EL CAMINO REAL/DOWNTOWN SPECIFIC PLAN

Final Specific Plan, EIR, and Associated Actions; Specific Plan Preparation Fee

City Council

Tuesday, June 5, 2012

Meeting Overview

- Overview presentation
- Council technical/clarification questions
- Receive public comment
- Discussion and actions
  - Environmental Review
  - Specific Plan and Associated General Plan Amendments, Zoning Ordinance Amendments, and Rezonings
  - Specific Plan Preparation Fee

El Camino Real/Downtown Specific Plan

- Multi-year process to establish a clear long-term plan for the El Camino Real corridor and Downtown.
- Specific Plan process preceded by an initial visioning exercise to define broad goals
- Extensive community engagement and documentation of process on project web page (www.menlopark.org/specificplan)

El Camino Real/Downtown Specific Plan

What is the Specific Plan?

- A clear and action-oriented plan for the next 20 to 30 years
- A detailed framework for public space improvements
- A strong foundation for private development

What is it not?

- An individual private development project
- A final decision on every public improvement

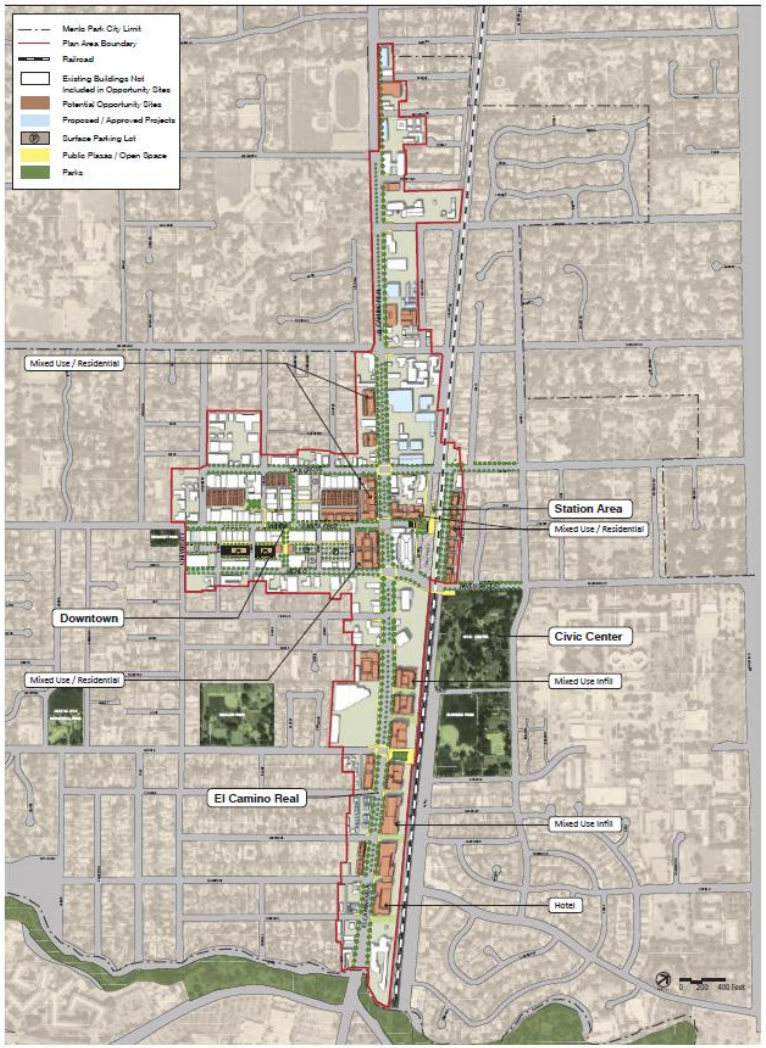
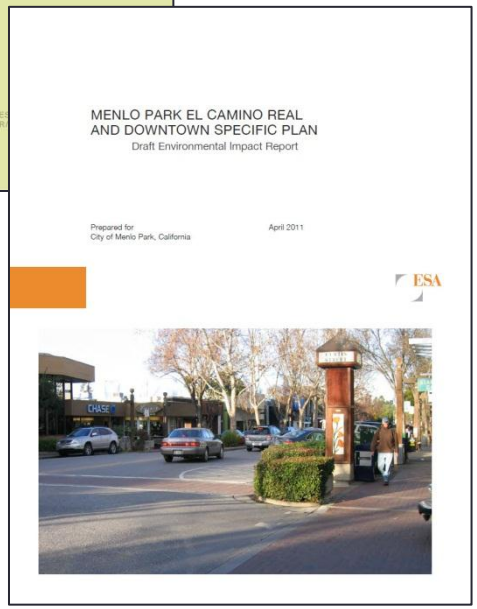


