

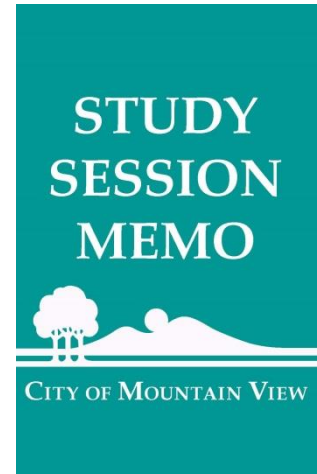
DATE: October 16, 2018

TO: Honorable Mayor and City Council

FROM: Eric Anderson, Senior Planner
Randal Tsuda, Community Development
Director

VIA: Daniel H. Rich, City Manager

TITLE: East Whisman Precise Plan Policy Topics



PURPOSE

That the City Council provide input and direction on land use and transportation policy questions for the East Whisman Precise Plan.

BACKGROUND

The East Whisman Precise Plan process started in March 2016 and has included multiple community workshops, stakeholder meetings, and EPC and City Council Study Sessions. For an overview of prior workshops and meetings, see Attachment 1 (Summary of Prior Meetings).

Environmental Planning Commission Meeting – October 3, 2018

The Environmental Planning Commission (EPC) reviewed the information and questions below on October 3, 2018. EPC responses to the topics are provided in the Discussion section below.

Three members of the public spoke:

- A representative from SV@Home expressed support for the Jobs/Housing Linkage policies and transfer of development rights (TDR) program to improve residential feasibility.
- The applicant at 400 Logue Avenue expressed support for multiple proposals in the report, especially relocating the street between Ellis Street and Logue Avenue (described under “Additional Precise Plan Content”). He also expressed concern about residential development feasibility and about limits to where underground parking can be located.

- A representative for the “Wagon Wheel” site (282 East Middlefield Road) expressed concern that the staff report did not acknowledge that residential development would be allowed there.

Additional Public Comment

E-mails, letters, and other correspondence received since the last Study Session are provided in Attachment 2 – Public Comment.

DISCUSSION

Over the last several months, the Precise Plan staff and consultant team developed an outline for the Precise Plan’s key strategies for land use, design, and circulation. Previous discussion included complete neighborhoods targets, residential distribution, intensity and density, character areas, new streets, pedestrian/bicycle circulation, affordable housing, jobs/housing linkage, neighborhood commercial, open space, and overall transportation strategies.

This report includes the following proposed strategies and options:

- Residential/Office Partnerships
- Local School Strategy
- Parking
- Office Trip Reduction

In addition, the following topics are discussed at the end of the report. Staff feels these issues are consistent with previous Council direction and, therefore, no questions are attached to these topics. However, this Study Session provides an opportunity for the Council to concur or comment.

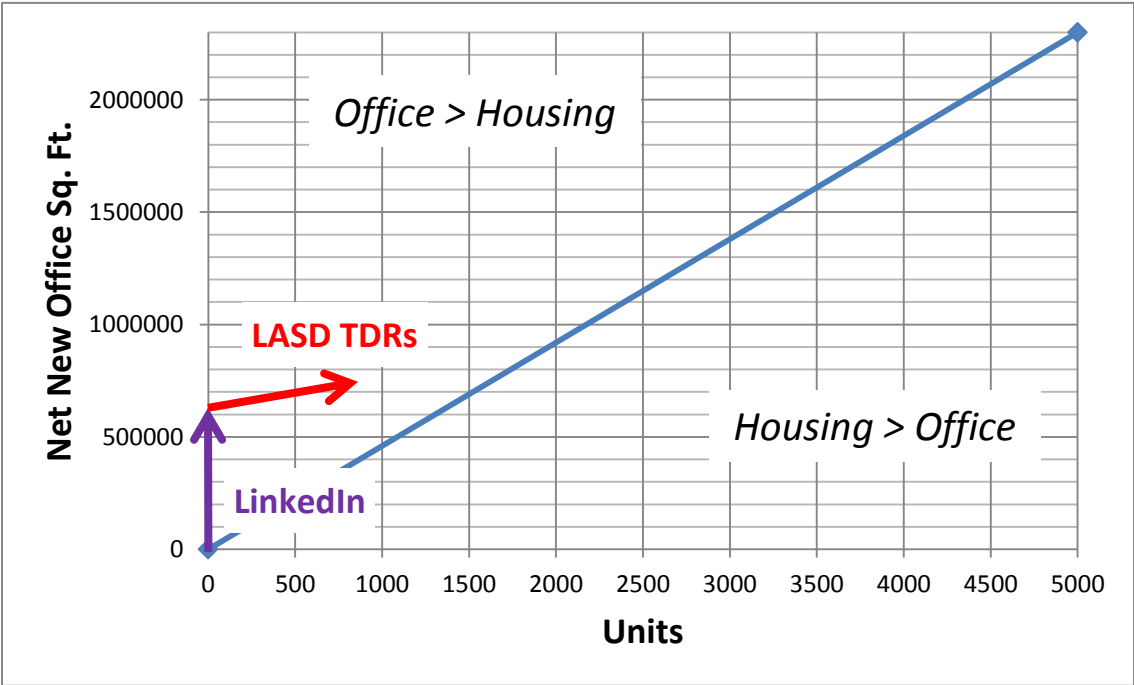
- Proposed Development Reserve concept
- Proposed modifications to Height/Floor Area Ratio (FAR) map, reflecting Council’s direction on SummerHill’s Middlefield Road project
- Proposed modifications to the park and circulation strategy maps, based on previous Council direction

