

**DATE:** June 25, 2019

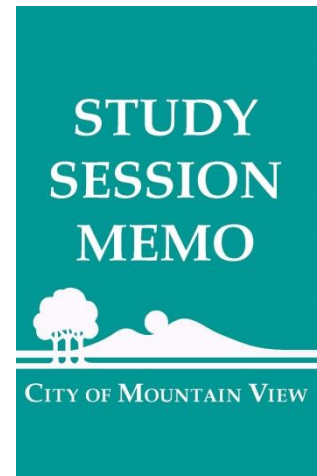
**TO:** Honorable Mayor and City Council

**FROM:** Eric Anderson, Senior Planner  
Aarti Shrivastava, Assistant City Manager/  
Community Development Director

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

**TITLE:** **Public Draft of East Whisman Precise Plan  
and Draft Environmental Impact Report**

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### **PURPOSE**

Provide input and direction on the East Whisman Precise Plan Public Draft and Draft Environmental Impact Report.

### **BACKGROUND**

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

The Public Draft of the Precise Plan was released on April 8 (see Attachment 2). The Draft Environmental Impact Report (DEIR) was released on June 7 (see Attachment 3). Precise Plan adoption is anticipated in the fall.

### **EPC Meeting – June 19, 2019**

The EPC reviewed the information and questions below on June 19, 2019. EPC responses to the topics are provided in the Discussion section below.

Seven members of the public spoke. Key comments included the following:

- The traffic report is credible since it uses software that can analyze movements of individual vehicles through multiple intersections. The extent of traffic impacts is of concern.

- Decision-making on Shoreline Boulevard has not been based on accurate traffic modeling, and proposals like AGT are misguided, except possibly connecting NASA to North Bayshore.
- A member of the San Antonio neighborhood expressed support for many Precise Plan goals, but stressed that Los Altos School District Transfer of Development Rights (LASD TDR) projects should be allowed to proceed, and the Plan should not negatively affect their feasibility.
- A representative from the High School District was supportive of the developers' letter and their comments on the school strategy.
- The Los Altos School District Superintendent provided some background on the TDR program and requested that projects be exempted from Precise Plan requirements.
- A representative from the Mountain View Whisman School District requested that the City continue to enforce the school strategy requirements.
- A residential developer expressed concern that "guidelines" may eventually be interpreted as standards and that the character area targets do not reflect market realities. He also requested flexibility in the Plan for setbacks and street widths. Lastly, he requested a study of the location of required paths, with concern that they may not all be necessary.

A comprehensive and ordered list of EPC and Bicycle/Pedestrian Advisory Committee (B/PAC) comments is provided in Attachment 4.

#### Public Comment Received

Since the last round of EPC and City Council meetings, the City has received additional public comment on the Precise Plan (see Attachment 5).

A letter from a group of developers and property owners in East Whisman expressed concern and included recommendations about multiple issues, including the local school strategy, the character areas and unit mix, development standards, pedestrian/bicycle connectivity, open space, street sections, recycled water, and the Jobs-Housing Linkage program.

An e-mail received prior to the meeting expressed the importance of the LASD TDR projects for the future of the San Antonio neighborhood and requested that the projects be exempted from certain requirements in the Plan.

## **DISCUSSION**

This report includes discussion of the topics necessary to complete the Precise Plan and the comments from the last Council Study Session. The following is a brief description of the report's layout:

1. The **Draft Environmental Impact Report**, including the alternatives analyzed, and the results of the **Transportation Impact Analysis**.
2. **Specific questions** and discussion on the following topics:
  - Office alternatives, including a third proposed alternative
  - Development review process for Bonus FAR projects
  - Further study of residential Base FAR
3. Staff **seeks confirmation** of the recommended direction on the following topics:
  - Vehicle access across light rail tracks and other public street flexibility
  - Parking structures counted to FAR
  - Jobs-Housing Linkage requirements
  - Character area targets
  - Community benefits and public facilities
  - Public art
  - Active frontage setbacks

4. The following topics are provided **for information only**:
- Human rights analysis
  - Status of school strategy analysis

### **Draft Environmental Impact Report**

The discussion is organized as follows:

1. Background on the preparation of the DEIR.
2. Background on recent State law (SB 743) that changes how transportation analysis is conducted under California Environmental Quality Act (CEQA).
3. A summary of the alternatives studied in the DEIR.
4. Summaries of the three major outcomes of the transportation analysis: *Vehicle Miles Traveled (VMT) impact, Level of Service (LOS) deficiencies, and gateway analysis.*

#### *Background on the EIR*

An Environmental Impact Report (EIR) was prepared to conform with the CEQA, CEQA Guidelines (see Attachment 3–Draft EIR). The EIR evaluates the potential environmental impacts that might reasonably be anticipated from implementation of the Precise Plan. The Draft EIR was prepared for the City by David J. Powers, Inc. and is available at [www.mountainview.gov](http://www.mountainview.gov). It was made available for public review on June 7, 2019. The CEQA-mandated 45-day public comment period ends on July 22, 2019.

The EIR identifies many impacts resulting from the Draft Plan that could be reduced to less-than-significant levels with mitigation measures. However, the project also results in significant unavoidable impacts to VMT and transit delay.<sup>1</sup> In addition, the analysis identifies multiple regional intersections and freeways that fall below LOS standards. Identified improvements would not ultimately improve the intersection operations to

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<sup>1</sup> The addition of 9,850 units in North Bayshore also identified a transit delay impact. The North Bayshore Precise Plan also identified an impact to Greenhouse Gas Emissions, which was avoided by the East Whisman Precise Plan based largely on the adoption of Silicon Valley Clean Energy. More information about VMT and deficient roadways is provided later in the report.

an acceptable LOS or are not guaranteed to be implemented because many are in different jurisdictions.<sup>2</sup>

### *Background on SB 743*

Several of the questions in this report may be informed by the Plan's transportation analysis, which is included in the DEIR (Pages 195 to 263). Previously, traffic was analyzed in EIRs based on LOS, a measure of the number of cars passing through an intersection or segment of roadway, and the resulting delay to those vehicles' travel. However, the State passed a law (SB 743) in 2013, stating that EIRs may no longer use vehicle delay to measure CEQA impacts to transportation. This is based on Statewide regulatory changes that have occurred and continue to evolve to promote greenhouse gas reductions, promote multi-modal transportation networks, and promote diversity of land uses and infill development.

The State has issued guidelines for an alternative metric to LOS in CEQA transportation analyses: VMT.<sup>3</sup> The State Guidelines also have recommendations for thresholds. The City has not adopted a new transportation metric or specific thresholds but is beginning work on implementation of the State law now. Adoption of the City's new thresholds is expected prior to the State-mandated deadline of July 2020.

The East Whisman Precise Plan EIR is a "program-level" EIR. This means it has a role in streamlining future decisions under its scope. Based on this role, the EIR (using an "ad-hoc" metric and thresholds) uses VMT as its primary transportation metric, even though the City has not adopted an alternative to LOS. This may allow projects to proceed using the streamlining (or "tiering") of the Program EIR when the City adopts new thresholds.

The City still uses LOS as a performance standard for new development to determine where operational improvements may be required, and Santa Clara Valley Transportation Authority (VTA) still uses LOS as part of the regional congestion management program. The analysis is used to determine where operational improvements are required. Where improvements are infeasible or where the improvements do not bring the LOS to the required standard, they are labeled as

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<sup>2</sup> The City recently adopted a Multi-Modal Improvement Plan to address regional LOS deficiencies through multi-modal improvements and programs, which East Whisman developments would help fund through the Citywide Transportation Impact Fee.

<sup>3</sup> VMT is an efficiency metric, instead of LOS's capacity metric. In other words, projects that tend to put fewer cars on the road (relative to their population) have a smaller impact.

“deficiencies.” No statements of overriding considerations are required for this under CEQA because these are not identified as impacts.

