



## COMMUNITY DEVELOPMENT DEPARTMENT

Council Meeting Date: June 19, 2007  
Staff Report #: 07-110

Agenda Item #: F1

**STUDY SESSION &  
REGULAR BUSINESS:** **Consideration of Options (and Possible Direction on) the  
Next Steps of the El Camino Real and Downtown  
Visioning and Planning Process.**

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### RECOMMENDATION

Staff recommends that the City Council consider options regarding the next steps of the El Camino Real and Downtown Visioning and Planning Process during the study session portion of the agenda and provide direction to staff during the regular business portion of the agenda.

### BACKGROUND

At its retreat of January 6, 2007, the City Council identified a goal related to planning for El Camino Real and the Downtown. On February 12, 2007, the City Council held a special study session to discuss options for pursuing a plan for the El Camino Real Corridor and the Downtown Santa Cruz Avenue area. The staff report and the minutes of the February 12, 2007 meeting are included as Attachments A and B, respectively.

On March 20, 2007, the City Council created a subcommittee of Council Members Boyle and Cline to formulate a recommendation to the full Council on the next steps in the El Camino Real/Downtown Visioning and Planning Process. The staff report and the minutes of the March 20, 2007 meeting are included as Attachments C and D, respectively.

On the April 3, April 17, April 24, and May 8, 2007, members of the Council Subcommittee provided updates to the City Council under Council Member Reports. The minutes of these four meetings are included as Attachment E, F, G, and H respectively.

On May 22, 2007, the City Council considered a report by the Subcommittee regarding the next steps in the process. At the meeting, Vice Mayor Cohen replaced Council Member Boyle on the Subcommittee. The staff report of this meeting is included as Attachment I.

On June 5, 2007, Vice Mayor Cohen requested that the Council authorize a study session for the entire Council to discuss the status of the El Camino Real/Downtown visioning and planning process.

## **ANALYSIS**

Peninsula Conflict Resolution Center (PCRC) will facilitate the Council study session. In addition to the study session, the topic will also appear on the agenda as a regular business item in order to give the Council an opportunity to provide direction to staff regarding the next steps.

In an attempt to assist the Council in its discussion, staff has identified the following topic areas for the Council to consider/reconsider and to possibly provide direction regarding:

- Educational Speaker Series
- Community Meeting(s) on Process
- Creation of a Community Working Group
- Preparation of a Request for Proposals (RFP) and Consultant Selection
- Collection of Baseline Data for a Future Environmental Impact Report (EIR)
- Short-Term Development Review Measures

### **Educational Speaker Series**

If the Council is interested in pursuing the educational series described in the attachment to the May 22, 2007 staff report (Attachment I), staff would recommend that the Council authorize a budget for staff to work with Communities by Design, the 501(c)3 organization that has arranged for the speakers at the Redwood City Forum series. For ease of reference, the speakers and topics from the Forum are included as Attachment J. The Council should identify who would make the decisions on the speakers and the topics. Options for who makes these decisions would include staff, a Council subcommittee, or the entire Council.

### **Community Meeting(s) on Process**

Staff believes that the City could embark on community meetings a few weeks after the first two educational sessions if the meetings are focused on what the process should be and what it means to create a vision and a plan. The City could host the community meetings and have them organized and facilitated by PCRC. The meetings could be relatively informal and focused on small group discussion based on a series of questions, including ones regarding defining stakeholders and the formation of a community working group. If the Council is interested in pursuing community meetings, the Council should decide if it would like PCRC to organize and facilitate the meetings and present the results.

### **Creation of a Community Working Group**

The basic concept of the formation of a group of interested community members appears to have broad based support. The specifics regarding the role of the group, timing of the formation of the group, and the process for forming the group appear to require further discussion to determine what is most appropriate for the City of Menlo Park and the geographic area of El Camino Real and Downtown. The community meetings regarding process could include discussion about the formation of such a group. It may be helpful for the Council to establish criteria such as the need for members to have attended (or viewed) the educational series and attended the community meetings.

### **RFP Preparation and Consultant Selection**

Staff could begin the process of preparing a RFP for consultant assistance for the visioning and planning efforts. The RFP could be structured in a way to seek a team approach of various disciplines that would be involved with the process from the beginning of the visioning exercise through the adoption of the plan and environmental documents. The Council should decide who should assist staff in the preparation of the RFP and the recommendation of a consultant team for the Council to select. The Council could look to existing Council and Commission members, could wait for the formation of a community working group, or establish a community committee distinct from the working group.

### **Collection of Baseline Data for a Future EIR**

One idea that has been mentioned in an effort to speed up the process is the assembling of baseline data for the preparation of an EIR that would ultimately be required for the plan that would ensue after the visioning process. Staff believes that this idea could save time in the long run, but that current Council, staff and community resources should focus on deciding the process. Once the process has been agreed upon, the environmental consultant, who would be part of the consultant team, could begin the collection of the baseline data.

### **Short Term Development Review Measures**

Concerns have been expressed that if the visioning and planning process takes too long, the plan may arrive too late to guide development proposals that are either in the development review pipeline or soon to enter the pipeline. This issue was raised in the February 12, 2007 staff report (Attachment A). If this is a concern of the Council, staff could further discuss alternatives that the Council may wish to consider as stopgap measures. The Council should keep in mind that the development of any new structure in the C-4 (General Commercial applicable to El Camino Real) zoning district requires a use permit which gives the City a great deal of discretion in determining whether a particular development is appropriate.

**Summary**

Staff believes that the following three activities could occur roughly in parallel during the Summer and Fall of 2007.

- Educational Speaker Series
- Community Meetings on Process
- RFP Preparation and Consultant Selection

The creation of a community working group may make the most sense after the community meetings on process and could get folded into the consultant selection process, but not necessarily the RFP preparation process.

As the Council works through the issues regarding the next steps, it may be helpful to consider inserting lead (L) and support (S) responsibilities in the following decision matrix, which identifies potential action items and potential decision makers.

**Decision Matrix**

<b>Decision Maker</b>	<b>Educational Speaker Series</b>	<b>Community Meetings</b>	<b>RFP Preparation</b>	<b>Consultant Selection</b>	<b>Creation of Community Working Group</b>
Community Members					
Council					
Council Subcommittee					
Commissioners					
Staff					

Note: The City Council has ultimate discretion regarding decision making on almost every subject, but the Council also has authority to delegate decision making to other entities.

**IMPACT ON CITY RESOURCES**

Pursuit of the next steps in the El Camino Real and Downtown Visioning and Planning Process would require both staff resources dedicated to the project, as well as a potential future appropriation from the General Fund Reserve for consultant services and contingencies.

**POLICY ISSUES**

The El Camino Real and Downtown Visioning and Planning Process could result in policy clarifications or changes related to land use and transportation issues.

## **ENVIRONMENTAL REVIEW**

The Visioning phase (Phase I) is intended to be a planning study and as such would not be considered a project requiring environmental review under the California Environmental Quality Act (CEQA). Staff estimates that subsequent work during the Planning phase (Phase II) would require the preparation of an Environmental Impact Report.

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Justin Murphy  
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Report Author

## **PUBLIC NOTICE**

Public Notification was achieved by posting the agenda, with this agenda item being listed, at least 72 hours prior to the meeting. In addition, staff is in the process of creating a project page on the City's website that would enable interested parties to subscribe for email updates.

## **ATTACHMENTS**

- A. City Council Staff Report, dated February 12, 2007
- B. City Council Minutes of the February 12, 2007 Meeting
- C. City Council Staff Report, dated March 20, 2007
- D. City Council Minutes of the March 20, 2007 Meeting
- E. City Council Minutes of the April 3, 2007 Meeting
- F. City Council Minutes of the April 17, 2007 Meeting
- G. City Council Minutes of the April 24, 2007 Meeting
- H. City Council Draft Minutes of the May 8, 2007 Meeting
- I. City Council Staff Report, dated May 22, 2007
- J. Redwood City Forum Speakers and Topics



# COMMUNITY DEVELOPMENT DEPARTMENT

Council Meeting Date: February 12, 2007  
Staff Report #: 07-022

Agenda Item #: B1

**STUDY SESSION: Consideration of and Possible Direction on a Council Goal Related to Economic Development and Land Use Issues Along the El Camino Real Corridor/Santa Cruz Avenue Area.**

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## RECOMMENDATION

Staff recommends that the City Council provide direction to staff regarding the Council Goal related to economic development and land use issues along the El Camino Real Corridor/Santa Cruz Avenue Area.

## BACKGROUND

At its retreat of January 6, 2007, the City Council identified a number of goals it wished to focus on in the coming one to two years. One of the identified goals was *El Camino Real and Santa Cruz Avenue Economic Development and Land Use*.

At its meeting of January 23, 2007, the Council reviewed expanded descriptions of the goals that had been identified at the retreat, including a goal statement, summary of existing efforts, suggested approach for achieving the goal and next steps. Specific to the El Camino Real and Santa Cruz Avenue goal, Council supported a recommendation by staff for a special Council session on February 12, 2007 to allow for further discussion of the goal. In addition, the Council also identified a desire to discuss the El Camino Real and Santa Cruz Avenue goal in relationship to the M-2 goal. An excerpt of the January 23, 2007 staff report relative to the El Camino Real and Santa Cruz Avenue goal and the M-2 goal is included as Attachment A.

## ANALYSIS

El Camino Real has long served as both a nucleus of commercial activity and a regional transportation route. Santa Cruz Avenue is the heart of the downtown, providing commercial activity, local services, and community gathering places. The two areas intersect to create the core of retail and community activity in Menlo Park. A map of the potential study area is included as Attachment B.

The City's General Plan and Zoning Ordinance reflect the commercial nature of the area in goal and policy statements as well as in land use designations and development

rules. Although the City's land use planning documents have long supported the commercial nature of the area, there have been a number of studies and planning initiatives over the years that have further defined the community's vision for the area, some resulting in changes in land uses and/or development standards. An annotated bibliography of these past and ongoing studies is provided in Attachment C. Some of the more recent studies would be able to be incorporated into a newly focused work effort.

### **Goal Statement**

The January 23, 2007 Council staff report identified the following goal statement for the El Camino Real and Santa Cruz Avenue area:

*Adopt a Specific Plan for the El Camino Real Corridor and Santa Cruz Avenue downtown to increase economic vitality and guide land use development and transportation and other infrastructure proposals.*

At the January 23 meeting, the Council affirmed that the goal is one of its highest priorities. During the Council discussion, some differences of opinion surfaced regarding the focus of the goal. The February 12 study session is an opportunity for the Council to clarify the intent and focus of the goal and related work effort. As such, staff did not conduct outreach to promote awareness of the meeting as stated in the *Next Steps* section of the goal discussion in the January 23 staff report. Staff will conduct the outreach upon Council clarification of the goal statement.

Based on the Council discussion on January 23, 2007, staff has re-evaluated an approach to defining a goal for El Camino Real and Santa Cruz Avenue by refining the scope of the goal in order to facilitate efficient and cost effective decision-making. As contemplated in the January 23, 2007 staff report, but not explicitly stated, the first step in developing a Specific Plan would be to conduct extensive outreach through a community visioning process. Instead of this critical component being considered a step, the Council may wish to consider it as the goal as reflected in the following modifications to the goal statement:

~~Adopt~~ Create a ~~Specific~~ Plan for the El Camino Real Corridor and Santa Cruz Avenue downtown to identify a vision for the area and establish strategies for increase-increasing economic vitality and guide-guiding decisions on land use ~~development~~ and transportation ~~and other infrastructure~~ proposals.

The Council will be better informed to determine appropriate next steps upon the conclusion of the visioning process and could determine that the preparation of a Specific Plan is appropriate or perhaps other tools would be more appropriate. The benefit of this alternative approach is that many of the unknowns related to scope and consultant costs will be able to be addressed at the end of a community visioning process. For example, if the vision for what the corridor and area should look like and

function as 20 years from now is consistent with the allowable development under the current General Plan and Zoning Ordinance, then the time and cost to make any minor refinements to the General Plan and Zoning Ordinance to assist in the implementation of the vision would be relatively minimal. If the vision for the corridor and area involve a transformation that is beyond what is contemplated in the current General Plan and Zoning Ordinance, then the time and cost associated with the more substantial changes would be more extensive in order to conduct the necessary environmental review. A constructive community visioning process that includes input from all members of the affected community, including residents, business owners and property owners is critical to a successful overall process.

Redefining the goal statement to focus on the creation of a vision would enable the Council to also re-evaluate the importance of implementing the vision in relationship to other economic development and land use issues such as those related to the M-2 zoning district without committing staff and financial resources to a minimum 12-month effort. In addition, it could also serve as the appropriate time to re-visit the Commercial Zoning Ordinance Update as perhaps the appropriate tool for implementing any changes to land use regulations. As stated in the January 23 staff report, staff continues to believe that the City can only focus on one geographic area of the City at a time in discussing land use and economic development issues and it appears that the El Camino Real corridor and Santa Cruz Avenue areas are the Council's focus in terms of the need for developing a plan.

#### Relationship of Economic/Business Development and Land Use

As the Council considers the revised goal statement, it is important that there is a common understanding of certain terms in order to increase the likelihood of achieving the goal. One term that staff believes might need clarification is economic development, especially as it is viewed in relationship to land use. Economic/business development could include a number of activities that are not directly tied to land use. For example, the City could hire additional staff to assist with efforts to attract and retain businesses. Alternatively, economic/business development could be viewed as being very closely related to land use regulation in terms of modifying requirements to clearly state expectations and create incentives for attracting desirable development.

#### Next Steps

##### Scope of Community Visioning Process

The community visioning process would focus on asking people what it is that they want the corridor and area to be like five to 20 years from now. The characteristics or features that could be discussed are land use (focusing on commercial while recognizing the needs and benefits for housing development), revenue impacts of particular land uses, transportation (vehicular, transit, bicycle and pedestrian), parking (both public and private in regards to quantity and location), aesthetics (in both the public right of way and private property), and development regulations (such as floor

area ratio, height, setbacks, etc.) The most successful visioning processes have a heavy focus on asking people what they want the area to look like and what sorts of activities they like. Once the desired form of development is articulated, then the preliminary implications of the form can be identified and evaluated. Computer generated visual simulations of prototype development and charettes are helpful tools in articulating the vision. Once the vision is articulated, it will be clear whether there is a desire for enhancement of properties while maintaining the scale of development or whether there is a desire for transformation of properties in certain locations. The formulation of the vision also needs to be grounded in economic realities, especially in light of State and Federal tax policy, which have the potential to create a disincentive to reinvest in properties if property owners do not see economic advantage in pursuing changes to property. It is important to identify the types of incentives property owners need to develop properties in a way that are consistent with the vision.

Staff has begun the process of identifying plans from other communities that could be used to inform the scope of work. Staff will compile a list of plans that could be most applicable to Menlo Park prior to the February 12, 2007 study session.