Figure C6. Illustrative Plan

El Camino Real/Downtown Specific Plan



Draft Specific Plan

- Released April 7, 2010
- Promoted through open houses and Planning Commission study session

Draft EIR

- Released April 29, 2011
- Informational presentations with the Bicycle, Environmental Quality, Housing, Parks and Recreation, and Transportation Commissions
- Planning Commission public hearing
- Written comments solicited

El Camino Real/Downtown Specific Plan

- Draft Specific Plan reviewed comprehensively in Summer-Fall 2011

Body	Date	Focus
Planning Commission	July 11, 2011	Overview/background and public input
Planning Commission	July 21, 2011	Station Area
Planning Commission	July 28, 2011	Downtown
Housing Commission	August 3, 2011	Housing
Planning Commission	August 4, 2011	El Camino Real
Transportation Commission	August 10, 2011	Transportation
Transportation Commission	August 18, 2011	Transportation
Planning Commission	August 22, 2011	Review/wrap-up
City Council	August 30, 2011	Introduction/overview; Council review process; Station Area and ECR SE review
Bicycle Commission	September 12, 2011	Bicycle improvements
City Council	September 13, 2011	Downtown and El Camino Real (other than ECR SE zoning district) review
Bicycle Commission	September 19, 2011	Bicycle improvements
City Council	September 20, 2011	Non-geographic topics (public benefit, FIA, bicycle/pedestrian network)
City Council	October 4, 2011	El Camino Real (other than ECR SE) review; review and wrap-up

El Camino Real/Downtown Specific Plan

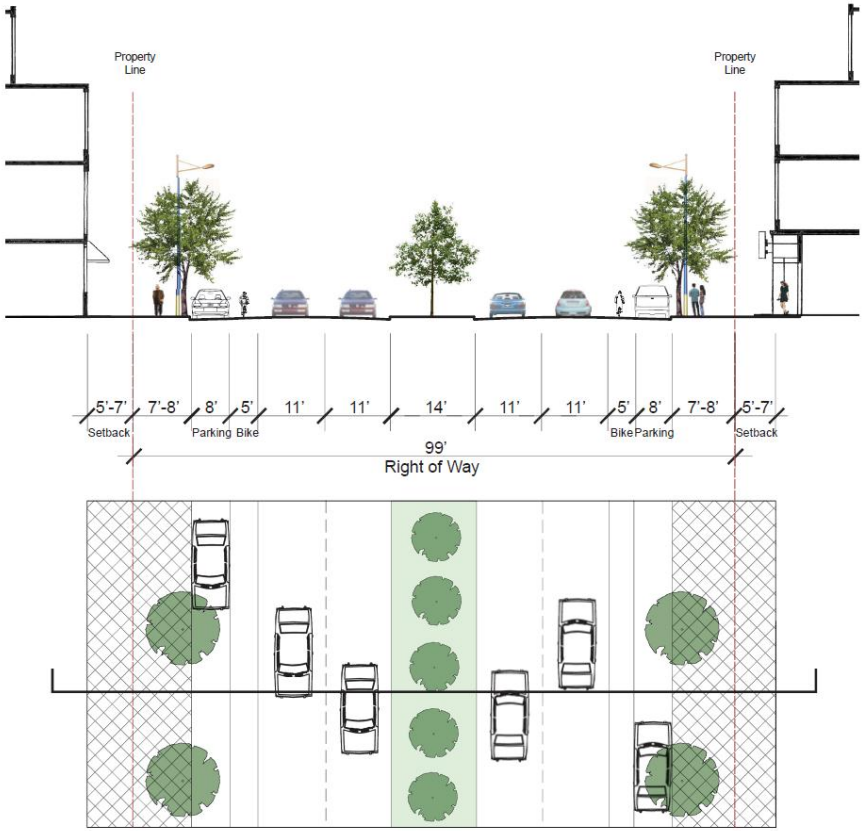
- Final City Council direction reflective of diverse public input
- Scope of work and budget for certain additional services reviewed and approved by City Council in December 2011
- Plan revised during October 2011 – April 2012 to address direction, concurrent with responses to comments on the Draft Environmental Impact Report (EIR)
- Final Specific Plan and EIR released April 19, 2012

Changes from Draft Specific Plan

Chapter D: Public Space

- Trial Implementation: The Santa Cruz Avenue Sidewalks, Santa Cruz Avenue Central Plaza, Chestnut Paseo, Market Place, and Pocket Park improvements are required to be implemented on a trial basis, before moving forward with permanent installations.

