

**DATE:** February 14, 2017

**TO:** Honorable Mayor and City Council

**FROM:** Lindsay Hagan, Senior Planner  
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Director

**VIA:** Daniel H. Rich, City Manager

**TITLE:** **East Whisman Precise Plan – Preferred  
Alternative**

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## **PURPOSE**

For City Council to provide a recommendation on a preferred land use alternative for the East Whisman Precise Plan.

The Precise Plan process requires City Council endorsement of a preferred land use alternative in order to begin the Precise Plan Environmental Impact Report (EIR). The preferred alternative establishes a maximum envelope to be studied in the EIR to analyze the maximum potential impacts. The same process has been used to develop the recent Precise Plans (San Antonio, El Camino Real, and North Bayshore) and the City's 2030 General Plan.

This report summarizes the Precise Plan progress to date with outcomes from previous community workshops and public meetings. It also includes key questions for Council discussion, including input from the Environmental Planning Commission's (EPC) February 1, 2017 Study Session.

## **BACKGROUND**

### **Plan Area**

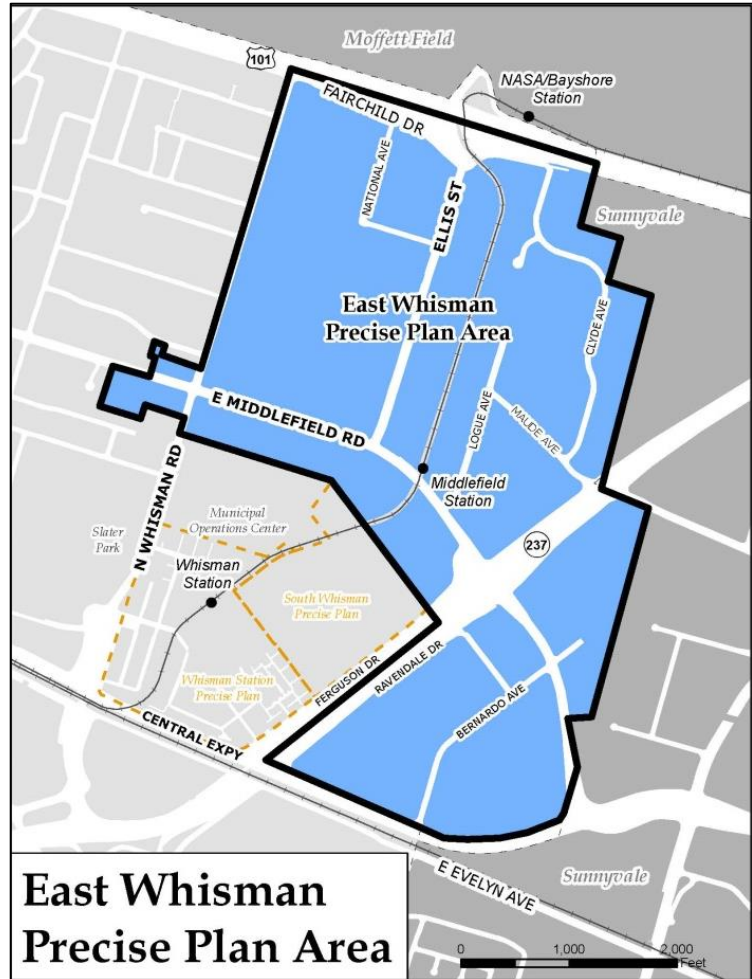
The 368-acre East Whisman Precise Plan (EWPP) area is bounded by the U.S. 101 freeway and NASA Ames/Moffett Field to the north, Sunnyvale city limits to the east, Central Expressway and South Whisman Precise Plan to the south, and Whisman Road to the west. The plan boundary also includes the retail area at the intersection of North Whisman and East Middlefield Roads, referred to as the Middlefield Village Center.

A background summary report of existing conditions in the Plan area, including building and area characteristics, recent developments, and existing land uses, is included as Attachment 1 to this report.

### EPC's Preferred Alternative

The same questions included in this report were presented to EPC at a Study Session on February 1st (see Attachment 2 – EPC Study Session Staff Report – February 1, 2017). EPC input will be summarized under each question.

Seven members of the public spoke at the EPC meeting, including residents, property owners, and business representatives. Comments included:



- Desire for land use flexibility in the area and support of residential land use on Whisman Road;
- Concern with the amount of change proposed in the area and public outreach conducted;
- Requests for increased office intensities on specific properties: 464 Ellis Street to be consistent with the intensities shown along the corridor, and 339 North Bernardo Avenue to allow greater office redevelopment at an existing multi-building property (*EPC did not modify the alternatives to address these requests*);
- Concern with requiring retail uses in the Middlefield Village Center area;
- Concern with future office operations/expansion in areas shown as residential, particularly at the Symantec campus at 455 East Middlefield Road; and

- Desire for more retail and family-oriented housing (e.g., greater bedroom count) in the Plan area.

## DISCUSSION

### **Visioning**

The first phase of the Precise Plan process included gathering input on the vision for the Plan area based on the current General Plan vision for East Whisman, Council direction to consider residential land uses, and the community's vision for the area. This phase began with Community Workshop No. 1, followed by EPC and City Council Study Sessions.

#### Community Workshop No. 1 – Visioning (July 26, 2016)

The first workshop was held at the German International School with approximately 60 participants. The workshop included an overview of the Precise Plan process and Plan area, a small group visioning discussion, a live poll visual preference survey, and an individual mapping exercise for participants to share their preferred locations for various land uses within the Plan area. Following the workshop, an online survey was conducted, which received 31 responses.