#### Community Advisory Committee

At the January 23, 2007 Council meeting, the Council expressed a desire to form a Community Advisory Committee to assist with this project. It would be important for the Council to provide guidance regarding the composition of such a committee. The following are parameters that the Council may wish to consider:

- Including members from the residential, business, and commercial property ownership communities;
- Including members from Commissions such as Planning, Transportation, Bicycle, Housing, and Environmental Quality;
- Including members from the Council;
- Limiting the membership to no more than 15 members;
- Seeking applicants through an advertised process.

The Committee could be formed while staff begins the process of bringing a consultant under contract.

#### Timeframe

Staff believes that an intensive community visioning process could be accomplished by the end of June 2007 if the City sole sources the work with a consultant. It is important for the Council to weigh in as to whether there is a desire to complete the work by this timeframe ahead of the summer vacation months, which present challenges for achieving community participation, or whether the Council would like to establish a longer timeframe for conducting the process.

### Consultant Selection

To pursue a plan involving a community visioning process, the City would need consultant assistance. There are a handful of firms in the Bay Area that has the expertise to conduct such a process. The Council primarily has two options for selecting a firm. One option would involve a request for proposals (RFP) and selecting a firm with the best proposal. Through this option, the City would not need to choose the proposal of the lowest cost, but would be able to choose the best fit of qualifications and cost. Alternatively, the City could sole source by approaching a specific firm and negotiating a scope of work and cost. The City has conducted two RFP's for land use planning projects over the past year and has been impressed with the qualifications of the firm of Dyett & Bhatia. Dyett & Bhatia was selected to prepare the Commercial Zoning Ordinance Update and was the preferred submittal for the Dumbarton Rail Station Area Specific Plan. Dyett & Bhatia bring a breadth of experience and an understanding of Menlo Park, which would enable them to work quickly to prepare a realistic scope of work and commence work with Council approval. If the Council desires a Request for Proposal process, it would add a minimum of 6 weeks to the overall timeline. Staff believes that sole sourcing with Dyett & Bhatia would be appropriate in this case.

### Resource Needs and Impact on Other Projects

#### Existing Project Priorities

There are a number of projects currently prioritized for the Comprehensive Planning Program of the Community Development Department. The specific projects are listed below, with more detailed descriptions of each of the projects provided in Attachment D:

- Streamline Commercial Development Process (Commercial Zoning Ordinance Update);
- East Hamilton/Tyco/Dumbarton Rail Land Use and Circulation Study;
- Haven Land Use Study; and
- Development of a Policy for the Review of Fences on Corner Lots.

Of the four projects, substantial work has occurred on the Commercial Zoning Ordinance Update and preliminary work has occurred on the East Hamilton/Tyco/Dumbarton Rail Land Use and Circulation Study. Work on the remaining two priorities was scheduled to begin later in fiscal year 2006-07 and has not yet been started.

If the Council decides to prioritize work on the El Camino Real/Santa Cruz Avenue Goal such that the visioning process can be completed by June 2007, then work on these projects would be delayed and would be brought back to the Council for reprioritization on March 6, 2007. Specific to the Commercial Zoning Ordinance Update, a significant amount of work has been completed on a new approach to the Zoning Ordinance for commercial zoning districts that includes purpose statements for each of the districts and a modified format that articulates a clear set of commercial use classifications and

the review process for each of the classifications. Staff believes that the visioning process would help inform the work on the Commercial Zoning Ordinance Update and that continued work on the update would likely be one of the implementation measures that would follow the visioning process.

Specific to the East Hamilton/Tyco/Dumbarton Rail Land Use and Circulation Study, staff is currently working with the Metropolitan Transportation Commission (MTC), San Mateo County Transportation Authority and Caltrain to determine an appropriate station location given the pending development by General Motors (GM) of the property previously identified as a station location. MTC has indicated that reconsideration of the station location may take several months and that the grant funding for land use planning will not be available until the station location has been resolved. It appears at this time that the land use planning study will be ready to be reactivated near the time of the completion of the visioning process, which may allow for the necessary shifting of staff resources from the visioning process to the Dumbarton Rail Land Use Planning Study.

### El Camino Real Pipeline Projects

There are a number of projects that are currently in the development pipeline. For purposes of this discussion, the pipeline includes all projects that have filed a planning application or have made public statements about development intentions. The following is a list of projects and the status:

- **Derry (580 Oak Grove Avenue)** – a high density, mixed use development that was approved and is the subject of a referendum;
- **1300 El Camino Real (former Cadillac site)** – a high density, mixed use development that is scheduled for a study session on March 13, 2007 and the release of the Draft Environmental Impact Report in early April 2007;
- **Park Theater (1275 El Camino Real)** – historic preservation of theater building and potential conversion to a dance studio; study session held on January 23, 2007;
- **1906 El Camino Real (former Acorn Restaurant)** – a new medical office building schedule for a City Council public hearing on February 27, 2007;
- **389 El Camino Real (former Anderson Truck Lot)** – a high-density residential concept that was presented to the Council on February 7, 2006; and
- **Stanford Park Hotel (100 El Camino)** – hotel expansion on portion of former Anderson Chevrolet Lot (300 El Camino Real) that was presented to the Council on February 7, 2006.

In addition, the former Varsity Ford site (350 El Camino Real) and the former Pontiac, Buick, GMC site (550 El Camino) on Stanford University leased land are vacant, but no development plans have been presented.

The City can continue to process applications while the visioning process is underway, but it may be helpful for the Council to require study sessions for certain types of projects in order to provide direction to staff and manage expectations of applicants and the community. The categories of project that seem worthy of a study session would be those that require a General Plan or Zoning Ordinance Amendment, construction of new buildings or additions greater than 1,000 square feet, and project with characteristics that staff believes would be of Council or community interest such as a substantial change of use.

In addition to projects within the City of Menlo Park boundaries, there are development proposals in Palo Alto at the Stanford Medical Center and the Stanford Shopping Center that have potential impacts on Menlo Park, especially along El Camino and Santa Cruz Avenue, related to traffic and sales tax/transient occupancy tax. As the City moves forward with the visioning process, it would be critical to keep these development proposals in mind.

### **Summary Questions**

In order to frame the Council discussion and provide the necessary direction to staff, the following summarizes what staff believes are the key questions for the Council to consider at the study session:

- Does the Council want to refine the goal statement to focus on the creation of a vision and strategies?
- Does the Council want to prioritize the Community Visioning Process for El Camino Real/Santa Cruz Avenue over existing priorities for the Community Development Department (e.g., Commercial Zoning Ordinance Update, East Hamilton/Tyco/Dumbarton Rail Land Use and Circulation Study, Haven Land Use Study, and Development of a Policy for the Review of Fences on Corner Lots)?
- Does the Council want to complete the work on this goal by the end of June 2007, thereby sole sourcing the consultant work?
- Does the Council want to create a Community Advisory Committee comprised of 15 members representing interests of residents, business owners and property owners?
- Does the Council want to continue to process development applications along El Camino Real and Santa Cruz Avenue area while the visioning process is conducted, but require a study session for certain types of proposals?

### **IMPACT ON CITY RESOURCES**

The creation of a plan would require resources for consultant assistance. The precise scope of work and timeframe would impact the cost, although based on similar studies;

staff would estimate the cost at \$100,000. Upon returning with the consultant contract, staff would recommend an appropriation from General Fund Reserves in FY2006-07.

## **POLICY ISSUES**

The results of the plan could be used to establish policy related to a number of issues along the El Camino Real corridor and Downtown Santa Cruz Avenue Area.

## **ENVIRONMENTAL REVIEW**

Environmental review is not required at this time. The adoption of a plan would be subject to the California Environmental Quality Act (CEQA).

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**PUBLIC NOTICE:** Public notification was achieved by posting the agenda, with this agenda item being listed, at least 72 hours prior to the meeting.

## **ATTACHMENTS**

- A. Excerpt from January 23, 2007 Council Report (#07-009) regarding the Council Goals for El Camino Real/Santa Cruz Avenue and M-2
- B. Study Area Map for El Camino Real/Santa Cruz Avenue
- C. Annotated Bibliography of Past and Current Studies related to the El Camino Real and Santa Cruz Avenue Area
- D. Excerpt of Community Development Project Priorities as Updated on January 4, 2007

## ATTACHMENT A

### Excerpt of January 23, 2007 City Council Staff Report on Council Goals

#### El Camino Real and Santa Cruz Avenue Economic Development and Land Use

**Goal statement:** Adopt a Specific Plan for the El Camino Real Corridor and Santa Cruz Avenue downtown to increase economic vitality and guide land use development and transportation and other infrastructure proposals.

**Existing efforts:** A number of studies and planning initiatives have been undertaken in the downtown and El Camino Real area. These include the recent work on the Commercial Zoning Ordinance Update, parking related studies, grade separation study, storm drainage master plan and participation in the Grand Boulevard Initiative. Studies in the recent past that can help to inform future work on a Specific Plan include the "Imagine a Downtown" Design Charrette and Center City Design Guidelines. In addition, there are several development proposals pending in the area, including the mixed use development on the Derry Lane property, a mixed use proposal located at 1300 El Camino Real and an office project proposed for 1906 El Camino Real. Interest in development has also been expressed by the Stanford Park Hotel as well as for the vacant automobile dealership sites.

**Suggested approach:** Staff recommends the creation of a Specific Plan as the best tool for achieving a vital and well-planned downtown/El Camino corridor. This plan would serve as a "mini general plan" plus implementation regulations similar to a zoning ordinance. It would be accompanied by an Environmental Impact Report and would address a range of issues, including economic development, the impact of housing in the area, and infrastructure needs such as transportation, parking and storm water management. The recommended planning horizon is 2030, since a 20-year horizon is typically used for long range planning documents.

Development of a Specific Plan will require working with a number of stakeholders and interested parties, including business and property owners in the area, the Chamber of Commerce, Caltrans, regional planning organizations, neighboring jurisdictions and the general public. The City's commissions would, of course, have an important role to play in shaping the plan and facilitating community input.

If such a plan were the Council's top priority, it could be completed in approximately one year from the approval of consultant contracts. The estimated budget for this project is in the range of \$500,000 to \$1,000,000, with the level of public participation and the requirements for visual simulations as major, variable cost-drivers.

Developing a Specific Plan for El Camino Real and Santa Cruz Avenue is a major undertaking that will require commitment of significant consultant resources as well as staff time from several City departments. It will also be an important focus for the

Planning, Transportation and Housing Commissions. As such, it will have implications for the City's ability to undertake other projects. It will also raise questions regarding how to address proposals that are already in the development approval process or are submitted to the process during the planning period.

**Next steps:** Staff proposes holding a special Council session on February 12 to allow a full discussion of this goal. Topics during this session may include a briefing on prior and current studies relevant to this area, a preliminary overview of similar efforts in other cities, a more detailed outline of the recommended approach, the need to consider possible impacts of pending Stanford projects, resource needs and the implications for other Menlo Park projects and the options for addressing development proposals already in the pipeline. In addition, the special session will provide the first of many opportunities for public input. Staff will conduct outreach to promote awareness of the special session. With Council's direction from this special session, staff will develop a project for Council's final consideration and adoption during the annual project priority setting process, which is scheduled for March 6.

## **M-2**

Staff recommends postponing work on a land use and economic development plan for properties located in the M-2 (General Industrial) zoning district in order to focus work efforts on the El Camino Real and downtown areas. Staff believes that the review process used for the El Camino Real and downtown areas will establish a model that can then be used for other areas of the city, including the M-2 zoning district. In thinking about a land use and economic development plan for the M-2 district, the Council might want to consider that the M-2 district is comprised of multiple areas with very different characteristics. Additionally, there are a number of current proposals that will begin to redefine the area. These include the proposal by General Motors Corporation (GM) for the development of auto dealerships, the proposal by the Bohannon Organization for the development of a hotel and offices, and the Dumbarton Rail Station Project. Unless otherwise directed by the Council, staff will continue to process developer-driven projects, including the GM and Bohannon Organization proposals. Work related to the Dumbarton Rail Station Area Land Use Plan is on hold pending further discussions with the Metropolitan Transportation Commission (MTC) and San Mateo County Transportation Authority (TA) regarding station location and funding of the land use study.

## **ATTACHMENT C**

### **El Camino Real Corridor/Santa Cruz Avenue Study**

#### **Annotated Bibliography of Past and Current Studies**

##### Grand Boulevard Initiative

This is an active regional work effort that was initiated in 2004 with a vision of developing El Camino Real to its full potential as a place for residents to work, live, shop and play. Its aim is creating links between communities that promote walking, public transit and an improved quality of life. The City of Menlo Park participates on both the Policy Task Force and the Technical Working Committee in compiling information and making it available to interested parties, preparing guiding principals that will lead to greater coordination, efficiency and aesthetics for the “boulevard”, creating an on-going forum for involved agencies to resolve issues challenging El Camino Real, and fund-raising for jurisdictions wishing to implement the guiding principals.

##### Commercial Zoning Ordinance Update (CZOU)

The purpose of the work is to streamline zoning regulations and review processes for commercial development in order to support business development in the city. The work is being conducted in four phases. Phase I was completed in November 2004 and included new administrative review procedures for certain types of development proposals. Phase II was completed in May 2005 and included changes to review requirements for projects involving structural alterations and changes to parking. Phase III involves a comprehensive update to the use categories in commercial zoning districts. Work on Phase III began in April 2006 and continues to be an active fiscal year 2006-07 project, although placed on temporary hold in late 2006. Phase IV involves changes in review requirements for the use of hazardous materials in certain locations. Work has not yet been initiated.

##### Metropolitan Transportation Commission (MTC) Case Study on Parking Policies to Support Smart Growth

This effort is a grant-funded MTC case study of parking policies to support smart growth specific to downtown Menlo Park. The study conclusions will be issued in conjunction with seven other case study cities in May 2007. An overall report of the collective case studies is due sometime this summer identifying best practices for smart parking for the entire Bay Area. The Menlo Park report will inventory parking supply, analyze demand, evaluate current regulation and enforcement practices, identify alternatives, develop policy recommendations for possible parking improvements and present these options to stakeholders.

### "Imagine a Downtown" Design Charrette

A one-day design charrette was held on April 9, 2005, the result of a cooperative effort between the American Institute of Architects San Mateo County Chapter, the City and the Chamber of Commerce. The charrette involved 78 volunteer design professionals organized into four teams to create urban design concepts to transform the area of El Camino Real, Oak Grove Avenue, Alma Street and Ravenswood Avenue into an inviting and vibrant extension of downtown. Four design concepts that incorporated various grade separation scenarios impacting downtown were presented to the City Council at a public meeting held on June 7, 2005 and are summarized in a written report.