Changes from Draft Specific Plan



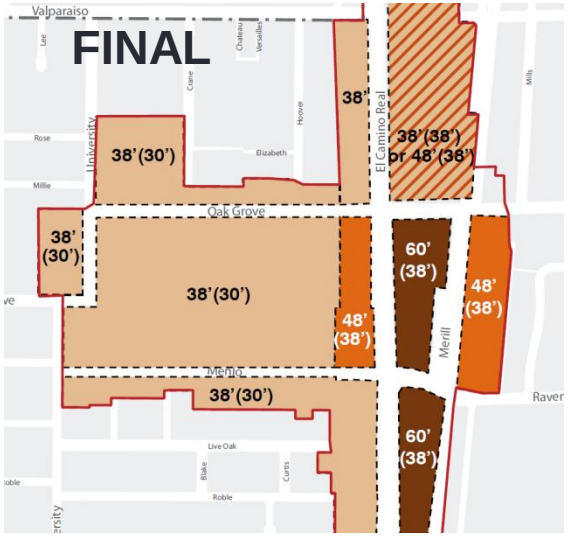
Chapter D: Public Space

- North-South Walkability and East-West Connectivity: Expanded sidewalks along El Camino Real between Menlo/Ravenswood Avenues and Valparaiso/Encinal Avenues retained, but now achieved through increased building setbacks, (not by relocating the curb line and reducing lane widths). Proposal for east-west curb extensions (or "bulb-outs") has been removed from the Plan.
  No changes to El Camino Real car through-lanes are proposed, and any future changes to ECR bicycle infrastructure will require future comprehensive study and separate action.

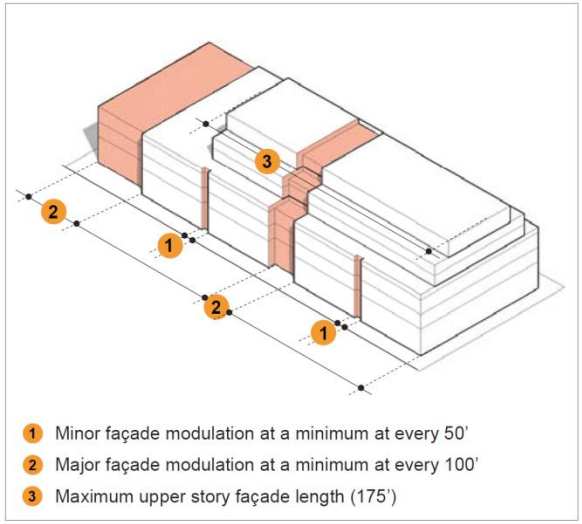
Changes from Draft Specific Plan

Chapter E: Land Use + Building Character

- Building Heights:
  - *SA W, SA E, and ECR SE districts:*
    Maximum façade heights reduced from 45 feet to 38 feet
  - *SA W district and SA E (Alma Street):*
    Maximum building heights reduced from 60 feet to 48 feet
  - *D district:*
    For parking garages, maximum building heights reduced from 48 feet to 38 feet and maximum façade heights reduced from 38 feet to 30 feet
  - *ECR NE and ECR NE-R districts:*
    Maximum building heights increased from 38 feet to 48 feet, with application of a 38-foot façade height and provision of public benefit