Key outcomes from Workshop No. 1 outreach include:

- ***Support Residential Uses.*** Majority support for adding residential land uses in the Plan area with preferred locations along Middlefield Road and around the Middlefield VTA Station.
- ***Locations for Office Intensity.*** Support for locating higher-intensity office near freeways (U.S. 101 and SR 237), along Ellis Street, and away from existing residential neighborhoods.
- ***Improved Pedestrian/Bicycle Connectivity.*** A strong desire for improved pedestrian/bicycle connections throughout the Plan area and into adjacent areas.
- ***More Retail.*** Desire greater retail services in the Plan area, particularly at the Middlefield Village Center and Middlefield VTA Station.
- ***Greater Open Space.*** Support for greater open space throughout the Plan area.

A summary of the workshop and online survey outcomes are included as Attachment 3 to this report.

### Study Sessions – Visioning

At EPC and City Council Study Sessions held in summer 2016, City staff outlined the EWPP process, provided a summary of existing conditions for the Plan area, and a summary of outcomes from Workshop No. 1.

The focus of the Study Sessions was for EPC and Council to provide input on:

- Preliminary visioning policies for the Plan area;
- Interest for office versus housing growth;
- High-level preferences for the “look and feel” of the area; and
- The preferred locations and intensities of specific land uses (housing, office, and retail) in order to develop land use alternatives.

#### *EPC Study Session – Visioning (August 24, 2016)*

The EPC held a Study Session on August 24, 2016, and provided input for Council consideration on the vision for East Whisman (see Attachment 4 – EPC Study Session Staff Report – August 2016, for details). A summary of EPC’s feedback is included on Page 4 of Attachment 2 to this report.

#### *City Council Study Session – Visioning (September 6, 2016)*

Council feedback included:

- ***Support Visioning Concepts.*** Majority support of preliminary visioning concepts identified in the Council staff report (same as EPC).
- ***Add Residential, Maintain Office Allocation.*** Majority support for adding residential land uses to the Plan area, while maintaining existing office allocation; some Councilmembers supported additional office (same as EPC).
- ***Maintain Smaller Office Space.*** Majority did not support residential land uses in the south Plan area due to limited connectivity to the rest of Mountain View and a desire to retain smaller office space for start-up/small businesses.

- ***Higher-Intensity Residential and Greater Retail.*** Support for higher-intensity housing along Middlefield Road and around Middlefield VTA Station, and greater retail in the Plan area (same as EPC).
- ***Greater Bicycle and Pedestrian Connectivity.*** Some Councilmembers noted a desire for greater bike and pedestrian connectivity within the Plan area, including into Sunnyvale (same as EPC).

The Council report for that meeting is Attachment 5.

### **Land Use Alternatives**

Based on input from the EPC and City Council during the visioning process, land use alternatives were developed for review at Community Workshop No. 2 in December 2016. In addition to the workshop, the Precise Plan team has received input from stakeholders.

#### Community Workshop No. 2 – Land Use Alternatives (December 3, 2016)

The second workshop was held at the German International School with approximately 30 participants. The workshop included small group discussions on land use alternatives, preferred Plan area improvements, and the preferred character of the Middlefield Village Center and Middlefield VTA Station areas. Following the workshop, the City hosted an online survey, which received 149 responses.

Key outcomes from Workshop No. 2 outreach include:

- ***Land Use Alternatives.*** Workshop participants were equally split between all land use alternatives, while the majority of online participants supported Alternative 1. The land use alternatives are discussed in the next section of this report.
- ***Land Use Flexibility.*** Majority support for allowing flexibility in land use regulations in the Plan area.
- ***Eight-Story Height Maximum.*** Majority of workshop participants did not support exceeding eight stories in height around the Middlefield VTA Station or elsewhere in the Plan area; a slight majority (54 percent) of online survey participants support greater than eight stories at the Middlefield Station.

- ***Village Center.*** Workshop participants were split on limited improvements to the Village Center or redeveloping the center. Of those who supported redeveloping the center, participants were closely split between redeveloping up to three stories or four stories with an expanded footprint (6.5 vs. 5 votes, respectively). The majority of online survey participants supported expanding the center to both sides of Whisman Road and allowing up to four stories in height. The Village Center alternatives are discussed later in this report.
- ***Mixed-Use Station.*** Majority support the preliminary direction of the Middlefield VTA Station area, highlighting a vision for pedestrian-scaled design, mix of uses, and open space with better station access and improved transit service.
- ***Alternative Housing Mix.*** Majority support an “Alternative Unit Mix” for housing in the Plan area, which predominately focuses on one- and two-bedroom units. However, the majority of workshop participants supported variations on the Alternative Mix with equal variations on more studios versus three-bedroom units. Online survey participants also supported variations on the Alternative Mix, which included more two- and three-bedroom units than studio units. The housing unit mixes are discussed later in this report.
- ***Prioritizing Plan Area Focus.*** The highest-ranked Precise Plan priorities identified by participants include: (1) affordable housing; (2) pedestrian/bicycle facility improvements; and (3) open space.

A summary of the workshop and online survey outcomes are included in Attachment 6 to this report.