### Downtown Parking Structure Feasibility Study

In 2004 the City evaluated all eight downtown parking plazas to consider the feasibility of structured parking. Based primarily on the size and configuration of the lots, Plaza One (near El Camino and Oak Grove) and Plaza Three (near Oak Grove and University) were considered the most suitable locations. Based on City Council direction, numerous design alternatives were developed for a parking structure at Plaza Three. Options considered parking structures with and without a commercial space component, and various heights from no levels above grade to three levels above grade.

### Caltrain Grade Separation Study

In 2003, the City conducted a railroad grade separation study of the four Caltrain crossings in Menlo Park at Ravenswood, Oak Grove, Glenwood, and Encinal. The study analyzed several potential grade separation alternatives including raising the rail and/or the road at varying levels. On September 9, 2003, City Council discussed the alternatives and agreed to continue to evaluate the options in future studies pending funding through Caltrain. At this time, Caltrain is preparing to conduct a new study to further four alternatives including elevated rail, split with rail slightly elevated and the road slightly depressed, deep depressed roadway, and a trench alternative. The new study is expected to begin in 2007 after Caltrain has completed its system wide study to determine the number of tracks within the area, type of station configuration, etc.

### Report on Business Development Environment in Menlo Park

The preparation of the report was undertaken in 2002 with consultant assistance. The focus of the report was to assess the general business environment in Menlo Park by surveying the opinions of City officials, staff and the business community. The intent was that the work might serve as a framework for the creation of a business development strategy for the City. Subsequent to the

completion of the report, the City sponsored several meetings of a Business Roundtable comprised of community and business representatives in early 2003. Actions pursued as a result of the Business Roundtable included the creation of the City's Business Manager position and initiation of work related to the Commercial Zoning Ordinance Update (CZOU).

### Land Use and Circulation Study

The study was conducted in 1999 and 2000. The purpose of the study was to examine the impacts of commercial development on traffic conditions, both citywide and in defined study areas, including the North El Camino Real Commercial Corridor from Ravenswood Avenue to the northerly city limits. The study found that alternative development scenarios for both down-zoning and changes in uses would not provide significant relief to traffic congestion due to the fact that the alternative development scenarios did not result in a major reduction in trips and that any reduction of trips would be replaced with latent regional travel demand. Based on these findings, the Council took no further action to consider changes in the Zoning Ordinance for the defined study areas.

### Smart Growth

The Smart Growth Initiative was conducted in 1998 and 1999 and was intended to define a community vision on a citywide basis. Extensive public outreach was conducted that included one-on-one interviews with members of the community and several community workshops held throughout the city. As a citywide vision began to emerge, concerns over portions of the vision and the implications for future development also emerged. The work on the initiative ended in 1999 with no action taken.

### Center City Design Plan

The study was undertaken from 1996 through 1998 and was focused on El Camino Real and downtown. The purpose of the study was to articulate a future vision for the center of the city. Goals were articulated that focused on the need to create a sense of place and enhance the vitality at the center of the city, in part by creating a pedestrian-friendly environment and envisioning new uses including mixed use at higher densities. Capital projects were identified for improvements to public spaces, landscaping, lighting and signage and design guidelines for uses, building volumes and design standards, street frontages, landscape spaces, and parking. The Center City Design Plan was never adopted, based in part on concerns over increased densities that may have resulted from the plan. The work was ultimately folded into the city wide Smart Growth Initiative in 1998

Development Guidelines for the El Camino Real/Santa Cruz Avenue/Merrill Street/Ravenswood Avenue Block

In 1987, the City Council adopted Development Guidelines for the block that is now developed with Menlo Center. The value of the block as a transitional element connecting the downtown, Civic Center and surrounding neighborhoods was recognized in both the 1974 General Plan and the El Camino Real/Southern Pacific Railroad Corridor Study. Menlo Center was developed in a cooperative effort between the City and the developer and is consistent with the Guidelines.

El Camino Real/Southern Pacific Railroad Corridor Study

The study was undertaken in the late 1970s and focused on the area located between El Camino Real and the railroad tracks, from the southern to the northern city boundary. The purpose of the study was to formulate goals and policies for future development of the corridor that would improve the functional relationship of land uses, enhance the aesthetic quality of the area, and solidify a “sense of place” in order to enhance commercial activity. Ultimately, the study recommended a new “PD” or Planned Development overlay zoning district to provide for comprehensive planning on larger properties. The PD zoning was subsequently incorporated into the Zoning Ordinance and has been applied to six properties.

## Attachment D

### City of Menlo Park Current Project Status Report January 4, 2007

#### Community Development Department/Comprehensive Planning Projects

<b>Development of Policy for the Review of Fences on Corner Lots</b>	\$4,500
<b>Anticipated Completion:</b> June 2007	
<b>Description:</b> Development of a policy to guide Planning Commission and staff review of use permit requests for fences located on corner properties. The policy would specifically address issues such as design and materials, landscaping, appropriate setbacks and motorist, pedestrian and bicyclist safety.	
<b>Current Status:</b> The Council prioritized the project in fiscal year 2006-07. Work will commence in the spring of 2007.	

<b>Streamline Commercial Development Process</b>	\$65,000
<b>Anticipated Completion:</b> Phases III and IV – Pending direction by the City Council	
<b>Description:</b> Evaluate and prepare recommendations for streamlining zoning regulations and review processes for commercial development in order to support business development efforts in the city. The work is being conducted in four phases: Phase I included a new administrative review process for certain types of development proposals; Phase II included changes to review requirements for projects involving structural alterations and changes to parking; Phase III involves a comprehensive update to the use categories in commercial zoning districts; Phase IV involves changes in review requirements for the use of hazardous materials in certain locations.	
<b>Current Status:</b> The Council initiated work on the streamlining effort in February 2004 and identified it as a project priority in fiscal year 2004-05. Phase I was completed in November 2004. Phase II was completed in May 2005. Phase III began in April 2006 and included community and working group meetings to assist in the development of a draft update of use categories in commercial zoning districts. In September 2006, work was postponed pending further direction from the Council. Costs to date for Phases I, II and III are approximately \$50,000.	

<b>Haven Avenue Land Use Study</b>	\$300,000
<b>Anticipated Completion:</b> December 2007	
<b>Description:</b> General Plan and Zoning Ordinance amendments, associated environmental review and possible design charrette to allow for alternative uses, including auto dealerships and regional retail uses, in the Haven Avenue area.	
<b>Current Status:</b> The project began with Council direction in August 2004 and was first prioritized in fiscal year 2005-06. A fiscal analysis and preliminary traffic analysis have been completed. The traffic analysis indicates that any substantial change in land use would require preparation of an EIR, requiring a significant commitment of funds for consultant services and staff resources. Work will progress as allowed by the East Hamilton/Tyco/Dumbarton Rail Land Use and Circulation Study.	

<b>East Hamilton/Tyco/Dumbarton Rail Land Use and Circulation Study</b>	\$225,000
<b>Anticipated Completion:</b> June 2008	
<b>Description:</b> The study is associated with and being coordinated with work on the Dumbarton Rail Corridor (DRC) Project intended to extend commuter rail service across the Bay between the Peninsula and the East Bay by rehabilitating and reconstructing rail facilities on the existing railroad alignments and right-of-ways. As a part of the DRC Project, a new rail station is proposed in the Menlo Park area. The East Hamilton/Tyco/Dumbarton Rail Land Use and Circulation Study (now known as Dumbarton Rail Station Area Specific Plan) would evaluate potential land use and circulation scenarios based on transit-oriented development policies for an area within, at a minimum, a one-half mile radius of the new station location, and would likely include the Redevelopment Agency-owned property on Hamilton Avenue and the adjacent Tyco site. The completion of the work would result in adoption of a specific plan through General Plan and Zoning Ordinance amendments and related land use entitlements, including an Environmental Impact Report (EIR).	
<b>Current Status:</b> The Council first prioritized the project in fiscal year 2004-05. Since the project was prioritized, staff has participated in the regional efforts on the DRC Project, been in discussion with interested parties on the development of the area and, with consultant assistance, conducted background research on the surrounding neighborhood in order to provide a foundation for a collaborative outreach process. In June 2005, the City applied for and received a Station Area Planning Grant for \$225,000 from the Metropolitan Transportation Commission (MTC) for the project. In May 2006, the City applied for and received a \$75,000 grant from the San Mateo County Transportation Authority (TA) for the project. In May 2006, the Council approved a work plan for the project and authorized a total of \$225,000 in City/Agency funding for a total project cost of \$525,000. Staff is currently in discussions with the MTC and TA to determine a specific station location. Additionally, staff is currently reviewing proposals from land use consultants for the study.	



# SPECIAL CITY COUNCIL COMMUNITY DEVELOPMENT AGENCY MINUTES

Monday, February 12, 2007

6:00 p.m.

701 Laurel Street, Menlo Park, CA 94025  
Menlo Park City Council Chambers

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## **6:00 p.m. SPECIAL MEETING (Menlo Park City Council Chambers)**

### **PLEDGE OF ALLEGIANCE**

**ROLL CALL** - Fergusson, Cohen, Boyle, Cline, Robinson

**Staff present** - David Boesch, City Manager, William McClure, City Attorney, Silvia Vonderlinden, City Clerk, Justin Murphy, Development Services Manager and other City staff were in the audience.

### **A. PUBLIC COMMENT #1 (Limited to 30 minutes)**

Elias Blawie commented on February 13, 2007 agenda. He finds it too lengthy and he does not agree that contract matters with the Unions should be on Consent. He opined that items that are not routine should not be placed on the Consent Calendar.

### **B. REGULAR BUSINESS**

1. Consideration of and possible direction on a Council goal related to economic development and land use issues along the El Camino Real Corridor/Santa Cruz Avenue Area. (Staff Report #07-022)

City Manager Boesch introduced Justin Murphy, Development Services Manager. Mr. Murphy explained that the purpose of the Study Session is to have a discussion about the issues and to help frame the dialogue. Mr. Murphy asked Council to review the specific items such as the goal statement and how it should be accomplished.

Council Member Robinson said that he is interested in understanding where Menlo Park fits in the regional economic scene. He commented that a key question is what types of businesses we either want or do not want in Menlo Park. He further commented on the stakeholders in the process, noting landlords, business owners, residents, the city itself, commuters and possibly others. Mayor Fergusson drew Council's attention to the five bullet points in the staff report. She asked for preliminary thoughts. Council Member Cline said that generally he believes that economic development needs to be a separate issue.

The Mayor welcomed public comment.

Jeff Warmoth, with time donated by another speaker, addressed the current process and while he understands how new Councils want to make positive changes, he opined it is important to understand that sometimes the applications take years to move forward. He asked Council to consider the practicality and the fairness of having projects start over again every time there is a change in Council. He supports refining the process versus developing a new plan for El Camino Real.

Elias Blawie does not find the current goal statement readable and he suggests changing the word "create" to "adopt". He believes that economic development is an input to this process but it should not drive the process. He has concerns with the use of consultants and he thinks that the question of who on staff will have ownership of this goal should be posed. He opposes grandfathering of projects.

Michael Kandl, representing the owners of Stanford Inn, said he is an architect and is working towards a new mixed use project with underground parking at that location.

Paul Collacchi, former Mayor, referred to other neighboring cities that are approving various plans and implementing changes such as Burlingame and Redwood City. He referred to a consultant that was used in the past and produced a report that was useful regarding market forces and potential for development in the City. Mr. Collacchi believes in this plan and he strongly urges Council to build consensus, however he said this will take a long time. He believes that nine priorities are too many and he hopes that the Council can find another City Manager as good as the previous City Manager, Mr. Boesch. He believes this should be the first priority. He made comments about the Derry Project and suggested a particular approach for its approval.

Vincent Bressler supports the discussion and finds this an important issue. He opined that the plan will set the look and feel for El Camino Real. However, he is concerned that medical office could take over and the Council needs to take charge of that possibility and maybe impose a moratorium.

Manfred Kopish finds El Camino Real a dangerous route to bike on. He hopes Council keeps in mind people who walk and bike on El Camino Real. He suggested that the Santa Cruz model not be repeated.

Elizabeth Lasensky believes that there are two parts to this: a long term goal and a short term goal. She believes life in 20 years will be different and Council should focus on the future.

Michael Gullard agreed in part with the previous speaker and he believes that economic development should be a side issue and not a primary issue. He thinks grandchildren and the future should be part of the planning. He encourages the use of a task force or a group of consultants who are not afraid to be bold.

Patti Fry spoke about the need for a plan that improves what we have. She commented that there are plenty of visions and no plan that helps property owners and/or the city predict what will happen. She believes that what is needed is a specific plan that will make people work together and solidify what the city wants for its community. She asked if this project will take precedence over other efforts such as the commercial streamline. She believes the two could be complimentary and Council should consider that.

Robert Cronin introduced the concept of complete streets. He agrees with comments made by Mr. Kopish. He believes there is more to a street than concrete and vehicles. He read statements from certain web sites relating to the definition of complete streets. His recommendation is that the future of El Camino should include being a complete street.

Sam Perry supports a plan for El Camino that is representative of a joint effort from residents, businesses, drivers and cyclists who can work together. He hopes that Menlo Park will be tapping into the knowledge from neighboring cities such as Redwood City and Mountain View.

Reg Rice said that he has been crusading for years for reasonable and varied traffic flow to improve on El Camino. He spoke about various projects in neighboring cities, including Mountain View's and Redwood City's long term vision. He shared Redwood City's vision to place housing along El Camino Real. He said that these communities accept everybody's point of view and he is impressed with their process. He would like the same thing in Menlo Park and have all sides heard and represented. He supports a committee of fifteen people representing different interests.

Clark Kepler spoke about the community support he received for the continuation of Kepler's Books and he hopes that the value of independently owned merchants is considered. He is

concerned with an application from BevMo and he wished independently owned merchants would be stepping forward to use this vacant space.

Mort Frank, representing the American Institute of Architects, is excited about the discussion tonight and the comments from the public. He appreciates the dialogue that is occurring tonight. He offered to be part of a future charrette.

Matt Henry spoke about El Camino Real and Santa Cruz and he believes the latter should be a no car zone. He suggested that Santa Cruz should become a plaza with no cars from El Camino Real to Crane and instead allow foot traffic only. He also suggested a pedestrian bridge going over El Camino Real and connecting the two sides. He commented that a great downtown is a place where people want to be for no reason at all.

Council Member Boyle thanked the public present for getting involved. He agrees with many of the comments made, even the conflicting thoughts. He believes that Paul Collacchi hit the nail on the head when he said that it is important to know what the city wants and needs and what the market wants and needs and find where those intersect. He cautioned Council to design for the future but not over design and instead let things evolve and be open to different needs and wants as these progress. He commented that the compilation of past works is the vision for Menlo Park and the goal is to pull all these visions together. He does not want to throw away previous plans and visions but instead pull them all together. He supports moving forward with the commercial streamline, surveying residents, or holding a workshop to find consensus.

