

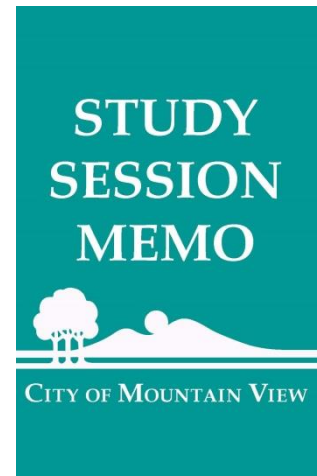
DATE: November 29, 2016

TO: Honorable Mayor and City Council

FROM: Rebecca Shapiro, Senior Planner
Terry Blount, Planning Manager/ Assistant
Community Development Director
Randal Tsuda, Community Development
Director

VIA: Daniel H. Rich, City Manager

TITLE: 500 Moffett Boulevard Shenandoah Square
Housing Site – Preliminary Precise Plan Input



PURPOSE

The purpose of this Study Session is to present key topics and provide an opportunity for early Council input on the 500 Moffett Boulevard (Shenandoah Square) Precise Plan.

BACKGROUND

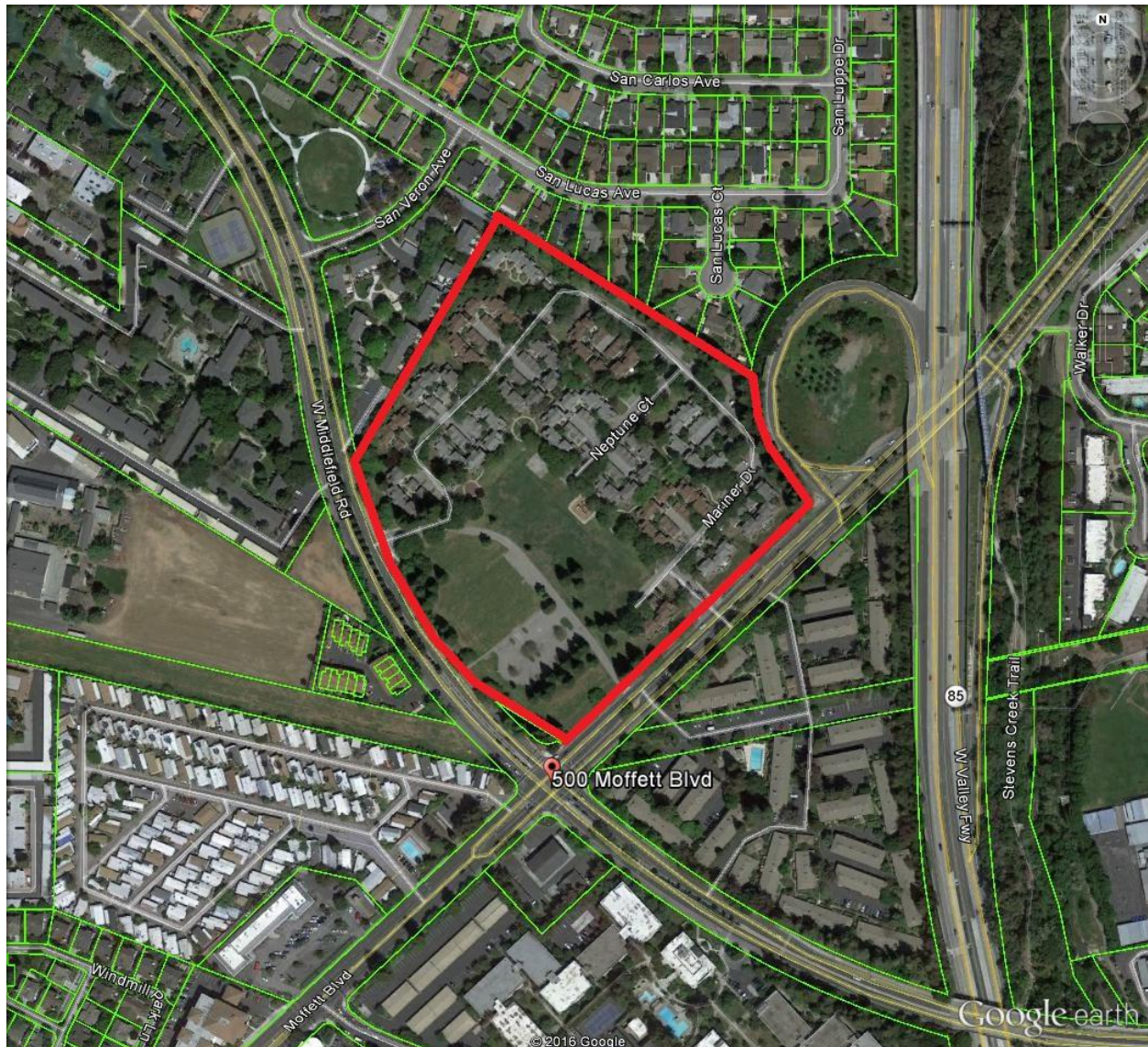
Gatekeeper Process

On December 8, 2015, the City Council authorized staff resources to begin work (starting in summer 2016) on a Gatekeeper request submitted by California Military Communities, LLC. The request included a General Plan amendment, a new Precise Plan to guide multi-family residential redevelopment of the approximately 17-acre property, and an annexation request. At the time of the Gatekeeper hearing, the proposal also included consideration of a Planned Community Permit for review of a residential development and demolition of the existing residential buildings concurrent with the Precise Plan work. The applicant's initial development concepts showed build-out at a roughly 1.85 floor area ratio (FAR) and with approximately 1,000 net new residential units. Staff recommended the allowed development intensity be determined through the Precise Plan process.

The applicant has since stated they will not pursue concurrent development permits. As such, staff work will be focused on crafting the new Precise Plan to implement General Plan land use policies for higher-density residential development as well as other community objectives. The Precise Plan process is expected to take 18 to 24 months, and will include further community input.

Project Site

The approximately 17-acre Shenandoah Square site is currently occupied by 126 two-bedroom townhouses constructed in 1989, spread across roughly 11 acres of the property. Eight of the existing units are currently vacant, and the rest of the units are leased to military personnel and Department of Defense civilian employees. The property is currently unincorporated County land, but within the City's Sphere of Influence.