Residential/Office Partnerships

In February, the City Council reviewed and provided initial support for an East Whisman Precise Plan Jobs/Housing Linkage Strategy (“Strategy”). The primary policy goals of the Strategy are to limit office development so that a significant number of development sites are available for housing to support creation of a new East Whisman neighborhood, to improve the opportunity for new employees to live nearby, and to improve the City’s jobs/housing balance. The Strategy would tie housing growth to office growth through incentives and other policies. As described in February, the Precise Plan would set the expectation that office development facilitate residential growth in the Precise Plan area. In addition, the City would monitor growth of both housing and office, and could set different requirements on office based on the amount being constructed. Figure 1 illustrates this concept, showing an area where more office than residential has been built, and an area where more residential than office has been built.

Office developments have several options to show consistency with the Strategy. They can dedicate land for or construct housing themselves, or they can provide additional resources for affordable housing in the Precise Plan area beyond what would otherwise be required through the Housing Impact Fee. In addition, applicants may be able to propose additional strategies that can demonstrably result in additional housing units being built in the Precise Plan area.

Figure 1: Linkage Strategy



Since February, a new issue has arisen that affects the East Whisman Precise Plan: the feasibility of residential development. Based on North Bayshore analysis presented to the City Council on September 4, 2018, residential development is facing economic viability challenges due to increased construction and land costs, as well as City fees and the expectation for voluntary school contributions in exchange for higher FAR. A similar issue is present in East Whisman since many of the economic conditions are the same, including high land values and construction costs, fees, and expectations for public benefits and voluntary school contributions.

The Jobs/Housing Linkage Strategy may have a role in addressing the economic feasibility issue by establishing a policy framework that encourages residential development to partner with office development in the area. By encouraging partnership, residential development may be able to receive additional resources to support their development, and office development would be allowed to proceed sooner than without partnering with residential development. This partnership could be a mechanism for office developments to demonstrate that they are helping to facilitate new housing.

The Precise Plan may provide applicants the opportunity to propose the form this partnership may take. However, the Precise Plan can also provide the specific elements of a residential TDR program. TDR was also used in the San Antonio area to increase the feasibility of creating a new Los Altos School District (LASD) school in the area. Unlike the LASD TDR program, the Precise Plan could limit the total FAR at receiving sites and could allow receiving sites to proceed without a Gatekeeper request.

One way residential TDR may work is allowing residential developments to sell their demolished office or light industrial square footage to office development within the East Whisman area. If residential development is permitted to sell their demolished office square footage, they gain an asset that may help reduce or eliminate the feasibility gap without increasing the total amount of office floor area in the Precise Plan area. The office development purchasing those rights is facilitating residential development in the East Whisman Area in compliance with the Jobs/Housing Linkage Strategy.

This form of TDR, and these partnerships more generally, is different than how the tool is generally used. Generally, TDR is used to preserve or provide public goods, such as open space, historic resources, and schools. This potential program differs in that it may subsidize for-profit activity: the construction of market-rate housing. In addition, it may reduce the amount of public benefits received from office development. However, the City Council may view the provision of housing in the area as a “public good,” even though it is being provided by for-profit entities. This is based on the

overall beneficial effect that housing has on sustainability, equity, commutes, and the City's jobs/housing balance.

One reason to support the TDR program or other office/residential partnerships is that they are a market-based mechanism that can change based on varying conditions such as rents and construction costs. In other words, office developers and residential developers negotiate independently from the City on how best to facilitate the residential development. With this option, the price of the TDR or other residential subsidy is set through that negotiation, which can change in response to economic conditions.

If the residential/office partnership and TDR concept is endorsed, the Precise Plan team would continue to develop its details, including:

- Additional conditions that should be placed on the ability to sell TDR or other partnership.
- Expiration of TDR rights.
- Rights and obligations of the office developer, if the residential development fails to proceed.
- Other administrative procedures and requirements.

Alternatives

If the City Council does not wish to include a TDR or residential/office partnership program, there are other options that may facilitate residential development. The Precise Plan could vary public benefit requirements based on the number of housing units that have been built. This could provide clearer expectations for developers, and it may give the City more oversight. However, it may be less flexible under different economic conditions. It may also have a small effect on residential feasibility since public benefits are a small part of overall development costs.

Another alternative is to not consider residential feasibility in the Precise Plan, setting requirements for public benefits and voluntary school contributions without providing offsetting measures. In that case, some residential development may become economically infeasible and may have difficulty competing with office land values.

Question 1: Does the City Council support TDR or other office/residential partnerships as a mechanism to support both the Jobs/Housing Linkage Strategy and residential feasibility?

EPC Input

The EPC supported residential/office partnerships and transfer of office development rights. Specific EPC comments included the following:

- Supportive of market-based mechanisms.
- Continue to monitor the Jobs/Housing Linkage Strategy Diagram (Figure 1).
- Make sure to maintain compliance with City expectations for open space, affordable housing, and school contributions.
- Link other public benefits, like additional affordable housing, to the program.

