

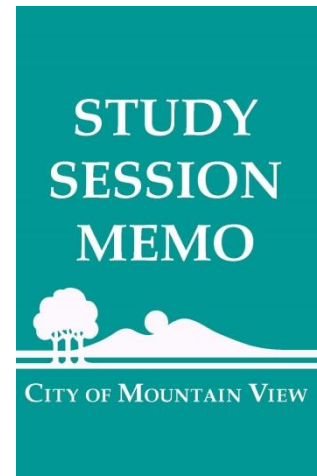
DATE: March 1, 2016

TO: Honorable Mayor and City Council

FROM: Martin Alkire, Principal Planner
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Development Director/Planning Manager
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Director

VIA: Daniel H. Rich, City Manager

TITLE: North Bayshore Precise Plan Residential Uses
Policy Framework



PURPOSE

The purpose of this meeting is to present several North Bayshore Precise Plan residential policy topics that will form the basis for the amended Precise Plan. The Council will be asked to discuss and confirm the policy direction for each topic.

BACKGROUND

Process Overview

The City Council adopted the North Bayshore Precise Plan ("Plan") in December 2014. The Plan is currently being updated to allow residential uses.

The Plan process has included the following key milestones:

- **Community meetings.** Meetings were held on July 25 and October 22, 2015 to receive public input on topics such as land use preferences and urban design.
- **Environmental Planning Commission (EPC) and City Council direction.** The EPC recommended the Plan study Scenario #2 (a maximum of approximately 7,900 units), while the Council endorsed Scenario #1 (a maximum of approximately 9,100 units). The EPC and Council also added the Santa Clara Valley Transportation Authority (VTA) existing bus yard site (a maximum of approximately 1,150 units) to the study. Therefore, the Plan and Environmental Impact Report (EIR) will study a maximum of 10,250 housing units for the Precise Plan area.

Key next steps in the process include beginning the EIR; developing the Plan's policies, standards, and guidelines; and then holding EPC and Council meetings to consider the Public Draft Plan.

DISCUSSION

The following discussion presents policy approaches for several topics, including key questions related to these topics. Draft Urban Design Elements are in Attachment 1.

The EPC discussed this item on February 3, 2016 (Attachment 2). Their comments are included under each topic.

I. Neighborhood Development

1. Neighborhood Area Map

The following map shows Residential Scenario #1 endorsed by Council to be studied in the EIR, with an overlay of three potential neighborhood areas. The map shows a five-minute walking radius to show how each neighborhood area can be accessed by pedestrian.

Map 1 – Recommended Neighborhood Planning Sub-Areas



The following open space and retail/service approaches will complement the planning sub-area map to help create a complete neighborhood in North Bayshore. Staff notes that the Plan's existing planned mobility strategies (i.e., complete streets network and network improvements) will largely remain in place.

Open Space

- All residential neighborhoods will be within a short walking distance of a park (five-minute walk), and each neighborhood will have a minimum of one "anchor" public park/open space.
- A range of open spaces will be included to meet the needs of new residents. Open spaces will be designed for active and passive recreation, and could include plazas, linear parks, passive open spaces, private rooftop terraces and decks, and recreational facilities.
- Open spaces will be connected to each other and the larger regional open space network via greenways and pedestrian/bicycle infrastructure.
- Open spaces can be located along the greenway network.

Retail and Services

- Retail and service uses will be concentrated around the Plan's Gateway/Core character areas, near Shoreline Boulevard and Pear Avenue. These services will be visible from Shoreline Boulevard and will be close to existing retail and services in the area as well as to planned services with the Shoreline Commons project (LinkedIn). This area could include space for a specialty grocery store.
- Active ground-floor frontages will be required in this area. This will support new "active" uses such as small stores and shops. This in turn will create opportunities for more active pedestrian street life with strong pedestrian-oriented urban design elements such as storefront windows, entries, awnings and canopies, and street activity such as cafés, outdoor seating, and bicycle and pedestrian amenities.
- Additional smaller retail and services will also be allowed, but not necessarily required, throughout residential neighborhoods.