### Description of Alternatives

At the workshop, the Precise Plan team presented three land use alternatives which varied in residential land use distribution and intensity within the Plan area, while maintaining 1.7 million net new square feet of office per previous direction. The alternatives concentrated on residential land use as it is the primary variable at this time in the Precise Plan process. The Alternatives include:

- ***Alternative 1*** – A high-intensity residential and office core (up to eight stories) within a 10-minute walk of the Middlefield VTA Station, including medium-intensity residential areas along Maude Avenue and Middlefield Road, and high-intensity office (up to six stories) along the freeways;

- **Alternative 2** – A medium-intensity residential core (up to six stories) within a 5-minute walk of the Middlefield VTA Station and lower-intensity residential (up to four stories) transitions along Middlefield and Whisman Roads, and high-intensity office near the Middlefield VTA Station and along the freeways; and
- **Alternative 3** – A medium-intensity residential core (up to six stories) within a 5-minute walk of the Middlefield VTA Station with lower-intensity residential along Middlefield Road and high-intensity office along the freeways.

Full size copies of the Land Use Alternatives are provided as Attachment 7 to this report.

The alternatives are based on the existing General Plan High-Intensity Office designation for East Whisman with intensities up to 1.0 FAR and building height up to eight stories, input from Workshop No. 1, and EPC and Council direction from the visioning process. None of the alternatives include building heights exceeding eight stories for residential or office.

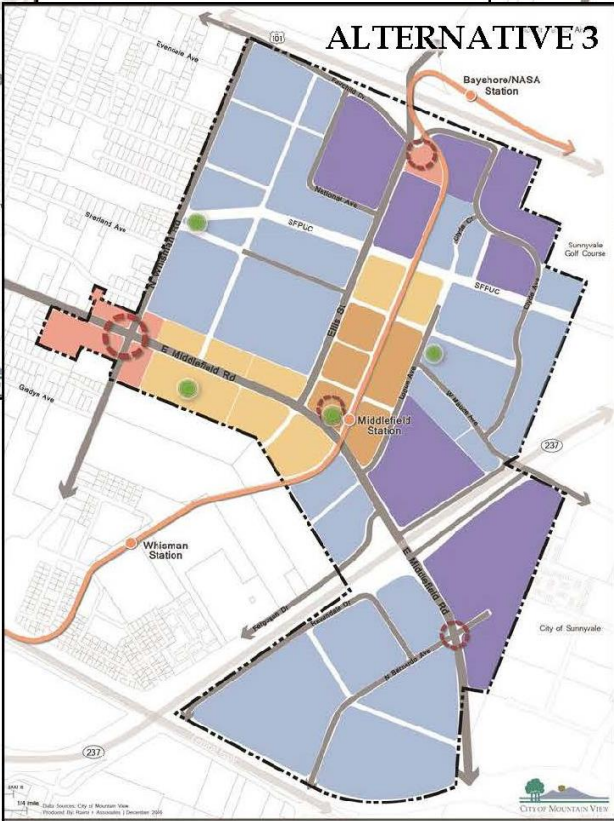
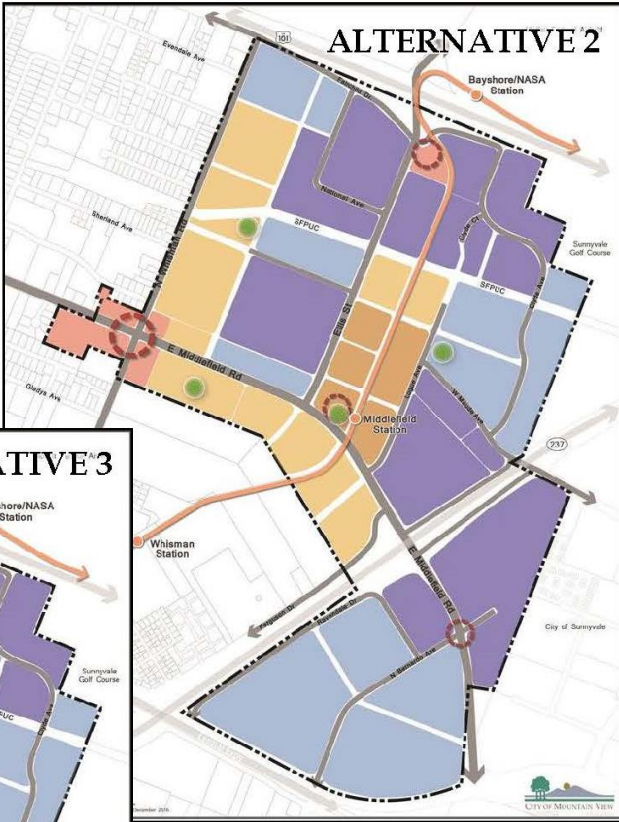
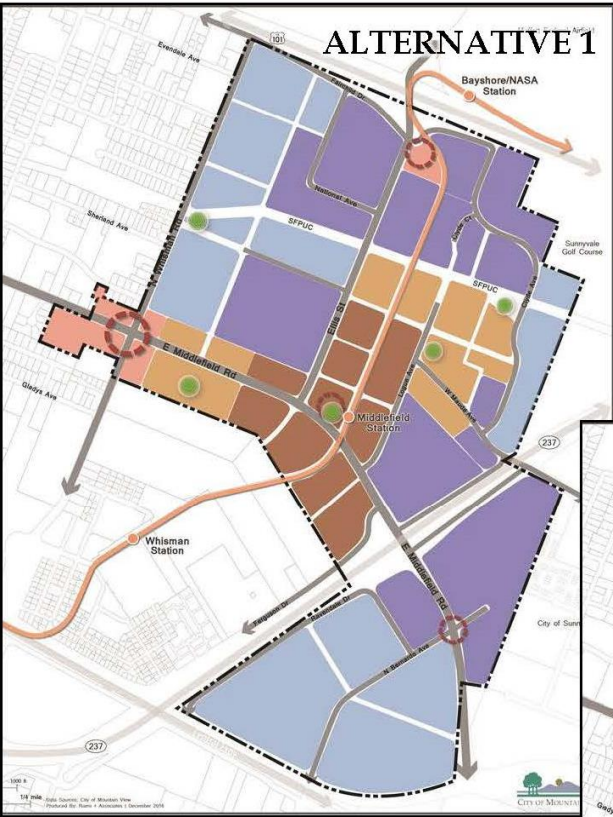
The intensities shown in the land use alternatives are:

#### Residential

- **Lower-Intensity (yellow)** – Up to four stories in height at approximately 1.85 FAR, based on similarities to the El Camino Real Precise Plan with comparable parcel sizes (up to 2 acres) and building design (massing and height) transitions to adjacent residential neighborhoods.
- **Medium-Intensity (orange)** – Up to six stories in height at approximately 2.5 FAR, based on similarities to the General Character Area (Tier 1) of the Draft North Bayshore Precise Plan with comparable parcel sizes (~5 acres) and building heights.
- **Higher-Intensity (brown)** – Up to eight stories in height at approximately 3.5 FAR, based on similarities to the General Character Area (Tier 2) of the Draft North Bayshore Precise Plan with comparable parcel sizes and building heights.



**EAST WHISMAN  
 LAND USE  
 ALTERNATIVES**



**LEGEND**

- Lower-Density Residential (up to 4 stories)
- Medium-Density Residential (5-6 stories)
- Higher-Density Residential (7-8 stories)
- Mixed-Use Village Center / Retail (1 to 3 stories)
- Lower-Intensity Office (up to 4 stories)
- Higher-Intensity Office (5-6 stories)
- VTA Station
- VTA Light Rail Line
- East Whisman Precise Plan Area
- Retail Location
- Conceptual Park Locations



## Office

- ***Lower-Intensity (light blue)*** – Up to four stories at approximately 0.5 FAR based on the current ML-T (Limited Industrial with Transit Overlay) zoning standards in East Whisman.
- ***Higher-Intensity (dark blue)*** – Up to six stories at approximately 1.0 FAR based on the FAR maximum of the General Plan High-Intensity Office designation and recent office developments in East Whisman.

## Retail

- ***Retail (red)*** – Up to three stories at approximately 1.05 FAR based on the General Plan Neighborhood Mixed-Use designation.

## **Stakeholder Meetings**

To date, the Precise Plan team has met with approximately 40 stakeholders, including property owners, businesses, developers, real estate professionals, public agencies, and other interested parties. A summary of key comments from these meetings are provided as Attachment 8 to this report – Stakeholder Meetings Summary.

## **ANALYSIS**

### **Comparing Land Use Alternatives**

#### Shared Characteristics

The following are shared characteristics among the three land use alternatives presented at Workshop No. 2, which were developed from community, EPC, and Council input on visioning for the area:

- ***A residential core*** along Middlefield Road and the Middlefield VTA Station;
- ***Higher-intensity office*** near the VTA stations and freeways;
- ***Lower-intensity office*** further from the stations and along the Plan area periphery; and
- ***An increase in retail*** at the Middlefield Village Center, at the Middlefield VTA Station, at Specialty's Café, and at Bernardo Avenue.

## Additional Factors

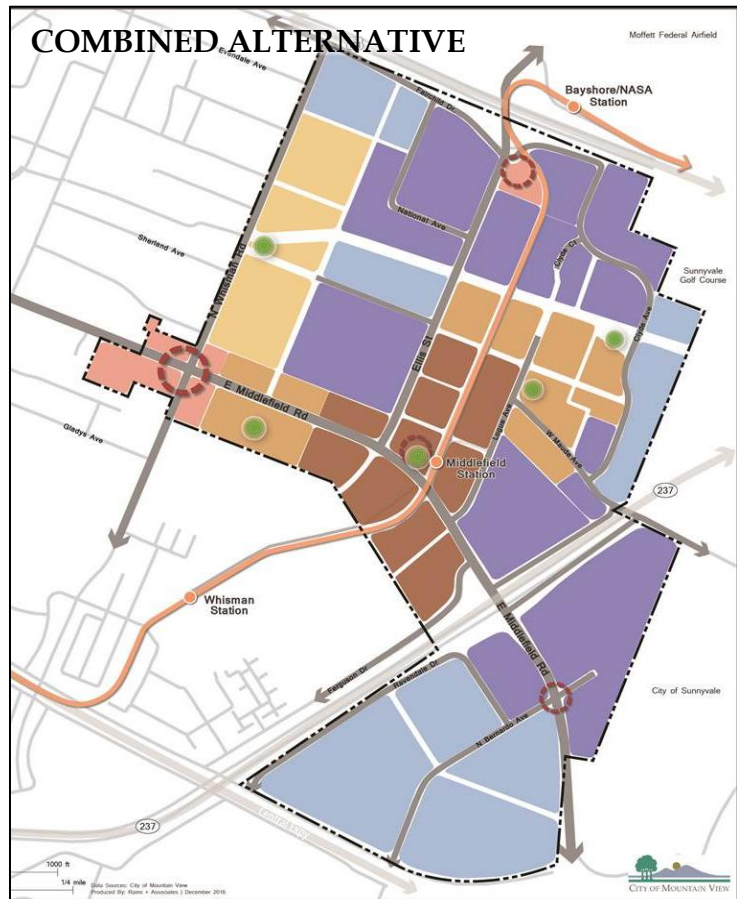
In addition to the shared characteristics, the Precise Plan team has heard feedback from the community, stakeholders, and decision makers on other key factors for the EWPP. Below are factors to consider in identifying a preferred alternative for the Precise Plan:

- *Land Use Flexibility*—A strong desire for land use flexibility from both property owners and the community. Increasing flexibility means allowing a greater mix of land uses throughout the Plan area, particularly residential uses.
- *Neighborhood Development*—An interest to create a complete neighborhood by establishing a residential population to support retail growth, greater transit use, and an integrated mix of uses, while transitioning to the surrounding lower-scale residential neighborhoods. Specifically, many community members and stakeholders have noted a desire for more retail services in the Plan area. To support additional retail growth—and potentially a small grocery store—it is estimated a minimum of 3,500 new housing units are needed in East Whisman.
- *School Facilities*—Any residential growth in the area will increase the need for school facilities in the local school district, which will be studied further as part of the Precise Plan and EIR process. One tool to help in locating a future school facility within the City is discussed later in this report (under Policy Strategies).
- *Residential Prototype*—Four to seven stories (mid-rise residential) is the most feasible housing prototype for the Plan area and provides greatest support for transit ridership and retail growth, while also providing the most opportunity for affordable housing. This residential prototype aligns with heights previously discussed at the EPC and City Council Visioning Study Sessions.
- *Residential in the MEW*—Concerns have been raised by some members of the community, stakeholders, and the EPC regarding locating residential land uses in the Middlefield-Ellis-Whisman (MEW) Superfund area, which encompasses the west half of the Plan area from Ellis Street (see Exhibit 1 – Background Summary Report—for a map). The U.S. Environmental Protection Agency (U.S. EPA) oversees cleanup activities in the MEW, which primarily contains TCE and groundwater contaminates from historic industrial activities in the area. The U.S. EPA has confirmed there are no land use restrictions in the MEW; housing can be located in the EWPP area in accordance with U.S. EPA residential standards and thresholds. Additionally, the Precise Plan EIR will review environmental impacts and potential mitigation measures for new development in the Plan area, including hazardous materials.

### A New (Combined) Alternative

Building upon the characteristics and factors just discussed, the Precise Plan team developed a fourth land use alternative to be considered that combines Alternatives 1 and 2 from Workshop No. 2 (see Attachment 9– Combined Land Use Alternative). This combined alternative includes a residential high-intensity core at Middlefield Road/VTA Station and residential areas at Maude Avenue (medium-intensity) and Whisman Road (lower-intensity).

This alternative maximizes potential residential land uses and creates the greatest land use flexibility for either residential or office uses in the Plan area by allowing the Precise Plan EIR to study the maximum combination. As part of this alternative (as well as Alternatives 1 and 2), some opportunities and challenges to consider when reviewing residential land uses along Whisman Road and Maude Avenue, include:



MAUDE AVENUE RESIDENTIAL		WHISMAN ROAD RESIDENTIAL	
OPPORTUNITIES	CHALLENGES	OPPORTUNITIES	CHALLENGES
<ul style="list-style-type: none"> <li>- Oldest building stock, so greater chance of redevelopment.</li> <li>- Located within a 10-minute walk of Middlefield station.</li> <li>- Adjacent to primary residential core.</li> <li>- Interest for residential, as seen by Google’s Gatekeeper request (Dec. 2016).</li> <li>- Adjacent to a bike corridor in Sunnyvale (Maude Avenue).</li> </ul>	<ul style="list-style-type: none"> <li>- Closest to the Moffett Airfield and, thus, may experience greater noise and open space restrictions, e.g., private balconies (common open space is feasible).</li> <li>- Made up of smaller parcels, so lot aggregation could be more difficult.</li> </ul>	<ul style="list-style-type: none"> <li>- Result in residential transition to existing residential neighborhoods, buffering office development.</li> <li>- Creates a residential corridor, with residential uses on both sides of the street.</li> <li>- Residents are in close proximity to the Middlefield Village Center and existing school facilities (Slater School and Whisman School).</li> <li>- Larger parcels allowing greater development potential.</li> </ul>	<ul style="list-style-type: none"> <li>- Redevelopment will likely take longer and be dependent on a shift in the office market or on consolidation of existing office campuses.</li> <li>- Greater building heights and intensities would be needed beyond the existing two-story buildings for residential to be feasible at the prototypes discussed.</li> </ul>

Alternatives Comparison Chart

To provide a comparison of the land use alternatives discussed in this report (Alternatives 1, 2, 3, and the Combined Alternative), a chart has been prepared with estimations of several key factors.

FACTOR	EXISTING	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3	COMBINED ALTERNATIVE
Residents (near Transit)	0	~16,500 (~12,500)	~11,700 (~6,400)	~7,400 (~5,400)	~20,400 (~12,500)
Housing Units	0	~7,900	~5,600	~3,500	~9,700
Residential Acres	0	87	93	56	124
Employees near Transit	~7,150	~6,500	~8,300	~7,400	~6,500
Office Acres	355	268	262	300	230
Retail Generation					
Jobs/Housing					



In reviewing this information, the City Council may want to consider which alternative represents their vision for East Whisman. Additionally, alternatives discussed can be mixed and matched.

