



DATE: November 18, 2019

CATEGORY: Public Hearing

DEPT.: Community Development

TITLE: **Terra Bella Vision Plan**

RECOMMENDATION

Adopt a Resolution Adopting the Terra Bella Vision Plan, to be read in title only, further reading waived (Attachment 1 to the Council report), including a Master Plan requirement for implementation.

BACKGROUND

Project Overview

The 2030 General Plan does not identify the Terra Bella Area as a “Change Area” for future development, but a number of Gatekeeper applications were submitted for the area. As a result, 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 Terra Bella Visioning process provided an opportunity to gather input on community preferences on key land use and development topics for the Terra Bella Area. The resulting Vision Plan (see Exhibit A to Attachment 1–Vision Plan) is a guiding document to implement a new vision for the area. While some objectives address preferred land uses, intensity of development, and general circulation conditions, the Terra Bella Vision Plan does not establish development regulations or regulate land use, zoning, or properties. It does not include detailed development feasibility and technical studies. Zoning regulations can be implemented through a future Terra Bella Precise Plan or by evaluating individual Gatekeeper applications in the area.

The Terra Bella Visioning process has included multiple community workshops, stakeholder meetings, and two Environmental Planning Commission (EPC) and City

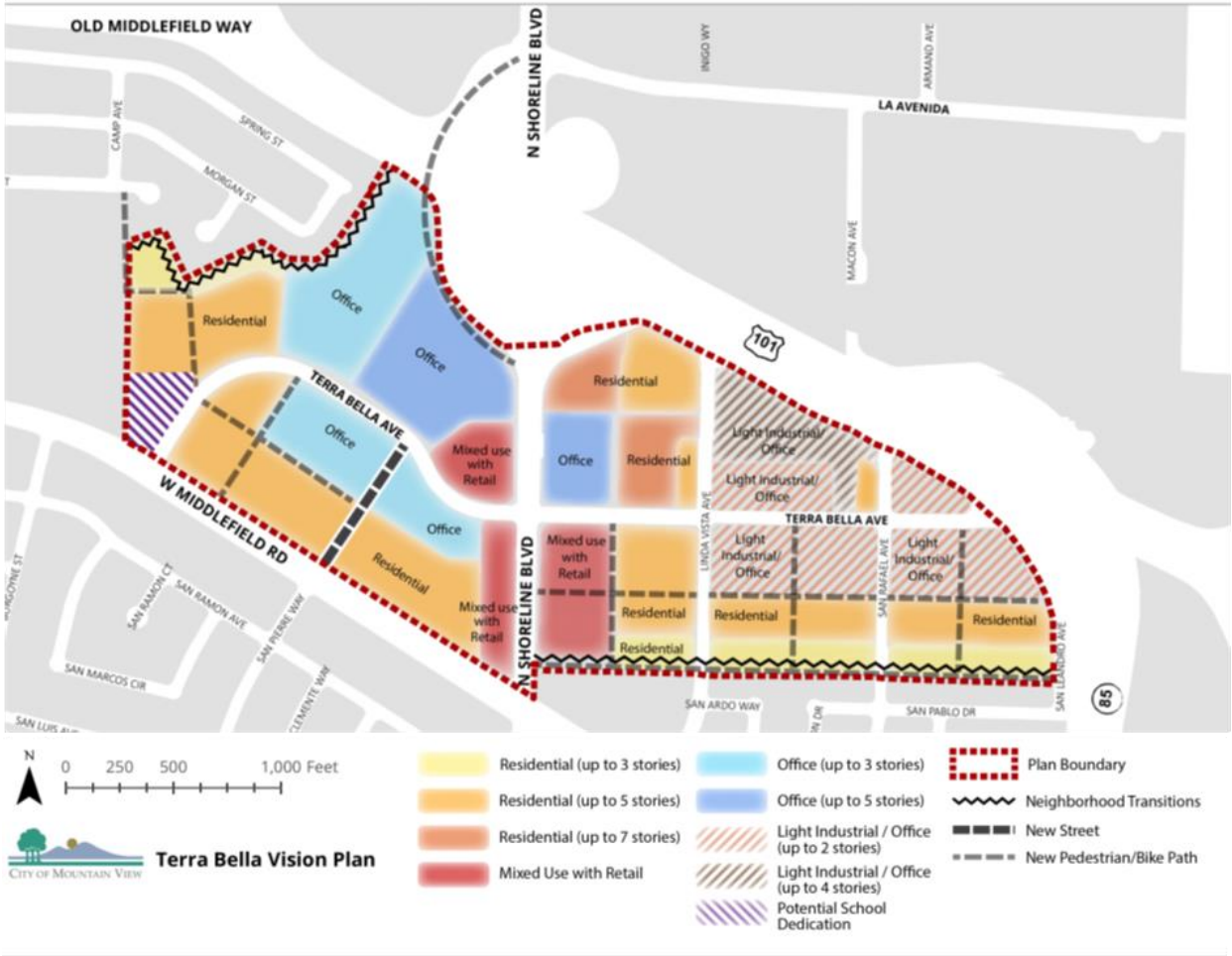
Council Study Sessions. For an overview of prior workshops and meetings, see Attachment 2.