*Alternatives Studied in the EIR*

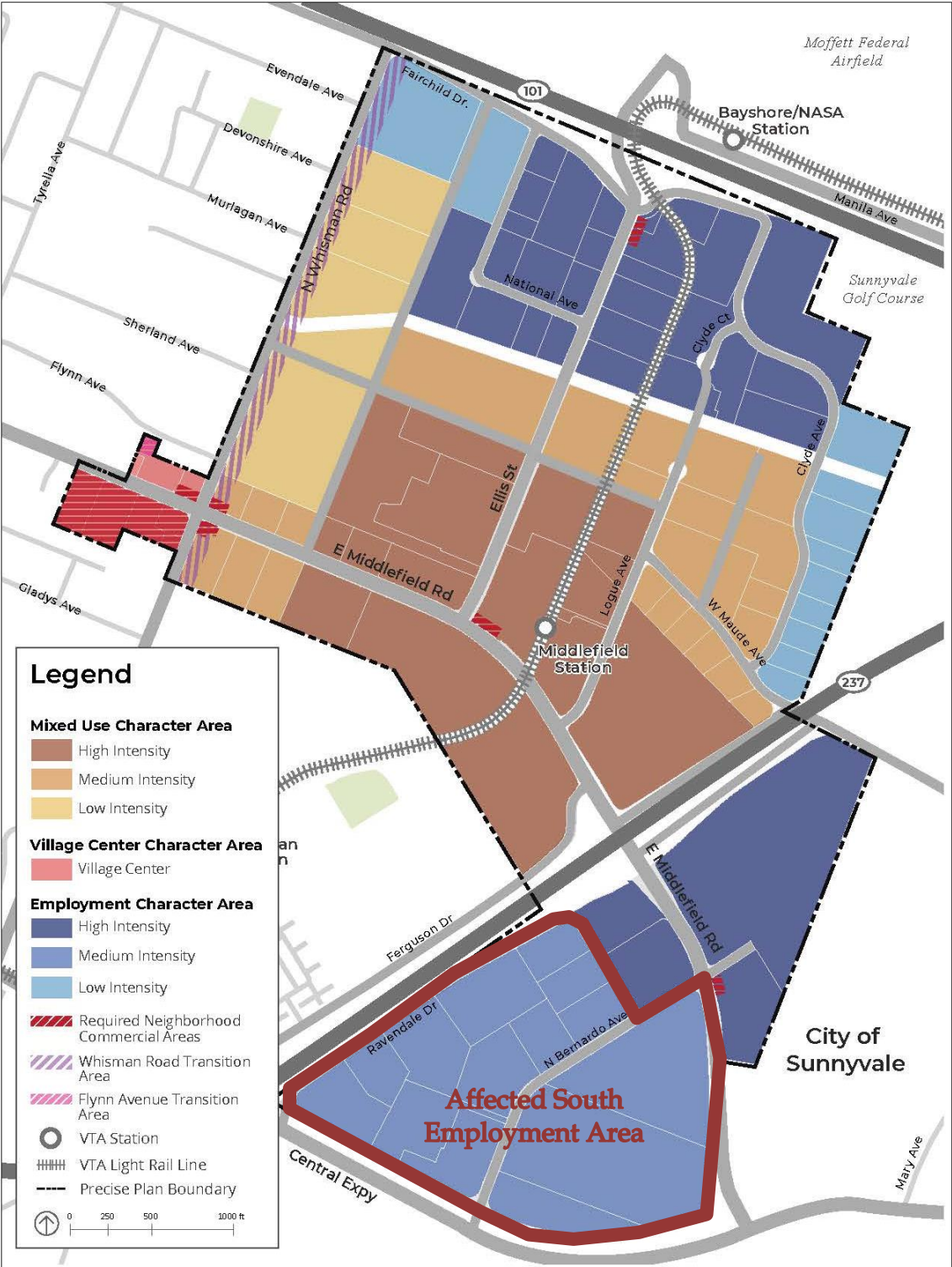
At the City Council Study Session on February 14, 2017, the City Council directed the project team to study two Precise Plan development alternatives. The *Draft Precise Plan Alternative* is 2.3 million net new square feet of office in the entire Precise Plan and up to 0.75 FAR in the South Employment Area (as shown in the Draft Precise Plan), and the *Reduced Office Alternative* is 1.7 million net new square feet of office in the entire Precise Plan and up to 0.50 FAR in the South Employment Area.<sup>4</sup> The affected South Employment Area is shown in Map 1.

All transportation analysis was conducted on both the Draft Precise Plan Alternative and the Reduced Office Alternative.

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<sup>4</sup> Both alternatives include 5,000 dwelling units, 200 hotel rooms, and 100,000 square feet of new neighborhood commercial. The Development Reserve is 100,000 square feet less than the EIR amount (2.2 million and 1.6 million square feet, respectively) based on the likelihood of other small building additions or redevelopments in the Precise Plan area that do not need access to the Reserve (projects that do not need Bonus FAR).

Map 1: Location of South Employment Area



### *VMT Impact Analysis*

The Precise Plan's strategies were designed in part to reduce VMT, including its transit, pedestrian, and bicycle infrastructure; mix of uses; and aggressive transportation demand management (TDM) to reduce vehicle commute trips. As a result, the VMT per-service population of the Precise Plan is less than that of existing uses. However, the threshold and methodology for VMT impacts have not been specifically adopted by the City, so a conservative interpretation of the State Guidelines was used, which identified a significant impact to project-generated VMT.<sup>5</sup>

The DEIR assesses VMT impacts in two ways, and the results of the analysis are shown in Table 1.

- The project's **generated VMT** is the total distance of vehicle trips originating from or ending in the Precise Plan area. The State recommends a threshold of 15 percent below Citywide or Countywide average for this analysis.<sup>6</sup>
- The project's **VMT effect** is the change in distance of trips generated outside the Precise Plan area, based on the addition of uses and trips in the Plan area. For example, a new grocery store may reduce grocery shopping trip lengths for residents near the Precise Plan. The State recommends a threshold of no increase for this analysis.<sup>7</sup>

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<sup>5</sup> The VMT estimates are also presented on a per-service-population (residents plus employees) basis. This metric is useful in distinguishing the effects of population and/or employment growth from the effects of changes in personal travel behavior. For example, population growth may cause an increase in total VMT, but if travelers change their behavior by using different travel modes or decreasing their trip lengths, then the VMT per service population metric would also decrease.

<sup>6</sup> The project-generated VMT is the VMT from all vehicle trips for all trip purposes and types. It is calculated by summing the "VMT from" and "VMT to" a specified area.

<sup>7</sup> The project's effect on VMT is evaluated using the boundary VMT, which captures all VMT on a roadway network within a specified geographic area, including local trips plus interregional travel that does not have an origin or destination within the area.



**Table 1: VMT Analysis under Cumulative Conditions**

	<b>Citywide Comparison</b>	<b>Countywide Comparison</b>	<b>Significant Impact?</b>
<b>Generated VMT (within Plan Area)</b>			
Threshold	30.86	22.67	-
Existing Uses	<b>39.00</b>		-
Draft Plan	<b>36.27</b>		<b>Yes</b>
Reduced Office	<b>36.86</b>		<b>Yes</b>
<b>VMT Effect</b>			
Threshold	15.32	17.86	-
Draft Plan	14.15	17.78	No
Reduced Office	14.30	17.79	No

*All data are in miles per service population per day.*

The DEIR identifies a significant impact to project-generated VMT.<sup>8</sup> One factor of this impact is “legacy” development in the Precise Plan. In other words, 2.3 million square feet of new office floor area and 5,000 dwelling units will not replace all of the existing office and R&D development in the area. These existing developments will have larger VMT due to their minimal or nonexistent TDM programs (their existing VMT is approximately 39 miles per person per day). The existence of more legacy development may be one reason why the Reduced Office Alternative VMT is slightly higher. Individual future office and residential developments under the Precise Plan are expected to have a lower VMT than what is identified above. For example, a new office development with the proposed TDM measures could have a 30 percent lower VMT per service population than existing uses.