*EPC Input*

The majority of the EPC supports the Combined Alternative because it provides the greatest potential land use flexibility, concentrates residential around transit, supports an improved job/housing balance, and greater support for retail and transit ridership. Additionally, Commissioners noted this alternative may support a greater possibility of developing residential in the Plan area as more land could be designated.

*CITY COUNCIL QUESTION 1: Which Land Use Alternative does City Council prefer for East Whisman?*

## Building Heights and Intensities

### Building Heights

The building height maximums shown in the land use alternatives range from four to eight stories, which aligns with the eight-story maximum in the current General Plan designation for East Whisman. From Workshop No. 2 outreach, a majority of workshop participants did not support building heights greater than eight stories, while online participants supported heights greater than eight stories by a slight majority. This excludes the Middlefield Village Center area discussed separately in this report.

Generally, the land use alternatives show the greatest building heights at the Middlefield VTA Station, along Middlefield Road, and along freeways—decreasing building heights as distance increases from the VTA Station toward the edge of the Plan area. It is important to note that many community members supported greater residential building heights along Middlefield Road (particularly along the south side of Middlefield Road) as it transitions to four-story, multi-family buildings immediately south of the Plan area (as part of the approved 100-500 Ferguson Drive project in the South Whisman Precise Plan).

### *EPC Input*

By a 4-3 straw vote, the EPC supported maintaining a maximum building height of eight stories in the Plan area, consistent with community direction from the workshops. Commissioners who supported greater than eight-story building heights viewed it as appropriate around the Middlefield VTA Station area (up to approximately 12 stories due to Moffett Field height restrictions) for consideration of development with significant community benefit.

*CITY COUNCIL QUESTION 2: Does the City Council support maximum building heights between four to eight stories in the Plan area for residential and office uses (excluding the Village Center)?*

### Residential Intensities

Based on feedback from the visioning process, the residential building heights represented in the land use alternatives range from four to eight stories, which is typically seen in multi-story, multi-family development.

However, these heights result in residential intensities greater than 1.0 FAR, which exceeds the current General Plan intensity for East Whisman (see table for residential

RESIDENTIAL INTENSITY	FAR ESTIMATES
Lower	1.85
Medium	2.5
Higher	3.5



FAR estimates shown in alternatives). In Mountain View, a multi-family development up to four stories is typically 1.85 FAR or greater, while rowhome developments up to three stories are typically 1.0 FAR or less.

At the community workshops, the Precise Plan team heard concerns regarding increased residential intensities adjacent to existing residential areas, particularly along Whisman Road. Some workshop participants were concerned over the compatibility of increased intensities (building height and massing) in this area adjacent to low-intensity residential homes (at existing FARs ranging 0.40 to 0.9). The alternatives that include residential land uses on Whisman Road include intensities of 1.85 FAR. If the Council supports this FAR, to address concerns, the Precise Plan team can create urban design and development standards that address massing, height transitions, landscaping, and other building or site design features to appropriately transition new development to adjacent residential neighborhoods along Whisman Road.

Additionally, the Precise Plan process will require a General Plan Amendment to increase FAR above 1.0 if residential intensities in any of the land use alternatives (including along Whisman Road) are endorsed. This would be in addition to a General Plan Amendment to study residential land uses in East Whisman. If the City Council does not support a residential FAR greater than 1.0 in the Plan area, then multi-story residential development greater than two to three stories may not be feasible.

#### *EPC Input*

All Commissioners support including the study of residential land use along Whisman Road, with the majority supporting an FAR over 1.0. Commissioners generally stated they could not determine an appropriate residential FAR along Whisman Road without further design study and more public outreach with adjacent residents. If Council agrees with the EPC's request for additional public outreach, Councilmembers can provide City staff direction at this Study Session. All Commissioners did agree that strong urban design and a consistent look and feel is important for any new development along Whisman Road.

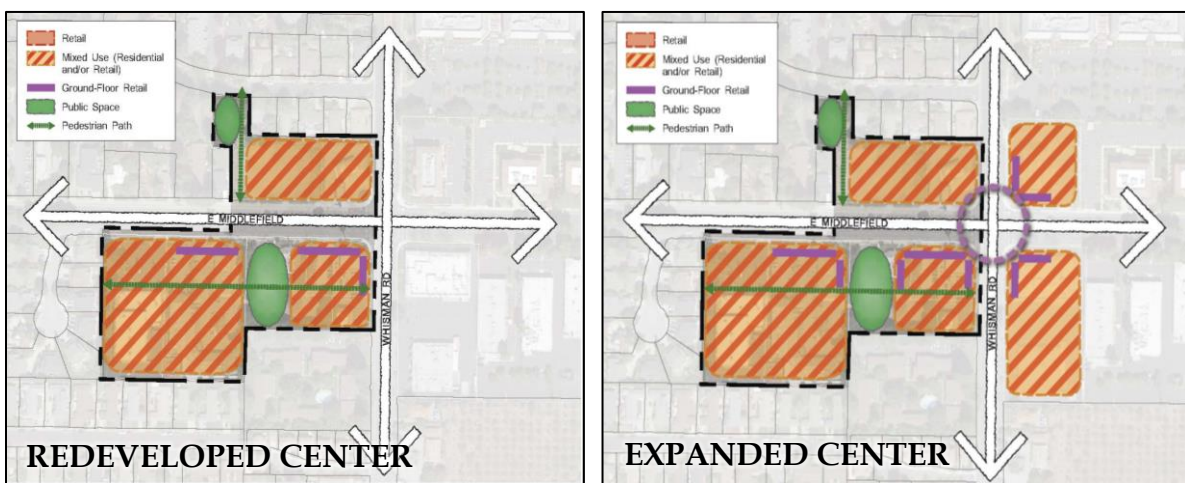
*CITY COUNCIL QUESTION 3: Does the City Council support residential land uses on Whisman Road and, if so, at intensities at or greater than 1.0 FAR?*

