General Plan (Land Use & Circulation) & M-2 Area Zoning Update

Planning Commission Review and Recommendation

October 19, 2016
Hearing Purpose

- Review draft documents
  - General Plan Intro, Land Use Element & Circulation Elements
  - M-2 Area Zoning
  - Environmental Impact Report
- Ask clarifying questions of staff/consultant team
- Receive public comment
- Formulate any suggested changes
- Forward a recommendation to City Council
  - Council certify EIR, adopt Findings and Statement of Overriding Considerations
  - Council approve updated General Plan Elements and Zoning
Project Schedule

**GUIDING PRINCIPLES**
- 2014: Existing Conditions Reports
- 2015: Draft Elements
- 2016: Final Elements
- 2016: Adoption

**LAND USE & CIRCULATION ELEMENTS**
- Existing Conditions Reports
- Draft Elements
- Final Elements
- Adoption

**ZONING: DEVELOPMENT & DESIGN PROVISIONS**
- Draft List of Desired Community Amenities
- Draft Zoning Map
- Draft Development & Design Regulations
- Adoption

**ENVIRONMENTAL REVIEW**
- Maximum Potential Development Map
- Scoping Meeting
- Draft EIR & Draft Fiscal Analysis
- Draft EIR Public Review Period
- Final EIR & Fiscal Analysis
- EIR Certification
Major Project Objectives

- Establish & achieve community’s vision
- Realize city’s economic potential
  - Land use changes only in M-2 Area
  - Any added development must provide community amenities
- Improve mobility for all travel modes
- Preserve neighborhood character
- Reduce emissions & adapt sustainably
Policy Framework

Guiding Principles
- Citywide Equity
- Healthy Community
- Competitive and Innovative Business Destination
- Corporate Contribution
- Youth Support and Education Excellence
- Great Transportation Options
- Complete Neighborhoods and Commercial Corridors
- Accessible Open Space and Recreation
- Sustainable Environmental Planning

General Plan
The City’s Long-term Blueprint

Goal
A general, overall, desired outcome

Policy
A specific statement of commitment that sets a direction for the City to follow

Program
An action carried out pursuant to a policy to achieve a specific goal

Municipal Code
Translates Objectives into Rules

- Streets [Title 13]
- Subdivision [Title 15]
- Zoning [Title 16]
  - Governs Land Uses
    - Development Standards
    - Community Amenity Requirements
    - Parking Regulations
    - Code Enforcement
- Storm Water [Chapter 7.42]
- Flood Damage Prevention [Chapter 12.42]
- Water-Efficient Landscaping [Chapter 12.44]
Maximum Potential Development

The map is intended to demonstrate the potential of what could be located in an area based upon the proposed land use designations. The size, types of use, and look and feel of the future development will become part of the zoning and design standards to be formulated during the Summer of 2015.

Changes Compared to Current General Plan:
- New Ground Floor Retail Frontage
  (Average 60 Ft. Depth)
- New Residential Use
- New Mixed Use (Office, Residential, and/or Ground Floor Retail)
- New Office Use
- New Life Science Use
- New Hotel (55 Stories)
- New Community Education/Training Facility
- Public Open Space
- New Ped/Bike Path, Overpass, or Pedestrian
- Improved Ped/Bike Connection
- Allowed Sq Ft Unchanged
- Building Height Increases

Local Context:
- Menlo Park City Limits
- Sphere of Influence
- Domain Rail Right-of-Way
- Bay Trail/Other Recreational Trail
- Proposed Bay Trail
- Parks
- Schools
- M2 Planning Area
## Maximum Potential Development