Local School Strategy

The North Bayshore Precise Plan includes a “local school strategy” requiring developers to work directly with the school districts to support their school construction and land acquisition needs as a requirement for higher FAR. On September 4, 2018, the City Council provided direction on the cost of residential development in North Bayshore and how the school strategy should be implemented given concerns about residential feasibility. Specifically, Council confirmed that the City should play a role in requiring developers to support schools as a voluntary contribution in exchange for higher FAR, that developers should not provide 100 percent of the funding that the school districts say they need, and to explore determining a contribution value based on a per-square-foot fee. The Council also recommended exploring opportunities to shift part of the residential cost burden to office development to increase residential feasibility.

In light of this recent Council direction, the Precise Plan team is seeking Council direction on the following issues related to additional school enrollment for the East Whisman area generated by the anticipated development in this change area. In general, the East Whisman Precise Plan can include a voluntary contribution program based on the “Bonus FAR” or higher-tier densities allowed in the Precise Plan.

High School and Middle School Strategy

The Mountain View Los Altos (MVLA) High School District is over capacity at both campuses, and new housing may necessitate additional land for another high school campus. While the Mountain View Whisman School District (MVWSD) middle schools are not currently over capacity, new housing may also necessitate additional classroom space or land for an additional middle school site.

Middle and especially high schools are more of a Citywide issue, rather than an East Whisman Precise Plan issue. Housing growth from planned development in North Bayshore and other areas also contribute to the need for increased levels of school facilities. Students from all these developments may be served by a single set of improvements since middle and high school campuses generally serve residents from a larger area. On the other hand, elementary schools are local-serving, so areas like East Whisman and North Bayshore could be expected to plan for new classroom space in their immediate vicinity. This logic is similar to how the City treats community parks and mini-parks, respectively.

Currently, the discussions around the North Bayshore Precise Plan school strategy have considered a per-student funding basis for schools that would serve students Citywide, rather than developing an additional middle or high school just for North Bayshore and assigning their full cost just to North Bayshore developments. Hypothetically, if a Citywide high school costs X dollars to build and serves S students, then the funding needed per student generated is approximately X divided by S. This cost-per-student strategy could be applied to development throughout the City, including North Bayshore and East Whisman. Again, note that the Council at the cost of development Study Session supported exploring allocating school costs based on a residential per-square-foot fee. This methodology also would not affect the funding allocation from North Bayshore.

The Precise Plan could utilize direction from the North Bayshore school strategy discussions for voluntary contribution expectations for middle and high schools. In addition, staff can continue to work with the school districts on other funding strategies and resources that may reduce the funding expected from new development.

Elementary School Strategy

While the need for a high and middle school is associated with Citywide development, the need for elementary schools is more local. More discussions are needed between the school districts, developers, and the City to determine how to quantify a contribution for elementary schools.

The East Whisman area has some opportunities to address potential increases in elementary school student population. Two Mountain View Whisman School District-owned properties are within one-half mile of the East Whisman area, though each is currently encumbered. Whisman School on Easy Street is currently occupied with long-term leases to private schools. The former Slater School (to be called Vargas when it reopens) will include an additional small public school campus in the next few years, built alongside the existing buildings that will continue to be occupied by Google as a daycare.

The Precise Plan team has been working with the School District to estimate the Precise Plan's future campus needs, taking these sites into account. However, additional land and classroom space may be necessary, which will require resources from new development. The Precise Plan team will continue to work with the MVWSD and developers on a quantification of those needs, based in part on discussions from the North Bayshore School Strategy process.

Office Contribution

While residential development is most closely associated with student generation, new employment-generating uses also have a role in driving demand for schools. Demand for housing and, therefore, demand for schools, is driven by the growth in local jobs. In other words, to address the jobs/housing imbalance, it is appropriate to plan for and accommodate additional necessary resident services when new employees are added to the City. To this end, the East Whisman Precise Plan could consider voluntary contributions on office bonus FAR in the School Strategy. This would reduce the needed contribution from residential development, improving its economic feasibility.

Summary

Based in part on direction from the September 4, 2018 City Council Study Session, City staff will continue to work with developers and the School District on an approach to School District contributions. The principles guiding this process could include the following:

- Supporting School District growth while maintaining the quality of existing classroom and campus space.
- Maintaining that residential and office development should pay for part, but not all, of the local school strategy to facilitate economic feasibility.

- Ensuring predictability for future development applicants.

One way to support transparency and predictability is for the City to establish a clear voluntary contribution expectation, in a specific dollar amount, that can apply to new development asking for Bonus FAR. If the City Council supports this strategy, the Precise Plan will continue to work with the School Districts and developers on refining that value.

Question 2: Does the City Council support the proposed East Whisman Precise Plan School Strategy, including developing a Citywide approach to middle and high school demand, the principles above, and the establishment of a contribution value applicable to residential and employment-generating development?

EPC Input

The EPC supported the proposed school strategy, including office contribution and a Citywide approach for middle and high schools. Specific EPC comments included the following:

- New schools should be built in more urban form than existing schools.
- Schools should be built closer to more densely populated areas; doing so would reduce vehicle trips and mileage. Make sure students can easily access new school sites.
- Use reasonable data and assumptions so the demand for schools is neither over- nor under-projected. Make sure all parties agree on the methodology for estimating students.
- MVWSD should be offered the same park-sharing agreement and funding that LASD was offered.
- Office developers should consider building child care in their campuses, so that school district facilities are not burdened with that demand.

Parking

In the North Bayshore Precise Plan, maximum parking standards are used instead of the traditional minimum parking standards to discourage single-occupant vehicle trips, reduce construction costs, and improve the area's environmental performance by supporting other modes. The East Whisman Precise Plan includes similar goals.