The Shoreline Boulevard/Pear Avenue area is envisioned as a hub of concentrated activity. The area will include the Plan's highest intensities and most diverse mix of commercial and residential uses and services. The EPC and Council have previously discussed the idea to include a central open space area in this vicinity. The North Bayshore team will be further evaluating this idea and other concepts for this area, including a more urban retail plaza, to ensure the area will be well-designed and a comfortable and inviting place to be for residents and visitors.

EPC Comments

- Support for concept of three sub-areas with open space and retail/services in each area.
- Prioritize a list of needed services for the area.
- Need to have an open space goal or expectation for each sub-area.
- Shoreline Boulevard/Pear Avenue area needs to be pedestrian friendly.
- Connecting open spaces is important.
- Ground-floor active spaces are important.
- Work with existing residents, i.e., Santiago Villa, to get their input.
- "Car-light" approach for the area is a good concept.
- Consider making rooftops publicly accessible open space.

2. Land Use Flexibility

The EPC and Council previously commented that the Plan's land use regulations should be flexible, where new residential, mixed-use residential, or commercial uses would be allowed throughout the residential study area.

The North Bayshore team will be drafting standards and guidelines that allow such land use flexibility but result in a complete neighborhood with a balanced mix of land uses. The North Bayshore team will be evaluating different strategies to achieve these dual purposes. One idea is to include target ranges of number of units or commercial square footage by sub-area neighborhood that would achieve a desired mix of uses. Other ideas include requiring a certain number of

residential units be developed before or in conjunction with additional office development. Another approach would be to require new residential buildings to include ground-floor space for commercial services, or be designed to accommodate such uses in the future when the market would support such uses. The Plan could also include incentives, such as floor area ratio (FAR) bonuses, for development proposals that include a mix of uses that help each sub-area move toward desired land use targets.

Council Question No. 1: Does the Council have any comments on the recommended neighborhood study area map and land use flexibility ideas?

3. Residential Incentives

Council's policy direction for the Precise Plan is to include a substantial amount of new residential land uses. To implement this direction, the Plan proposes the following incentives for residential development:

- **Bonus Floor Area Ratio (FAR).** A proposed Bonus FAR structure would allow increased FAR for residential developments that provide community benefits or other desired project characteristics. This structure was used successfully in the adopted Precise Plan for office development, and is discussed later in this report.
- **Transfer of Office Space FAR.** The North Bayshore Area is developed primarily with office uses, and there continues to be very strong demand for new office space in the area. To incentivize the replacement of office buildings with new residential projects, the Plan could allow the transfer of demolished office building square footage to be rebuilt elsewhere in the Plan area.
- **Review Process.** The Plan could include two potential review process options – *expedited review and discretionary review*.

Expedited review would be the most streamlined option. This would allow a project that conforms to all Plan standards and guidelines to be approved administratively at staff level, supplemental with design review through the City's Development Review Committee (DRC). An approximate timeline for this option could be between 4 to 5 months.

Discretionary review would include DRC, ZA, and Council review. An approximate timeline for this option could be between 9 to 15 months.

The time under each option to receive planning approval will vary depending on project complexity, any required environmental analysis, the quality of submitted materials, and the responsiveness of applicants to adequately address City and Plan requirements.

EPC Comments

- Expedited review process is not recommended. More public input is needed on projects.
- Support for Bonus FAR and transfer of office FAR ideas to incent more housing.

Council Question No. 2: Does the Council have any comments on strategies to incentivize residential development in North Bayshore?

II. Urban Design

1. Urban Design Direction

The Plan's approach to urban design was discussed at previous community outreach meetings and by the EPC and Council. Based on general comments and expectations from these meetings, the Precise Plan proposes urban design standards and guidelines for residential buildings that will, in part:

- Define a strong urban "look and feel";
- Include building massing standards or guidelines;
- Include varied building heights;
- Strongly define the building's ground plane and first floor;
- Create a strong pedestrian-oriented character;
- Define a residential street type;
- Consider public access through some open areas;

- Allow some of the streets to be greenways and orient adjacent project open spaces towards greenways; and
- Establish minimum and maximum open space areas.