Mayor Pro Tem Cohen thanked all those present and he pointed out that the speaker cards do not have an area for email addresses. He commented that concerns have not changed much over the decades. His suggestion is to do something in less than five years and one way may be to focus solely on El Camino Real. He supports the idea of a taskforce or committee and referred to the speakers, suggesting they could come together. He further commented that this may not be possible because there is no structure to capture these members of the public. Council Member Robinson said that decoupling the items of vision for El Camino and Business Development may be a good approach; however he does not think we can talk about them separately.

Council Member Boyle stated support for understanding what people want and acting on it. He does not believe that a plan can be developed that will define things indefinitely. Mayor Fergusson would like to have a specific plan with a land economist as a member of the team. Council Member Robinson asked Mr. Murphy to explain what Redwood City is doing. Mr. Murphy provided examples of other cities where a vision plan was embarked upon prior to a General Plan update, citing Livermore as an example. He said that research could be done but staff would need direction since it requires significant staff time. Mr. Murphy said that the goal might be to have staff look at what is being done in neighboring communities.

Council Member Cline said that this is a big endeavor and if Council gets caught up in particular discussions it will not get done. He believes the General Plan should be behind this plan and it should be the general guide for this plan. He would rather have a vision for the community and then move on to sketching a model. He is concerned about the prioritization of this project and so he asked if it could be phased. He believes the General Plan should be the backdrop of this vision however he thinks M-2 needs to be revised. He is leaning towards adopting the General Plan as the guide for this endeavor. Mayor Fergusson does not think the General Plan is incentivizing the type of development that Council wants, and that sometimes developers have to guess what Council wants. She supports the commercial streamline efforts.

Council Member Boyle agrees that the commercial zoning update is important; however, he does not fully agree with the statement that the General Plan does not address development needs. He said that there are documents in place that have worked and provide guidelines.

He supports fixing the process we have and moving forward with the applications that are in the pipeline and he does not believe a moratorium is in order. Council Member Cline believes we need a plan because there aren't consistent guidelines. Council Member Cline asked for clarification on the cost outlined in the staff report. Mr. Boesch added that staff looked at recent studies and the cost estimate relating to El Camino and Santa Cruz Avenue ranges between \$500,000 and one million dollars. He added that staff's recommendation is a more community driven process with a lot more visuals and more possibilities for community engagement.

Council Member Cohen referred to pages C3 and C4 of the staff report. He referred to the past projects that took a lot of work and he believes that somewhere in this list is the raw material that could help the new vision. His thought is that among staff and long time residents there is a lot of accumulated knowledge that could be shared and gathered; out of it might come a direction for a new downtown center. Mayor Fergusson asked if the iterative model resonates with Mayor Pro Tem Cohen and he said that this process is good as a step but he is concerned about Brown Act issues and how to make this happen.

Council Member Robinson does not believe the Council is ready to make a decision because there is a need for more input. He said that there is a healthy disagreement and there may be a need to flush out the vision. He does not believe the Council should rely merely on the market to define its plan. He opined that there will be a lot of battles if there is a freeze on development and he is not advocating that step at this point but he has seen it happen in other communities.

Mayor Fergusson asked Council to go through the bullet points. Council Member Boyle said that he views this as a living document that will hopefully be updated. He favors having a plan but he does not want to slow down or place a moratorium on other projects, and he asked why for certain projects a study session would be required.

Council Member Cline supports making a quick modification on the goal to make it sharper. He does not want to prioritize this goal in a way that will omit other items. He believes this is urgent and so he supports making it a top priority but he is concerned about the other things that would get dropped. City Manager Boesch provided details about a possible approach which would include trying to move forward expeditiously recognizing that it is hard to keep the community involved during the summer time and so use the next four months for outreach. At that point staff would reassess the path. In the case of the commercial streamline update, he said this is an implementation measure and so looking at it would be important and seeing if it would match with the plan.

Council Member Cline supports this first phase if it does not preempt some of the other goals. He supports a Community Advisory Committee that is fair and with a proper process. Mayor Fergusson said Council would have something in June and then make a decision at that time if the Council will step into this plan. Council Member Robinson agrees with the spirit of the comments made by Council Member Cline. He asked staff about projects that have been previously adopted. City Manager Boesch said that when there is any project that is coming forward, it is important for Council to approach staff and inquire how consistent it is with the current plans and other policies. He said it is incumbent on staff to show Council if these projects match or don't with the current documents in place and what kind of feedback the community provides.

Council Member Boyle does not believe that adding more study sessions is needed. Instead, he believes we should allow the previous projects to move forward and when and if the plan changes, then there is a new process. He believes that adding the need for a study session might detail projects. He asked for clarification that in June, Council would have a plan for a plan. Staff responded that in June Council would have a framework for what the plan would be. Council asked why staff is recommending an RFP (request for proposal) free process.

Mr. Boesch said that the firm that is being suggested is well known and one of this firms' strong suits is community involvement. Mr. Murphy said that the timeline is an overarching issue.

Council Member Cline believes that an RFP is the correct way to go. Council Member Robinson is concerned about putting too many constraints on this body. He believes this body should be reconvened and pick this back up in August. Mayor Fergusson believes that in terms of the goal statement there is a need to stay focused on a specific outcome. She believes that a Specific Plan becomes the guiding document for development. She is willing to do this on a three to four month phase to get this started and maybe wait on the citizens' task force. She would like to use some of the polling techniques that have been used in other communities to get instant feedback. She would like to get a lot of data at the front end of the process. In terms of a moratorium, she believes that things should be moving forward and it is not fair to pull the rug from under current projects. She agrees with Council Member Cline on this matter. On the issue of medical office she wants to know how much medical office there is already, the newness of the buildings and she would like to have more data.

Mayor Fergusson said that the advisory committee could be used to look at different options. She believes that during the first three months the citizens' task force would not need to be convened but there would be community outreach. Council Member Boyle believes that the spirit of the law is that if meetings are taking place these meetings should be open and public. Mayor Fergusson clarified that she envisions broad community engagement such as the Your City/Your Decision. City Attorney McClure asked if the Council is going to have an RFP process or not. Mayor Pro Tem Cohen said he is not sure how to reconcile the two issues. Mr. Murphy asked for clarification and confirmation that in this case the advisory committee would be formed after the community outreach efforts. Mayor Fergusson confirmed.

Various Council Members shared their views on the RFP process and the consultant. Mayor Pro Tem Cohen said that while he was outspoken in opposing sole-sourcing he also understands the time constraint and so he is willing to withdraw his opposition. Council Member Boyle does not object going with someone who did not go through an RFP but he would like to know if this firm has a reputation for having a preferred style. In this case, he wants staff to pick one as neutral and unbiased as possible. Mayor Pro Tem Cohen asked that Council Member Cline and staff look at a letter that he has regarding allegations about the suggested firm. Council Member Robinson asked staff about a previous RFP and staff explained the methodology and the criteria used. Council Member Robinson agrees with going with this consultant. Council Member Cline believes that an RFP will drive down cost.

*Council Member Robinson left the Council Chambers.*

Council Member Cline said he has a tough time proceeding without an RFP.

Mayor Pro Tem Cohen asked that Council Member Cline and staff discuss the consultant and the previous RFP's and if that information satisfies Council Member Cline then he would be satisfied. City Manager Boesch said that this contract will require Council approval and so staff is available to discuss the matter with Council Member Cline and will provide information on the matter when it comes back. **Council agreed on continuing the historical pattern for study sessions, noting that one option if there was an influx of applications, could include a weekly memo listing the applications with a brief description of each one. Council could then decide to schedule a particular application for a future study session.** Mayor Pro Tem Cohen asked if the public could have access to this information and staff said it could work on having a topic on the website for the public to subscribe to.

Council Member Boyle shared concerns about placing the CZOU (commercial zoning ordinance update) matter on the back burner and then not being ready to move forward in June. He believes the CZOU has taken so much effort from the community and he hates to see it get derailed, conceivably for a long period of time. Mayor Fergusson said that with the

matter of the CZOU it gets down to environmental review because there was a piece that was easy to implement and a piece that was going to require environmental review and so, in her opinion, there is a benefit to having a specific plan in place. Mr. Murphy provided an update on the CZOU next steps, recommending that this item wait until June.

Council Member Boyle stated that he has heard from residents that this is a good process and he believes Council is taking something concrete that is the CZOU and going in search of another plan. Mayor Fergusson shared a timeline that anticipates beginning environmental review sometime in the near future and having a more concrete specific plan in 2008. Council Member Cline agreed with waiting until June to have the CZOU addressed with this plan.

**C. PUBLIC COMMENT #2**

Patrick Brandin said he has noticed that there is an application from a large discount liquor store to locate on Santa Cruz. He believes that this would be allowing for inappropriate uses in that area. He thinks the Council needs to evaluate any type of discounted liquor store.

Morris Brown, representing Menlo Park Tomorrow, asked Council why it wants a plan if it might continue issuing zoning ordinance amendments. He believes that any of the plans that need General Plan amendments should be discouraged by staff and by the Council.

**D. ADJOURNMENT** - the meeting adjourned at 9:15 p.m.

Respectfully submitted,

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Silvia M. Vonderlinden, Certified Municipal Clerk

Approved at the Council Meeting of March 20, 2007.



## COMMUNITY DEVELOPMENT DEPARTMENT

Council Meeting Date: March 20, 2007  
Staff Report #: 07-047

Agenda Item #: F2

**REGULAR BUSINESS:** Selection of Dyett & Bhatia as a Consultant for a Vision and Strategic Plan for the El Camino Real Corridor and Santa Cruz Avenue Downtown Area and Adoption of a Resolution to Appropriate a Not-To-Exceed Amount of \$135,000 from the General Fund Reserve for Consultant Services and Contingencies.

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### RECOMMENDATION

Staff recommends that the City Council select Dyett & Bhatia as a consultant for a vision and strategic plan for the El Camino Real Corridor and Santa Cruz Avenue Downtown Area and adopt a resolution (Attachment A) to appropriate \$135,000 from the General Fund Reserve for these consultant services and contingencies.

### ANALYSIS

At its retreat of January 6, 2007, the City Council identified a goal related to land use and economic development planning for El Camino Real and the Downtown. On February 12, 2007, the City Council held a special study session to discuss options for pursuing a plan for the El Camino Real Corridor and the Downtown Santa Cruz Avenue area. The goal statement presented to the Council on February 12 and an updated goal reflecting feedback provide at the February 12 meeting are listed below.

***Draft Goal Statement Presented on February 12, 2007:***

Create a plan for the El Camino Real Corridor and Santa Cruz Avenue downtown to identify a vision for the area and establish strategies for increasing economic vitality and guiding decisions on land use and transportation proposals.

***Updated Goal Statement Based on Council Feedback on February 12, 2007:***

Engage in a community outreach process to identify a vision and establish implementation strategies by the end of June 2007 for guiding policy decisions on land use and transportation proposals in the El Camino Real corridor and Santa Cruz Avenue area.

On February 12, the Council also directed staff to obtain a proposal from the firm Dyett & Bhatia for Phase I to pursue this planning effort, which is referred to as the Vision and Strategic Plan for El Camino Real/Santa Cruz Avenue. The proposal (Attachment B) includes the following sections: 1) Approach and Methodology, 2) Scope of Work, 3) Qualifications and 4) Key Personnel. Dyett & Bhatia is the firm that is currently under contract for the Commercial Zoning Ordinance Update, a project that is on hold. More information regarding the Dyett & Bhatia is available at <http://www.dyettandbhatia.com/> and more information about the Commercial Zoning Ordinance Update is available at [http://www.menlopark.org/projects/comdev\\_cs.htm](http://www.menlopark.org/projects/comdev_cs.htm).

The scope of work includes a base proposal totaling \$75,000 plus optional elements of \$45,500 for a grand total of \$120,500. The following table summarizes the base proposal plus the optional elements.

<b>Item</b>	<b>Task</b>	<b>Amount</b>
Base Proposal		\$ 75,000
Guidebook	2D.1	\$ 8,500
Tour	2D.2	\$ 4,000
Mailed Survey	2F.1	\$ 12,500
Intercept Survey	2F.2	\$ 12,500
Medical Office Analysis	2H	\$ 8,000
<b>Subtotal Optional Elements</b>		<b>\$ 45,500</b>
<b>Total</b>		<b>\$ 120,500</b>

The Council should provide direction as to which if any optional elements it would like to pursue. The base proposal includes two public meetings and stakeholder interviews. The optional elements include the potential for one additional public meeting in the form of a tour of either the study area and/or nearby communities and two potential public outreach tools in the forms of a mailed survey and an intercept survey. The other optional element related to the study area includes the preparation of a guidebook, which could be used in conjunction with the tour or used separately as a resource document and associated with self-guided tours. Additionally, the proposal includes an optional medical office analysis, which could provide helpful information for the study area, but the analysis would focus Citywide.

The consultant's budget does not include certain City obligations, most importantly the costs associated with preparing notices for public meetings and the optional mailed survey. If all optional items were pursued, staff envisions sending one citywide notice advertising the tour, community visioning workshop, and forthcoming survey and one citywide notice for the Council workshop. The mailed survey would require the payment of postage both inbound and outbound. Each citywide mailing would cost approximately \$3,000. In addition to the mailing, the City would also pay for the transportation arrangements associated with a tour. Two buses that could

accommodate a total of 50 people would cost approximately \$600 for four hours. These additional unbudgeted costs total \$12,600. In order to cover these costs and provide flexibility regarding the consultant contract if the need for additional work arises, staff is requesting a contingency of \$14,500 for a total not-to-exceed amount of \$135,000. If the Council decides to not pursue certain aspects of the scope of work, then the not-to-exceed amount would be reduced by a corresponding amount.

## **IMPACT ON CITY RESOURCES**

Pursuit of the Vision and Strategic Plan would require both staff resources dedicated to the project, as well as an appropriation of \$135,000 from the General Fund Reserve for consultant services and contingencies.

## **POLICY ISSUES**

The Vision and Strategic Plan would be a planning study to guide future policy decisions related to land use and infrastructure proposals.

## **ENVIRONMENTAL REVIEW**

Pursuit of a Vision and Strategic Plan would be considered a planning study and as such would not be considered a project requiring environmental review under the California Environmental Quality Act (CEQA). Staff estimates that subsequent work during Phase II on a Specific Plan or comparable document would require the preparation of an Environmental Impact Report.

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Justin Murphy  
Acting Community Development Director  
Report Author

## **PUBLIC NOTICE**

Public Notification was achieved by posting the agenda, with this agenda item being listed, at least 72 hours prior to the meeting.

