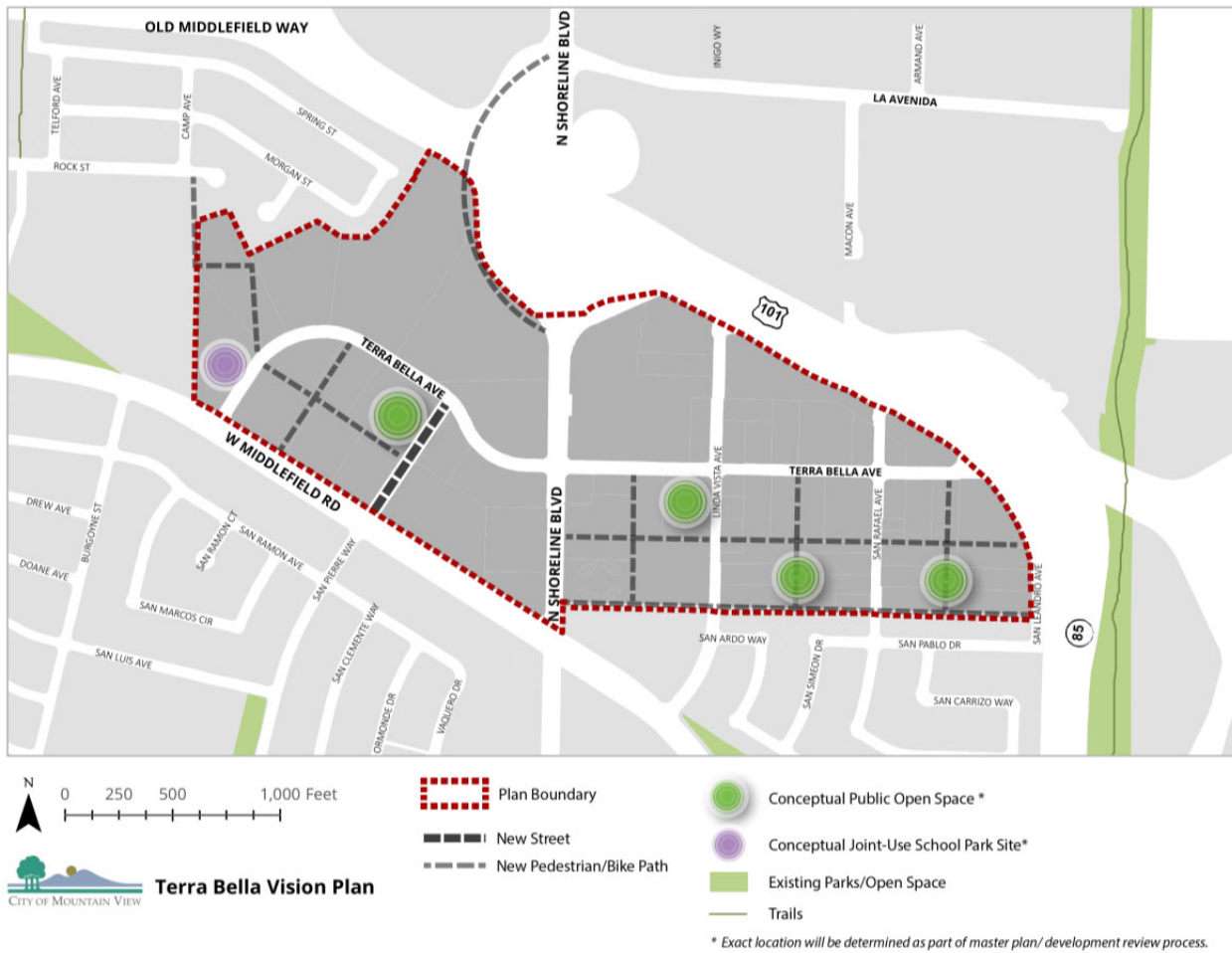
Throughout the visioning process, there has been considerable discussion on providing context-sensitive transitions between new development in the Terra Bella neighborhood and bordering single-family neighborhoods, including the Rock Street area and Stierlin Estates. This has been incorporated in the Plan and includes increased building setbacks, upper-story step-backs; 45-degree daylight plane for building volumes; orienting primary windows away from existing homes; providing landscape buffers; and limiting balconies. The Vision Plan includes transition standards with guidelines for transitions along Rock Street and the Stierlin Estates Neighborhood (refer to Chapter 3).

Parks and Open Space Strategy

During the visioning process, creating new parks and open spaces was identified as a top priority. Community members expressed a strong desire that new open spaces be publicly accessible and include green spaces, not just hardscaped plazas. The Plan vision provides new publicly accessible parks and open spaces on both the east and west sides of Shoreline Boulevard to serve the needs of the Plan area. Per the current City park land dedication requirements, the preferred land use development for the Vision Plan area would require 16 acres of park land. Based on the development potential, the Vision Plan guidelines require a minimum of 4-acre park land dedication on each side of Shoreline Boulevard (refer to Chapter 3). The park land requirement can be met through land dedication, privately owned, publicly accessible open space, sharing of school open space, and park in-lieu fees. The vision also includes additional sharing of open space on the west side of Shoreline Boulevard with a future school site extension. Conceptual open space locations are shown in Figure 3.