Mitigation would only be possible with increased TDM measures, which are currently at the extreme of what development can reasonably achieve, or a change to the project description (i.e., 7,500 units and no net new office), but these were determined infeasible.

#### *LOS Deficiency Analysis*

The Transportation Analysis accompanying the DEIR results in unavoidable congestion deficiencies at intersections and freeway segments. However, though the Precise Plan

<sup>8</sup> The North Bayshore Precise Plan analysis identified a similar reduction in VMT from existing. No CEQA impact analysis was done based on the metrics in use at the time. However, the methodology that East Whisman used was not used in the North Bayshore analysis, so it is difficult to compare the numbers directly.

development contributes to regional congestion, it also shortens regional commutes by bringing housing closer to employment. In addition, multiple policies in the Plan seek to help lessen the Plan's effect on local and regional roadways, including:

- **Mix of uses.** A new mix of diverse uses, including residential and supportive retail services, will add a complementary set of uses to the predominant office uses in the area. This will result in more new area residents and employees biking or walking to destinations in the area, thereby reducing their need for private autos for some of their daily trips.
- **Parking requirements.** The Plan imposes an average maximum parking requirement of one to two spaces per unit. This standard will help reduce the number of residential vehicles in the area and, therefore, reduce overall trips in the area. The Plan also requires unbundled parking—separately pricing residential parking spaces from rent of an apartment unit—to support residents who do not wish to own a private car in East Whisman.
- **Multimodal transportation improvements.** The Plan includes significant new multi-modal transportation improvements, including new pedestrian and bicycle connections within East Whisman and to adjacent neighborhoods.
- **Transportation performance monitoring.** The City will continue to monitor and enforce trip counts at office developments and will begin monitoring trips from new residential developments as well.

The DEIR also describes the Precise Plan's effect on local and regional LOS, and identifies the deficiencies created or worsened through implementation of the land uses in the Precise Plan. Some of these deficiencies may be addressed through improvements that improve LOS, such as adding dedicated turn lanes. The remainder cannot be addressed because there is not a feasible alternative or the City does not control the intersection.

The results of this analysis are summarized in Tables 2 and 3, and a map and list of deficiencies are provided in Attachment 6—Map of Transportation Deficiencies.<sup>9</sup>

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<sup>9</sup> As a basis of comparison, the addition of 9,850 units in the North Bayshore Precise Plan resulted in unavoidable deficiencies to 45 intersections, 67 non-high-occupancy vehicles (HOV) and 63 HOV freeway segments during the a.m. peak, and 66 non-HOV and 56 HOV freeway segments during the p.m. peak under the cumulative plus project conditions. This is significantly more intersections but is a similar or fewer number of freeway segments as East Whisman.

There are small differences in deficiencies between the Draft Precise Plan and the Reduced Office Alternative. There is one difference not reflected in the data below: the Reduced Office Alternative would result in LOS F conditions at two fewer intersections within the City (Highway 85/Central Expressway and Ellis Street/Middlefield Road), but both have feasible improvements. The Reduced Office Alternative may avoid needing to construct those improvements.

**Table 2: Number of Project-Affecting Intersections, without Feasible Improvements**

	Draft Precise Plan Alternative		Reduced Office Alternative	
	Existing + Project	Cumulative + Project	Existing + Project	Cumulative + Project
Inside City Intersections	0	4	0	4 <sup>10</sup>
Outside City Intersections	2	7	1	7

**Table 3: Number of Freeway Segment Deficiencies**

	Draft Precise Plan Alternative		Reduced Office Alternative	
	Existing + Project	Cumulative + Project	Existing + Project	Cumulative + Project
<b>A.M. Peak Hour</b>				
Non-HOV Lanes	42	63	42	65
HOV Lanes	30	70	28	69
<b>P.M. Peak Hour</b>				
Non-HOV Lanes	58	80	58	79
HOV Lanes	21	59	21	58

While congestion on nearby local streets is attributed to the Precise Plan, the number of deficient facilities, especially at the regional level, is largely based on the extent of regional congestion. All the “existing plus project” deficiencies, except one intersection and two freeway segment cases, are performing at LOS F under the no-project conditions.

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<sup>10</sup> Two fewer intersections within the City (Highway 85/Central Expressway and Ellis Street/Middlefield Road) would be deficient due to the Plan, but both have feasible improvements. Avoiding those improvements would save funds.

### *Gateway Analysis*

Early in the process, staff developed a draft office TDM strategy based on the level of projected congestion at several key gateways around the area, such as Middlefield Road/Whisman Road. Upon further analysis, it is not feasible to reduce LOS effects at Ellis Street/U.S. 101 and Mary Avenue/Central Expressway to acceptable levels due to the level of regional congestion (especially at Mary Avenue/Central Expressway) and the inability of the City to unilaterally make capacity improvements to these locations given their interjurisdictional nature.

Since the Ellis Street/U.S. 101 and Mary Avenue/Central Expressway gateways require significantly more analysis and regional coordination to resolve their congestion, the Precise Plan will include an action item to continue to participate in regional planning initiatives to tackle these interjurisdictional intersections. These solutions could include long-term major infrastructure improvements.

In addition, the Precise Plan team will continue to refine the draft TDM requirements, based on the City's goals, including:

- Limiting delay for residents and employees getting into, out of, and through the area;
- Future flexibility in the standards based on changes to traffic and congestion, and changes to area land use; and
- Development TDM program feasibility.

### **Office Growth Alternatives**

As stated earlier, the City Council directed the Precise Plan team to study two alternatives prior to adoption, the **Draft Precise Plan Alternative** and the **Reduced Office Alternative**. This section provides the pros and cons of each, plus a new **TDR Bonus Alternative** that takes into account the proposed LASD TDR projects in the South Employment Character Area.<sup>11</sup>

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<sup>11</sup> The TDR Bonus Alternative is not the same as the Development Reserve amount that would include all TDR area within the EIR analysis, which is provided below under "Alternatives Analysis."

### *LASD TDR Projects*

After the Precise Plan process started, the City began studying two projects in the South Employment Area based on the Los Altos School District Transfer of Development Rights Program. In addition, a third project is anticipated to submit an application through that program in the next several years. These three project sites are shown in Map 2.

**Map 2: LASD TDR Projects in the South Employment Area**



The applications submitted for these sites are proposing 0.75 FAR plus the TDR floor area. The Los Altos School District may need to identify other purchasers of their development rights if the City adopts an alternative allowing only 0.5 FAR.

The City Council may approve any amount of net new office, up to the 2.3 million square feet studied with the Draft Precise Plan alternative. Based on this, the project team has identified a third alternative, the *TDR Bonus Alternative*, which would allow

the three proposed projects to be considered at 0.75 FAR, while maintaining the overall maximum 0.5 FAR elsewhere in the South Employment Area.

The TDR Bonus Alternative would have the following characteristics:

- Projects would generally be subject to the development standards of the Employment Character Area – Low Intensity Subarea, with a maximum FAR of 0.5 and a maximum height of 60’.
- When authorized by the City Council through a Citywide Transfer of Development Rights program, projects may be entitled to a 0.25 FAR bonus (not including the TDR), subject to compliance with the Plan’s community benefits, jobs-housing linkage (in aggregate, for the LASD TDR projects), and Development Reserve requirements.
- The Development Reserve should be at least 2 million square feet to accommodate the roughly 400,000 net new square feet that could be built in the South Employment Area under this scenario.

*Alternatives Analysis*

An analysis of the three alternatives for the South Employment Area is summarized in Table 4.