City Council Meeting – April 2, 2019

Most recently, the City Council held a Study Session on key policy considerations and provided the following direction:

- Preferred Land Uses:** Council supported a Lower-Intensity Land Use Alternative 6 (refer to Attachment 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 show the proposed land use vision based on this direction.

Figure 1: Proposed Land Use Vision



- **Development Strategies:** Council supported including key development strategies for achieving the vision for the area. These key strategies address local school needs; jobs-housing linkage; neighborhood transitions; 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 Option:** At the April 2019 Council meeting, staff presented a comparison between a Precise Plan and individual Gatekeeper project review. A majority of the City supported creating a Precise Plan in the future to achieve 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.

EPC Meeting – October 2, 2019

The EPC reviewed the draft Vision Plan and recommended approval with the following minor modifications listed below and shown as red-line changes in the draft Vision Plan (see Attachment 4):

1. **Transition Strategy:** Add another diagram under the transition strategy discussion with a shallow angle view to provide better transition between existing single-family residential (SFR) land uses and new development to reduce visual impact from future five-story buildings (see Chapter 3, Page 29).
2. **Landscape Screening:** Strengthen the wording of landscape screening language to achieve maximum screening between existing SFR and future development (see Chapter 3, Page 29).
3. **Community Benefit:** Add residential permit parking as an option under community benefits when considering future developments (see Chapter 4, Pages 37 and 38).

The EPC also noted that traffic congestion in the area should be emphasized in the Council report.

Thirteen (13) community members provided the following comments:

- Concerns over impacts of future development on the surrounding SFR neighborhoods.

- Concerns over traffic congestion in the area and additional traffic from future uses, especially at the intersection of Shoreline Boulevard and Terra Bella Avenue.
- Uncertainty over feasibility of retail uses along Shoreline Boulevard citing the existing traffic congestion.
- Need for additional setbacks and additional transition strategies to reduce impacts to the existing SFR developments in the area.
- Concern over the impacts of the land use Vision Plan on existing industrial land uses which are shown as residential uses in the Vision Plan. This may reduce the marketability of these uses.
- Need for lower-intensity development in the area.

ANALYSIS

The Vision Plan 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, School 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 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.

1. 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 strategy 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 also includes standards with guidelines for transitions along Rock Street and the Stierlin Estates neighborhood (refer to Chapter 3). The EPC recommended the shallow-angle view transition strategy graphic (see Chapter 3, Page 31) to ensure reducing visual impacts from future five-story buildings. Further view analysis showed that two- to three-story residential buildings directly adjacent to the property line will block the view of the five-story buildings behind them, except for when there is a break in the buildings. However, required landscaping should help screen views in this gap. Transition Standard No. 5 on Page 29 requires view studies for new development, which should provide this kind of detailed analysis for projects.