Changes from Draft Specific Plan



Building façade modulation

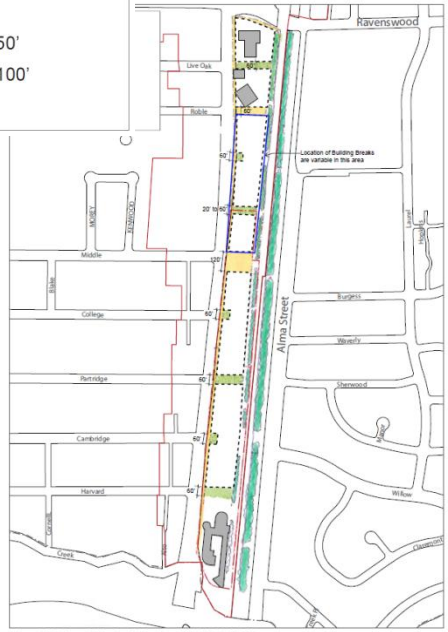


Figure E9. Minimum Building Break Requirements in ECR SE District

Chapter E: Land Use + Building Character

<u>Massing and Modulation</u>: New detailed *building break*, *façade modulation*, and *upper story façade* length requirements have been added, to ensure that buildings are varied and non-monolithic. *Building profile* requirements also revised. Requirements for ECR SE reviewed and revised comprehensively.

Changes from Draft Specific Plan

Chapter E: Land Use + Building Character

- Non-Parking Improvements on Downtown Parking Plazas: Except for the limited market place concept, downtown parking plazas may not be used for non-public purposes.
- Sustainability: Sustainable practices reviewed and revised comprehensively.

Changes from Draft Specific Plan

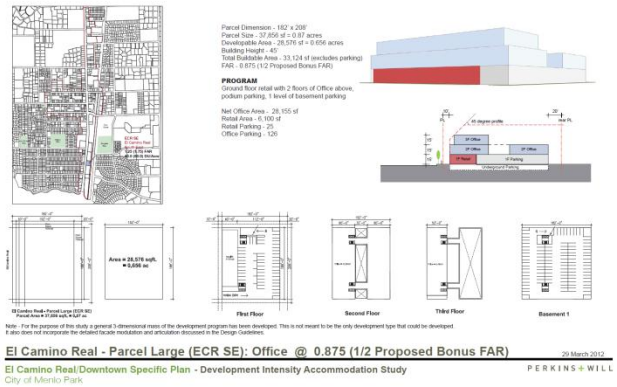
Chapter E: Land Use + Building Character

- Public Benefit Bonus and Structured Negotiation: Greater specificity provided on the structure of the review process. Planning Commission public study session required prior to a full application, informed by appropriate fiscal/economic analysis. The list of recommended public benefits has been expanded with public suggestions, and a process is established for the City Council to review and revise the list over time.

Changes from Draft Specific Plan

Chapter E: Land Use + Building Character

- Public Benefit Bonus and Structured Negotiation: Recommendations informed by detailed feasibility analysis, which determined that (given typical land and construction costs) residential development appears to be moderately feasible, and office development appears to be infeasible. As such, the recommended density and intensity standards for the Base level maximum and the Public Benefit Bonus level maximum have been retained.



APPENDIX B
El Camino Real Small Parcel (ECR NW)
Proposed Bonus FAR & New Zoning Standards
Office

	Unit	Amount	Total Project
DEVELOPMENT COSTS			
Hard Costs			
Landscaping	Per sf	$10	$47,450
Site work/demolition	Per sf	$10	$196,620
Commercial Office	Per gross sf	$200	$2,949,621
Retail	per sf	$185	$980,500
Residential			
Condo	Per gross sf	$250	
Townhouse	Per gross sf	$200	
Parking			
Surface	Per space	$5,000	$0
Podium	Per space	$20,000	$440,000
Underground level 1	Per space	$35,000	$1,995,000
Underground level 2	Per space	$40,000	$0
Subtotal Hard Costs			*$6,609,191*
Soft Costs			
Sales and Marketing Costs	Pct revenues	3%	$263,584
Purchase, Concept, Entitlements, etc	Pct hard costs	2%	$99,138
A&E	Pct hard costs	13%	$859,195
Developer costs/overhead	Pct hard costs	3%	$198,276
OCIP	Per res unit	$9,000	
City Fees	Pct hard costs	6%	$408,478
Other indirect	Pct hard costs	5%	$330,460
Subtotal Soft Costs		*33%*	*$2,179,131*
Financing Costs			
Construction Loan Fee			$47,127
Construction Interest			$377,019
Total Financing Costs			*$424,146*
Subtotal Above Costs			*$9,212,468*
Developer Return on Cost		12%	$1,105,496
REVENUES			
Commercial Office	Per net sf	$525	$6,580,875
Retail	Per net sf	$542	$2,871,938
Residential			
Condominium	Per Unit	$945,000	
Townhouse	Per Unit	$930,000	
BMR	Per unit	$370,000	
Subtotal Revenues			*$9,452,813*
Residual Land Value	Project		-$865,152
Residual Land Value per square foot	Per sf		-$44