The site is located at the northwest corner of two, relatively major, multimodal streets – Moffett Boulevard and West Middlefield Road – and approximately one-half mile from downtown and the Downtown Transit Center facilities. The property is one-tenth of a

mile from the San Veron Mini-Park and from the Stevens Creek Trail. It is adjacent to a single-family residential neighborhood to the north and multi-family development to the west, east (across Moffett Boulevard), and south (across Middlefield Road).

The project site is owned by the U.S. Government (Department of the Army) and ground leased to the California Military Communities, LLC (CMC). The CMC is a public/private partnership, wherein the U.S. Army is the public entity. The partnership was an outgrowth of the Army's Residential Communities Initiative (RCI), which is an initiative to privatize military housing in order to leverage private-sector capital and expertise to operate, manage, maintain, and improve/build military housing. The CMC operates three California military installations at: Moffett Field (including Shenandoah Square), Fort Irwin in San Bernardino County, and Camp Parks in Alameda County. Under the RCI, the CMC oversees the existing residential units at Shenandoah Square and submitted the Gatekeeper application for the site.

Through the Gatekeeper process and initial conversations with City staff, the U.S. Army expressed their intent to sell the site for redevelopment. Recently, U.S. Army representatives have indicated they are also investigating potential ground-lease options for future development, based in part on strong opposition to the property sale by Congresswoman Anna Eshoo. She has also expressed concerns about resident displacement (see letter from Congresswoman Eshoo in Attachment 1). Ultimately, the U.S. Government will decide if the site will be sold or ground leased. The City has approved several developments constructed on ground-leased properties, and staff believes City policy goals can be achieved through either scenario.

General Plan and Zoning

The current General Plan land use designation for the site is Medium Low-Density Residential, which accommodates up to 7 to 12 dwelling units per acre (du/acre) and is consistent with the existing residential density of the site. The General Plan designation will be amended as part of this Gatekeeper project, based on the permitted density/intensity to be determined through the Precise Plan process. The new General Plan land use designation could be High-Density Residential (36 to 80 du/acre).