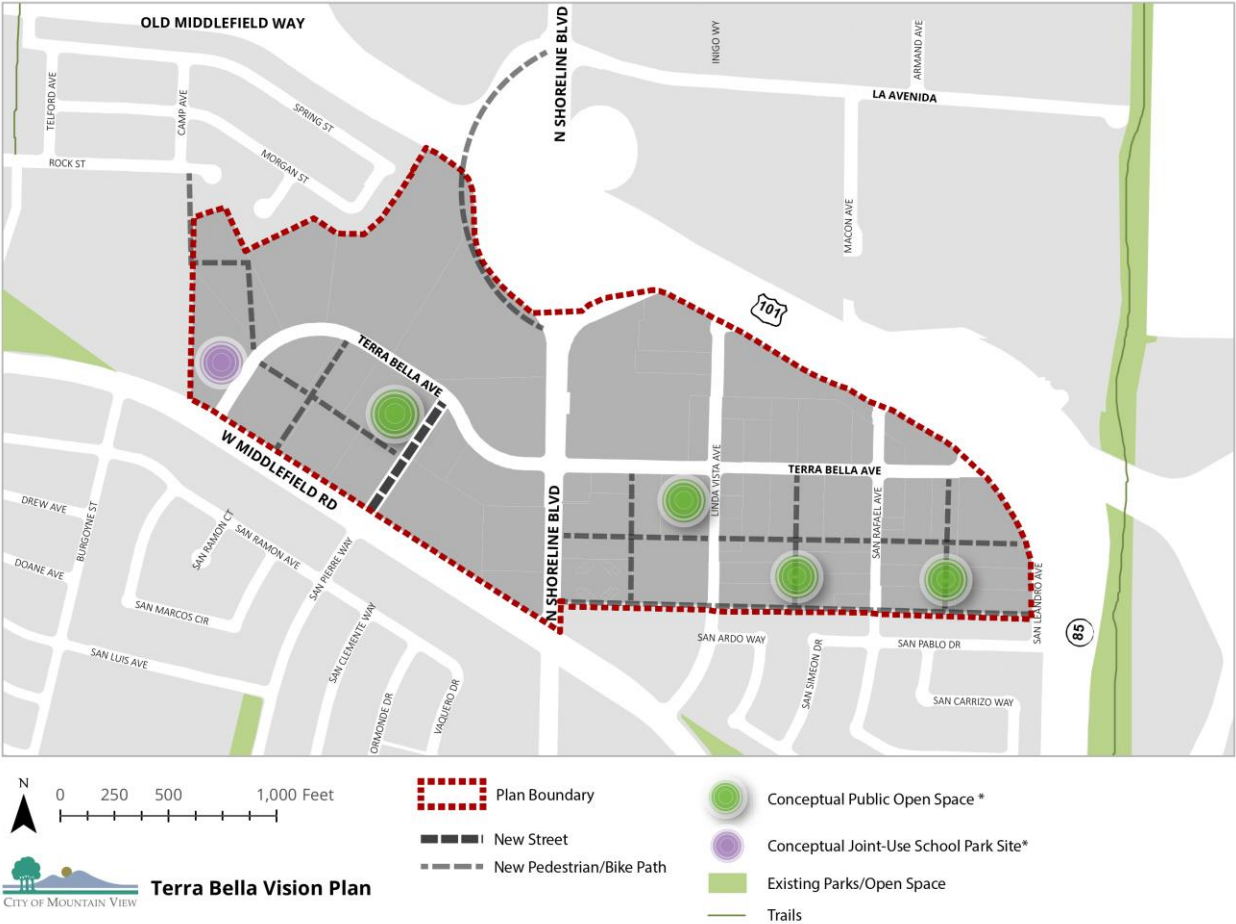
2. Parks and Open Space Strategy

During the visioning process, creating new parks and open spaces in the area 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 identifies 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 identifies a minimum 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 possible future school site extension. Conceptual open space locations are shown in Figure 3.

Creating new parks and open space 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 also prioritizes new park and open space locations near housing, commercial uses, and public paths.

Figure 3: Vision Plan Conceptual Open Space



3. Small Business Preservation

In previous discussions, the City Council has supported preserving small businesses in the east of Shoreline Boulevard 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).

4. Parking and TDM Guidelines

Concerns about spillover parking into existing neighborhoods and parking demand from new development were emphasized by the community throughout the visioning process. All the new developments in the area will have to meet the City's TDM requirements and also meet aggressive parking reduction targets. 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).

5. 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 states that any new residential development projects in the area should 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.

6. School Strategy

During the visioning process, various stakeholders, including the school district and community members, 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 City, intended to support schools serving the Vision Plan area, including the adjacent Crittenden Middle School Site to the west along Middlefield Road. The strategy may include, but is not limited to, land dedication for new school development; additional funding for new school development; Transfer of Development Rights (TDR) strategies to

benefit developer(s) that provide new school facilities; or other innovative strategies supporting schools.

A Citywide school strategy was discussed at the [City Council Study Session on October 15, 2019](#). At this meeting, Council supported the proposed School Land Strategy, including City and developer contributions in the form of shared open space, land dedication, and off-site TDR. Staff will return to Council in early 2020 with further analysis and options for appropriate voluntary contributions from office and residential developments in exchange for higher floor area ratio.