Achieving this vision will require a coordinated effort between the City, property owners, and project developers, including land dedication by residential projects, City purchase using park land dedication in-lieu funds, and creation of public plazas and open space by nonresidential projects. The Vision Plan open space guidelines state that the new nonresidential development should provide on-site, publicly accessible open spaces under private ownership, such as plazas, landscaped areas, and public art installations. Specific locations and sizes would be determined during the project review process. The Plan prioritizes new park and open space locations near housing, commercial uses, and public paths.

Figure 3: Vision Plan Conceptual Open Space



Small Business Preservation

Terra Bella is home to many small businesses. Preserving these small businesses is a key to Terra Bella’s vision. In previous discussions, the City Council has supported the land use vision along with preserving small businesses in the east of Shoreline area to maintain smaller, more affordable spaces for start-ups, small businesses, and nonprofits. The Plan requires new development projects to provide support for small businesses, such as including small, flexible work spaces within new buildings, rent subsidies for small or local businesses, and relocation assistance (refer to Chapter 4).

Parking and TDM Guidelines

Concerns about spillover parking into existing neighborhoods and parking demand from the new development were emphasized by the community

throughout the visioning process. The Vision Plan incorporates parking standards consistent with the East Whisman Precise Plan where the City is exploring aggressive parking standards along with higher trip reduction goals to limit traffic congestion in the area. All the new developments in the area will have to meet the City's TDM requirements. The Plan further includes a target for no net-new trips generation from employment generating uses, i.e., office and research and development uses (refer to Chapter 4).

Affordable Housing

The Plan envisions the Terra Bella area as including a variety of housing types at varying income levels. The City Council has stated that the Vision Plan should help to create as much affordable housing as possible. The Vision Plan guidelines require any new residential development projects in the area to provide 20 percent affordable units (refer to Chapter 4). This goal is higher than the City's current affordable housing requirements but is consistent with some of our recent Precise Plans, including the East Whisman Precise Plan.

School District

The City has multiple policy goals for increasing the number of housing units in the City in response to the Bay Area's housing crisis. The City has been creating Precise Plans, authorizing Gatekeepers, and approving housing projects in support of these goals. Over 6,500 net-new units have been approved or are under review. The majority of the City's housing growth is expected within the Mountain View Whisman School District (MVWSD) boundaries, including the North Bayshore, East Whisman, and Terra Bella areas. Local school districts have raised concerns about their ability to accommodate students from these new housing developments.

To support the school districts, the City has included "Local School District Strategy" language in the recently adopted North Bayshore Precise Plan and draft East Whisman Precise Plan. A Citywide school strategy was also discussed at the last City Council Study Session on October 15, 2019. At this meeting, Council supported proposed School Land Strategy, including City and developer contributions in the form of shared open space, land dedication, and off-site Transfer of Development Rights (TDR). Staff will return to Council in winter 2020 with further analysis and options for appropriate contribution from Office and Residential Developments.

The Vision Plan area is adjacent to Crittenden Middle School to the west along Middlefield Road. During the visioning process, various stakeholders, including the school district and the community, expressed interest and the need for addition/expansion of school facilities to accommodate demand from future growth. Similar to the North Bayshore and East Whisman Precise Plans, the Vision Plan also identifies a local school strategy as a key requirement and potential measure to reach higher development intensities (refer to Chapter 4). New development under any Master Plan shall propose a Local School District Strategy to the school districts and the City, intended to support new local schools serving the Vision 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 to benefit developer(s) that provide new school facilities; or other innovative strategies supporting schools.

Jobs-Housing Linkage

The City has been developing a jobs-housing linkage strategy with the draft East Whisman Precise Plan. The Precise Plan emphasized the need for a better jobs-housing balance in the City by requiring commercial development to support and facilitate residential development. Job-housing balance has also been identified as a key consideration in the Terra Bella area. The Vision Plan requires a “jobs-housing linkage” program to ensure residential development is balanced with office and R&D growth. The expectation is that all new office and R&D development will help facilitate residential development through jobs-housing linkage strategies, which could include: direct construction of housing, dedication of land suitable for housing, contribution of fees to offset costs for residential development, residential development partnerships, purchase of existing office square footage from residential developers who demolish office buildings, and other creative strategies or partnerships that support or facilitate housing development (refer to Chapter 4).

CONCLUSION

The Terra Bella Vision Plan Process gathered input on community preferences on key topics such as land use and development strategies. The Visioning Plan summarizes public input received during the visioning process and includes guidelines for future development in the area. The visioning process also defines guiding principles to support review of future projects in the area.

ALTERNATIVES

1. Recommend modifications to the Final Terra Bella Vision Plan.
2. Do not accept the Final Terra Bella Vision Plan.

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- Exhibits:
1. Draft Terra Bella Vision Plan
 2. Previous Meeting Summary
 3. [City Council Study Session Staff Report, April 02, 2019](#)