Changes from Draft Specific Plan

Chapter F: Circulation

- Bicycle Improvements: New category added: "*Future Class II/Minimum Class III*", for areas where bicycle lanes are desired long-term, but are not necessarily feasible in the short term due to constraints, such as a need for removal of on-street parking.
  Bicycle parking standards have also been reviewed and revised.
  No changes to El Camino Real car through-lanes are proposed, and any future changes to ECR bicycle infrastructure will require future comprehensive study and separate action.

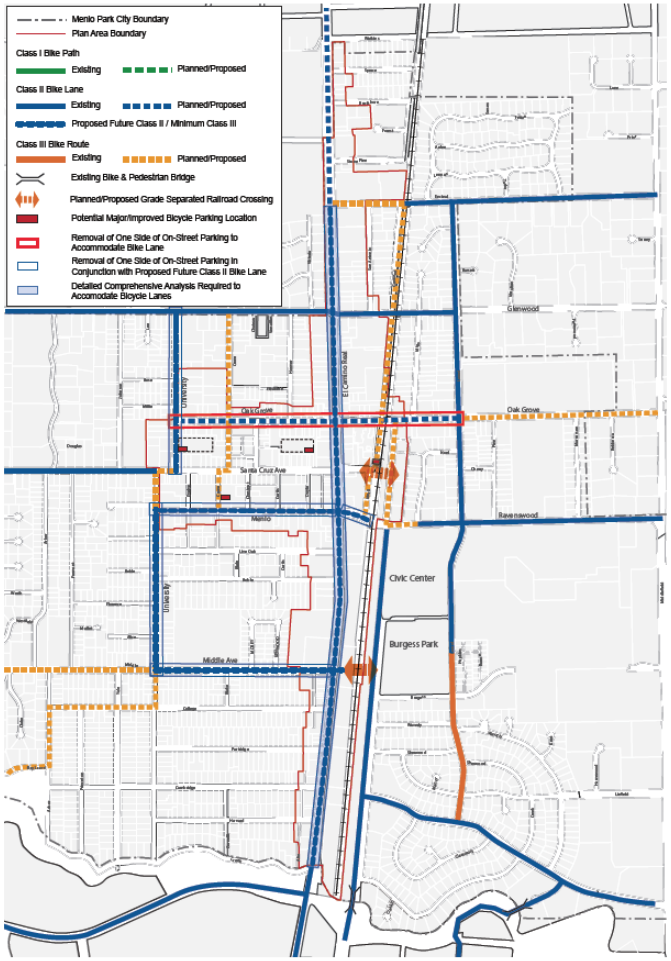
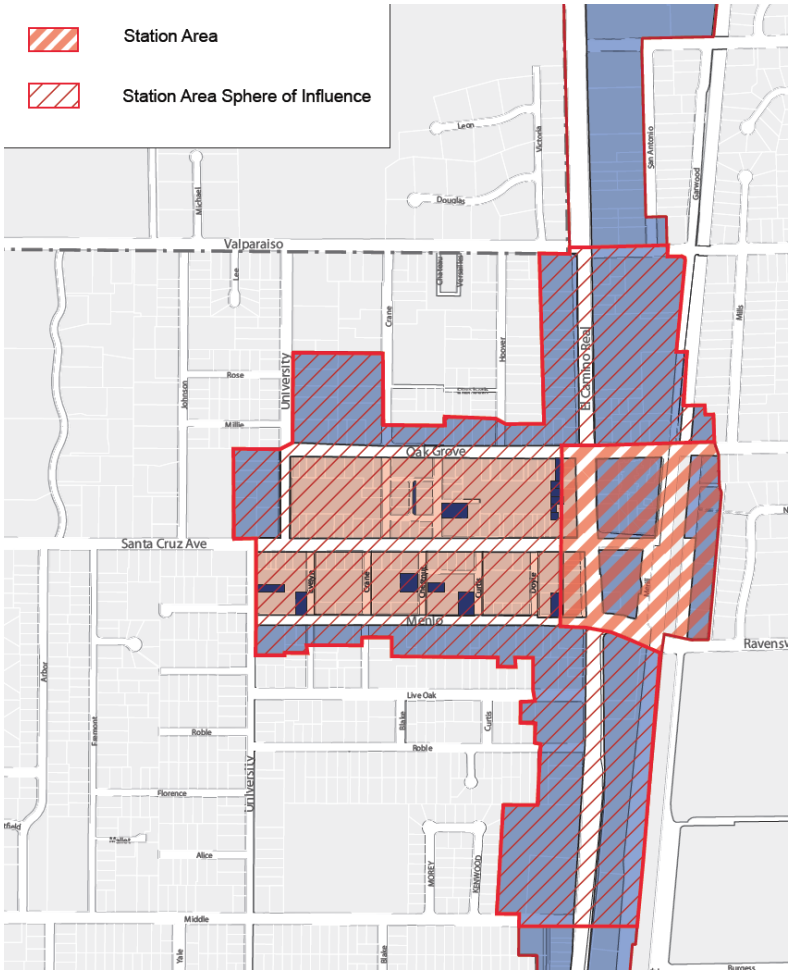