7. Jobs-Housing Linkage

The City adopted a jobs-housing linkage strategy with the 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 strategy 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).

8. Implementation Alternatives

At the April 2019 Study Session, the City Council recognized the need for a Precise Plan to achieve goals of the Vision Plan. The City Council also supported the idea for a Master Plan for the west of Shoreline Boulevard area. Though a Precise Plan for this area is not a priority work item for the City, the need for a more organized development process has been emphasized at various occasions by the City Council.

The following are several implementation alternatives:

- **Option 1:** Prepare a *Precise Plan* and allow no Gatekeepers in the meantime.

- **Option 2:** Require a *Master Plan* for each side of Shoreline Boulevard. No Gatekeeper projects are allowed in the area without a Master Plan.
- **Option 3:** Review *Gatekeepers* on a case by case basis.
- **Option 4:** Hold off on all Gatekeeper project requests in the area until completion of a *Comprehensive General Plan Update*.

Table 1: Implementation Alternatives

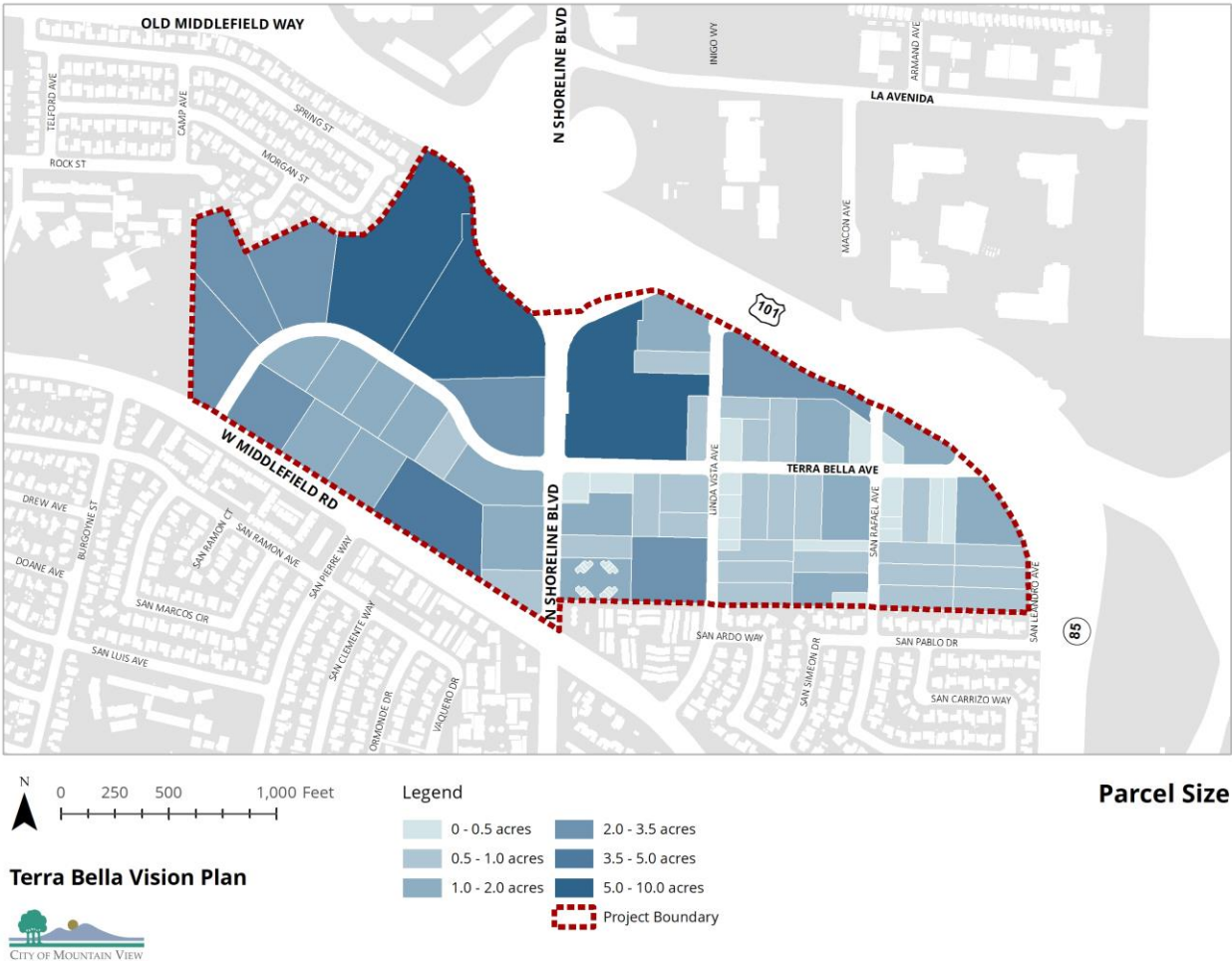
	Description	Advantages	Disadvantages	Time Frame
Option 1: Precise Plan	Complete a Precise Plan prior to allowing any new Gatekeeper projects in the area.	<ul style="list-style-type: none"> • Comprehensive technical studies; • Detailed policies; • Clear development standards and requirements for future development; • Helps implement open space and other strategies. 	Cost approximately \$1.2 million	2 years once authorized by City Council
Option 2: Master Plan	<p>Require a master plan for each side of Shoreline Boulevard.</p> <p>Individual projects will be reviewed against regulations and standards developed in the Master Plan.</p>	<ul style="list-style-type: none"> • Comprehensive technical studies; • Detailed policies; • Specific development standards; • Additional community outreach; • Might take less time compared to a Precise Plan; • East and west sides can develop independently; • Can implement open space and other strategies. 	<ul style="list-style-type: none"> • East Side Master Plan may be more complicated due to smaller and numerous properties; • Also requires Gatekeeper authorization. 	1 year once authorized by City Council
Option 3: Gatekeepers	Review individual Gatekeepers on a case-by-case basis.	<ul style="list-style-type: none"> • Projects could proceed faster. 	<ul style="list-style-type: none"> • No comprehensive study; • Not as efficient or effective as other options; • Requires more staff time; • May not be able to achieve areawide goals as they may not be priority in individual developer proposal. 	~1.5 to 2 years per project once authorized by City Council
Option 4: Citywide General Plan Update	Delay any new Gatekeeper project authorization until Comprehensive General Plan Update.	<ul style="list-style-type: none"> • Comprehensive update to a Citywide guiding document; • Extensive community outreach; • Additional technical studies. 	<ul style="list-style-type: none"> • Requires more staff time; • Longer process; • Significant cost (TBD) 	3 to 4 years once authorized by City Council