**Table 4: Summary of Alternatives**

Affected Standard	Alternatives		
	Draft Precise Plan	TDR Bonus	Reduced Office
<b>Maximum FAR in the South Employment Area</b>	0.75 FAR	0.5 FAR; up to 0.75 FAR for projects taking part in City TDR program	0.5 FAR
<b>Development Reserve</b>	2.2 million SF (1.588 million remaining after LinkedIn)	2.0 million SF (1.388 million remaining)	1.6 million SF (988,000 remaining)

Affected Standard	Alternatives		
	Draft Precise Plan	TDR Bonus	Reduced Office
<b>Jobs-Housing Linkage Ratio<sup>12</sup></b>	2.5 units per 1,000 square feet office	3.0 units per 1,000 square feet office	3.5 units per 1,000 square feet office

The following is a brief analysis of the qualitative considerations the City Council may wish to consider as they evaluate the three alternatives:

- **South Employment Area FAR:**
  - *Neighborhood character.* Allowing higher FARs would create taller buildings and denser campuses in this area.
  - *Access to neighborhoods and transit.* This area is the most disconnected and distant from transit and the proposed residential neighborhood north of Highway 237, and new intensity here would be least able to comply with aggressive TDM measures. However, proposed pedestrian/bicycle tunnels would better connect it to Whisman Station and the Bernardo Avenue neighborhood south of Central Expressway.
  - *Variety of business types.* Allowing higher FARs would encourage property owners to redevelop existing R&D and industrial buildings into office buildings, which may displace existing businesses or reduce the diversity of local industries. Existing development in this area is a range of single-story office, R&D and industrial buildings, including several auto-tech uses (which are less able to accommodate their activities in a multi-story office building). Attachment 7 is a list of businesses in the South Employment Area, including their type and number of employees (self-reported).
  - *Affordability of start-up spaces.* Older buildings may not be able to command rents as high as new office buildings. Preservation of these buildings through reduced FAR may provide an opportunity for start-ups and other small businesses to locate in Mountain View.
  - *Effect on TDR projects.* As stated earlier, the three LASD TDR projects are proposing 0.75 FAR (plus the transferred floor area) to make their projects

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<sup>12</sup> These ratios do not deduct LinkedIn. In other words, the Development Reserve may run out prior to reaching 5,000 units because LinkedIn used 612,000 square feet of the Reserve without building units in East Whisman. If the Council wishes to deduct LinkedIn, the ratios would be 3.5, 4.0, and 6.0, respectively.

feasible. However, two projects have only submitted informal plans, and the third has not developed plans at all. Additional issues with these projects may surface and the City Council will ultimately have the discretion to approve them or not.

- **Development Reserve considerations:**

- *Gateways.* In general, lower FARs may result in less vehicle delay at nearby intersections. As described earlier, several gateways are projected to fall below the City's LOS standard under the Draft Precise Plan Alternative. The Reduced Office Alternative may result in less vehicle delay at these gateways than the Draft Precise Plan Alternative, though would still result in deficiencies.
- *Other LOS deficiencies.* As described earlier, the Reduced Office Alternative results in two fewer intersections that require improvements and one net fewer deficient freeway segment than the Draft Precise Plan Alternative.
- *Vehicle miles traveled.* The Generated VMT per service population is higher for the Reduced Office Alternative than the Draft Precise Plan Alternative when looking only at the East Whisman Area, but that relationship is the opposite when looking at the whole County.<sup>13</sup>
- *Consideration of TDR floor area in EIR.* At the last Study Session, the City Council requested an estimate of the Development Reserve if the floor area studied in the DEIR includes the floor area transferred into East Whisman from the LASD TDR program. The office TDR floor area is about 250,000 square feet with the 291 North Bernardo Avenue project (the City Council has not officially authorized it yet), and about 150,000 square feet if it is not included. Therefore, the remaining Development Reserve would be 1.95 or 2.05 million square feet (2.2 million minus 250,000 or 150,000).

- **Jobs-Housing Linkage ratio considerations:**

- *Jobs-to-employed-resident equality.* The Reduced Office Alternative generates a higher ratio of units to office square feet, and results in closer jobs-housing balance in the area. The 5,000 units would likely house about 6,700 employed

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<sup>13</sup> This may be because the Draft Precise Plan Alternative replaces more poorly performing legacy office and R&D uses, which has a greater effect at the Precise Plan level, but the Reduced Office Alternative generates fewer long-distance commutes, which has a greater effect at the regional level.



- residents. The Draft Precise Plan Alternative would likely generate about 9,000 jobs, while the Reduced Office Alternative would likely generate about 6,700 jobs, roughly the same as the number of employed residents.
- *Project feasibility.* Higher requirements for residential linkage may reduce office development feasibility, which could impair Plan implementation.
  - *Effect on the 291-339 Bernardo Avenue project.* The Jobs-Housing Linkage ratio affects the 291-339 North Bernardo Avenue development project, based on the direction from Council at the last Study Session. A higher ratio alternative, such as the Reduced Office Alternative, means more housing is required for every 1,000 square feet of office, which means less office floor area remains for the Bernardo Avenue project if all LASD TDR developments are constructed as currently proposed.<sup>14</sup>

*Question 1: Which office growth alternative does the City Council support?*

#### *EPC Recommendation*

The EPC recommended the TDR Bonus Alternative. While Commissioners were concerned about the amount of office growth, the jobs-housing imbalance, and impacts that may result from development in the South Employment Area, they agreed that it was important to facilitate the LASD TDR process.

#### **Development Review Process**

The Draft Precise Plan development review process is based on the North Bayshore Precise Plan. This process is summarized in Table 5 and compared with the San Antonio and El Camino Real Precise Plans. The only difference between the two is the recommending body for Bonus FAR projects, as shown in bold and underlined below.

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<sup>14</sup> For example, 291-399 Bernardo Avenue would be allowed about 272,000 net new square feet under the Precise Plan. If a 2.5 jobs-housing linkage ratio is adopted, they would only be able to build about 188,000 square feet based on the characteristics of other developments in the LASD TDR program. If the jobs-housing linkage ratio is 3.0, that number falls to about 137,000 square feet.

**Table 5: Review Process in Precise Plans**

	<b>North Bayshore and Draft East Whisman Precise Plans</b>	<b>San Antonio and El Camino Real Precise Plans</b>
<u>Base FAR projects</u> Up to 0.40 FAR office or Up to 1.0 FAR residential	Development Review Committee (DRC) recommendation; Zoning Administrator (ZA) final action	
<u>Bonus FAR projects</u> Above 0.40 FAR office or Above 1.0 FAR residential	DRC, <u>ZA</u> recommendations; City Council final action	DRC, <u>EPC</u> Recommendations; City Council final action
Master plans	DRC, EPC recommendations; City Council final action; Subsequent projects may have ZA final action	

The following are considerations for whether the ZA or EPC should provide Bonus FAR project recommendations to Council:

- *Additional Plan input.* The EPC could provide additional community input to help interpret Plan details, such as proposed community benefits.
- *Evening opportunities for public comment.* Some members of the public may be unable to attend the 4:00 p.m. meetings held by the Zoning Administrator, so projects that may more significantly affect nearby neighborhoods may benefit from EPC recommendations.
- *Time, effort, and uncertainty.* EPC staff reports and meetings add several weeks to the process. In addition, projects going to the EPC may need additional Study Sessions with the EPC to get their early input. The EPC is another point of uncertainty for developers, who may need to address the input of seven additional people prior to City Council approval.

*Question 2: Should the EPC or the ZA be the recommending body to the City Council on Bonus FAR projects?*

*EPC Recommendation*

The EPC recommended that the EPC provide recommendations to Council on Bonus FAR projects. In addition to the points above, the EPC commented that EPC members do more outreach, that it may provide more consistency with other Plans, and that the

extent of proposed change needs the EPC’s review. In addition, the EPC requested study of an appropriate project-size threshold, below which the ZA could review.

**Further Study of Residential Base FAR**

At the last Study Session, the City Council directed staff to return with options for the residential Base FAR. The purpose of the Base and Bonus FAR structure is to give the City the ability to receive community benefits, school strategies, higher green building, additional affordable housing, and other project features that the City cannot ask for from Base FAR projects. Table 6 summarizes the Base and Bonus FAR levels in the draft Precise Plan.