However, the East Whisman area also has existing residential neighborhoods nearby, which could be impacted by off-site parking from new development.

Based on previous direction from the City Council and public input to consider protection of adjacent neighborhoods from parking impacts, the Precise Plan will include the following policies for residential and office parking:

- **A “Buffer Zone” near North Whisman Road.** The Precise Plan will establish a zone west of “Street A,” shown in Map 1, where parking minimums will be more tightly controlled and parking maximums will be higher.

Map 1: Parking Buffer Zone



- **Parking Minimums established through TDM.** The Precise Plan will include a formal requirement that lower parking ratios must be justified with a TDM program. Since the minimum parking requirement will be based on the applicants’ TDM programs, the amount of required parking can change flexibly over time with changes to technology and transportation behaviors. In other words, if new technology or improvements reduce the demand for parking, new development would be able to construct fewer parking spaces under the Precise Plan.

- **Conservative Parking Maximums.** Parking maximums will be set high enough that review bodies will have discretion to require more parking when applicants are unable to provide adequate TDM or parking management plans.

The following additional policies and strategies are consistent with previous Council direction:

- **Make parking more efficient.** Parking is most efficiently used when it is available to a broad range of land uses and individual users. The Precise Plan will include language to encourage shared parking to a mix of uses and the public generally.
- **Unbundled parking and parking cash-out.** Market mechanisms can be an effective tool to modify individual users' behavior, so the Precise Plan will allow these programs. However, street parking in adjacent neighborhoods is a free alternative. To utilize these programs, applicants west of Street A will need to address enforcement in their parking management program.
- **Single parking ratio for neighborhood commercial uses.** To encourage a broad range of new small businesses, the Precise Plan will include a single minimum parking requirement for most neighborhood commercial uses, 4 spaces per 1,000 square feet, which is consistent with the City's current shopping center ratio. This will reduce the likelihood that a new neighborhood commercial business might need to modify the parking at an existing site.

Office Parking

The goals for office parking ratios in the Precise Plan include the following:

- **Encourage office tenants and developers to consider alternate modes of travel when designing sites.** The parking maximums provide a baseline for acceptable single-occupant vehicle use employers can plan for when designing their TDM programs. The proposed maximum east of Street A, 2.9 spaces per 1,000 square feet, is based on the number of spaces needed for an office building with a trip-reduction program of 20 percent to 30 percent.
- **Protect adjacent neighborhoods from overflow employee parking.** Parking minimums will be set by the projects' TDM program to provide a public and enforceable mechanism to minimize trips that may impact another neighborhood. An additional parking minimum is provided west of Street A, which will reduce the likelihood that development near North Whisman will not have enough parking to serve their needs.

Proposed office parking ratios are shown in Table 1, along with some recent projects and plans for comparison.

Table 1: Proposed Office Parking Ratios

	Minimum Parking (Spaces per 1,000 Square Feet of Building)	Maximum Parking (Spaces per 1,000 Square Feet of Building)
Current City Code	3.33	None
Recent East Whisman Projects	None	3
North Bayshore Precise Plan	None	2.7
Charleston East	Approximately 2.1	
Proposed East Whisman Precise Plan, in Buffer Zone	2.5, or as determined by TDM program, whichever is greater	3.33
Proposed East Whisman Precise Plan, Outside Buffer Zone	As determined by TDM program	2.9

Residential Parking

The goals for residential parking in the Precise Plan include the following:

- **Encourage new residents to limit vehicle use and/or use public transportation.** Development TDM and parking management programs will identify how residents will be discouraged from owning too many vehicles and how other transportation modes will be encouraged.
- **Reduce the cost of residential construction.** Parking construction is a major factor in the feasibility of residential development and the ultimate sales or rental price. If development can show they do not need the parking through parking and TDM plans, they can construct fewer spaces. In addition, the Precise Plan includes special standards for micro-units, another low-cost housing option for some residents. The target number of micro-units in the Precise Plan area is 10 percent.
- **Protect adjacent neighborhoods from overflow resident parking.** Maximum parking ratios for units larger than 450 square feet are consistent with the “model parking standard,” ratios used consistently in the City for the last 10 years. Lower parking ratios may be allowed only through a public and discretionary review of parking management and TDM plans.

Proposed residential parking ratios are shown in Table 2, along with some recent projects and plans for comparison.

Table 2: Proposed Residential Parking Ratios

	Micro < 450 sq. ft. (spaces per unit)	Small Studio and 1-bedroom (spaces per unit)	Large 2-bedroom and up (spaces per unit)
Current City Code	Min. 1.5	Min. 1.5 to 2	Min. 2
“Model Parking Standard”: El Camino Real, San Antonio, and other large apartments	Min. 1	Min. 1	Min. 2
North Bayshore Precise Plan	Max. 0.25	Max. 0.5	Max. 1
Proposed East Whisman	Max. 0.5*	Max. 1*	Max. 2*

*Minimum established through review of a TDM and parking management program.

Question 3: Does the City Council support the proposed parking goals and ratios?