The image below illustrates some of the urban design elements that will be considered for the Plan's standards and guidelines:

Image 1 – Pedestrian-Oriented Residential Design



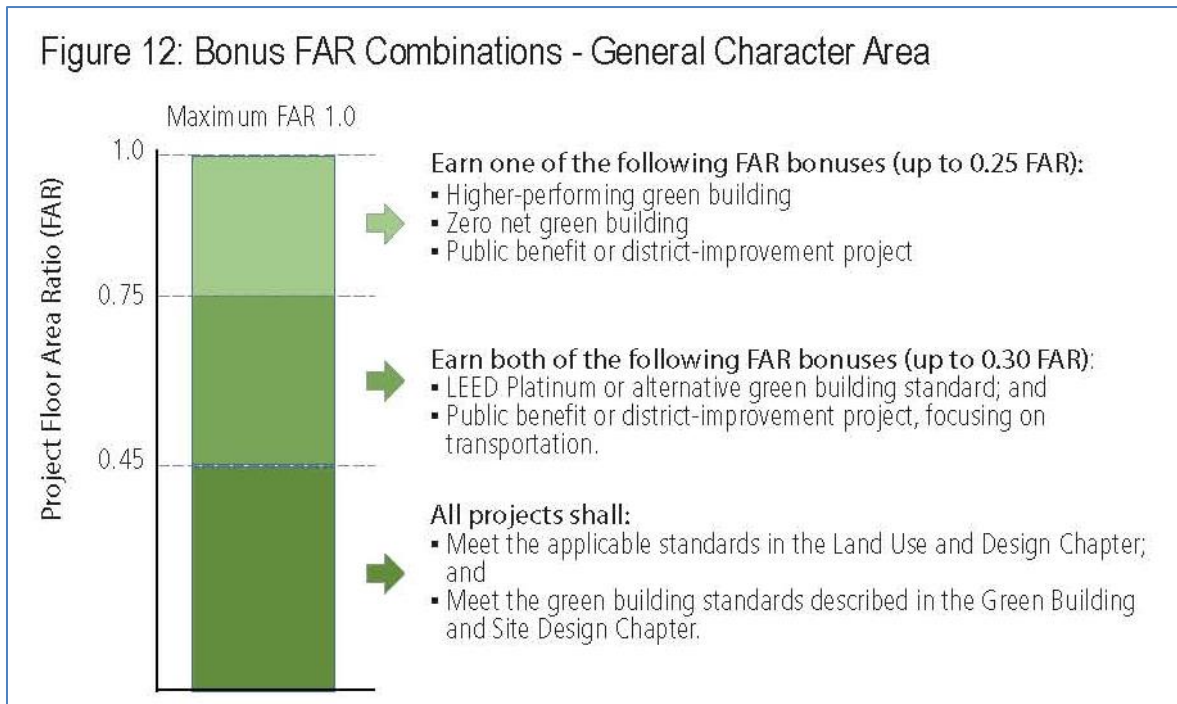
Additional graphics on other potential urban design standards and guidelines are attached (see Attachment 1). Additionally, the Plan's design standards and guidelines will include a revised set of nonresidential (office) frontage and building placement requirements to ensure that nonresidential development is compatible with new residential development.

High-Rise Residential Standards

Based on City Council direction, the Precise Plan is studying allowing high-rise residential towers up to a maximum of 15 stories. These are proposed only in the Core character area with a Tier II Bonus FAR, described later in this report. High-rise residential standards will be intended to create slender buildings which maximize access to views and light and minimize the visual bulk of the structure and its shadows. Height, bulk, and tower spacing are important tools to determine the design and character vision for North Bayshore. Towers will also include standards and guidelines for the building's podium or base.

III. **Bonus FAR**

The existing Precise Plan has a Bonus FAR structure for office development. This structure allows new development to propose a higher FAR in return for transportation improvements, higher-level green building requirements, and/or community benefits. A graphic of this structure is shown below:



A similar Bonus FAR system could be used for new residential development. The Plan's existing character area structure (Core, General, and Edge) will allow greater densities and heights in the Core area, with reduced densities and heights in the Edge area as shown in Tables 1 and 2.

A residential Bonus FAR system was presented and discussed at the EPC meeting. Since that time, staff has had additional discussions about this concept and FARs. Staff and the consultant team will be further analyzing Bonus FAR tiers and FARs to ensure they encourage new residential development and do not act as disincentives by placing additional requirements on residential development. Further analysis on this topic will be presented to Council in April.