Figure F3. Bicycle Facilities

Changes from Draft Specific Plan



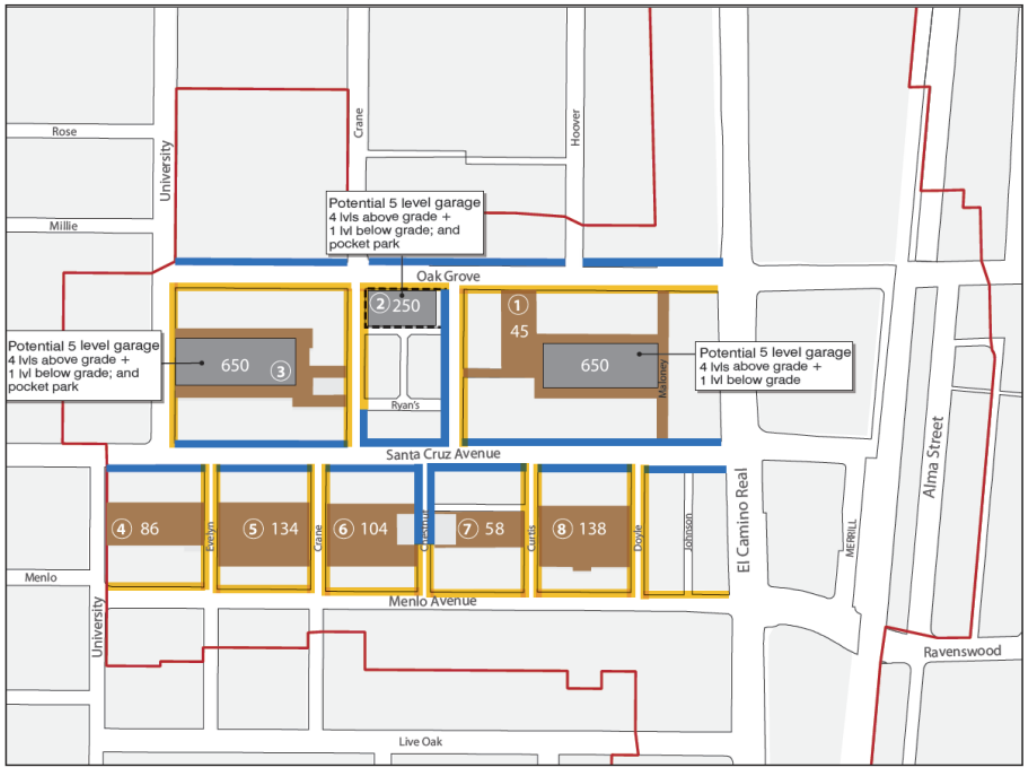
Chapter F: Circulation

- <u>Residential Parking Standards</u>: In recognition of the area's proximity to transit, the minimum parking standard has been lowered to one (1) space per unit in the Station Area and nearby. In addition, a maximum parking standard of 1.5 spaces per unit has been established in the Station Area.