**Table 6: Draft Precise Plan Residential FARs**

<b>Sub-Area</b>	<b>Base FAR</b>	<b>Bonus FAR</b>
Village Center	0.90	1.35
Mixed-Use – Low Intensity	1.0	1.85
Mixed-Use – Medium Intensity	1.0	2.50
Mixed-Use – High Intensity	1.0	3.50

The 1.0 Base FAR was utilized based on the North Bayshore Precise Plan, which has similar existing and proposed land uses and density as the East Whisman Precise Plan. In North Bayshore, it was set at this level so the City could achieve key Precise Plan goals and objectives such as community benefits, school strategies, higher green building standards, and additional affordable housing.

The 0.90 Base FAR in the Village Center Area was based on the lower-density maximum FAR for rowhouses, which are a likely residential development type in the area because the development standards include reduced heights near the existing neighborhoods.

The relative feasibility of different Base FARs would need further analysis, which could be conducted over the summer. However, at this time, we can anticipate that, if the Base FAR is increased, there is a risk that Base FAR projects would be more attractive to developers than the Bonus FAR. If that happens, fewer total units may be developed since some projects that may have pursued Bonus FAR would pursue Base FAR instead, resulting in less intensity per site. In addition, fewer affordable units may be built in East Whisman (reducing the likelihood that the Plan’s 20 percent goal will be reached). This is because projects may be allowed to provide alternative mitigations for their inclusionary units; and use of the State Density Bonus instead of the Bonus FAR may effectively reduce the total number of affordable units constructed (as described below).

If the Base FAR is increased, applicants may be incentivized to pursue the State Density Bonus (which is not allowed in combination with the Bonus FAR). Table 7 summarizes different Base FARs and their maximum FARs if they propose Density Bonuses. Through the State Density Bonus, applicants could build at higher intensities without any additional oversight by the City. In addition, they could request waivers from development standards. The City would be unable to pursue community benefits or school strategies from these Density Bonus projects. Lastly, State Density Bonus projects are not required to provide inclusionary units as a percentage of total housing units but rather as a percentage of their base density, so the proportion of affordable units created would be lower.<sup>15</sup>

**Table 7: Hypothetical Base FAR with State Density Bonus**

<b>Base FAR</b>	<b>FAR with State Density Bonus</b>
0.9	Up to 1.22
1.0	Up to 1.35
1.35	Up to 1.82
1.85	Up to 2.50
2.50	Up to 3.38

In summary, the advantages of keeping the Base FAR unchanged include:

- Fewer projects (or possibly no projects) would be required to provide school strategies, community benefits, or higher green building standards if the Base FAR is increased.
- Fewer affordable units may be constructed if the Base FAR is increased.
- More projects may pursue the State Density Bonus if increased.

However, there are also advantages to raising the Base FAR. They include:

- Base FAR projects may be more consistent with surrounding development and the intended character of the area.

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<sup>15</sup> Example: If a development is allowed 100 units, assuming the Base FAR without the State Density Bonus, 15 affordable units would need to be provided pursuant to the City's BMR program. Assuming development fully complies with State Density Bonus requirements, the development may be allowed a 35 percent bonus, which effectively allows 135 units to be built without providing any additional affordable units (11.1 percent). If a 135-unit project proposes to use the East Whisman Bonus FAR, it would need to include 21 affordable units (15 percent of 135 units).

- Development review of larger residential projects would be more streamlined, and some residential developments may be more feasible without the community benefit, school strategy, green building, and affordable housing requirements.
- Total housing production targets may be achieved through Base FAR alone.

If the City Council sees benefit to changing the Base FAR, the project team can do additional analysis of potential Base FARs and how their feasibility may compare to the maximum Bonus FARs in the draft Plan. For example, a higher Base FAR may be appropriate in the High-Intensity Mixed-Use area, based on the goal of maintaining better feasibility of Bonus FAR projects.

*Question 3: Should the project team study feasibility effects of changing the Residential Base FARs in each of the intensity sub-areas?*

#### *EPC Recommendation*

The EPC recommended that the Residential Base FAR remain as it is.

#### **Seeking Confirmation**

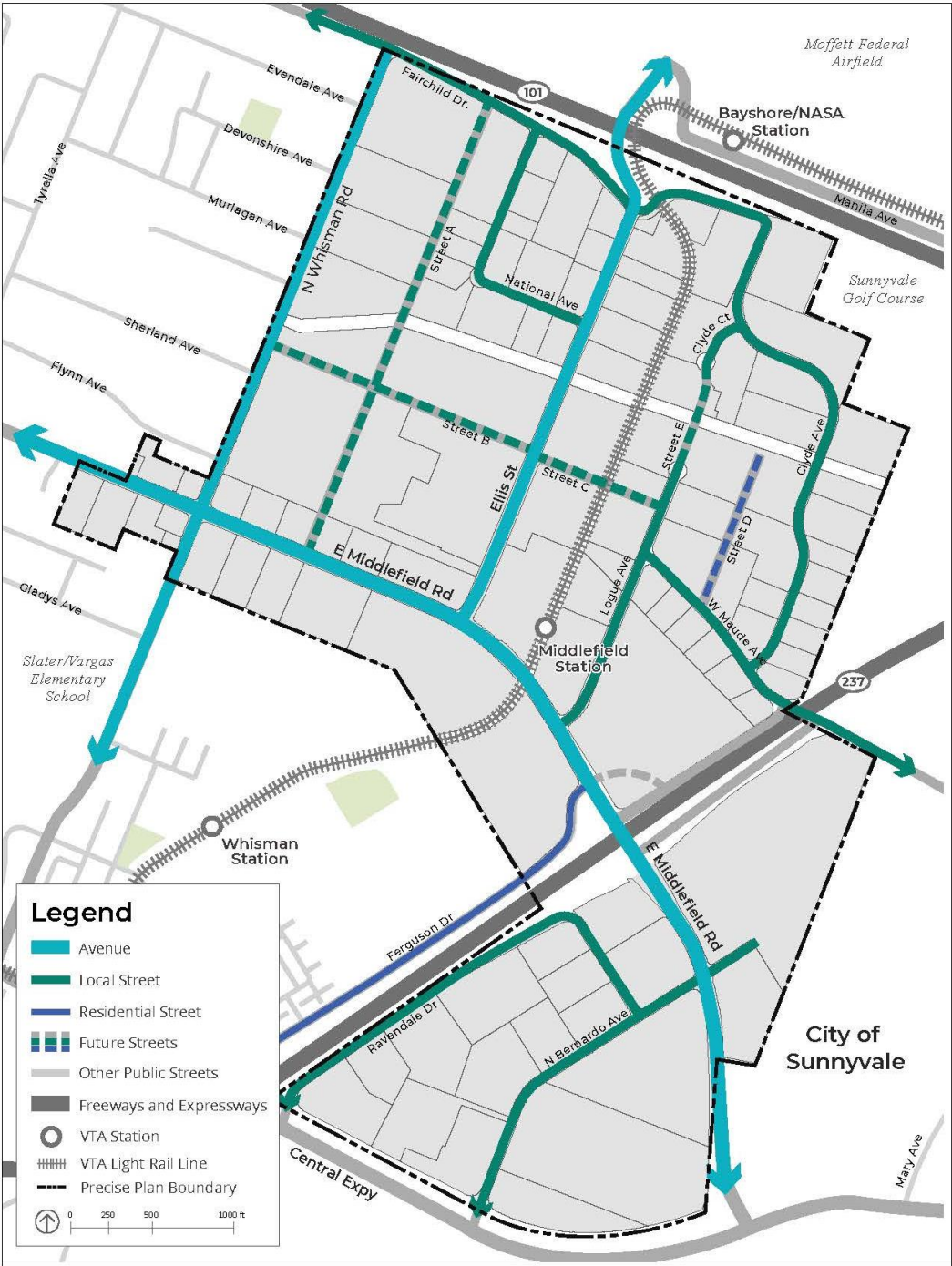
The following analysis provides potential solutions to issues brought up by either the public or the Council. The topics are as follows:

- Vehicle access across light rail tracks and other public street flexibility
- Parking structures counted to FAR
- Jobs-Housing Linkage requirements
- Character Area targets
- Community benefits and public facilities
- Public art
- Active frontage setbacks

*Public Streets and Vehicle Access across Light Rail*

In June 2017, the City Council endorsed a Precise Plan circulation plan, including several new public streets, as shown in dotted lines on Map 3. The purpose of these streets is to provide direct connectivity and utilities connections across the Area's "super-blocks." At the time, some Councilmembers expressed interest in studying the new streets for their effect on traffic, but also emphasized that pedestrian/bicycle connectivity was the priority over vehicle connectivity. The following is a brief discussion of some of the issues surrounding proposed new public streets.