EPC Input

The EPC supported the proposed parking goals and ratios. Specific EPC comments included the following:

- It is too difficult for neighborhoods to implement the Residential Parking Permit Program, to rely on it to help enforce parking. The City may need to facilitate the program for North Whisman neighborhood.
- Encourage shared parking between office and residential, since they have peak demand at different times. Encourage existing office developments to open up their parking to nearby residents.
- Consider utilizing other overflow parking areas.
- Google at Mayfield has successfully self-enforced their employees.
- Make sure parking strategies are part of a larger effort to improve biking, walking, transit, and access to retail.

Office Trip Reduction

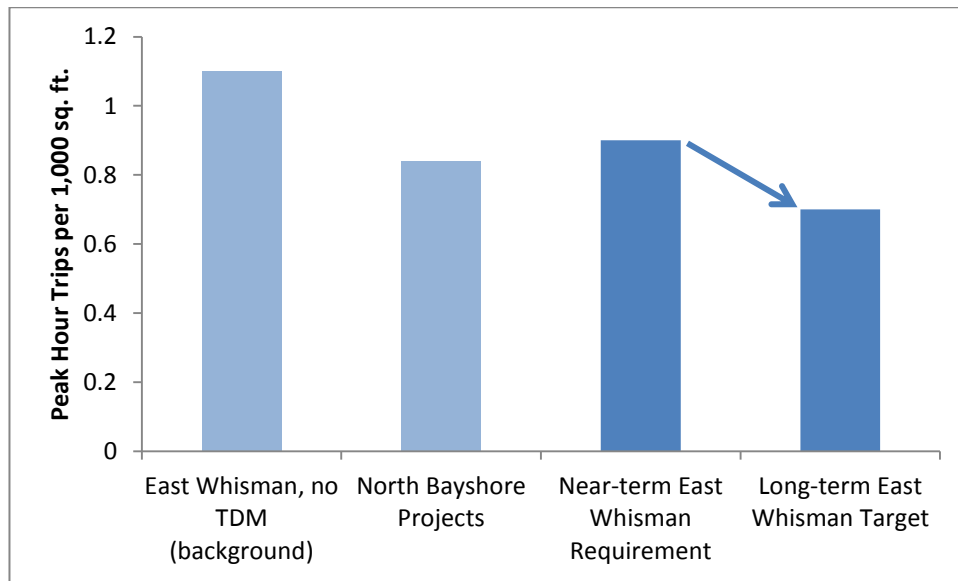
In June, the City Council reviewed the East Whisman Precise Plan's transportation strategy. The strategy included the following key elements:

1. Use projected traffic congestion at key intersections and interchanges to establish a long-term target trip-generation rate for the East Whisman area.
2. Develop policy options, roadway system improvements, TDM, transit and shuttle enhancements, and regional transportation solutions to reduce trips and increase capacity to the target amount.
3. Apply project-specific peak-hour trip caps to new development, with penalties for noncompliance and additional measures that must be implemented if noncompliance continues.
4. Allow near-term flexibility for trip-cap requirements, but phase in more aggressive requirements as trip reduction becomes more feasible.
5. Monitor trips, congestion, VMT, and other metrics and use that information to inform the City in the review and approval of specific development projects.

The LinkedIn development proposal at 700 East Middlefield Road may be considered for approval before the end of the year. Since they are expected to comply with the East Whisman Precise Plan policy, staff is seeking City Council confirmation on the fourth item above regarding near-term flexibility and phased-in requirements.

The direction discussed in June was to require East Whisman office developments to eventually achieve trip rates of less than 0.7 peak-hour trip per 1,000 square feet of building area. This is significantly lower than the approximately 1.1 trips generated by East Whisman office sites without TDM requirements, or the 0.84 trip required from recent North Bayshore development (see Figure 2). To reach a trip rate of 0.7, a mixed-use environment with a broad range of multi-modal transportation infrastructure may be necessary. In the near term, without residential nearby or a built-out network of bicycle and pedestrian facilities, office development may not be able to reach that level.

Figure 2: Office Trip Rates



While trip-reduction requirements for previous development approvals have been stable over time, the Precise Plan could include a program to phase in more aggressive requirements for an entitled project over time. This trip-reduction “phase-in” program presents a challenge for development. On the one hand, they have a lower requirement at the beginning, but they also have less certainty over future trip reduction requirements and the amount of future investment needed. For this reason, the program would need to be carefully crafted for objectivity and predictability.

Staff has established three broad criteria that may affect an office project’s trip reduction at the same level of effort:

1. The number of housing units built in the area;
2. The extent of multi-modal public infrastructure constructed in the area; and
3. The establishment of any district pricing mechanism for parking or vehicle trips.

If the City Council supports this program, the Precise Plan would establish a near-term trip-reduction requirement, approximately 0.9 peak-hour trip per 1,000 square feet, and the remaining 0.2-trip requirement would incrementally apply with the construction of housing and public improvements and/or the implementation of district pricing. While this may result in higher trip-generation in the near term, the Precise Plan is also structured (with the Jobs/Housing Linkage Strategy) so that all the projected office

development will not be built until after housing is built, limiting the overall trip-generation of the Plan area.

Alternatives to this program include the following:

1. **Require 0.7 peak-hour trip per 1,000 square feet on all new development.** This would have the lowest impact on the roadway system but would be more difficult for applicants to achieve. Some development may not occur based on the difficulty of achieving this trip-reduction level.
2. **Require 0.9 peak-hour trip per 1,000 square feet without lowering the requirement over time.** This would be easier for applicants to implement and may encourage more office development. It would also reduce uncertainty of applicants.