## **ATTACHMENTS**

- A. Resolution of the City of Menlo Park Appropriating Funds for Consultant Services
- B. Dyett & Bhatia Proposal

**ATTACHMENT A**

**RESOLUTION NO. \_\_\_\_**

**RESOLUTION OF THE CITY OF MENLO PARK APPROPRIATING  
ADDITIONAL FUNDS FOR PLANNING CONSULTANT SERVICES**

The City of Menlo Park, acting by and through its City Council, having considered and been fully advised in the matter and good cause appearing therefore,

BE IT AND IT IS HEREBY RESOLVED by the City Council of the City of Menlo Park that the City Council does hereby approve an additional appropriation of \$135,000 from the General Fund Reserve in Fiscal Year 2006-2007 to fund planning consultant services and contingencies.

I, SILVIA M. VONDERLINDEN, City Clerk of the City of Menlo Park, do hereby certify that the above and foregoing Resolution was duly and regularly passed and adopted at a meeting by said Council on March 20, 2007, by the following vote:

AYES: Council Members:

NOES: Council Members:

ABSENT: Council Members:

ABSTAIN: Council Members:

I further certify that the foregoing copy of said Resolution is a true and correct copy of the original on file in the office of the City Clerk, Civic Center, Menlo Park, California.

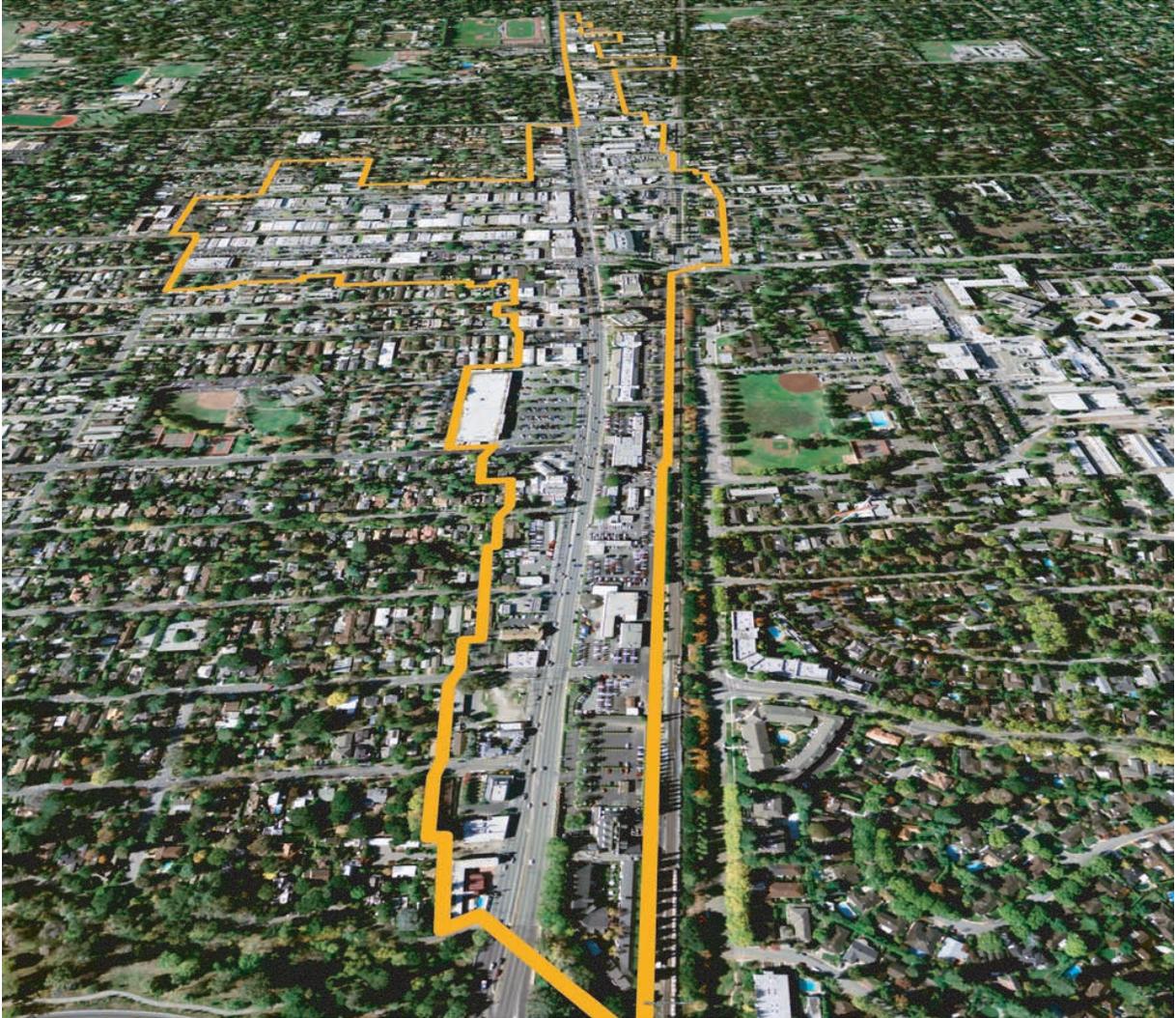
IN WITNESS WHEREOF, I have hereunto set my hand and affixed the Official Seal of said City, this \_\_\_\_ day of \_\_\_\_\_, 2007.

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SILVIA M. VONDERLINDEN, City Clerk

Proposal for

# The City of Menlo Park



## Community Visioning and Strategic Planning Framework for El Camino Real Corridor/Santa Cruz Avenue Area

**DYETT & BHATIA**  
Urban and Regional Planners

March 15, 2007



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# I. Approach and Methodology

This section provides an overview of our approach to preparing a Vision and Strategic Plan for the El Camino Real and Santa Cruz Avenue area, building on our understanding of City Council direction at the February 12, 2007 meeting. Section 2 provides a Scope of Work, accompanied by a proposed schedule and budget. A summary of the qualifications of the firm are included in section 3, and our key personnel assigned to the project are highlighted in section 4.

## **APPROACH TO VISIONING AND STRATEGIC PLAN**

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Menlo Park is a distinctive Peninsula city. It has livable neighborhoods, well-designed buildings, generally defined edges, and distinctive areas that endow it with a sense of place. Residents are also passionate about planning and quality of life. The City Council has identified the need for more detailed planning for El Camino Real and Santa Cruz Avenue as a priority and requested that a community visioning process be initiated to create a Strategic Plan that would be ready for their consideration by June 30, 2007.

## **ADDRESSING CITY COUNCIL CONCERNS**

Dyett & Bhatia will specifically address the concerns raised by the City Council at the Special Meeting on February 12, 2007. The Council decided to plan the El Camino Real and Santa Cruz Avenue area in two phases. The first phase would culminate with a Vision and Strategic Plan. The second phase would include the preparation of a Specific Plan, or similar document, with environmental review documents.

Phase 1 is to include:

- A review of the Downtown and corridor plans from nearby cities;
- Technical analysis and review of the previous plans completed for the El Camino and Santa Cruz Avenue area;
- A process for soliciting and incorporating community input into the vision and priorities for Downtown and the El Camino corridor; and
- A strategic action plan for Phase 2 of the planning process, including:
  - Vision Statement;
  - Goals; and
  - A detailed work program for preparing a Specific Plan, which will include graphic simulations to illustrate land use and urban design concepts.

## **LEARNING FROM OTHER CITIES**

As part of Phase 1, Dyett & Bhatia will take a close look at Downtown Plans, zoning, design standards and other relevant documents from four Peninsula cities.,

- **Mountain View:** The City of Mountain View adopted a Downtown Precise Plan Update in 2004, which contains use and development standards, as well as parking, density, historical preservation and administrative standards.

- **Redwood City:** A Draft Downtown Precise Plan was circulated for public review in September 2006. It includes sections on Community Intent & Guiding Principles, Development Regulations, and City Actions.
- **San Mateo:** The 1993 Downtown Specific Plan, which includes zoning and design standards, is currently being updated. The City also has an El Camino Real Master Plan.
- **Burlingame:** A Downtown Specific Plan is being developed at this time. The process began with a Downtown Economics Study and an on-going parking study.

## **LEARNING FROM THE PAST**

The area around El Camino Real and Santa Cruz Avenue has been subject to numerous planning efforts in the past, all of which are documented in the City Staff report for the February 12 City Council meeting. Dyett & Bhatia, with the assistance of City staff, will review the relevant documents and incorporate this assessment into the report on a Vision for the Specific Plan. The prior planning will be presented as background for the community meetings, but at this stage in the process residents will not be asked to make choices among proposals in these prior plans. Instead, the focus will be on identifying community concerns and priorities, so specific actions that would address them can be fleshed out for Council consideration.

## **COMMUNITY INPUT**

We propose to gather community input through three methods designed to ensure we reach community leaders, provide a forum to active community members, and reach out to those who do not typically attend workshops:

- **Stakeholders.** We will conduct face-to-face meetings with 20 to 30 stakeholders (in groups of two or three people) to understand their perspective on relevant planning issues in the City in an informal setting, building on the stakeholders interviews we conducted for the Commercial Zoning Ordinance Update. Stakeholders could include business and property owners, developers, architects, City board and commission members, and representatives of neighborhood associations.
- **Community Workshop.** We will prepare for and lead a community workshop, incorporating facilitated small group discussions, which were used during the Commercial Zoning Ordinance Update process. The workshop will include several different visioning activities. Opportunities for residents to “vote” their preferences about critical issues will also be provided.
- **Optional “Discover Downtown Menlo Park and El Camino Corridor” Guidebook and Walking Tour.** As a kickoff, prior to the first community workshop, a “Discover Downtown Menlo Park” Guidebook could be prepared to help people record their impressions about El Camino Real and the Santa Cruz Avenue area during a Saturday morning guided walking/driving tour. We will give an initial orientation at the Civic Center, explaining what we want to learn from the tour – what they like and dislike about areas as they walk; what people are doing and how this affects their experience, and their impressions about buildings and the streetscape; and how they imagine the area to be in 20 years. The kickoff walking/driving tour would help frame the discussion of the City’s vision and land use implementation strategies. In other communities, this has proven to be a valuable technique to help residents learn about the City’s diverse districts and neighborhoods and corresponding issues, and to provide opportunities for input about how these should be resolved. The tour would be structured by sub-

area (e.g. El Camino Real South, El Camino Real Central/Downtown, Rail Station Connections, and Santa Cruz Avenue) so that the findings could be easily synthesized. We would work with City staff on designing the tour and establishing logistics.

- **Optional Citywide Survey.** We could reach out to the community with a mail-in survey, and tabulate responses. Alternatively, an Internet-based survey could be conducted; however, given our experience with having used both of these methods for recent visioning assignments within the last year, we believe that the mail-in survey will result in a greater response rate and will also reach a more representative population. Another option would be to conduct an in-person intercept survey of 300-400 people on El Camino Real and Santa Cruz Avenue, scheduled for a mix of times and days to get a good cross-section.

Through these methods, we would seek an understanding of what people think about the El Camino Real and Santa Cruz Avenue corridor, what a vision for its future might include, and how the City should address that vision through a Specific Plan and related implementation actions. The objective will be to reach a consensus on the primary goals and objectives for the Downtown and the Corridor and recommend major initiatives the City could undertake to achieve them. The process will include identifying circulation, economic, fiscal, and other issues that will have to be analyzed in order to formulate a set of strategies that would be detailed during a subsequent phase. These strategies could include capital improvements, regulations and/or guidelines, new programs, and funding mechanisms.

The Strategic Plan also would include recommendations for future community involvement, including ways to gauge opinions about choices for land use of physical development concepts for specific blocks or sites and to learn preferences for priorities and funding. Options for “real-time” voting on choices that will be presented in community meetings also will be evaluated; we also will determine how 3D architectural modeling should be used to convey urban design concepts.

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## 2. Scope of Work

The following describes the four tasks proposed by Dyett & Bhatia for the basic scope of work, plus three optional subtasks. A schedule and estimated hours and costs by person and by task are included at the end of this section.

### **WORK PROGRAM**

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#### **TASK 1: INITIAL RECONNAISSANCE**

At the outset of the project, Dyett & Bhatia (D&B) will meet with City staff to collect all pertinent documents and review the schedule for stakeholders interviews and community involvement.

Other subtasks include:

- A. **Review Existing Plans and Regulations.** Review and summarize in a matrix all existing plans and regulations relating to Downtown (Santa Cruz Avenue area) and the El Camino Real corridor provided by City staff. Identify the key proposals and how issues were to be addressed in each plan. Include a column for comments and questions to staff.
- B. **Meet with Staff.** Participate in a half-day work session with City staff on current planning issues, Council concerns and priorities, and the strengths and weaknesses of prior planning efforts for El Camino Real and the Santa Cruz Avenue area. This work session will include review of the proposed process for involving stakeholders and the larger community in the visioning process. It will also provide background for interviewing stakeholders and the workshop in Task 2.
- C. **Review of Peer Community Downtown and Corridor Planning.** Conduct technical review of Downtown planning in four peer communities on the Peninsula (Burlingame, San Mateo, Redwood City, and Mountain View) and up to two additional communities identified in consultation with City staff. Identify strengths and weaknesses and factors for success.

**Meetings:** *Informal meeting with City Staff*  
*Roundtable meeting with Department Heads*

**Products:** *Previous Plan Comparison Matrix*  
*Memorandum on Peer Community Review*

#### **TASK 2: COMMUNITY OUTREACH AND VISIONING**

Dyett & Bhatia will conduct a series of meetings to explore the community's vision for the Downtown and the Corridor, find out whether the current General Plan continues to embody the community's vision for its future, and determine what additional goals and strategies are needed.

In addition to these outreach methods, Dyett & Bhatia will work with City staff to engage community members in the visioning process through postings on the City's website, media outreach, and presentations to local community groups.