Map 3: Proposed New Public Streets



One specific street may be difficult to implement. “Street C,” which connects Ellis Street to Logue Avenue, serves the area by creating a direct connection for regional bicycle travel between the Hetch Hetchy trail (and its extension on Street B) and Maude

Avenue. As a vehicle/bicycle/pedestrian connection, it would cross the VTA light rail tracks at grade, which VTA has a new policy prohibiting. A grade-separated vehicle connection would be prohibitively expensive and difficult to construct in the space considered. However, a grade-separated multi-use path, allowing only pedestrians and bicycles, may be feasible.<sup>16</sup>

Staff brought this issue to the City Council's attention in October 2018, stating that staff would return once the traffic analysis was complete, to verify if Street C was necessary to address any LOS or other vehicle performance deficiencies at other intersections. While this and other new public streets do serve some vehicle movements, none are necessary to address LOS or other vehicle performance deficiencies. In addition, Street C is not necessary for utility connections. For these reasons, staff recommends the Draft Precise Plan change Street C to a grade-separated multi-use path in this location.

In the Draft EIR, Street C is identified as a significant impact to a transit facility. The grade-separated multi-use path is identified as a feasible mitigation for that impact. If the City Council decides to keep the at-grade crossing, it would cause an additional significant, unavoidable impact from the Precise Plan.

The Precise Plan's new street connections will not divert enough traffic from nearby intersections operating at deficient levels to allow them to operate at acceptable levels. Therefore, the Draft Precise Plan could allow more flexibility for the location and required implementation of public streets. If new development projects can clearly demonstrate that the street is not necessary to provide adequate public vehicle access and utility connections for adjacent parcels, they could request alternate configurations that may create higher-quality site designs.

Staff recommends revising the Public Streets to: (a) replace Street C with a grade-separated, multi-use path; and (b) provide flexibility for developments to implement publicly accessible pedestrian/bicycle connections instead of other Public Streets if all affected property owners collaborate and the street is not necessary for vehicle access or utility connections.

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<sup>16</sup> A direct ADA-accessible crossing over the tracks may not fit between Ellis Street and Logue Avenue, based on the necessary length of the ramps. However, other configurations may be possible.



**EPC Recommendation:** Allow Street C to be a grade-separated multi-use path, but require the public streets in other locations. The EPC felt that the streets were important for breaking up the large blocks, for access to “backs-of-house,” and to ensure consistency of the facilities.

*Parking Structures Counted to FAR*

At the last Study Session, the City Council requested more information regarding the calculation of structured parking in FAR. Multiple letters from property owners and developers were received prior to that Study Session, requesting that aboveground structured parking be excluded from the residential FAR. However, at the Study Session, several Councilmembers expressed interest in regulating structured parking associated with office and industrial developments in the same manner that residential parking is regulated.

Throughout Mountain View’s Zoning Ordinance and Precise Plans, office and industrial areas do not include parking in their FAR, while residential and mixed-use areas do include parking in their FAR. This is based largely on how the FAR regulations are generated:

- *FAR limits for office buildings* are usually generated based on the regional competitiveness, traffic, employment, and other population-intensity factors that are not affected by parking structures.
- *FAR limits for residential and mixed-use buildings* are usually generated based on building bulk, and the amount of floor area that can reasonably be constructed within other physical limits (such as height, open area, and setback requirements).

A significant amount of work has been done to generate the draft FARs in the Precise Plan, and those FARs are interrelated with multiple other policies, standards, and environmental analysis conducted by the team. For this reason, staff does not recommend changing assumptions for specific FAR values. Doing so would require additional time and expense to complete the Precise Plan and may create interpretation inconsistencies between the City’s zoning documents. On the residential side, 3.5 FAR is approximately the largest reasonable FAR an 8-story building can accommodate given open area requirements, new streets and paseos, setbacks, upper-floor step-backs, and other constraints (and, likewise, 2.5 FAR is reasonably large for a 6-story building). If an applicant were able to construct a significant amount of parking in excess of that FAR, they would likely be unable to comply with other development standards. On the office side, if a building were required to incorporate parking into its 1.0 (or 0.75) FAR,

it would change the feasibility calculations and impact community benefits and Jobs-Housing Linkage requirements, and the City may be less likely to see those benefits.

However, there is a public purpose for limiting building bulk in office areas. With the greater use of off-site parking encouraged by the Precise Plan, some applicants may wish to concentrate significant amounts of structured parking on one property. While this may have benefits for traffic and transportation demand management, the City and neighboring properties may have an interest in limiting the scale of those parking structures consistent with the scale of surrounding buildings. Draft standards like maximum height, setbacks, and minimum landscaping may be inadequate to maintain this character.

The Employment Character Area already has a standard that includes parking, “Maximum with Bonus: Mixed-Use Hotel” (see Figure 1). This standard currently only pertains to the high-intensity area and projects with hotels. However, it could be expanded to other intensity areas and could be broadened to include structured parking for all development types.

**Figure 1: Employment Area FAR Excerpt (Page 72)**

FLOOR AREA RATIO (SEE SECTION 3.3.2)				
Maximum FAR: Non-Residential	Base		0.40	
	Maximum with Bonus	1.00	0.75	0.50
Maximum FAR: Hotel	Base (a)	1.00	N/A	
	Maximum with Bonus: Hotel (a)	2.00		
	Maximum with Bonus: Mixed-Use Hotel (b)	2.50		

Staff recommends maintaining the existing mixed-use FARs for residential and mixed-use areas (including parking) and nonresidential FARs (not including parking). Staff can explore modifying the “Maximum with Bonus: Mixed-Use Hotel” FAR or creating a similar standard that would regulate structured parking for all uses. This FAR could be based on the largest reasonable office building with structured parking envisioned by the FARs and other standards in the draft Precise Plan.

**EPC Recommendation:** The EPC agreed with the staff recommendation.

### *Jobs-Housing Linkage Requirements*

Multiple letters from developers received prior to the last Study Session expressed concern about the level of detail in the Floor Area Transfer program within the Jobs-Housing Linkage requirements. Letters also expressed concern regarding the limits placed on residential development seeking to use the Transfer program.

The Floor Area Transfer program is one way for office developers to show compliance with the Jobs-Housing Linkage requirements. The Floor Area Transfer program does not add requirements to residential development generally since residential developments can proceed with or without utilizing the program. However, if residential development seeks to benefit from the program, they would be subject to certain timing and procedural limitations. If they are successful in complying with these timing and procedural limits, the demolished floor area at their site is transferred to an office developer. If they are unsuccessful, the demolished floor area is returned to the Development Reserve, where the City can entitle it to an office developer.

The purpose of the residential timing requirement is to ensure a connection between the financial benefit of the transfer, and the construction of the units in question. If the residential developer were able to monetize the floor area transfer after construction of the development, it is harder to make the argument that it is facilitating the residential development in question. In addition, keeping the transfer within the overall project timeline reduces uncertainty and project-tracking requirements.