Both of the alternatives above would be easier for the City to implement and would not require the regular analysis, reporting, and noticing of the initial direction from June.

Question 4: Does the City Council support the “phase-in” of higher trip-reduction requirements on specific office developments?

EPC Input

The EPC supported the proposed phase-in of higher trip-reduction requirements over time. Specific EPC comments included the following:

- Continue discussions with LinkedIn to make sure the program is feasible for them.
- Include flexibility in the program in case circumstances do not unfold as anticipated.

Additional Precise Plan Content

The following sections are presented as informational, though the City Council may wish to provide comments. In general, the EPC supported this direction.

Development Reserve

The City Council authorized analysis of two office growth scenarios with the East Whisman Precise Plan, 1.7 million additional square feet and 2.3 million additional

square feet. Ultimately, the City Council could approve any amount of additional office up to 2.3 million square feet within the scope of this analysis.

This square footage could be used and allocated in two different ways:

1. Some amount of square footage would be used to build up to 0.4 FAR, the “base” FAR. This square footage would primarily be used for minor additions, but it may also be used for mixed office and residential development. The Zoning Administrator would have review authority over this square footage.
2. The remaining square footage would be called the “**Development Reserve**” and allocated by the City Council to projects over 0.4 FAR. The City Council would use the authority to approve or deny this building area to require public benefits and compliance with the Jobs/Housing Linkage Strategy through the “Bonus FAR” process.

Since the EIR analysis assumes a net change in floor area, or the total of both the “base” FAR and the Development Reserve FAR, the Development Reserve must be less than the analysis to remain consistent. Since only a small amount of floor area would be used for additions and building development up to 0.4 FAR, staff estimates that 100,000 square feet would be adequate to assume in Category 1 above. The remaining, up to 2.2 million square feet, could be in the Development Reserve.

Use of the Development Reserve would be subject to Council approval and provision of significant public benefits. In addition, access to the Development Reserve may be contingent on showing compliance with the Jobs/Housing Linkage Strategy, such as through residential TDR or some other action that facilitates housing growth.

Using a Development Reserve would not change the vision for the Precise Plan area. It is an implementation tool that provides specificity and clarity around the existing policy. For example, it lowers the risk that a future “base” project might have California Environmental Quality Act (CEQA) impacts, and it provides a simpler and more transparent tool for determining the floor area Council can allocate through the Precise Plan.

Unless the City Council raises objections, this tool would be implemented in the Draft Precise Plan.