Specific subtasks include:

- A. **Field Trip with Staff.** Review corridor planning issues in a field trip with City staff (combined with Task 1(B) meeting). Photographs from the field trip, supplemented by prior photographs taken for the Commercial Zoning Ordinance Update, will be used to prepare a PowerPoint presentation illustrating issues for the community workshops. If the optional walking tour is budgeted (Task 2(D)), this field trip also would provide an opportunity to discuss how the walking tour should be structured.
- B. **Stakeholder Questionnaire.** Design a questionnaire that includes pertinent questions on land use, urban design, and development issues, potential inconsistencies between zoning and General Plan policies and regulations, enforcement issues, and other pertinent issues relative to developing a vision for Downtown and the El Camino Corridor in conducting stakeholder interviews (“focus group meetings”). Stakeholders could include business and property owners, realtors, developers, design professionals, City board and commission members, and representatives of neighborhood and community associations. One or two separate sessions could be conducted for Councilmembers on the same day or another time early in the project.
- C. **Stakeholder Interviews.** Prepare for and participate in one day of stakeholder interviews or two, if necessary, to accommodate Councilmembers. City staff will be responsible for identifying and coordinating interviews with stakeholders. With concurrent small group interviews in two or more rooms, up to 30 stakeholders could participate in this process. Issues identified by stakeholders will be classified and sorted to identify common themes and shared concerns. To maintain anonymity, comments will not be attributed to specific participants or groups of participants. Prepare a final “punch list” of issues based on the stakeholder interviewing. Revise based on staff comment.
- D. **Optional Walking/Driving Tour of El Camino Real and Santa Cruz Avenue.** Prepare a walking/guiding tour, including a “Discover Downtown Menlo Park and El Camino Corridor” guidebook with map(s) to enable participants to observe and record their comments about key assets and issues that will help frame the discussion of the City’s vision and land use implementation strategies. Conduct the tour on a Saturday morning, with a bus or buses provided by the City (participants will be asked to RSVP on the City’s website to facilitate logistics). The tour would also be designed to further the community’s understanding of issues and land use concepts that the City Council wants addressed in the El Camino corridor and Santa Cruz Avenue area. As an alternative option, the guidebook, could be designed as a self-guiding tour and made available to City staff for general distribution to the public and publication on the City website. The guidebook would contain questions to participants to record their impressions for area(s) they walk – positive and negative attributes, issues, and opportunities for the future; ideas for implementation strategies – and include blank space for recording of comments. For example, participants might be asked to identify a building or use that they find attractive. If the tour were to include sites outside of Menlo Park, the guidebook might ask people to say whether they would like to see the same specific improvements, features, or solutions in their own community and why. At the conclusion of the walking/driving tour, participants would reconvene and, in small groups, summarize their observations. Results would be documented for use a follow-up community workshop on visioning concepts and goals for the corridor. If the guidebook is prepared as a stand-alone option, it would be distributed with a deadline for returning comments but survey results would not be tabulated or quantified in the summary report.

- E. **Visioning Community Workshop.** Conduct a visioning community workshop focusing on issues and opportunities. Design a series of visioning exercises (for example, writing headlines for a special 2025 issue of *Time* magazine, focusing on Downtown and the El Camino Corridor, small-group discussions of issues and options, and mapping exercises) to ascertain the community's desires for its future, as well as perspectives on specific planning issues affecting El Camino Real and Santa Cruz Avenue. The workshop would include a PowerPoint presentation that illustrates planning issues in the Downtown and El Camino Corridor.
- F. **Optional Community Survey.** Design a postage prepaid mail-in survey to solicit comments on the land use, development opportunities and other salient planning issues, visions and priorities for the El Camino Real Corridor and Downtown area. The goal would be approximately 400 completed responses. D&B will work with the City to develop and refine the survey instrument. The survey packet will contain a letter from the City that introduces the survey, as well as the actual survey instrument and an addressed return label to the City. The City would be responsible for printing and mailing; D&B would compile survey responses and do the statistical analysis and reporting of the results. At this point, we envision the survey as an 8.5 x 11-inch two-page survey (printed back-to-back), and a return #10 envelope, which is pre-stamped and pre-addressed. The survey would include 6 or 7 questions with pre-coded responses (e.g. what building heights do you support?), 2 or 3 open-ended questions (what do you like most about Downtown Menlo Park; what do you think is the most important thing that should be done in Downtown Menlo Park or on El Camino?) and demographic questions (age, employment status, residence location, length of time living in Menlo Park, etc.). An alternative to the mail-in survey would be an intercept survey conducted in the Downtown and at locations in the El Camino Corridor. The goal of this survey would also be 400 completed responses based on a series of 10 to 15-minute interviews conducted in six four-hour shifts at different times and on different days of the week.
- G. **Summary of Community Vision for El Camino Real and Santa Cruz Avenue.** Results from the various methods of outreach (including the optional tour and survey, if authorized) will be compiled into a draft summary that reflects the community's vision of its future, to be incorporated into the Strategic Plan. This vision will be fleshed out with Guiding Principles or Themes encapsulating a variety of aspects of the city's development, and also facilitate comparison with the themes of prior plans for El Camino Real and Santa Cruz Avenue. An administrative draft will be provided for City staff review, and staff comments will then be incorporated into the Phase I Summary Report described in Task 3.
- H. **Optional Medical Office Analysis.** This optional task would include review of existing adopted plans and regulations relevant to the siting, development, and operation of medical offices on a Citywide basis and formulation of recommendations to mitigate the impact of medical offices. Activities would include interviews with Stanford Medical Center and City of Palo Alto staff, review of approaches to regulating medical office uses in comparable communities, a limited number of stakeholder interviews, and presentation of findings and recommendations as part of the final Task 4 presentation/workshop. In order to complete this task during Phase I, it would not include drafting of any policies, regulations, or guidelines that would require public hearings or be subject to environmental review.

**Meetings:** *Stakeholder Meetings*  
*Community Visioning Workshop*  
*Walking Tour (if authorized)*

**Products:** *Memo on Stakeholder Interview Results*  
*Memo on Community Visioning Workshop*

*Memo on Community Survey (if authorized)*

*Guidebook (if authorized)*

*Summary of Community Vision for El Camino Real and Santa Cruz Avenue*

### **TASK 3: VISION AND STRATEGIC PLAN**

The Vision and Strategic Plan for El Camino Real and Santa Cruz Avenue will have three primary objectives/subtasks:

- A. **Vision and Goals.** The themes that emerge from the community visioning process will be correlated with the review of prior plans and zoning as well as lessons from other communities. Goals and priorities will be established for the Phase II Specific Plan.
- B. **Making Planning Effective.** Based on discussion with Department Heads (Task 1) and outreach, ascertain the effectiveness of the current planning and regulatory controls to achieve the community vision; identify new initiatives that should be included in the Phase II Specific Plan; and establish whether there are parts of the General Plan that are no longer current or are an impediment to achieving the community vision and should be updated to reflect modern planning practice and experience in peer communities. For example, including a traffic model as part of the Specific Plan process could eliminate the need for case-by-case review if projects are consistent with the “building envelope” set for each opportunity site in the planning areas.
- C. **Eliminating Internal Inconsistencies.** During review of the prior plans and current regulations, identify any broad inconsistencies between policies among different plans and plan elements, current zoning, and provide direction for further analysis to be undertaken and specific General Plan or zoning amendments that should be prepared as part of the specific or precise plan developed during Phase II.

Dyett & Bhatia will prepare a report summarizing the salient findings from the Phase I work, presenting the community’s vision for the future and the findings of the technical analysis. The report will provide a concise, understandable framework for the Phase II planning effort. An Administrative Draft of the Strategic Plan will be prepared for staff review, and following staff comments, the Strategic Plan will be finalized for distribution to decision-makers by staff. As proposed, the Vision and Strategic Plan would be a planning study and would not, therefore, be subject to environmental review.

**Products:** *Vision and Strategic Plan for Downtown and the El Camino Real Corridor  
Administrative Draft and Final*

### **TASK 4: PHASE II WORK PROGRAM**

- A. **Phase II Work Program.** Prepare a step-by-step work program that will serve as a comprehensive roadmap to preparing the Phase II Specific Plan for Downtown and the El Camino Corridor in logical and efficient manner. This work program will be issue-oriented, reflecting findings of the Phase I visioning effort and the Strategic Plan, rather than simply being process-oriented. Evaluate whether a “Specific Plan” as defined in the Government Code is the most appropriate for Phase II; compare the pros and cons and relative costs of a Specific Plan with an Area Plan, Corridor Plan or Design Plan. An Administrative Draft of the work program will be prepared for staff review; following staff comments, the work program will be finalized for distribution to

decision-makers by staff. The Phase II Work Program may be included as an Appendix to the Strategic Plan or be designed as a separate stand-alone document.

- B. Decision-maker Workshop.** Conduct a workshop with City Council to present the findings of Phase I, including the stakeholders interviews, community workshop and community survey, the analysis of planning in peer communities, the community vision for the corridor and the recommendations for Phase II. Engage decision-makers in a discussion of 1) what is the community's vision, 2) how the community's vision has changed since prior plans were prepared, and 3) what the decision-makers believe should be the key issues to address in Phase II.

*Meetings: Workshop with City Council*

*Products: Phase II Work Program  
Administrative Draft and Final*

## **SCHEDULE**

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Our work scope should constitute approximately three and a half months of effort by Dyett & Bhatia staff, with completion expected by June 30<sup>th</sup> assuming authorization to proceed by mid- to late-March. Two (2) staff meetings, 20 to 30 stakeholder interviews, one (1) community workshop, and one (1) decision-maker workshop are anticipated over the course of the assignment. Frequent telephone calls and email correspondence are expected throughout the project timeframe.

## **BUDGET**

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We estimate that about 684 hours of professional time are needed to complete the proposed work program and provide the City with the Phase I Strategic Plan and Phase II Work Program; we are willing to undertake this work, not including the optional items, within a guaranteed maximum fee of \$75,000. This guaranteed maximum fee includes all personnel costs, direct costs, and delivery of products identified in the work program. Direct costs are billed with no administrative markup or handling fee. The tables on the following page explain the proposed budget in detail for the basic scope of work without the optional items: Hours by Person by Task; and Budget by Person by Task. Cost estimates for additional meeting attendance can be provided if the City wants to include these services within the scope of work.

The estimated cost of the three optional subtasks is as follows:

- Task 2 (D): Discover Downtown Menlo Park/El Camino Corridor Guidebook and Walking/Driving Tour: \$12,500 (Self-Guiding Tour Book w/o Tour: \$8,000)
- Task 2 (F): Community Mail-In Survey -- \$12,500; Intercept Survey--\$12,500 (The intercept survey would be conducted by Godbe Research.)
- Task 2: (H): Medical Office Analysis--\$8,000

**BUDGET ASSUMPTIONS**

Our budget is based on the following assumptions:

- A. **Meeting Attendance.** The guaranteed maximum fee without the optional subtasks provides for three public meetings, including one community workshop and one public meeting with the City Council. The costs of additional public meeting attendance would be on a time and materials basis if requested; such costs are not included within the guaranteed maximum fee.
- B. **Consolidated Comments and Direction.** City staff will provide a single set of consolidated comments on the review drafts of all documents.
- C. **Printing.** We will provide camera-ready copy and digital files of documents in Word and Adobe PDF formats and assume that City staff will be responsible for printing and distribution.

<b>Community Vision and Strategic Plan for El Camino Real and Santa Cruz Avenue</b>					
<b>HOURS BY TASK</b>					
	<i>Task 1</i>	<i>Task 2</i>	<i>Task 3</i>	<i>Task 4</i>	
	<i>Initial Reconnaissance</i>	<i>Community Outreach &amp; Visioning</i>	<i>Strategic Plan</i>	<i>Phase II Work Program</i>	<i>Total</i>
<b>Dyett &amp; Bhatia</b>					
Principal	20	40	32	24	116
Associate Principal	12	40	20	12	84
Sr. Planner	20	60	60	24	164
Planner	20	60	60	20	160
Research/Graphics Support	8	40	16	16	80
Word Processing/Support	12	24	24	20	80
<i>Sub-Total</i>	92	264	212	116	684

<b>Community Vision and Strategic Plan for El Camino Real and Santa Cruz Avenue</b>						
<b>BUDGET BY TASK</b>						
		<i>Task 1</i>	<i>Task 2</i>	<i>Task 3</i>	<i>Task 4</i>	
	<i>Hourly Rate</i>	<i>Initial Reconnaissance</i>	<i>Community Outreach &amp; Visioning</i>	<i>Strategic Plan</i>	<i>Phase II Work Program</i>	<i>Total</i>
<b>Dyett &amp; Bhatia</b>						
Principal	\$ 190	\$3,800	\$7,600	\$6,080	\$4,560	\$22,040
Associate Principal	\$ 170	\$2,040	6,800	3,400	\$2,040	\$14,280
Sr. Planner	\$ 95	1,900	5,700	\$5,700	2,280	\$15,580
Planner	\$ 80	1,600	\$4,800	4,800	\$1,600	\$12,800
Research/Graphics Support	\$ 65	520	2,600	1,040	1,040	\$5,200
Word Processing/Support	\$ 57	684	1,368	\$1,368	1,140	\$4,560
Direct Costs			\$400	\$80	\$60	\$540
<i>Sub-Total</i>		\$10,544	\$29,268	\$22,468	\$12,720	\$75,000

# 3. Qualifications

## DYETT & BHATIA

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This section summarizes Dyett & Bhatia’s qualifications and recent experience. Most critically, we offer Menlo Park: an ability to listen and prepare a strategic plan customized to the City’s needs; interest and enthusiasm; cutting-edge technological capabilities; and a demonstrated record in leading successful visioning and strategic planning programs and public participation processes.

### ABOUT DYETT & BHATIA

Dyett & Bhatia (D&B) was organized as a California corporation in January 1976. We have offices in San Francisco (main) and in downtown San Diego. D&B has a multidisciplinary-trained planning staff with academic backgrounds and professional experience in regional, city, and town planning; zoning; architecture; landscape architecture; and in public meeting facilitation. D&B’s technical staff specializes in Geographic Information Systems (GIS), cartography, three-dimensional computer modeling, and visualization (computer-generated and hand-drawn). We approach planning assignments with an open mind, and search for solutions that emerge from the issues and interests at hand, rather than basing decisions on our preconceptions.

### GENERAL PLANS

Dyett & Bhatia has unsurpassed experience in preparing General Plans for California communities, having completed general plans for over 45 cities and counties. We are currently leading some of the most challenging and progressive general plan assignments throughout the state, including:

- Santa Monica
- Pomona
- Castro Valley
- San Bruno
- Petaluma
- Concord
- Porterville
- Emeryville

A selection of other recent general plans prepared by D&B includes:

- Alameda
- Benicia
- Chico\*
- Milpitas
- Pittsburg\*
- Rohnert Park\*
- San Ramon
- Santa Fe
- Santa Rosa
- South San Francisco\*
- Sunnyvale
- Turlock\*
- Vacaville
- Yuba City

\* *American Planning Association Award Winner*

D&B is experienced in all aspects of general plan work – from conducting meetings and surveys, to analysis and plan writing, and preparing associated environmental documentation. Long range planning work is supplemented by D&B’s distinguished in-house GIS and computer mapping capabilities. Dyett & Bhatia has also analyzed several General plans for legal adequacy, and principals have served as expert witnesses in conjunction with general plan litigation.

## COMMUNITY VISIONING

Virtually all of our general plan, area plan, and EIR projects employ extensive and comprehensive community visioning programs, always tailored specifically to the project and the political decision-making process of the community. Our staff is trained in meeting facilitation and has managed public participation programs where interactive public workshops exceeded several hundred people. An integral part of the Santa Monica Land Use Element Update project was a cutting-edge public participation program, the first phase of which was recently completed. To date, approximately 2,500 community members have directly contributed their ideas by attending workshops and forums, participating in the youth program, and providing comments through a variety of surveys.



Public workshops and stakeholder interviews can ensure a variety of community interests are considered during the planning process.