<table>
<thead>
<tr>
<th>Category</th>
<th>Remaining Potential</th>
<th>Current Plan</th>
<th>Proposed in M-2 Area</th>
<th>TOTAL</th>
<th>Maximum Citywide 2040 Buildout</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non-residential</td>
<td></td>
<td>1.8 million</td>
<td>2.3 million</td>
<td>4.1 million</td>
<td>20.6 million</td>
</tr>
<tr>
<td>Hotel Rooms</td>
<td>n/a</td>
<td></td>
<td>400</td>
<td>400</td>
<td>1,490</td>
</tr>
<tr>
<td>Residential Units</td>
<td>1,000</td>
<td></td>
<td>4,500</td>
<td>5,500</td>
<td>19,880</td>
</tr>
<tr>
<td>Population</td>
<td>2,580</td>
<td></td>
<td>11,570</td>
<td>14,150</td>
<td>50,350</td>
</tr>
<tr>
<td>Employees</td>
<td>4,400</td>
<td></td>
<td>5,500</td>
<td>9,900</td>
<td>53,250</td>
</tr>
</tbody>
</table>
GP Introduction & Land Use Element

- Land Use Element Overview
  - Orderly Development
  - Neighborhood Preservation
  - Neighborhood-Serving Uses
  - Business Development and Retention
  - Downtown/El Camino Real
  - Open Space
  - Sustainable Services

- Changes since Sept. 2015 Draft
  - Added Intro history, photos, updated maps
  - Clarified requirement for annual review of General Plan implementation progress tied to Capital Improvement Plan
  - Clarified that community amenities list may be modified over time as desired
Circulation Element

- **Overview**
  - Safe Transportation System
  - Complete Streets
  - Sustainable Transportation
  - Health & Wellness
  - Transit
  - Transportation Demand Management
  - Parking

- **Changes since 2015 Draft**
  - Clarification to re-establish the City’s LOS standards
  - Addition of program to establish trip reduction goal in zoning
M-2 Area Zoning

Overview
- 2.3M sq. ft. new non-residential uses (office, R&D, life sciences, retail, personal services)
- Up to 4,500 new housing units (1,500 corporate housing units)
- Up to 400 new hotel rooms

Three new zoning districts
- Office (O)
- Life Sciences (LS)
- Residential Mixed Use (R-MU)
Key features of new districts include:

- Transportation Demand Management (TDM)
- Green and Sustainable Building Regulations
- Design Standards
- Community Amenities for bonus level development

Additional changes:

- Allowing residential and increased height in C-2-B Zone
- Streamlined hazardous materials process
M-2 Area Zoning

- Changes since May 2016 per PC and Public Comment
  - Additional height allowed for flood protection
  - FAR sliding scale for bonus level development in R-MU
  - Added flexibility of design standards
    - Eliminate exterior façade projects as a trigger for compliance
    - Eliminate maximum setback in LS
    - Corner build-to envelope
    - Rooflines
  - Community Amenities for Bonus Level in R-MU
    - Required to provide 15% affordable housing and 50% of the value of the additional gross floor area
    - Provision of the housing would be credited toward the 50% value
    - Remaining value would be applied to other community amenities
Draft M-2 Area Zoning Map

Existing Zoning
- M-2 Light Industrial/M-3-X Business Park
- PF Public Facilities
- C-2-B Neighborhood Commercial, Restrictive
- C-2-S Neighborhood Commercial, Special
- FP Flood Plain
- R-4-S(AHO) High Density Residential/Special

Potential Zoning
- R-MU Residential Mixed Use/ R-MU-B (-B = Bonus Available)
- LS Life Sciences/ LS-B (-B = Bonus Available)
- O Office/ O-B (-B = Bonus Available)/ O-CH (-CH = Corporate Housing Available)/ O-H (-H = Hotel Available)

New Connections
- New Public Street
- Paseo
California Environmental Quality Act (CEQA) requires identification of potential impacts on the environment.

Impacts must be mitigated, or City must adopt a statement of overriding considerations.