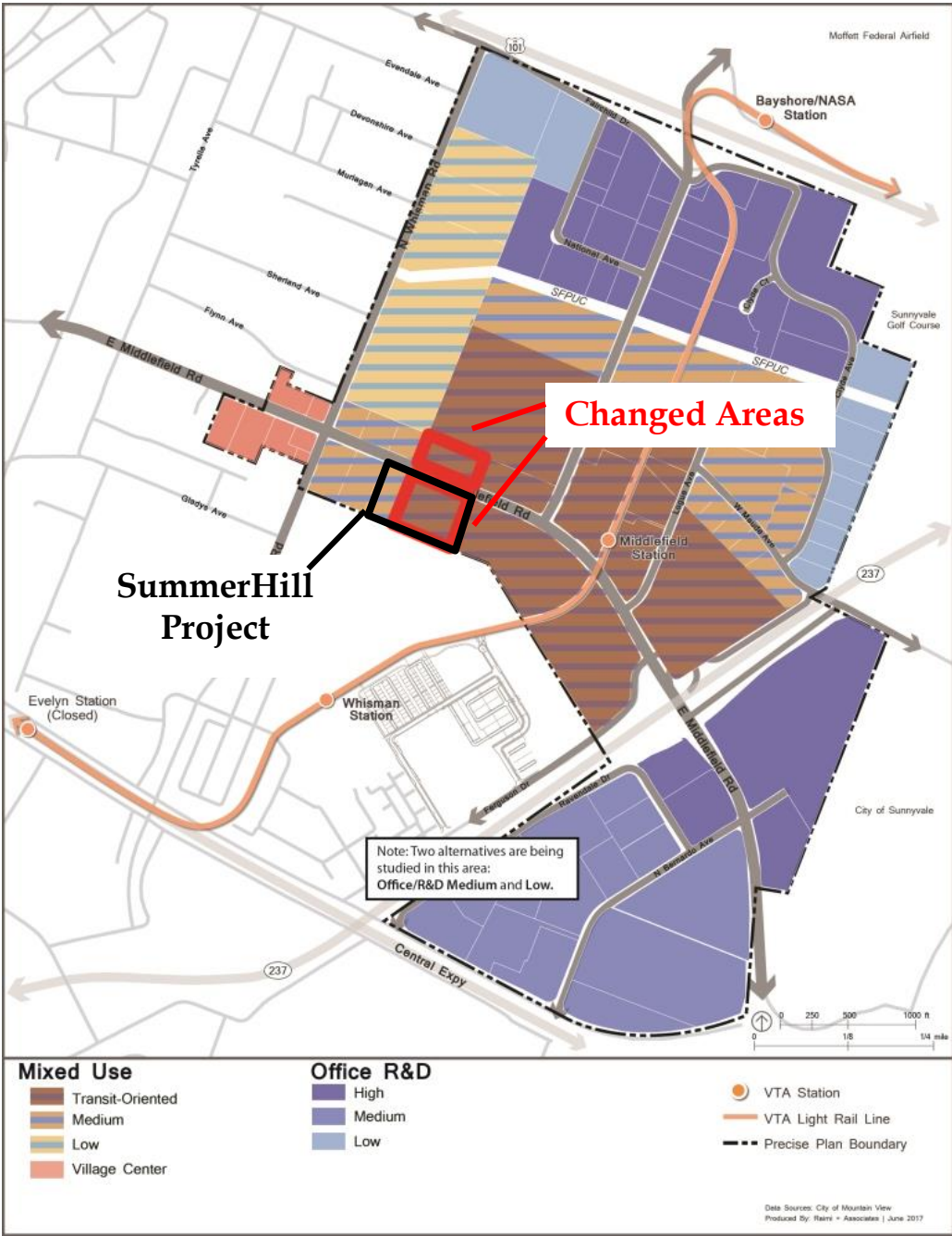
FAR and Heights

On April 17, 2018, the City Council reviewed a draft proposal for SummerHill's proposed project at 355 to 415 East Middlefield Road. At that meeting, the City Council authorized staff to study a project with additional height and FAR than what was previously authorized in the Precise Plan's Height and FAR map. Map 2 shows the revised Height and FAR map based on that direction, upzoning the sites on the north and south sides of East Middlefield Road from the Mixed-Use Medium zone to the Mixed-Use Transit-Oriented zone.

This action would effectively "split-zone" the 355 to 415 East Middlefield Road site, allowing up to 3.5 FAR east of the line and allowing 2.5 FAR west of the line. While SummerHill's project may end up with more than 3.5 FAR east of this split-zone line, their proposed average floor area across the whole site would be lower than the weighted average of the FARs shown in the attached exhibit (the allowable weighted average FAR would be approximately 3.17, and SummerHill's proposal is approximately 2.91). This is based, in part, on the location of a park they would be dedicating to the City. The Precise Plan will include guidance for how to determine total FAR for split-zone properties, which may include reallocation of floor area from lower-intensity areas to higher-intensity areas, consistent with SummerHill's proposal.

Staff recommends upzoning sites on both sides of East Middlefield Road to support neighborhood consistency and symmetry across East Middlefield Road. Staff does not anticipate this will need to change the Precise Plan's anticipated growth assumptions (5,000 dwelling units and up to 2.3 million square feet of office) since these areas are small and would not significantly change the totals; and since the Precise Plan's growth assumptions are intended to be general, based on a mix of redeveloped and static sites and a mix of residential and office. Individual future developments would need to show consistency with the environmental analysis in the Precise Plan EIR to maintain compliance with CEQA.

Map 2: Height and FAR Areas



Parks and Blocks

At the June Study Session, the Precise Plan team presented the City Council with a park strategy that included locations for proposed new parks, a strategy to create a new neighborhood park of over two acres, and a strategy requiring office developers to

provide publicly accessible open space. At the meeting, Council directed staff to identify additional park sites and opportunities.

A revised park and circulation strategy map is shown as Map 3. The map is still in draft form, conceptual in nature, and meant to exhibit Precise Plan direction, such as the frequency of parks and how blocks will be broken up with publicly accessible paths and streets. Actual development may differ depending on local circumstances.

In this map, parks have been added throughout the mixed-use area and new, publicly accessible open spaces on office campuses have been added throughout the office areas. In addition, required greenways along the Hetch Hetchy and in the South Plan Area have been expanded into linear parks, which will have minimum dimensions for a range of recreational activities (50' to 80' width). These new park locations support access from residential areas, primarily affect larger parcels, and are evenly spaced throughout the Precise Plan area. The new estimated total square footage of open space is 17 acres.

Since the public parks are relatively close to each other, the Precise Plan will include policy direction to differentiate the amenities available at nearby parks. For example, if one park includes an open lawn and a tot lot, a nearby park might include a shady area and barbecue pits instead.

As stated above, this map is conceptual and only intended to illustrate policy. For example, new, publicly accessible open areas on office sites should be located near existing and proposed neighborhoods. If the locations for connections to those neighborhoods change, the open space location may change as well. In addition, through the development process, applicants will be encouraged to locate open spaces near their project edges to facilitate access from other properties future expansion.