## Middlefield Village Center

Workshop No. 2 outreach asked for participants' vision for the Middlefield Village Center area, based on four development alternatives (see Attachment 10 – Village Center Alternatives):

- ***Little to No Change.*** Maintain one- and two-story buildings with a variety of retail and service uses, while maintaining existing surface parking.
- ***Limited Improvements.*** Maintain one- and two-story buildings with a variety of retail and service uses, new building facades, new landscaping and outdoor dining, and redesigned parking lots to include a new public space.
- ***Redeveloped Center.*** Allow up to three-story mixed-use buildings with parking and pedestrian-oriented building frontages; includes a new public space with active ground-floor retail and pathways.
- ***Expanded Center.*** Allow up to four-story mixed-use buildings on all four corners of intersection (both sides of Whisman Road) with parking located behind buildings; a new public space with pedestrian-friendly building frontages and active ground-floor retail.

While the majority of outreach participants in total support the Expanded Center alternative, Workshop No. 2 participants were split between those who supported Limited Improvements and those who supported some kind of center redevelopment – a close split between redeveloping up to three stories versus four stories with an expanded footprint.



The Redeveloped Center alternative is based on the Village Center concept from the General Plan of a three-story, mixed-use retail center and is consistent with the current General Plan land use designation for the area of Neighborhood Mixed-Use.

The Expanded Center alternative is based on the idea of creating an active, mixed-use intersection providing the greatest visibility to retailers, while increasing building height to meet densities which support a mixed-use building prototype. Additionally, the expansion of the center to all sides of the intersection is consistent with the Village Center Strategy diagram in the General Plan (see Attachment 11 – Village Center Strategy).

Some of the concerns raised by participants regarding the Redeveloped or Expanded Village Center alternatives include potential impacts of greater building heights adjacent to existing residences, traffic generation, displacement of existing businesses, and lack of customer base to support more retail.

Some considerations on whether to allow additional height or expansion of the Middlefield Village Center can be found in the following chart:

VILLAGE CENTER ALTERNATIVE CONSIDERATIONS	
OPPORTUNITIES	CHALLENGES
<ul style="list-style-type: none"> <li>- More intensity/height could attract desirable retail, such as a small grocery, restaurants, and services, for nearby residents and workers.</li> <li>- Greater height can increase feasibility of ground-floor retail (mixed-use) by supporting additional residential densities.</li> <li>- More efficient site design with greater height may result in more open space/gathering space within center.</li> <li>- Implement the General Plan Village Center vision and align zoning with current General Plan designation.</li> </ul>	<ul style="list-style-type: none"> <li>- Parcel size, depth, and configuration may constrain development.</li> <li>- Parking configuration may be challenging and more costly (underground vs. at-grade).</li> <li>- Requires lot aggregation to redevelop.</li> <li>- Greater building height (over existing conditions) in closer proximity to existing residences.</li> </ul>

The Precise Plan team believes it could be challenging to attract a mix of uses in the Middlefield Village Center if the height is maintained at three stories due to the limited parcel sizes. A good example of this difficulty has been seen in the development history

of El Camino Real. The previous Commercial-Residential/Arterial (CRA) District standards allowed up to three stories in height, which resulted in little to no redevelopment of parcels. After the El Camino Real Precise Plan was adopted and allowed up to four stories in height, redevelopment occurred. The additional height allows for a mixed-use project with ground-floor retail, upper floors of residential (or office), and underground (or tuck-under) parking. Additionally, expanding the center to all four corners of the intersection allows for greater visible street frontage which may attract more retailers and create an active, mixed-use transition to potential residential land uses along Middlefield Road. Regardless of the alternative endorsed by Council, the Precise Plan will include development standards that address commercial property transitions to adjacent residential properties.

In addition to the Village Center alternatives discussed in this report, City Council can also consider a combination of any of the Village Center alternatives.

### EPC Input

A majority of Commissioners supported a Redeveloped Center alternative with a mix of uses and flexible retail requirements, along with sensitive building transitions to adjacent residential properties. Additional comments from Commissioners include a strong desire not to displace existing retail/service businesses in the Village Center, disperse retail uses throughout the Plan area (not just at the Village Center), and provide office space on upper floors for small businesses (e.g., offices for tax preparation, insurance, etc.). Commissioners also requested staff to conduct additional public outreach (e.g., a survey) to get additional input from residents near the Middlefield Village Center area. If Council agrees, direction can be provided to City staff at this Study Session.