## OTHER AREAS OF EXPERTISE

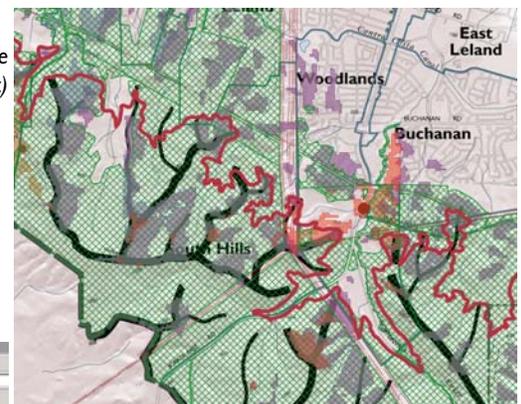
### Zoning

Dyett & Bhatia has unsurpassed experience in preparing comprehensive zoning regulations for cities and counties in California, Arizona and nationwide. The firm's zoning work has won national awards from the American Planning Association and the Department of Housing and Urban Development. D&B is currently leading the following zoning assignments: Santa Monica and Pomona (as part of general plan updates), San Diego downtown, Los Angeles County, Oakland, El Cerrito, Concord, Yuba City, and Portland (OR). We also are participating in the following as part of a national team: Memphis (TN), Kansas City (MO), and Washoe County (NV).

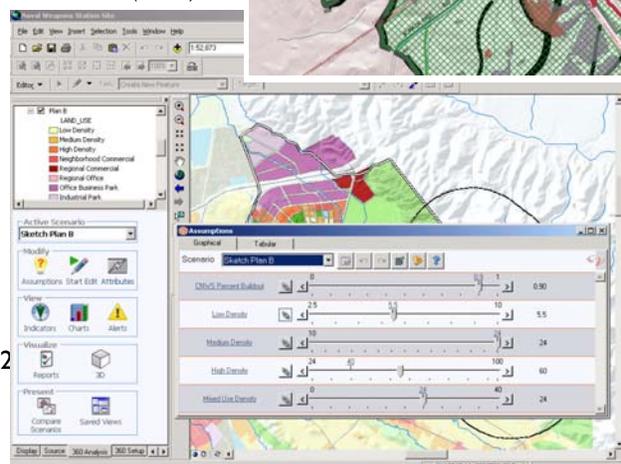
### Urban Design

Urban design is a central area of practice at Dyett & Bhatia. We have prepared specific and area plans for sites ranging in scale from a few blocks in infill settings to over 20 square miles in urban expansion areas. Our expertise includes physical planning and urban design, detailed design guidelines and standards, building massing, view and shadow studies, and parking and fiscal assessment. We also supplement urban design assignments with our in-house state of the art three-dimensional computer modeling, visual simulation, and sophisticated GIS capabilities. Current assignments include the San Diego Downtown Community Plan Update—perhaps the largest urban planning and design project underway

Viewshed Analysis for the City of Pittsburg (right)



Scenario 360 (below)



on the West Coast (with a project budget of \$1.8 million for planning), [www.ccdc.com/planupdate](http://www.ccdc.com/planupdate)—the Genentech Corporate Campus Master Plan, the Claremont Inn and Old School Site Specific Plan, a new downtown plan for Santa Clara, and transit area specific plans for Fairfield, and Milpitas.

## **COMPUTING CAPABILITIES**

Dyett & Bhatia is committed to using the latest software innovations to complement and inform planning decisions.

### **Computer Mapping, Geographic Information Systems (GIS), and Scenario 360**

D&B offers a highly-skilled technical staff trained in Geographic Information Systems (GIS), database and applications development cartography, three-dimensional computer modeling, and photo simulation. We also offer the use of *Scenario 360*, a powerful suite of tools that further extends the impressive functionality of ArcGIS by enabling "real time" updates to alternative land use patterns, development assumptions, and projected impacts. Scenario 360 is an effective public outreach tool for an on-the-spot visualization of land use changes.

### **Three-Dimensional Computer Modeling and Visual Simulation**

D&B has expertise in preparing three-dimensional models of urban areas, which can be viewed from any angle, or viewed in a walk-through or fly-by mode. D&B modeled a 70-block area in downtown Sacramento for the State of California, and more recently modeled the entire downtown area of San Diego. These models are used for massing and visual studies for design of new buildings and to study shadow impacts for different time-periods. Dyett & Bhatia is currently preparing a citywide model of Emeryville. We also have the in-house talent to create hand-drawn scenarios as an alternative to computerized photo simulation.



*Above: Downtown San Diego computer model*

## **RECENT AWARDS**

- 2005 APA Northern California Section Award, *Oakland Safety Element*
- 2003 Congress for New Urbanism Charter Award, *Bay Area Smart Growth/ Livability Footprint Project*
- 2002 American Planning Association (APA) Northern California Chapter Award, *Pittsburg General Plan*
- 2001 APA Northern California Section Award, *Rohnert Park General Plan*
- 2000 APA California Chapter Honor Award, *South San Francisco General Plan*
- 2000 APA Northern California Section Award, *South San Francisco General Plan*
- 1998 APA Sacramento Section Honor Award, *Capitol Area Plan Background Studies*
- 1996 APA National Award of Merit, *Land Use, Transportation, and Air Quality Connection Project*
- 1995 APA California Chapter Honor Award, *Chico General Plan*
- 1995 APA Sacramento Valley Section Award and California Chapter Award, *Chico General Plan*
- 1995 Ahwahnee Award, *Chico General Plan*
- 1994 Ahwahnee Award, *Planning & Design for Transit Handbook, Portland Tri-Met*
- 1994 APA Oregon Chapter Award, *Planning & Design for Transit Handbook, Portland Tri-Met*

## 4. Key Personnel

The project will be led by **Michael V. Dyett, FAICP**. He will serve as the Principal in Charge and Overall Project Manager, performing an active leadership role throughout the course of this assignment. Mr. Dyett will be directly supported by **Vivian Kahn**, Associate Principal. Other Dyett & Bhatia staff, including planners, graphic designers, and support personnel, will participate, as needed.

### **Michael V. Dyett, FAICP, Principal**

Michael Dyett specializes in visioning and General Plan preparation and zoning. Besides his work on the Menlo Park Commercial Zoning Ordinance Update, current projects include the Concord General Plan and Zoning Ordinance Update and new General Plans for Lemoore, Los Banos, and Porterville. In Southern California, Mr. Dyett is leading work on new Zoning Ordinances for Los Angeles County and for Pomona. He has prepared comprehensive General Plans, Downtown Plans and Downtown zoning for more than 30 cities, including Portland and Eugene (OR), Milwaukee, Cincinnati, Houston, Austin, Chicago (downtown), Scottsdale (downtown), Kansas City (downtown) as well California cities of Pasadena, San Jose, Monterey, Carmel, Albany, Manhattan Beach, Huntington Beach, El Cerrito, Pleasant Hill, and Albany.

Mr. Dyett holds a Master of Regional Planning (1972) and BA (1968), both from Harvard University. He has directed projects that have won over 15 major awards, including National Honor Awards from the American Planning Association and the U.S. Department of Housing and Community Development.

### **Vivian Kahn, FAICP, Associate Principal**

Vivian Kahn has more than 35 years of professional planning experience in the public and private sectors. Before joining Dyett & Bhatia in 2001, she was Acting Deputy Director for the City of Berkeley's Department of Planning and Development and also served as Berkeley's Current Planning Manager and Zoning Officer.

Since joining D&B, Ms. Kahn has had a major role in projects that include a new General Plan for Castro Valley and preparation and analysis of zoning and subdivision regulations for cities including Oakland, Concord, Menlo Park, El Cerrito, and Yuba City in California; Gilbert, AZ, and Chicago. She evaluated the City of Portland's administrative procedures as part of D&B's work on the City's Regulatory Rethink Project and prepared an assessment of Washoe County's administrative requirements and policy implementation. Ms. Kahn has a major role in the firm's current update of the Los Angeles County Zoning Ordinance and is also working on the firm's update of zoning ordinances for Santa Monica, Pomona, Concord and Mesa, Arizona.

Ms. Kahn is a co-author of two chapters on zoning in the recently published comprehensive revision of California Continuing Education of the Bar's *California Land Use Practice* (considered to be the authoritative volume on the subject) and teaches courses on land use regulation and design review for U.C. Extension. Ms. Kahn holds a B.A. (cum laude) from the City College of New York (Phi Beta Kappa) and attended graduate school at Columbia University and Pratt Institute. She has served on the APA National Board of Directors and chaired the Board's Legislative and Policy Committee.

**Sarah Nurmela, Senior Planner/Urban Designer**

Ms. Nurmela has worked on general plans, large-scale area plans, transit-oriented developments, campuses, as well as architecture and housing design. Her experience includes general plans for Pomona, Petaluma, Santa Monica, and Emeryville; a Sustainable Development Plan for Belize, and downtown plans for San Diego and Santa Clara. She is currently Project Manager for the Santa Clara Transit Area Plan and EIR, and the Genentech Campus Master Plan. Ms. Nurmela holds a Master of Urban Planning from Harvard University, and a B.A. in Architecture (summa cum laude) from Washington University in St. Louis.

**Heather Coleman, Senior Planner**

Heather Coleman has extensive experience with planning and zoning. Recently at Dyett & Bhatia she has been involved in zoning ordinances with for Menlo Park, Pomona, Los Angeles County, Manteca, and El Cerrito. She has also prepared design regulations and design handbooks. Prior to joining D&B four years ago, Ms. Coleman worked as planner for the cities of Oakland and Portland (OR). Ms. Coleman holds a Master of Planning from Portland State University, and BA from Oberlin.

**Mark Chambers, Graphics Manager**

Mr. Chambers is one of the most experienced computer-based cartographers, and led preparation of D&B's graphics for the community meetings for the Menlo Park Zoning Ordinance Update. Mr. Chambers also has prepared computer-based mapping and analysis for all of D&B's recent general plans, community and design plans, zoning ordinances, and EIRs, as well as brochures and newsletters. Currently, Mr. Chambers is leading the graphics and map design work for the Santa Monica, Emeryville, Concord and Petaluma General Plans; and the Milpitas, Fairfield, and Santa Clara station area plans and design guidelines. He also prepared graphics for the Palm Beach County, Carmel, Cincinnati, and Milwaukee codes. He has 23 years of cartographic experience and is skilled in using computer graphics and desktop publishing software, including Macromedia Freehand, Adobe Illustrator, Photoshop, Freehand, Canvas, PC ArcView and PC ArcInfo, and PageMaker. He is also experienced in text and graphics hyperlinking, printer coordination and press checks. Mr. Chambers received his MFA from the San Francisco Art Institute in 1978.

**Barbara Natali, Graphic Designer**

Barbara Natali has expertise in both graphic and web design. She has worked on several reports, posters, newsletters, and web designs. An example of her recent web design for a planning project is [www.santaclarasap.com](http://www.santaclarasap.com). Ms. Natali earned her Bachelors of Art from Macalester College and an Associate of Science from the Art Institute San Francisco, CA.



**CITY COUNCIL  
COMMUNITY DEVELOPMENT AGENCY  
APPROVED EXCERPTS**

**Tuesday, March 20, 2007  
7:00 p.m.**

**701 Laurel Street, Menlo Park, CA 94025  
Menlo Park City Council Chambers**

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**F-2. Selection of Dyett & Bhatia as a consultant for a vision and strategic plan for the El Camino Real Corridor and Santa Cruz Avenue downtown area and adoption of a Resolution No. 5729 A to appropriate a not-to-exceed amount of \$135,000 from the General fund Reserve for consultant services and contingencies. (Staff Report #07-047)**

Justin Murphy, Acting Community Development Director, presented the report. He said that if Council approves this project tonight the consultant will begin work tomorrow. Mr. Murphy said that there were three pieces of correspondence that were received proposing a different approach.

Council Member Cline said that he supports the use of requests for proposals (RFPs); that he likes this plan but believes there needs to be more resident involvement and less reliance on a consultant. Council Member Robinson is not comfortable with the way this is proposed. Council Member Boyle does not recall the inclusion of the Planning Commission in the process. Mr. Murphy said that the Planning Commissioners would participate as residents and there is also the potential to include Planning Commissioners in the interviews. Council Member Boyle also asked about the references to a Specific Plan, Corridor Plan and Design Plan. Mr. Murphy explained the various plans.

**Public Comment**

Mike Gullard said he sent the Council an email and he feels that the community should drive the process and not a consultant. He believes there is a lot of individual talent that can be used for this effort with a small budget. He encourages the creation of an advisory body.

David Speer presented to the Council an editorial from a newspaper regarding how other cities handled a similar process. Mr. Speer supports the comments by Mr. Gullard and he recommends opening it up to the community and let it drive it, instead of a consultant.

Vincent Bressler opined that if Council wants agreement and consensus the best way to resolve issues is through community input. He disagrees with comments that developers and architects are stakeholders. He suggests that community members such as the commissioners be included in this process.

Elias Blawie, supports all the prior comments, and he is aware that there will be debate. He believes that there is a very bright group of individuals to use.

**Council Discussion**

Mr. Murphy said that one of the critical factors in this matter is the timing issue. Mr. Murphy said that a community advisory committee was discussed by the Council at the February 12, 2007 meeting and that through a straw poll the direction was that the community advisory committee could be done on phase two. He said staff is willing to pursue this but it has implications for the timelines. Mr. Murphy said that staff did try to include more innovative approaches to community engagement.

Council Member Cline spoke about the Safeway process and how it was successful.

Mr. Murphy said that the Safeway process was successful but it did take a bit of time. City Attorney McClure said that the Safeway process was a 3 1/2 year process. City Attorney McClure explained the past discussion and the timing constraints. Mayor Pro Tem Cohen said that on February 12,

2007 the direction was based on the issue of timing. He thanked staff for all its work and he is trying to reconcile the different forces. He believes the crux of the issue is that included among the stakeholders were architects and developers and they should not be running the process.

Council Member Robinson said that he agrees with many of the previous comments from Council. He believes there was clear enough direction on February 12, 2007 but now that he sees the scope he is not comfortable moving forward. He supports the use of a facilitator. He suggested a nine member body that would be appointed by the Council as a Brown Act body and that Members of the Housing and the Planning Commission be liaisons and not official members.

Mayor Fergusson stated that this is a big undertaking and she supports a process that is collaborative and built on trust. She feels that this has to be a collaborative effort and a consultant will not have that trust. She believes that Council will probably be able to give resources to this collaborative process but she thinks the community should own this. In her opinion, a nine person body is too few and the selection of the people would be difficult and polarizing. She pondered how to be completely inclusive. Mayor Fergusson proposed that there are technical things that need to be done as ground work. She suggested directing staff to look at the basic proposal and get a couple of volunteers from the Council to work and figure out what would be a collaborative effort with broad inclusivity that would move the process forward.