Because the property is unincorporated County land, the current City zoning is a "prezoning," which would go into effect if/when the property is annexed into Mountain View. The current prezoning is PRE-PF (Public Facility) and does not apply to current on-site uses, but would principally allow a range of open space, public service, and educational uses. The new Precise Plan would become the prezoning for the site and go into effect once the annexation process is complete. Once a property is

annexed into the City limits, it generally cannot be rezoned for two years, which is why staff is planning for Precise Plan adoption before completing the annexation process.

DISCUSSION

The following sections include background information and questions on key Precise Plan topics. While they do not represent an exhaustive list, these sections highlight topics that are important to the community, identify preliminary strategies for Precise Plan analysis/options, and provide an opportunity for early discussion and input from Council and members of public. Council's input on these topics and questions will help guide staff's work and refine consultant scopes of work in the coming months.

Open Space and Mobility

Parks and Open Space

The project site is located in the Stierlin planning area of the City's 2014 Parks and Open Space Plan (POSP). The Stierlin area is bounded by Highways 101 and 85, Central Expressway, and Permanente Creek. This 750-acre planning area is the fifth largest in the City. The planning area is predominantly zoned for residential uses (64 percent of the planning area) and is fairly typical for Mountain View for its roughly 60 percent/40 percent split of multi-family versus single-family residential uses/population.

The Stierlin area is served by approximately 20 acres of park land, including three mini-parks and two neighborhood parks at joint-use school sites. Public facilities, including public parks, are shown in green in the graphic



to the right. The Stevens Creek Trail runs along the eastern boundary of the planning area, and the recently extended Permanente Creek Trail also serves the area.

The POSP identifies the need for 7.73 acres of open space for the Stierlin planning area to meet the City's goal of 3.0 acres of open space per 1,000 residents and recommends acquiring land for a mini-park in the southeast corner of the area. The POSP analysis accounted for potential growth as a result of the updated General Plan, including new residential population from the 100 Moffett Boulevard development, but does not include additional growth from this Precise Plan project or the other two Gatekeeper projects authorized since the POSP was adopted (starred in the graphic). Excluding the Precise Plan area, the two Gatekeeper projects at 555 West Middlefield Road and 777 West Middlefield Road could cumulatively add around 850 net new residential units.

To help address previously identified park land needs and POSP recommendations, the 555 West Middlefield Road project proposes to dedicate a 1-acre mini-park. However, even with the new mini-park, the Stierlin planning area would continue to:

- Fall short of the City's goal of 3 acres of open space per 1,000 residents, especially with new park need from the Gatekeeper projects; and
- Have roughly 75 percent of planning area park land in locations owned by the school district, which could be limited by changing school district circumstances.

Given the unmet demand and challenge of acquiring public park land in the planning area, staff recommends planning for a neighborhood park in this Precise Plan area. In addition to studying locations for a public park in the Precise Plan area, the analysis will study different park size options, balanced with other site objectives.

The maximum potential size of a park in the Precise Plan area will require analysis of residential development capacity on the 17-acre site. The area available for new housing—which drives the amount of park land that may be required under City ordinance—competes with and is constrained by other required site elements such as park land, streets and roadways, affordable housing, and other design objectives such as height limits and setbacks to integrate development in the Precise Plan area with adjacent lower-density residential areas.

At this time, staff believes an on-site public park should total between 3 and 5 acres. Prior experience with park planning in the Mayfield and South Whisman Precise Plan areas has shown parks of 2 to 3 acres in size can be developed with higher-intensity activities such as playing fields, but a larger park here would provide space for a

greater variety of amenities and improvements. Although there are other neighborhood parks and playing fields in the planning area, fields in this location would help meet overall neighborhood park land need; help address Citywide demand for playing fields; and would create a City-owned park in a location with good multimodal accessibility.

Question 1: Does Council have any general direction on public park location, size, and features?