*CITY COUNCIL QUESTION 4: Which Village Center alternative does City Council prefer for East Whisman?*

## Housing Unit Mix

To gauge the type of housing envisioned from the community for East Whisman, the Precise Plan team provided a series of housing unit mixes to outreach participants based on local development trends and housing targets in the City:

HOUSING UNIT MIX				
UNIT TYPES	STUDIO/ MICROUNIT	1-BEDROOM	2-BEDROOM	3-BEDROOM
<b>Small Unit Mix</b> <i>(Based on Draft North Bayshore Precise Plan)</i>	40%	30%	20%	10%
<b>Market Unit Mix</b> <i>(Based on recent El Camino Real projects)</i>	0%	60%	40%	0%
<b>Alternative Unit Mix</b> <i>(Based on other recent projects in Mountain View)</i>	10%	50%	30%	10%

The majority of outreach participants supported the Alternative Unit Mix, which provides the greatest mix of one- and two-bedroom units while incorporating some smaller units (studios) and larger units (three-bedroom). However, Workshop No. 2 participants largely supported variations on the mix which was equally split between incorporating more studios versus three-bedroom units, while online participants supported variations that concentrated on more two- and three-bedroom units. The Alternative Unit Mix is based on recent residential development projects with over 100 units in Mountain View, including 779 East Evelyn Avenue (ROEM), 500 Ferguson Drive (EFL-Pulte Homes), and 400 San Antonio Road (Prometheus). Identifying a preferred housing unit mix helps staff:

- Calculate the maximum housing units for the Plan area;
- Help focus housing policy or program framework for the Precise Plan; and
- Can be utilized as a housing target for the plan area.

EPC Input

All Commissioners supported the Alternative Mix with variations that leaned toward more three-bedroom units and less one-bedroom units to encourage more housing opportunities for families. A rounded average of EPC’s variations is provided below:

EPC’s Alternative Housing Mix			
Studio/ Microunit	1-Bedroom Unit	2-Bedroom Unit	3-Bedroom Unit
10	40	30	20

Commissioners also commented on wanting incentives to encourage ownership units and larger units (than in El Camino Real or North Bayshore Precise Plans) to provide greater potential longevity for residences.

*CITY COUNCIL QUESTION 5: What housing mix does City Council support for the Precise Plan?*

**Policy Strategies**

Precise Plan Focus

In addition to housing targets, workshop participants ranked affordable housing, pedestrian/bicycle facilities, and public open space as their top three priorities for the Precise Plan (from the list shown to the right).

FOCUS IMPROVEMENTS/STRATEGIES	
Public Open Space	Pedestrian/Bicycle Facilities
Affordable Housing	School or Education Facility
Commercial Retail Space	Child-Care Center
Small Business/ Nonprofit Facility	Other

With direction on the top Precise Plan focus areas, the team can develop policy framework, design standards, and implementation strategies that address the top priorities. Should the City Council desire alternative priorities, feedback should be provided at this study session.

EPC Input

All Commissioners agree with the top three priorities identified through public outreach. Commissioners also desire strong green building requirements and an affordable housing strategy that results in more built units (like in North Bayshore



Precise Plan). They also generally commented on wanting all of the listed priorities discussed and/or addressed in some capacity in the Precise Plan.

*CITY COUNCIL QUESTION 6: What are City Council's top three Precise Plan priorities for East Whisman?*

### Incentive Strategies

As part of the next phase, the Precise Plan team will review and consider various incentive strategies. Examples of some strategies that may be considered include:

- Transfer of Development Rights (TDR), similar to North Bayshore Precise Plan;
- Tying residential and office development together through development ratios;
- Trigger thresholds for development or transportation improvements;
- Bonus FAR development tiers;
- Affordable housing strategies; and
- Community Benefit strategies.

### *School Facilities*

Through various City processes, community members have voiced concerns regarding the need for additional school facilities both in relation to the EWPP area and Citywide growth. One strategy to support the development of a new public school facility is to allow TDRs from a newly acquired public school site to another location in the City, such as the EWPP area. The TDR can potentially reduce the land acquisition cost for a school district.

Currently, the San Antonio Precise Plan contains policies that allow for a TDR for a public school. A similar policy could be included in the EWPP that allows for a new public school site to either transfer the site's development potential into the Plan area or transfer it out of the Plan area (should the school site be within the EWPP boundaries). The act of transferring development rights within the City would require a separate City Council action, as the scope is unique to the given school site. The intent of this policy is for the development of public schools within the Mountain View City limits. City staff received the enclosed letter from the Los Altos School District (see Attachment 12).

### EPC Input

All Commissioners support a TDR policy for public schools to be considered in East Whisman with mixed comments on the framework, application of the program, and which school district may qualify. Concerns were raised about not keeping the transfer (or school) local to the East Whisman area and potentially removing developable square footage from the Plan area.

*CITY COUNCIL QUESTION 7: Does City Council support a transfer of development rights policy in the East Whisman Precise Plan to support public school needs that can be transferred into or out of the Plan area to (or from) any property(ies) Citywide?*

### RECOMMENDATION

For City Council to provide direction on a preferred alternative for the East Whisman Precise Plan based on the questions in this report.

### NEXT STEPS

Following Council’s endorsement of a preferred land use alternative, the EIR process and development of the Precise Plan framework and policies will begin.

Future Study Session topics for the Precise Plan include:

- Circulation and Transportation Networks
- Policy Framework (e.g., zoning structures, regulating policies)
- Urban Design and Sustainability
- Housing Framework/Incentive Program(s)

### PUBLIC NOTICING

The 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 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

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- Attachments:
1. Summary Background Report
  2. EPC Study Session Staff Report – February 1, 2017
  3. Community Workshop #1 Summary
  4. EPC Study Session Staff Report – August 24, 2016
  5. City Council Study Session Staff Report – September 6, 2016 (Item 3.1)
  6. Community Workshop #2 Summary
  7. Land Use Alternatives
  8. Stakeholder Meeting Summary
  9. Combined Land Use Alternative
  10. Village Center Alternatives
  11. Village Center Strategy
  12. Los Altos School District Letter