Staff recognizes that the level of detail in this section is more than what is customarily seen in a policy document like a Precise Plan. The Precise Plan can be amended for greater flexibility while expressing the City's expectations that residential development will accompany nonresidential development. The Precise Plan currently provides flexibility by stating "...or alternate phasing plan approved at the time of project approval," but the Precise Plan could also provide for a separate implementation guideline document that provides clear procedures based on the City's intent while providing inherent flexibility for creative implementation strategies proposed by applicants.

Staff recommends reducing the level of procedural detail in the Precise Plan and putting it in a companion document, which may provide additional flexibility. Prior to Precise Plan adoption, staff will hold discussions with developers and other

stakeholders to determine other opportunities for flexibility in procedures that still serve the City's goals.

**EPC Recommendation:** The EPC agreed with the staff recommendation. Some EPC members recommended that staff pursue a "housing credit" program, allowing residential developers to hold onto their Floor Area Transfer value for a limited time after project completion.

### *Character Area Targets*

The Character Area targets are guidelines for the mix of land uses and public open spaces that should be in each Character Area. The public and City Council commented that the Character Area targets are too low, especially the office targets in the Mixed-Use Character Area.

The purpose of the character area targets is to balance the growth of office and residential development, so it is being created along with other key neighborhood elements: neighborhood commercial uses and open space. If too much office development is created in the Mixed-Use area, key development opportunity sites may not be available for residential uses. The targets allow the City to monitor whether the Precise Plan is being implemented in a balanced way and informs future decisions on land use projects. However, the targets are not intended to be hard-and-fast, inflexible standards. Developments can be approved that are outside the range of the targets, at Council's discretion, as long as additional opportunities remain to create the complete neighborhoods.

Staff recommends revising the Plan to further clarify the targets are a guideline, not a rigid development standard. In addition, staff will review the draft targets based on the direction provided in Question 1 and determine if larger ranges may be appropriate.

**EPC Recommendation:** The EPC agreed with the staff recommendation.

### *Community Benefits and Public Facilities*

At the last Study Session, the City Council requested additional information about how public facilities, such as libraries and community centers, may be created by the Plan. In addition, the City Council requested more discussion of the menu of community benefits that could be provided by applicants.

The draft community benefits list is on Page 164 of the Draft Precise Plan. Community benefits are defined within this section and elsewhere in the Plan as features provided in excess of other Plan or City requirements. The list includes floor area for neighborhood commercial uses/nonprofits/community facilities, affordable housing, district transportation and utility improvements, new public park space, support for small local businesses, shared public parking, dedication of land for schools, and an “other” category for other creative ideas.

A request for public facilities as community benefits should be associated with an analysis of the long-term funding obligations of the additional City facilities. Also, these facilities are usually constructed through the Capital Improvement Program process so management and details of the spaces are fully within the City’s control. However, the Precise Plan can specify that the City could request land and/or funding for these facilities as a community benefit.

Staff recommends revising the community benefits list on Page 164 to add “land for public facilities.” The City Council may also use this opportunity to provide other ideas for community benefits.

**EPC Recommendation:** The EPC supported the staff recommendation. In addition, EPC members supported community centers and community gardens as community benefits, but also expressed concern about too much specificity in the Precise Plan.

### *Public Art*

At the last Study Session, the City Council requested additional discussion of public art. Public art is not required anywhere in the Draft Precise Plan, but is recommended or encouraged in many places throughout it, including:

- *Chapter 2:* Intended character of the Central Park and Privately Owned Publicly Accessible Open Spaces (Pages 38 and 39).
- *Chapter 3:* Description of the Central Park within the civic space standards (Page 81).
- *Chapter 4:* Design Guidelines for Key Corners (Page 96), Placemaking (Page 98), Setback areas (Page 104), Office Yards (Page 114), Public Amenity Areas (Page 116), and garage screening (Page 120).

- *Chapter 5*: Recommended for inclusion within Greenways (Page 142), Paseos and Multi-Use Paths (Page 144), stormwater infrastructure (Page 147), and at major vehicle gateways (Page 149).

Staff does not recommend requiring public art since many public spaces may have other considerations (including access, landscaping, trees, seating, performance spaces, athletic spaces, play structures, temporary uses, etc.), which may be prioritized along with public art based on the location, dimensions, surrounding land uses, and other characteristics of the space. In addition, the Visual Arts Committee is working on a public art strategy, which may inform implementation of public art in East Whisman. However, public art can be added to the community benefits list if it is specifically public art dedicated within public parks and is provided in addition to other park land dedication fees. Public art should not be a community benefit within privately owned spaces, which should be provided pursuant to the design guidelines regulating those spaces.

Staff recommends adding public art to the list of community benefits if it is provided within dedicated public parks and in addition to park land dedication fees.

**EPC Recommendation:** The EPC supported the staff recommendation. In addition, they expressed that public art should provide a sense of place or reflect history, and should not be a cheap option instead of providing something more valuable. Community engagement should be considered.

#### *Active Priority Frontage Setbacks*

Frontage design affects how the public sidewalk interfaces with the private development and includes:

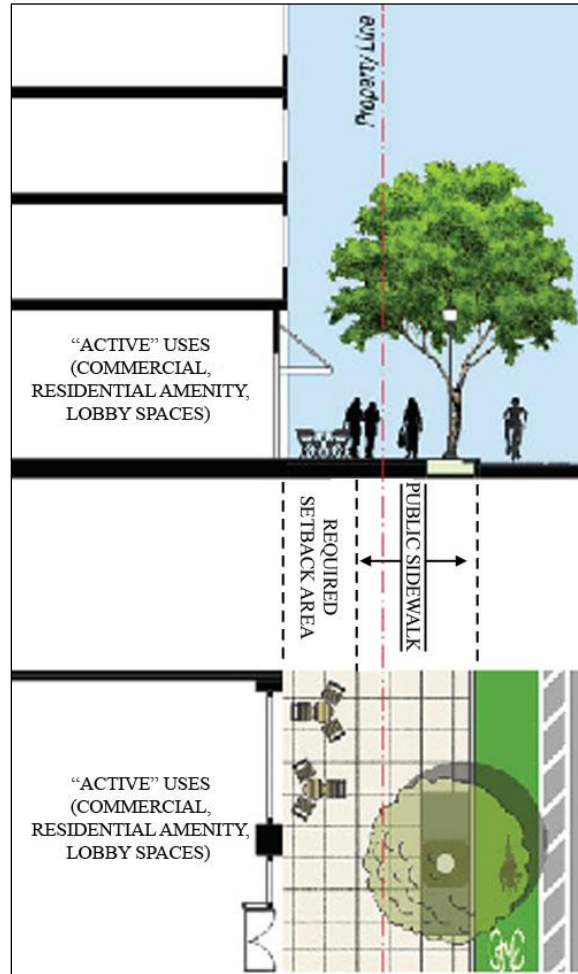
- The setback dimension;
- The types of improvements, amenities, and landscaping within the setback;
- The ground-floor building facade; and
- The types of activities visible within the ground floor.

The Precise Plan includes guidelines for two different categories of frontages: “Active Priority Frontages” and “Nonactive Priority Frontages.” Active Priority Frontages are intended for activities that benefit from high visibility and high amounts of pedestrian

traffic. They are appropriate for lobbies; retail, restaurant, and other commercial uses; and residential amenity areas. Nonactive Priority Frontages are frontage design guidelines appropriate for activities desiring privacy, such as dwelling units and offices.

Active Priority Frontages are allowed smaller setbacks (both at the ground level and the walls above) to support streetscapes that provide an interesting and accessible pedestrian environment, to provide visual cues about the presence of entrances and commercial uses, and to encourage the creation of tenant spaces that can accommodate neighborhood commercial uses. In all cases, Active Priority Frontage buildings shall be set back at least 5' behind the public sidewalk to accommodate outdoor dining, landscaping, bicycle racks, and other amenities as nothing is allowed to obstruct the full designed width of the public sidewalk. A diagram of this configuration is shown in Figure 2.