Mobility (Public Improvements)

The project site is relatively close to downtown and neighborhood shopping locations and benefits from a strong foundation of nearby bicycle/pedestrian connections, transit services, and public parks. The Precise Plan will build on and incorporate existing/planned public improvements from a variety of City plans such as the Bicycle Transportation Plan (BTP), but will also include transportation studies to address specific multimodal needs and potential impacts of on-site development, such as:

- Location and design of new, controlled intersection(s) with existing public streets. *Staff anticipates the volume of traffic from the Precise Plan area will necessitate a new signalized intersection on West Middlefield Road, at a minimum. This intersection would allow multidirectional access to/from the site for all travel modes. Work has already begun to ensure the design of this intersection will be coordinated with the 777 West Middlefield Road Gatekeeper project site, which overlaps with the southwest corner of the Precise Plan area. Staff will study access/egress improvements on Moffett Boulevard, but a signalized intersection may not be feasible due to site proximity to the Caltrans ramp from Highway 85 and the Moffett Boulevard/Middlefield Road intersection.*
- On-site alignment of streets and roadways to implement complete streets policies and provide adequate personal/emergency vehicle access. *Staff anticipates on-site development will include a mix of public and private connections, with public streets designed to include parking for the public park. On-site improvements include pedestrian, bicycle, and vehicle routes through the property and will be coordinated with public street improvements.*

The combination of new intersection(s), frontage improvements, and on-site roadways will help reduce block lengths and improve connectivity for all modes. Key facilities in the vicinity, which can be advanced by the Precise Plan, include:

– Middlefield Road:

- Existing: Part-time bike lanes. *Existing Class II bike lanes become parking lanes on nights and weekends in many locations on the corridor, including portions of this site.*
- Planned: Full-time, on-street buffered bike lanes on Middlefield Road. *Middlefield Road is one of the few public streets extending continuously east-west throughout the City and provides an important intercity connection into Palo Alto and Sunnyvale. This improvement is Priority Project (G) in the City's BTP.*

– Moffett Boulevard:

- Existing: Intermittent bike route (shared roadway) and bike lanes. *Moffett Boulevard is a Class III bike route along the Precise Plan frontage. The 100 Moffett Boulevard project was approved with a bike lane (Class II facility) along its frontage. The bike lane (SB) and buffered bike lane (NB) between Highway 85 and Leong Drive become shared Class III bike routes between Leong Drive and Clark Road (NASA Ames).*
- Planned: On-street buffered bike lanes or (protected) cycle tracks on Moffett Boulevard, including bicycle detection and intersection crossing/turning improvements at the Moffett Boulevard/Middlefield Road intersection. *This improvement will improve an important connection with downtown transit/commercial services, the Stevens Creek Trail, NASA Ames/Moffett Field and North Bayshore. Improvements at the Moffett Boulevard/Middlefield Road intersection will help coordinate two key bicycle/pedestrian corridors, as discussed in Priority Project (C) in the City's BTP.*

During this planning process, staff will evaluate the existing meandering, detached sidewalks to identify improvements that will increase pedestrian comfort and accessibility, as well as potential “green street” treatments. Staff will also evaluate the location of nearby transit stops/stations, and consider if transit services would benefit from alternate configurations given potential on-site development conditions.

In addition to the above-noted improvements, the Precise Plan area will benefit from a new public bicycle/pedestrian pathway through the proposed 777 West Middlefield Road Gatekeeper project, if the 777 West Middlefield Road project is approved and constructed. This pathway would provide an off-street/nonvehicular connection

directly to Shoreline Boulevard, which would be accessible via the new intersection on Middlefield Road.

Question 2: Does Council have any additional comments on mobility improvements to study?

Key Development Criteria

In recent Precise Plans, the City has defined clear objectives for new development and achieving community priorities through tiered FAR programs. This regulatory structure allows Precise Plans to link development of additional intensity/bonus FAR with the provision of public benefits to meet community needs (such as affordable housing) and/or other prescribed performance criteria that exceed existing requirements (such as higher-performing green building features).