In response to City Council direction and in the absence of a Precise Plan, staff recommends, and the Vision Plan includes, a Master Plan process as the best solution to achieve the Plan's vision without doing a complete Precise Plan. 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. Should the Council prefer a different implementation strategy, the motion should clearly state that.

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. It should also be noted that a master plan will also be a Gatekeeper project and will need Council authorization.

Figure 2: Plan Area Parcel Map



Gatekeeper Timing

At the [June 18, 2019](#) meeting, the City Council decided to delay review of the Gatekeeper requests until the third quarter of 2020, when there is a better idea of available staff resources to process the applications. At this meeting, Council decided that timing for Gatekeeper projects in Terra Bella can be decided along with Terra Bella Vision Plan adoption. Considering no addition to staff resources and addition of new work items based on Council Goals, staff does not recommend considering any new Gatekeeper projects, including the Master Plan, until the third quarter of 2020.

FISCAL IMPACT – The cost of the Vision Plan is included in the Adopted Budget.

CONCLUSION

The Terra Bella Vision Plan includes key strategies for how the City may consider future development in the area.

ALTERNATIVES

1. Recommend modifications to the Terra Bella Vision Plan.
2. Do not accept the Terra Bella Vision Plan.
3. Provide further instruction to staff.

PUBLIC NOTICING

The City Council 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 were notified of this meeting by mailed notice. Other interested stakeholders, including the school districts, were notified of this meeting via the project's e-mail notification system. Project and meeting information is posted on the project website:

<http://www.mountainview.gov/depts/comdev/planning/activeprojects/terrabella.asp>

Prepared by:

Diana Pancholi
Senior Planner

Martin Alkire
Advanced Planning Manager

Approved by:

Aarti Shrivastava
Assistant City Manager/
Community Development Director

Daniel H. Rich
City Manager

DP-MA/5/CAM/807-11-18-19CR/18660

- Attachments:
1. Resolution – Terra Bella Vision Plan
 2. Previous Meeting Summary
 3. [City Council Study Session Memo, April 2, 2019](#)
 4. [Environmental Planning Commission Staff Report, October 23, 2019](#)