**Figure 2: Diagram of Active Priority Frontage Setback**



While additional setback will be allowed if the applicant wishes to provide a plaza or other programmed space, staff does not recommend increasing the required setback, which would decrease the accessibility, visibility, and pedestrian interest for other neighborhood commercial and lobby facades.

Staff recommends updating the Precise Plan with additional diagrams, similar to Figure 2, to clarify the intended character of the Active Priority Frontage setback.



**EPC Recommendation:** The EPC agreed with the staff recommendation about the setback and need for diagrams. However, they also expressed concern that there may not be enough guidance in the Plan to create comfortable, inviting, and human-scaled streets. Upper floors should be stepped back, and horizontal variation should be provided.

*Question 4: Does the City Council have any comments on the recommended changes to the Draft Precise Plan?*

### **Human Rights Analysis**

On December 13, 2016, the Mountain View City Council adopted the Universal Declaration of Human Rights as a guiding principle for policy and legislative decisions in Mountain View. On April 3, 2018, the Council approved a pilot to include human rights analysis in the review of selected projects. The East Whisman Precise Plan was selected as one of three projects/policies to be analyzed as part of this pilot. The following guiding questions were developed for the human rights analysis.

**Housing Displacement: Who are the populations that this policy/program/practice will affect? Does the policy/program/practice have any impact on the displacement of children and seniors? Does it provide tenant relocation? Does it result in a net increase or net decrease in available housing units?**

With the exception of one single-family home, there are no residents in the East Whisman area who might be displaced by the land use changes proposed by the Precise Plan. New development in East Whisman may create employment opportunities, attractive parks, additional neighborhood commercial uses, and other amenities that may entice redevelopment to occur in nearby neighborhoods, and these developments may displace residents, including (but not particularly affecting) children and seniors. However, this effect is tenuous and difficult to predict, and these developments would be allowed pursuant to zoning regulations outside of the proposed Precise Plan. In addition, these developments would be required to provide tenant relocation assistance.

The Draft Precise Plan would add approximately 5,000 dwelling units to the area and includes a Jobs-Housing Linkage program that would create housing either with or prior to office developments.

**Housing Affordability: Does the policy/program/practice have a positive, negative, or neutral impact on the current Jobs-Housing imbalance? Does the project or policy increase or decrease access to affordable units?**

Based on the proposed office and residential growth, the number of added jobs in the Draft Precise Plan will be greater than the number of added employed residents, depending on the alternative selected earlier in this report. However, because of the overall jobs-housing imbalance in Mountain View, implementation of the Draft Precise Plan would more or less maintain the status quo. The Plan does include a Jobs-Housing Linkage requirement, which reduces the risk that only office development would be constructed.

The Draft Precise Plan would provide approximately 1,000 new affordable units through inclusionary requirements, office development incentives, and community benefits. The affordable Housing Strategy is summarized on Page 35 of the Draft Precise Plan.

**Social Equity: Does the policy/program/practice have any disparate impacts on racial/ethnic or economic groups in Mountain View? For this policy/program/practice, how will different groups be affected?**

The areas most affected by the Precise Plan are the neighborhoods outside the Precise Plan to the south and west. These surrounding neighborhoods may be more affected by negative effects of the Plan, such as traffic, but may also receive benefits, such as improved infrastructure and parks.

Table 8 summarizes the demographic, racial/ethnic, and economic makeup of that area compared to the rest of the City and shows that the nearby neighborhoods are not significantly different than the City as a whole.

**Table 8: Comparing Neighborhoods near East Whisman to the Rest of the City**

	<b>Nearby Neighborhoods</b>	<b>City of Mountain View</b>
Percent Asian	34.2%	30.3%
Percent Hispanic	16.6%	18.2%
Percent Other Minority Race/Ethnicity	5.6%	6.4%
Percent Not Speaking English at Home	48.8%	46.8%
Percent Under 18	21.5%	20.0%
Percent Over 65	6.8%	10.6%
Percent Renter Households	54.8%	58.0%
Percent Low-Income Families (<\$100k)	28.5%	33.2%
Percent Low-Income Nonfamily Households (<\$50k)	20.0%	30.8%

All data are from the American Community Survey 2017, five-year estimates. Nearby neighborhoods are those bounded by Highway 85, Highway 101, Sunnyvale, and Central Expressway.

**Economic Prosperity: Does this policy/program/practice have a fiscal impact on businesses or displace small business? Does it provide economic opportunity to small businesses or different racial/ethnic or economic groups in Mountain View?**

There are very few small businesses in the office and industrial areas constituting the bulk of the Precise Plan area since most of these buildings are occupied by large corporations. However, there may be some small businesses, especially in the older buildings that are more likely to be redeveloped under the Precise Plan, which may result in their displacement. There are also several small businesses within the “Village Center” west of North Whisman Road. These small businesses may be positively affected by the increase in customers resulting from the Precise Plan, or they may be negatively affected if the Village Center redevelops, or if rents increase based on the revitalization of the area.

Small retail and service businesses typically provide lower-wage jobs, which may serve a variety of racial/ethnic and economic groups in Mountain View. Larger businesses that might occupy new office development, such as technology companies, typically employ a broader range of workers with varying pay scales, although a significant proportion of those jobs will go to high-opportunity individuals (e.g., engineers and other people with high education), but some of these jobs will be available for workers with lower skill levels at lower wages, serving a broad variety of racial/ethnic and economic groups as well.

### **Status of School Strategy**

The draft Precise Plan directs Bonus FAR projects to support new or expanded local schools through a school strategy. Based on concerns expressed by developers, school district representatives, the City Council, and other stakeholders, the established procedure may be unpredictable and result in disagreements from all parties. In response, the City is preparing Citywide school strategy implementation guidelines which would support the implementation of school strategy requirements in North Bayshore and East Whisman, as well as any other Gatekeepers and future Precise Plan areas.

The guidelines have not yet been drafted, but could include the following:

- Examples of other jurisdictions and how they address this issue.
- Proportions of responsibility that may apply to school districts, developers (office and residential), and City initiatives (such as sharing park land dedication fees for land).
- Assumptions that affect contributions (such as student generation rates, land needs, and facility needs) expressed as a range to vet how those assumptions play out for each responsible party.
- Development factors that may affect the assumptions, such as the effect of building- and unit-type on student generation rates.
- Opportunities available to school districts and the City to cover any nondeveloper share, including transfer of development rights, shared park land dedication fees, leveraging State funding, and promoting community support of local school bond initiatives to help fund school costs.
- Guidance for assessing alternative mitigations, such as land in lieu of contributions or direct construction of facilities.

Staff anticipates that a Study Session on these materials will be held in the fall prior to Precise Plan adoption.

### **RECOMMENDATION**

Staff is seeking City Council input on the following questions for the East Whisman Precise Plan:

1. Which office growth alternative does the City Council support?
2. Should the EPC or the ZA be the recommending body to the City Council on Bonus FAR projects?
3. Should the project team study feasibility effects of changing the Residential Base FARs in each of the intensity sub-areas?

4. Does the City Council have any comments on the recommended changes to the Draft Precise Plan?

### **NEXT STEPS**

The DEIR will close its public review period on July 22. The Precise Plan adoption is expected in fall 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 750' 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, and Slater). Project and meeting information is posted on the project website:

<http://www.mountainview.gov/eastwhisman>.

EA-AS/3/CAM  
899-06-25-19SS  
190035

- Attachments:
1. Summary of Prior Meetings
  2. [Public Draft East Whisman Precise Plan](#)
  3. [Draft Environmental Impact Report](#)
  4. Detailed EPC and B/PAC Comments
  5. Public Comment
  6. Map of Transportation Deficiencies
  7. Business Licenses in South Employment Area