Program-level EIR for the General Plan.
Program-level EIR

- Describes broad, long-term issues
- Mitigation occurs through policies, programs and zoning where feasible
- Allows for streamlined (tiered) environmental review for future projects
  - Must comply with updated zoning
EIR Topics

- Aesthetics & Visual Quality
- Air Quality
- Biological Resources
- Cultural, Historical & Archaeological Resources
- Geology and Soils
- Greenhouse Gas Emissions
- Hazardous Materials
- Hydrology & Water Quality
- Land Use & Planning
- Noise
- Public Services
- Recreation
- Transportation & Circulation
- Utilities & Service Systems
Final EIR Components

- Draft EIR and Appendices
- Public and Agency Comments
- Response to Comments
  - Master Responses
  - Individual Responses
- Revisions to Draft EIR
- Mitigation Monitoring & Reporting Program
- Findings & Statement of Overriding Considerations
  - Social, Environmental and Economic Benefits of ConnectMenlo
Potentially Significant Impacts

Less Than Significant with Mitigation
- Biological Resources
- Cultural Resources
- Hazardous Materials
- Noise
- Utilities

Significant and Unavoidable
- Air Quality
- Greenhouse Gas Emissions
- Transportation
- Population & Housing
Alternatives

- “No Project” (*no zoning changes in M-2 Area*)
  - Highest impact alternative

- Reduced Overall Development
  - 25% less than per ConnectMenlo
  - Similar impacts to project

- Reduced Nonresidential Development
  - 50% of amount allowed per ConnectMenlo
  - “Environmentally Superior” due primarily to more housing compared to new jobs
## Alternatives Comparison

<table>
<thead>
<tr>
<th>Category</th>
<th>Proposed Project</th>
<th>No Project Alternative Total</th>
<th>50% Reduced Non-Residential Intensity Alternative Total</th>
<th>25% Reduced Intensity Alternative Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>BAYFRONT AREA</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Non-Residential Square Feet</td>
<td>1.4 million + 2.3 million = 3.7 million</td>
<td>1.4 million</td>
<td>2.6 million</td>
<td>3.1 million</td>
</tr>
<tr>
<td>Hotel Rooms</td>
<td>n/a + 400 = 400</td>
<td>n/a</td>
<td>200</td>
<td>300</td>
</tr>
<tr>
<td>Residential Units</td>
<td>150 + 4,500 = 4,650</td>
<td>150</td>
<td>4,650</td>
<td>3,525</td>
</tr>
<tr>
<td>Population</td>
<td>390 + 11,570 = 11,960</td>
<td>390</td>
<td>11,960</td>
<td>9,068</td>
</tr>
<tr>
<td>Employees</td>
<td>3,400 + 5,500 = 8,900</td>
<td>3,400</td>
<td>6,150</td>
<td>7,525</td>
</tr>
<tr>
<td><strong>REMAINDER OF CITY</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Non-Residential Square Feet</td>
<td>355,000 + n/a = 355,000</td>
<td>355,000</td>
<td>355,000</td>
<td>355,000</td>
</tr>
<tr>
<td>Hotel Rooms</td>
<td>n/a + n/a = n/a</td>
<td>n/a</td>
<td>n/a</td>
<td>n/a</td>
</tr>
<tr>
<td>Residential Units</td>
<td>850 + n/a = 850</td>
<td>850</td>
<td>850</td>
<td>850</td>
</tr>
<tr>
<td>Population</td>
<td>2,190 + n/a = 2,190</td>
<td>2,190</td>
<td>2,190</td>
<td>2,190</td>
</tr>
<tr>
<td>Employees</td>
<td>1,000 + n/a = 1,000</td>
<td>1,000</td>
<td>1,000</td>
<td>1,000</td>
</tr>
<tr>
<td><strong>CITYWIDE TOTALS</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Non-Residential Square Feet</td>
<td>1.8 million + 2.3 million = 4.1 million</td>
<td>1.8 million</td>
<td>2.9 million</td>
<td>3.5 million</td>
</tr>
<tr>
<td>Hotel Rooms</td>
<td>0 + 400 = 400</td>
<td>0</td>
<td>200</td>
<td>300</td>
</tr>
<tr>
<td>Residential Units</td>
<td>1,000 + 4,500 = 5,500</td>
<td>1,000</td>
<td>5,500</td>
<td>4,375</td>
</tr>
<tr>
<td>Population</td>
<td>2,580 + 11,570 = 14,150</td>
<td>2,580</td>
<td>14,150</td>
<td>11,258</td>
</tr>
<tr>
<td>Employees</td>
<td>4,400 + 5,500 = 9,900</td>
<td>4,400</td>
<td>7,150</td>
<td>8,525</td>
</tr>
</tbody>
</table>
## Impacts/Alternatives