Table 1 – Maximum Residential Building FAR by Tier

Character Area	Base FAR	Tier I FAR	Tier II FAR
Core	1.0	3.25	3.75
General	1.0	2.4	3.25
Edge	1.0	2.4	N/A

Table 2 – Maximum Residential Building Height by Tier

Character Area	Base Height	Tier I Height	Tier II Height
Core	4 stories/55'	8 stories/90'	15 stories/160'
General	3 stories/45'	6 stories/75'	8 stories/90'
Edge	3 stories/45'	5 stories/65'	N/A

Base FAR and Height requirements could include:

- Transportation Demand Management (TDM) strategies
- Participation in the T.M.A. (Transportation Management Association)
- City affordable housing requirements
- Minimum green building performance (Mandatory CALGreen elements and 100 GreenPoint Rated points)
- Additional green building measures

Tier I FAR and Height categories could require all Base FAR requirements plus on-site affordable housing equal to 15 percent of units.

Tier II FAR and Height categories could require all Base FAR requirements plus on-site affordable housing equal to 20 percent of units, and ONE additional FAR Bonus such as:

- A community benefit such as on-site child care, district parking, retail space, land dedication for BMR housing, subsidized rents for small businesses, habitat enhancement, creation and maintenance of publically accessible open spaces, and community facilities.
- A higher performing or zero net green building.

EPC Comments

- More information from other cities on what the FARs and heights mean (images, pictures, etc.).
- Heights – should not be higher than 110' (existing Plan).
- Be creative with State Density Bonus Law and Bonus FAR tiers to achieve a desired City outcome.
- Remove green building measures from the list – these are givens now.
- Expand/require more habitat enhancements and measures.
- Concern over impacts to mobile home residents.
- Increase affordable housing percentages to 20 percent to 30 percent for the tiers.
- Give priority to North Bayshore employees/those without cars.
- Support for affordable housing for developmentally disabled.

Council Question No. 3: Does the Council have any comments on the proposed residential Bonus FAR structure and requirements? Does the Council have any suggestions for additional community benefits that should be included in the Bonus FAR tiers?

IV. TDM (Transportation Demand Strategies)

New North Bayshore residential development will be required to include TDM strategies. Over the past several years, new residential developments in Mountain View have provided TDM strategies such as transit subsidies to renters, designation of a commute coordinator, and dedicated parking spaces for car-sharing services.

The North Bayshore Precise Plan team has developed the following preliminary list of TDM strategies that could be required for new development:

Transportation Programs

- Car-share, bike-share, and scooter-share memberships
- Unbundled parking
- Clipper cards
- Local merchant delivery service
- Real-time transit information screen and website
- Concierge services
- Nearby streetscape/transit enhancements
- BikeLink card (access to secure bike parking at transit hubs)
- Transportation website for residents

Project Design Elements

- On-site car sharing, e-bike sharing, and scooter sharing
- Secure bicycle parking
- Community room and business services room
- Cold, dry storage space for grocery and package delivery

- Conveniently located service elevator available for bicycles, strollers, wheelchairs, etc.

EPC Comment

- Provide information from other cities on successful TDM measures.

Council Question No. 4: Does the Council have any comments on potential TDM strategies for residential development?

V. **Parking**

Minimum/Maximum Requirements

The existing Precise Plan does not have minimum parking requirements for commercial development, but has a maximum parking standard. The Council may wish to consider a similar approach for residential development and establish a maximum rate to promote more affordable and less auto-dependent housing. A maximum requirement of one to two spaces per unit, depending on the unit size, could be a reasonable approach, particularly if high levels of TDM services are provided. Additionally, TDM requirements for car-share and other programs will ensure North Bayshore residents have access to a car or other services.

Unbundled Parking

An effective strategy to reduce residential vehicle trips is unbundled parking. This involves pricing available parking separately from housing units and providing fewer parking spaces per unit. The resulting reduction in vehicles per household reduces the amount of parking supply needed. The Council may wish that the Precise Plan consider unbundled parking with low parking-to-unit ratios to maximize trip reductions.

The Plan could also promote district parking solutions that do not differentiate among office, retail, and residential parking.