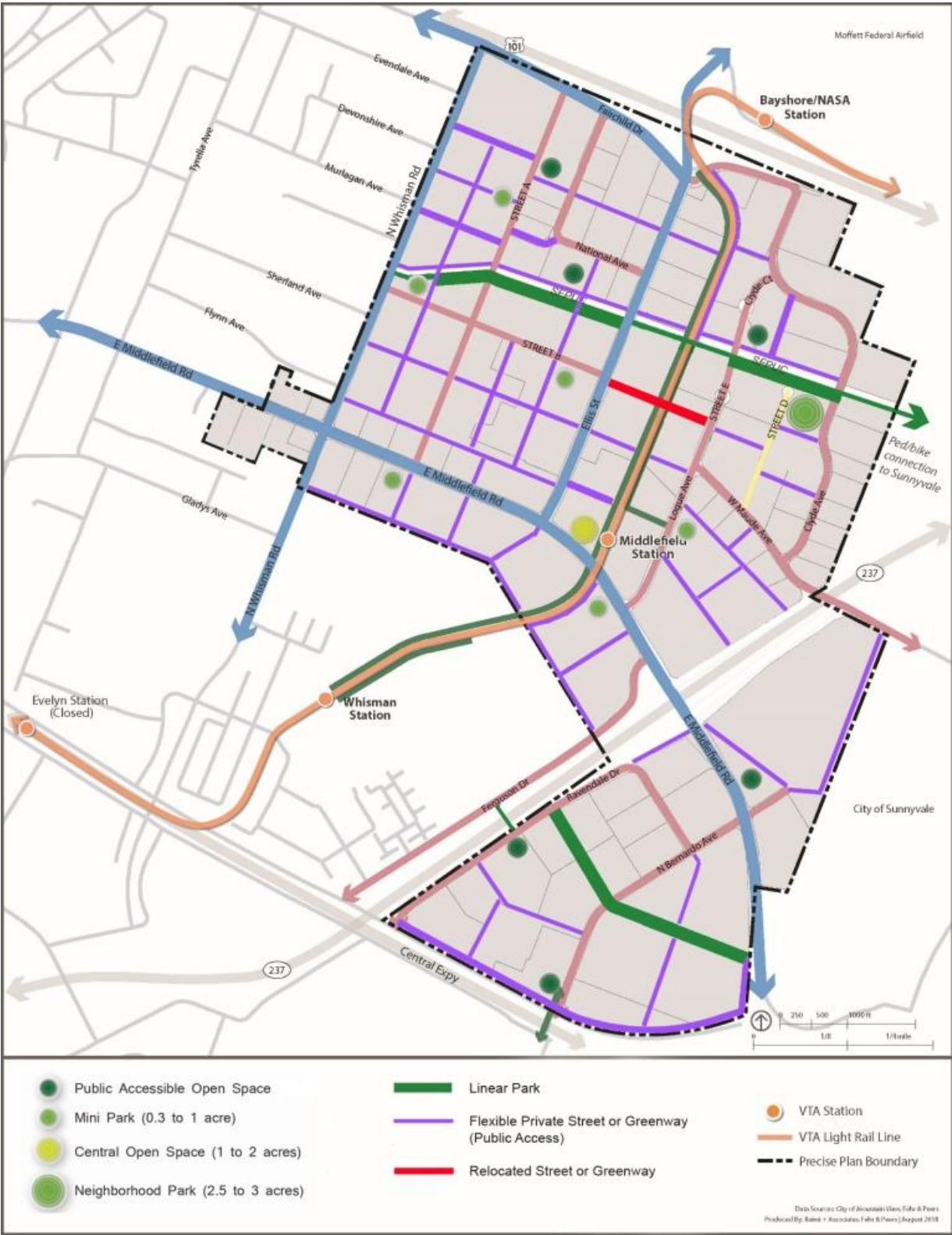
The following previous elements of the strategy have also been maintained:

- Required public open space or plazas for office developments.
- A master plan area to support creation of a neighborhood park.
- A central open space adjacent to Middlefield Station.
- Opportunities for other residential projects to offset their park requirement with land dedication.

- Opportunities for the City to purchase additional land for parks using parkland dedication in-lieu fees.

In addition to parks, Map 3 also shows a conceptual circulation diagram for the Precise Plan area. Previous circulation diagrams focused on new public streets and greenways (shown in this map in yellow, green, and pink). This diagram shows conceptual locations for additional connections that may be privately owned but publicly accessible (shown in purple). These additional connections are based on direction in the Precise Plan to provide blocks that are 300' to 450'.

Map 3: Conceptual Park and Circulation Diagram



One new street has changed from the previous circulation diagrams, shown in red on Map 3. On the previous version of the map, this street crossed diagonally through the 400 Logue Avenue site, as shown in Map 4. In May, the City Council authorized staff to begin studying a high-density residential development at this site. The applicant has stated that their project would be infeasible if a full-sized street cut diagonally through their property. In response, the Precise Plan will reposition the street to align with the project's northern boundary.

Map 4: 400 Logue Avenue



In addition, the VTA has expressed concern about this street. If it is at-grade, it could affect the speed of light-rail trains in the area since the trains need to reduce speed in the vicinity of at-grade crossings. However, a grade-separated vehicle connection would require more ramp space than is available and would be prohibitively expensive. In response, the Precise Plan may consider this a grade-separated, pedestrian/bicycle-only connection. The Precise Plan team will continue to work with the VTA on this issue and will report back to the Council during the public draft process and after analysis of the street's effect on the roadway system is complete.

If the City Council supports this revised park and circulation strategy map, no additional action is necessary. It will be included in the draft of the Precise Plan.

RECOMMENDATION

The Precise Plan team is seeking City Council input on the following questions:

1. Does the City Council support TDR or other office/residential partnerships as a mechanism to support both the Jobs/Housing Linkage Strategy and residential feasibility?
2. Does the City Council support the proposed East Whisman Precise Plan School Strategy, including the Citywide approach to middle and high school demand, the principles above, and the establishment of a contribution value applicable to residential and employment-generating development?

3. Does the City Council support the proposed parking goals and ratios?
4. Does the City Council support the “phase-in” of higher trip-reduction requirements on specific office developments?

NEXT STEPS

The public draft of the Precise Plan is anticipated in November. The public draft of the Precise Plan EIR is anticipated in January 2019. Final adoption of the Plan is anticipated by summer 2019.

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 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 Homeowner Associations. Project and meeting information is posted on the project website: <http://www.mountainview.gov/eastwhisman>.

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- Attachments:
1. Summary of Prior Meetings
 2. Public Comment