<table>
<thead>
<tr>
<th>Areas of Significant &amp; Unavoidable Impact</th>
<th>Project</th>
<th>No Project</th>
<th>Reduced Nonresidential</th>
<th>Reduced Overall</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regional Air Quality &amp; Construction Emissions</td>
<td>SU</td>
<td>&gt;</td>
<td>&lt;</td>
<td>&lt;</td>
</tr>
<tr>
<td>Greenhouse Gas Emissions</td>
<td>SU</td>
<td>&gt;</td>
<td>&lt;</td>
<td>=</td>
</tr>
<tr>
<td>Roadway &amp; Intersection Level of Service</td>
<td>SU</td>
<td>&gt;</td>
<td>&lt;</td>
<td>=</td>
</tr>
<tr>
<td>Bike &amp; Pedestrian Connections</td>
<td>SU</td>
<td>&gt;</td>
<td>&lt;</td>
<td>=</td>
</tr>
<tr>
<td>Transit Demand</td>
<td>SU</td>
<td>&lt;</td>
<td>=</td>
<td>=</td>
</tr>
</tbody>
</table>

> higher, = similar, or < lower when compared to the proposed project
Key EIR Additions Per Public Comment

- Stronger Resource Protection Requirements
  - Air Quality
  - Biological Resources
  - Water Supply
  - Flooding

**No New Impacts or Required Mitigation**
Fiscal Impact Analysis

- **Net annual fiscal benefits to City**
  - +$2.6M – current General Plan buildout
  - +$5.7M – ConnectMenlo added development
    - +$2.6M – Reduced Non-Residential Alternative
    - +$4.2M – Reduced Intensity Alternative
- **MP Fire Protection District: +$2.4M/year**
- **Other Minor Beneficiaries**
  - County Community College District
  - Midpeninsula Regional Open Space District
  - Sequoia Healthcare District
Final FIA Adjustments

- Current GP buildout impacts shown separately
- Refined distribution of housing by school district
- 1,500 corp. housing units at Facebook East Campus
  - No property sales
  - Less valuable product type
  - No students
School District Fiscal Impact

- Ravenswood City, Redwood City: None
- Las Lomitas: $672,600/year
  - 3% of current budget
  - All from current General Plan
- Menlo Park City: $3.4M/year
  - 8% of current budget
  - All from current General Plan
- Sequoia Union: $1.6M/year (with 1,500 corporate units)
  - 1.3% of current budget
Key Planning Comm. Considerations

- **Change in M-2 Area Land Use pattern**
  - Live/work/play environment
  - Building heights, jobs, housing units, and hotel rooms

- **Design Standards**
  - Sense of place desired by community
  - Green and Sustainable Building Regulations
  - Community Amenities

- **New Street Classifications**
  - Emphasis on Complete Streets

- **EIR**
  - Social, economic, and other benefits versus impacts identified in EIR
Key Questions

▸ Recycled Water
  □ Is it appropriate to require developments of multiple buildings (being proposed at one time) totaling 250,000 square feet or more to use an alternative water source for non-potable purposes?

▸ Community Amenities Approach in R-MU
  □ Is the new hybrid approach for community amenities in the R-MU district appropriate?
  □ Should a minimum amount of housing units be provided at the various affordability levels?
  □ Should affordability for moderate income households be included?
Key Questions

- **Land Uses in C-2-B**
  - Should any of the conditionally permitted nonresidential uses or regulations be modified?

- **Phasing**
  - Should a certain amount of residential units be required to be built prior to non-residential development?
Final Steps and Contact Info

- If needed: Continuation of Planning Comm. Review and Recommendation – Oct 24
- Tentative City Council Review and Action – Nov 15 & Dec 6

Mail: Deanna Chow, Principal Planner
Community Development Department
701 Laurel Street
Menlo Park, CA 94025

Email: connectmenlo@menlopark.org