Shared Parking

The Plan could also allow reduced parking requirements for shared parking. Shared parking strategies could include the shared use of parking garages between residential and commercial uses, as is proposed for the Sobrato development at 1255 Pear Avenue. Shared parking strategies could also include residential use of

unused commercial parking lots during nonworkday times; new, district-level parking facilities for all types of land uses; or other innovative shared parking proposals.

EPC Comments

- Reduce/limit street parking.
- General support for unbundled parking/shared parking. The Plan should ensure these concepts are workable and do not create other problems.

Council Question No. 5: Does the Council have any comments on policy approaches to parking?

VI. **North Bayshore Vehicle Trip Cap**

The Precise Plan established a North Bayshore Vehicle Trip Cap. The City implements this by monitoring vehicle trips into North Bayshore twice a year to gauge the progress the City is making towards its 45 percent single-occupancy vehicle (SOV) target. Currently, the SOV rate is about 53 percent during the a.m. peak period.

The Council could consider exempting residential development from the trip cap requirements. Building residential units in North Bayshore is an important part of the new vision for the area as it will create a new neighborhood with a greater balance of housing and jobs. Therefore, the Plan should encourage and incentivize new residential uses and not require adherence to the trip cap. New residential uses will also have limited “inbound” a.m. peak-period vehicle trips to the area, which is the cause of much local congestion; most of the trips will be “outbound” in the a.m. peak period. New residential development will also allow new residents to walk, bike, or drive to nearby jobs, which would reduce vehicle impacts to North Bayshore gateways.

The Plan states that the City cannot issue any building permits if the trip cap is exceeded. However, given the importance of adding housing in North Bayshore to meet larger City objectives, the City may want to continue allowing residential projects even if the trip cap is exceeded. New residential development would still be required to analyze any potential impacts to local intersections, and may be required to help mitigate any significant impacts.

EPC Comment

- Some support for exempting residential from trip cap requirements; more data needed though.

Council Question No. 6: Does the Council have any comments on residential development and the North Bayshore vehicle trip cap?

VII. Habitat

The existing Precise Plan places a strong emphasis on protecting and enhancing habitat areas in North Bayshore. Adding new residential uses to the area will include more 24/7 human activity in the area, which could result in increased impacts to habitat in the area.

To avoid and minimize adverse effects on sensitive habitat/species and habitat, the Plan could consider expanding Housing Overlay Zone (HOZ) areas and/or increasing restrictions/measures within existing HOZs; expand protection measures into adjacent sensitive habitats (e.g., Shoreline park, Stevens Creek) outside of North Bayshore; and require developers/landowners to contribute financially (i.e., through Bonus FAR community benefits) to fund increased habitat protection efforts, especially for burrowing owls at Shoreline park.

EPC Comments

- Increase habitat protection measures/and habitat area.
- EIR needs to study impacts to Shoreline park resources.
- Restrict building designs that face Shoreline park.
- Concern over pet cats and impacts to wildlife.

Council Question No. 7: Does the Council have any comments on policy ideas relating to residential development and habitat?

VIII. Green Building Strategies and Measures

The Precise Plan's vision is to create a highly sustainable district with green building requirements and Bonus FAR incentives for additional green building measures.

Current City residential green building standards require mandatory CALGreen elements and a GreenPoint rating of 70 points. The Plan could set a higher bar for residential green building by requiring mandatory CALGreen elements and a GreenPoint rating of 100 points, with increasingly higher green building measures for higher FAR Tier projects. Additional green building measures could address topics such as water, energy, and indoor air quality.

EPC Comment

- Any measures should start at higher levels of green performance.

Council Question No. 8: Does the Council have any comments on approaches to green building strategies and measures?

RECOMMENDATION

Staff recommends that the Council provide input and direction on the topics in this report.

NEXT STEPS

EPC and Council meetings are planned in March/April to discuss housing policy-related Plan topics, including potential rental preference priority policies for North Bayshore area employees and affordable housing strategies.

The North Bayshore team will then draft residential Plan standards and guidelines on topics outlined in this report. A Public Draft Plan is then expected to be released during fall 2016.

PUBLIC NOTICING

In addition to this agenda posting, courtesy postcards were sent to the North Bayshore Precise Plan interested parties list.

MA-TB-RT/7/CAM

891-03-01-16SS-E-1

- Attachments:
1. Draft Urban Design Elements
 2. [EPC Staff Report – February 3, 2016](#)