Council Member Boyle said that the intent is not to leave out the public, and he was impressed with the proposal as written. He believes that having a consultant is the best and most impartial way of getting resident input. Council Member Boyle recalled the experience with the Budget Advisory Committee (BAC) and even with a consultant it was hard to find consensus. He stated that the process is best managed by impartial outsiders who can handle the different views. While Council Member Boyle believes that residents should have a say, he believes that developers and architects have expertise and should be part of the process. Council Member Robinson envisioned that the nine person body would help manage the process and he does not think that an outside consultant can realize what the community wants. He is looking for a body that this consultant can report to, but that is not staff. He would like residents to oversee the process including doing checks and balances. Mayor Fergusson asked if there was any support to give staff direction to limit the scope to more technical items. Mayor Pro Tem Cohen said that his recollection of the February 12, 2007 meeting was that staff already has a list of projects that need to be memorialized. He believes that the proper task for the consultant is to do that. He supports a facilitator such as the Peninsula Conflict Resolution Center (PCRC) to do the community engagement piece and the consultant to do the rest of the work. Council Member Robinson supports the use of a facilitator for the task force. Mayor Fergusson does not believe that Council should design the community process tonight. She supports setting a budget of \$5,000 for PCRC to design the community engagement process. Council Member Robinson concurs but he also supports the consultant mentioned in this report. Council Member Cline stated that this consultant should do data gathering on what has been done before. Council Member Boyle asked about the BAC model and if this could be applicable. Mayor Pro Tem Cohen made comments about the process with the BAC. Mayor Fergusson sees using PCRC to help define a process that is efficient, inclusive and collaborative. She would invite PCRC to make a proposal to define a collaborative process.

Mr. McClure said that one task is the assimilation of the previous data and this could be authorized for Dyett and Bhatia and have it be reviewed and placed in a workable form. This would be limited to assembling data that has been gathered. The second piece might be to have PCRC and the group that did the Safeway process, provide a proposal for the collaborative effort. The third piece is whether the Council wants to create a task force to lead the community outreach. Mayor Pro Tem Cohen thinks it is a good idea; however, PCRC is his choice and in his opinion the BAC model could be followed. Council Member Robinson liked Mr. McClure's synopsis but he also agrees with the suggestion by Council Member Boyle. Council Member Robinson would like the body to have a well defined scope of work.

Council discussed a possible new scope of work. Council agreed with the approach listed under Task 1A in the staff report as a first step. Mayor Pro Tem Cohen believes that the BAC has a

history of acceptability and it means that part of the process does not need to be reinvented. Mayor Fergusson wanted PCRC to define a mission. Mayor Pro Tem Cohen offered to work with Council Member Boyle and come back to Council in a week with an idea on how best to handle this process. Mayor Fergusson said she would be grateful for this subcommittee.

Council Member Robinson stated that whatever comes out of this has to be a citizen driven statement. He noted that he will not support anything that will not achieve this goal. Council Member Cline commented that Council Member Robinson is describing a commission. He supports the PCRC process but noted that it is not the most organized way to get this done. Mayor Fergusson said that she hoped that the two Council volunteers will ask PCRC and Candace Hathaway for proposals on the process. Council Member Boyle said that the sessions with PCRC were good but not excellent. He does not believe the real hard work was done at the meeting. While it was a good process, he did not think they were the best and so he would like to see other proposals. Other Council Members agreed with Council Member Boyle and thought PCRC was good but that there are other experts in visioning processes. Council Member Robinson shared some of Council Member Boyle's concerns. Mayor Pro Tem Cohen invited the two Council Members who agreed to work together in the subcommittee. Mayor Fergusson commented that a subcommittee of two members that share the same views may not be useful.

**The new Council subcommittee is composed of Council Members Cline and Boyle.**

**M/S Cline/Boyle motion to use the Dyett & Bhatia to do Tasks 1A and 1C with a budget amendment of up to \$25,000 for consultant services and contingencies; including the analysis of the medical/dental use; and, with the cities to be studied to be Redwood City, Burlingame, Los Altos and San Carlos with two more cities being voted on later after the creation of a committee or a subcommittee. The motion includes the creation of a Council subcommittee formed of Council Members Cline and Boyle who will report back with a recommendation on a public engagement process. This subcommittee will report back to Council in approximately two weeks.**

Council Member Robinson said that Redwood City, San Carlos, and Los Gatos are his suggestions. Council Member Boyle liked San Carlos and Los Altos, but was not sure he supports Los Gatos. Mayor Fergusson said that learning from other cities will be a positive exercise. She would like to include: Burlingame, Redwood City, Los Altos and San Carlos as the suggested cities. The objective is for Council Members Cline and Boyle to come back next week. Council Members Cline and Boyle agreed on pushing it out another week and so they will report back to the Council in two weeks. Council Member Robinson wants to make sure that item Task 1B is addressed later. Mayor Fergusson agreed with that approach.

**Motion carries unanimously.**

Respectfully submitted,

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Silvia M. Vonderlinden, Certified Municipal Clerk

Approved at the Council Meeting of April 10, 2007.



**SPECIAL CITY COUNCIL MINUTES**

**Tuesday, April 3, 2007**

**5:45 p.m.**

**701 Laurel Street, Menlo Park, CA 94025**

**Menlo Park City Hall – First Floor Conference Room**

**and**

**REGULAR CITY COUNCIL**

**COMMUNITY DEVELOPMENT AGENCY**

**APPROVED EXCERPTS**

**Tuesday, April 3, 2007**

**7:00 p.m.**

**701 Laurel Street, Menlo Park, CA 94025**

**Menlo Park City Council Chambers**

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**I. COUNCIL MEMBER REPORTS**

**1. Oral report from the El Camino Real Visioning Project Subcommittee.**

Council Member Cline reported that the subcommittee interviewed various facilitators and that the big take away is that the public needs to be involved from the start. Council Member Boyle said he has spoken with Peninsula Conflict Resolution Center and Candace Hathaway and on April 17, 2007 the subcommittee will come back with more information.

Respectfully submitted,

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Silvia M. Vonderlinden, Certified Municipal Clerk

Approved at the Council Meeting of April 17, 2007.



**SPECIAL CITY COUNCIL AND  
COMMUNITY DEVELOPMENT AGENCY  
APPROVED EXCERPTS**

Tuesday, April 17, 2007

6:00 p.m.

701 Laurel Street, Menlo Park, CA 94025  
Menlo Park City Council Chambers

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**I. COUNCIL MEMBER REPORTS**

**1. Oral report from the Council Subcommittee on El Camino Real and Downtown  
Visioning Process.**

Council Member Cline said that the subcommittee has interviewed six sources and the next step is coming back to Council and discussing a process that works for Menlo Park. He said that there are only one or two consultants who can do this. Council consensus was to continue the item until next week.

Respectfully submitted,

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Silvia M. Vonderlinden, Certified Municipal Clerk  
Approved at the City Council Meeting of May 15, 2007.



**SPECIAL CITY COUNCIL  
and  
COMMUNITY DEVELOPMENT AGENCY  
APPROVED EXCERPTS**

Tuesday, April 24, 2007

6:00 p.m.

701 Laurel Street, Menlo Park, CA 94025  
Menlo Park City Council Chambers

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**I. COUNCIL MEMBER REPORTS**

**1. Oral report from the Council Subcommittee on El Camino Real and Downtown Visioning Process. (Continued from the City Council Meeting of April 17, 2007)**

Council Member Cline shared a mock flyer and outlined what he believes are key messages including that the process should be home grown and adaptive and will require a collaborative leadership effort as well as trust and inclusion from participants. Council Member Boyle outlined a process for a series of symposiums to which residents would be invited. The subcommittee members explained that rushing through this would not be a good solution, so the thought was to include many people and not pre-select the members of the committee. Mayor Fergusson thanked the Council Members for their work. The subcommittee will come back in two weeks with a delineated process, list of subject areas, speakers and a means to allow for the public to submit ideas.

Respectfully submitted,

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Silvia M. Vonderlinden, Certified Municipal Clerk

Approved at the Council Meeting of May 22, 2007.



**CITY COUNCIL**  
and  
**COMMUNITY DEVELOPMENT AGENCY**  
**DRAFT EXCERPTS**

Tuesday, May 8, 2007

7:00 p.m.

701 Laurel Street, Menlo Park, CA 94025  
Menlo Park City Council Chambers

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**I. COUNCIL MEMBER REPORTS**

Council Member Boyle reported on the downtown visioning project and he said that Mr. Murphy agreed to pull together a list of speakers and seminars including a potential budget. This item will come back on May 22, 2007.

Respectfully submitted,

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Silvia M. Vonderlinden, Certified Municipal Clerk

Submitted for approval at the Council Meeting of June 19, 2007.



# COMMUNITY DEVELOPMENT DEPARTMENT

Council Meeting Date: May 22, 2007  
Staff Report #: 07-095

Agenda Item #: F3

**REGULAR BUSINESS:** Consideration of and Possible Direction on the Council Subcommittee Report on the Next Steps of the El Camino Real/Downtown Visioning and Planning Process.

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## RECOMMENDATION

Staff recommends that the City Council consider the Council Subcommittee report (Attachment A) and provide direction to staff regarding the next steps of the El Camino Real/Downtown Visioning and Planning Process.

## BACKGROUND

On March 20, 2007, the City Council created a subcommittee of Council Members Boyle and Cline to formulate a recommendation to the full Council on the next steps in the El Camino Real/Downtown Visioning and Planning Process. The Council also authorized the appropriation of \$25,000 for consultant services to enable the City Manager to approve a scope of work with the firm of Dyett & Bhatia to analyze previous planning efforts in the El Camino Real/Downtown area, research the visioning and planning efforts of other cities, and analyze medical office uses. Staff has not yet entered into a contract with Dyett & Bhatia pending the work of the subcommittee. The Council Subcommittee has made several oral reports at the intervening council meetings in order to keep the rest of the Council apprised of the situation.

## IMPACT ON CITY RESOURCES

Pursuit of the next steps in the El Camino Real/Downtown Visioning and Planning Process would require both staff resources dedicated to the project, as well as a potential future appropriation from the General Fund Reserve for consultant services and contingencies.

## POLICY ISSUES

The El Camino Real/Downtown Visioning and Planning Process could result in policy clarifications or changes related to land use and transportation issues.

## **ENVIRONMENTAL REVIEW**

The Visioning phase (Phase I) is intended to be a planning study and as such would not be considered a project requiring environmental review under the California Environmental Quality Act (CEQA). Staff estimates that subsequent work during the Planning phase (Phase II) would require the preparation of an Environmental Impact Report.

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Justin Murphy  
Acting Community Development Director  
Report Author

## **PUBLIC NOTICE**

Public Notification was achieved by posting the agenda, with this agenda item being listed, at least 72 hours prior to the meeting.

## **ATTACHMENTS**

A. Council Subcommittee Report

## **Attachment A**

### **EI Camino Real/Downtown: Visioning and Planning**

#### Council Subcommittee Report

#### Phasing Framework and Phase 1.1 Outline

##### **Phase 1: Visioning Process**

- 1.1 Discussion (June through December 2007)
- 1.2 Debate (January through June 2008)
- 1.3 Decision (July 2008)

##### **Phase 2: Planning Process (August 2008 to July 2009)**

- 2.1 Draft Plan
- 2.2 Environmental Review
- 2.3 Final Plan

*Note: Timelines for all phases other than Phase 1.1 are rough estimates for discussion purposes only.*

#### **Concepts/Parameters for Discussion Phase of Vision Process (Phase 1.1)**

- Speaker series held on Tuesdays before Council meetings in the Council Chambers with a 5:30 p.m. start time and a 6:45 p.m. end time
- Concept is generally similar to the Forum in Redwood City <http://www.ci.redwood-city.ca.us/misc/morehottopics/forum.html> which has held 30 sessions over the past 5 years
- Presentations will be broadcast on cable and streamed on the web. Archived versions will be available for future on demand viewing.
- Council members would not sit up at the dais.
- Targeting approximately 7 sessions (First 6 sessions could be every other week from August 28 to November 6 and the 7<sup>th</sup> session could be on December 4; actual dates to be established once speakers are lined up)
  - One session in August (August 28)
  - Two sessions in September (September 11, 18 or 25)
  - Two sessions in October (October 2, 9, 16, 23, 30)
  - One session in November (November 6)
  - One session in December (December 4)

- The following is a list of potential topics and/or themes:
  - Visioning – What is it and what have other cities done?
    - Dyett & Bhatia could present its summary of research of four other cities.
  - History and Context – What has happened in the past and what is currently in the works?
    - Past efforts
      - Dyett & Bhatia could present its summary of past efforts.
    - Current efforts
      - Grand Boulevard Initiative
  - Land use, building forms and designs
  - Transportation (Mobility and Access)
    - Automobiles
    - Transit (Bus and Fixed Rail)
    - Bicycle
    - Pedestrian (Walkability)
  - Parking
    - Public and private
    - Off-street and on-street
    - Surface lots and structured
  - Economics of Housing
    - Affordability
    - Special needs (e.g., seniors)
  - Economics of Fiscally Beneficial Land Uses
    - Retail,
    - Restaurants and
    - Hotels
  - Defining Stakeholders
  - Planning and Implementation Tools
    - Specific, Precise, Area Plans
    - Design Guidelines
    - Form Based Codes
- Assumptions for organizing and advertising sessions
  - Staff will handle the logistics of arranging the events
  - Council subcommittee will make decisions on topics and speakers
  - Solicit ideas from community for topics and specific speakers via newspaper ad and email to interested parties through the end of June.
  - Consider a budget appropriation next fiscal year to compensate speakers for time and travel expenses if necessary. A rough estimate of \$2,000 per speaker could be used for discussion purposes assuming the speaker is not conducting research customized for Menlo Park.
  - A “Project Page” on the City’s website would be created and would allow people to subscribe for email updates.
  - Run print ads in the Almanac

- Commence a concurrent process for preparing a Request for Proposals for the Debate Phase (Phase 1.2) with a goal of selecting a firm by the end of December 2007.

**Draft Schedule for the Speaker Sessions**

<b>Session</b>	<b>Date</b>	<b>Topic</b>	<b>Speaker</b>
Session 1	August 28, 2007 <i>(4<sup>th</sup> Tuesday of month)</i>	<u>History and Context</u> : What has Menlo Park done in the past?	Dyett & Bhatia
Session 2	September 11, 2007 <i>(2nd Tuesday of month)</i>	<u>Comparisons</u> : What have other Cities done?	Dyett & Bhatia
Session 3	September 25, 2007 <i>(4th Tuesday of month)</i>	TBD	TBD
Session 4	October 9, 2007 <i>(2nd Tuesday of month)</i>	TBD	TBD
Session 5	October 23, 2007 <i>(4th Tuesday of month)</i>	TBD	TBD
Session 6	November 6, 2007 <i>(1st Tuesday of month)</i>	TBD	TBD
Session 7	December 4, 2007 <i>(1st Tuesday of month)</i>	TBD	TBD