The City has also effectively regulated new residential development through FAR versus density limits (e.g., dwelling units per acre). The FAR standards help regulate building mass and bulk, while allowing greater flexibility to construct a variety of housing unit types/sizes. Based on the affordable housing direction from the Gatekeeper hearing and City experience with FAR standards, staff anticipates studying tiered FAR program options for this Precise Plan.

Question 3: Does Council support staff's proposal to use a tiered FAR program or similar regulatory framework?

Affordable Housing and Tenant Relocation

Affordable housing and tenant displacement are critical community issues. This 17-acre site provides an opportunity for new housing generation, including affordable residential units, but eventual redevelopment of the Precise Plan area would also result in demolition of 126 existing residential units. The units are currently occupied by a mix of active-duty military personnel and Federal civilian employees stationed at Moffett Field who provide a unique and critical service to the region.

At the Gatekeeper hearing, Council indicated authorized Gatekeeper applications will need to provide a minimum of 10 percent affordable units pursuant to the City's ordinance, with additional direction that this percentage may be higher if a project includes demolition of existing units. City-subsidized affordable housing developments have typically served households earning less than 60 percent AMI, primarily due to requirements of other funding sources, and BMR units constructed as part of market-rate developments have generally served households earning less than

65 percent AMI. Recently, the City has also been able to encourage dedication of land for development of affordable housing, as a public benefit or alternate means of satisfying City housing regulations. The City has been less successful in achieving affordable housing/BMR units serving moderate-income households earning between 80 percent and 120 percent AMI.

Development under the Precise Plan would replace existing, occupied residential units. The U.S. Army has indicated they are obligated to provide housing options to active military personnel, whenever redevelopment of the site occurs, and have available resources at Moffett Field and Camp Parks (Dublin, California). Dublin, of course, would create a significant commute challenge for personnel stationed at Moffett. U.S. Army representatives have estimated roughly one-half of the existing units are occupied by Department of Defense civilian employees, who are not eligible for the same benefits.

Additional information needs to be gathered to better understand the effects of on-site displacement, including information on affected households and the applicability of U.S. Army relocation assistance requirements. Staff also plans to evaluate how the City's Tenant Relocation Assistance Ordinance would apply to existing residents, including any ordinance updates resulting from the passage of Measure V. Staff will need to further study options for the proportion of affordable housing to be required, factoring in the existing units to be lost and expected build-out of the Precise Plan area.

Precise Plan policies and the tiered FAR program are important tools to implement Council's direction for affordable housing and provide an opportunity to address issues of on-site tenant displacement. The following is a preliminary list of issues and strategies, which staff believes need to be addressed in the Precise Plan and on which Council input is requested. The strategies being considered for this Precise Plan are similar to the Affordable Housing Strategy proposed as part of the North Bayshore Precise Plan update. For reference, the Draft North Bayshore Precise Plan includes a goal of 20 percent affordable housing and priorities for provision of on-site units and/or dedication of land. The 777 West Middlefield Road Gatekeeper project, which is located across the street from the Precise Plan area and currently under review by the City, proposes to provide 20 percent of the total project as affordable/BMR units.

Question 4: Does Council have any comments or direction on the following affordable housing strategies for the Precise Plan?

- *Land Dedication:* Staff recommends prioritizing land dedication for affordable housing, but studying options that include a mix of units provided within future market-rate development;
- *Affordable Housing Requirement:* The Precise Plan will define the affordable housing requirements, including additional requirements above the minimum 10 percent, based on Council's direction from the Gatekeeper hearing;
- *Target Populations:* Staff recommends the Precise Plan consider options to serve a mix of household types, including on-site affordable/BMR housing for moderate-income households, military personnel, and Department of Defense civilian employees stationed at Moffett Field, as well as permanent supportive housing; and
- *Unit Types:* The Precise Plan could provide general policy direction to encourage a range of housing types for on-site affordable housing, or provide more specific direction to prioritize certain unit types such as micro-units, family housing, etc.

Question 5: Does Council have any comments or direction on the following tenant relocation assistance/displacement strategies for the Precise Plan?

- Develop Precise Plan-specific tenant relocation requirements based on the City Ordinance, including enhanced options such as on-site "relocation" of existing tenants who would be displaced by future development, and who may not income-qualify for affordable/BMR units.

Sensitive Transitions and Development Heights

The Precise Plan area is adjacent to lower-density residential development, which will be factored into the analysis of potential site development options. Adjacent conditions include:

- Predominantly one-story, with some two-story, single-family homes to the north;
- Two-story multi-family complexes, with some one-story buildings, to the west/northwest and east (across Moffett Boulevard), respectively;
- Vacant land (including the Hetch Hetchy right-of-way), one-story mobile homes, and two-story multi-family complexes to the south, across Middlefield Road; and

- A residential Gatekeeper project, currently under review across the street at 777 West Middlefield Road, which proposes heights up to five stories.

Although no specific development is proposed by the applicant at this time, the 1.85 FAR concept from the original Gatekeeper proposal is a good reference point until the Precise Plan's development analysis occurs. If 1.85 FAR is allowed in the Precise Plan area, this would be consistent with what is allowed in the Moffett Change Area (just south of the Precise Plan area) under the General Plan's Mixed-Use Corridor land use designation. This intensity is also comparable to the residential developments being considered at the two Middlefield Road Gatekeeper sites (under the High-Density Residential land use designation).

New higher-density residential projects in Mountain View have generally featured buildings up to four stories tall, unless a density bonus is proposed. New Precise Plans have allowed four-story/1.85 FAR buildings, with five-story heights considered on a case-by-case basis if needed to accommodate a major improvement such as a large public open space area (e.g., plaza or park).

Based on this regulatory and site context and the overall size of the Shenandoah Square property, staff anticipates studying development options, including buildings up to five stories, especially if additional height would help to accommodate land dedication for a public park and affordable housing, as discussed earlier in this report.

While five-story heights will be considered, staff's work will also focus on standards to ensure sensitive transitions to adjacent lower-density residential areas. The El Camino Real and San Antonio Precise Plans provide good examples of standards for transitions next to adjacent residential uses, in which new building heights immediately adjacent to off-site residential uses are generally regulated as follows:

1. *El Camino Real*: Heights are limited based on setbacks provided. Shorter building areas may be located closer to adjacent residential buildings and taller building areas must be set back or stepped back further from shared property lines.



2. *San Antonio Road*: A sizeable minimum setback is established in neighborhood transition areas. New building heights are limited to no more than one story taller

than what is allowed on adjacent sites – e.g., next to an R1 parcel, buildings could be up to 3 stories, as long as a minimum 25' setback is provided. Additional height or setback restrictions may be required next to single-family residential areas, and taller building areas are required to have larger setbacks.

Question 6: Does Council support studying building heights taller than four stories or have input regarding sensitive transitions?

Land Uses

The Precise Plan area is not currently within the City limits and was not part of the Village Center strategy in the General Plan. However, the General Plan includes overarching policies aimed at improving residential neighborhood access to commercial goods and services, and the gas station property on the southeast corner of the Moffett Boulevard/Middlefield Road intersection is identified as a location for “Other Neighborhood Goods and Services” in the Village Center Strategy diagram.

The Precise Plan area is roughly one-half mile from downtown and the Bailey Park Shopping Center, and connectivity improvements are already planned that would enhance access to these locations. Based on the site context and original Gatekeeper request/authorization, staff anticipates developing a purely residential Precise Plan for the area, unless Council would like staff to study neighborhood commercial uses.

Process and Schedule

This Precise Plan area differs from the City’s most recent Precise Plan projects in that it will cover a single property versus a large planning area. In some ways, the nature of the work required for this Precise Plan is more similar to the process of reviewing a standalone Gatekeeper project, except that the City is evaluating site development options in order to craft Precise Plan standards, rather than reviewing a specific proposal from an applicant. As such, staff plans to manage all elements of the process, rather than hiring a lead planning consultant, and tailor community outreach to this more limited scope of work. To supplement in-house Precise Plan expertise, staff will hire Van Meter Williams Pollack (VMWP) to assist on the following tasks:

- *Existing Conditions Analysis (approximately one to two months):* Develop an existing conditions baseline on key issues affecting development of the site such as existing uses/development, circulation and site access, utilities, and surrounding neighborhood conditions.

- *Site Development Alternatives (approximately four months):* Develop two to three “structure plans” showing options for primary plan elements such as circulation/street network, open space (size and location), land use intensity, building envelopes, and development statistics (e.g., FAR, estimated unit count, etc.).
- *Preferred Development Alternative (approximately three months):* Develop a preferred “structure plan,” based on City decision maker and community input on the alternative options, with 3D massing illustrating preferred development intensities.
- *Precise Plan Drafting (approximately 4 months):* Translate the preferred structure plan into detailed development standards.

VMWP has significant experience in Mountain View, working with the City on new Precise Plans and design guidelines. They are a small firm, well positioned for this limited scope of planning work, and also have significant experience as urban designers and architects for market-rate and affordable housing developments.

Staff will refine the above-noted tasks and timelines to integrate Council input from this Study Session and the environmental review (CEQA/NEPA) scope of work. Staff anticipates the CEQA traffic consultant will also be used for necessary transportation planning services, including street and intersection design as well as focused pedestrian/bike/transit facility planning. They will work closely with staff and VMWP to integrate mobility improvements with the urban design/site development work. All of the Precise Plan consultants will be hired directly by the City, with the costs of the consultant work paid for by the applicant.

Each of the major tasks discussed above will include community outreach in the form of community meetings and/or EPC and City Council Study Sessions. Staff expects the Precise Plan and CEQA processes to take approximately 18 to 24 months to complete.

Community Outreach

The exact format of future community meetings will be tailored to promote as much one-on-one conversation as possible between City staff and interested community members. Staff has already attended an informational session with existing residents of Shenandoah Square and plans to host a broader “open house” to gather additional community input in early 2017. Feedback from the recent meeting with existing residents included:

- Appreciation for Mountain View amenities such as public parks, schools, and trails;
- Concerns about the overall site/building conditions, poor maintenance of the complex, and significant recent rent increases, especially given site conditions;
- Challenges experienced by military technicians and other civilian personnel who do not have military housing stipends known as Basic Allowance for Housing (BAH);
- Loss of personnel and challenges to fill vacant civilian and military positions at Moffett Field given housing costs, which affects military readiness;
- Long-term need for nearby affordable housing to accommodate military and Federal civilian employees stationed at Moffett Field, some of whom may not income-qualify for subsidized affordable or BMR units; and
- Need for family and pet-friendly housing units.

RECOMMENDATION

Staff recommends and requests the City Council provide input on the following:

1. Does Council have any direction on public park location, size, and purpose?
2. Does Council have any additional comments on mobility improvements to study?
3. Does Council support staff’s proposal to use a tiered FAR program or similar regulatory framework?

4. Does Council have any comments or direction on staff's affordable housing strategies for the Precise Plan?
 - *Land Dedication*
 - *Affordable Housing Requirement*
 - *Target Populations*
 - *Unit Types*
5. Does Council have any comments or direction on the following tenant relocation assistance/displacement strategies for the Precise Plan?
 - *Enhanced Options for On-Site Relocation*
 - *Military Accommodations*
6. Does Council support studying building heights taller than four stories or have input regarding sensitive transitions?
7. Does Council have input on any other topic?

NEXT STEPS

The Precise Plan work is in its very early stages. Council input from this Study Session will feed into upcoming tasks, including consultant scope of work refinement, and existing conditions, opportunities, and constraint analysis, which includes further community outreach. Should Council wish to proceed, staff will return to the Environmental Planning Commission (EPC) and City Council for future Study Sessions at key milestones. The first round of Study Sessions will allow EPC and Council consideration of site development alternatives, in approximately six months. Additional community outreach is planned before the Study Sessions.

PUBLIC NOTICING

The meeting agenda was posted and advertised on Channel 26. A courtesy notice was mailed to property owners and tenants within a 1,000' radius of the Precise Plan area. Interested parties will also be able to receive electronic notices of future public meetings through the City's MyMV notification system.

RS-TB-RT/2/CAM/803-11-29-16SS-E

Attachment: 1. Letter from Congresswoman Eshoo