Changes from Draft Specific Plan

Chapter F: Circulation

- Downtown Parking: Parking Plaza 2 has been added as a potential location for structured parking, in addition to Parking Plazas 1 and 3. However, the Plan retains a two-garage maximum.



Changes from Draft Specific Plan

Chapter G: Implementation

- Maximum Allowable Development: Clarifications have been made to specify that the Specific Plan would itself need to be amended, and additional environmental review conducted, in order to permit development in excess of the listed caps.
- Phasing of Public Improvements: The requirement for certain Downtown public space trial improvements has been included here, along with limits on multiple projects occurring in close proximity at the same time and requirements for programs to minimize fiscal and convenience effects on businesses.

Chapter G: Implementation

- Standards and Guidelines: Standards ("shall" statements) and guidelines ("should" statements) have been comprehensively reviewed and revised. A number of guidelines have become standards, in order to provide greater certainty on key issues.

Planning Commission Recommendations on Specific Plan

- Prioritize Parking Management Plan
- Revise LEED requirements to allow for alternate verification process
- Public Benefit: prioritize publicly-accessible elements
- Review/revise El Camino Real side setbacks
- Review building profile requirements
- Allow for flexibility for curb extensions (“bulb-outs”)
- Require ongoing, two-year review of the Specific Plan
- Public Benefit: prioritize the Middle Avenue crossing

Commission recommendations require City Council discussion/action in order to be incorporated

General Plan and Zoning Ordinance Amendments

- Specific Plan designed to be a largely “all-inclusive” document
- General Plan and Zoning Ordinance Amendments required to implement the Specific Plan are relatively limited
- New Zoning District *(SP-ECR/D)* created, to refer to Specific Plan; preempted Districts deleted
- Small changes to Architectural Control and Variances sections
- Modifications to the Nonconforming Uses and Buildings chapter to designate that existing buildings will not be considered nonconforming as a result of the Specific Plan and that existing discretionary approvals will continue to be honored and enforced

Environmental Review

- Final EIR primarily consists of comments received on the Draft EIR and associated responses.
- No substantive conclusions of the Draft EIR have changed. However, in some cases, Draft EIR comments have resulted in changes to the EIR text. In addition, some Draft EIR comments have resulted in changes to the Specific Plan itself.
- CEQA requires the adoption of a Statement of Certification, a Mitigation Monitoring and Reporting Program (MMRP), and Findings for Certification.
  - The Statement of Certification states that the City has met all procedural requirements of CEQA, that the reviewing body has reviewed the EIR, and that the EIR reflects the City's independent judgment.
  - The MMRP establishes responsibility and timing for implementation of all required mitigation measures.
  - The Findings for Certification address the potentially significant impacts identified in the EIR, describing the impact, the mitigation, and whether or not the impact has been mitigated or is significant and unavoidable.

Environmental Review

- In order to approve the project with significant and unavoidable environmental impacts, the City Council must adopt a Statement of Overriding Considerations. This is a specific finding that the project includes substantial benefits that outweighs its significant, adverse environmental impact. Benefits include the following:
  - The Project is the product of a transparent, multi-year process designed to develop community consensus. The Project has benefitted from unprecedented levels of public outreach and participation, and has been informed by appropriate analyses.
  - The Project will enhance the public realm, through an integrated network of public spaces, including widened sidewalks, plazas and parks, that invites strolling and public gathering and allows for community life, identity and sense of place.
  - The Project will create a more active, vibrant downtown and station area, with a mix of retail, residential and offices uses that complement and support one another and bring vitality, including increased retail sales, to the area.
  - The Project will enhance connectivity and walkability throughout the plan area.
  - The Project recognizes and promotes healthy living and activity by encouraging walking, biking and access to transit as alternatives to vehicular use.

Specific Plan Preparation Fee

- State law enables jurisdictions to defray costs for Specific Plan preparation (including the EIR) through fees applied directly to future development
- Total project costs divided by projected development program result in a proposed fee of $1.13/square foot
- Proposed fee should not negatively affect the feasibility of development
- If approved by the City Council this evening, the fee would take effect on August 5, 2012

Next Steps

- Meeting Process
  - Technical or clarification questions
  - Public Comment
  - Discussion and actions:
    - Environmental Review
    - Specific Plan and Associated General Plan Amendments, Zoning Ordinance Amendments, and Rezonings
    - Specific Plan Preparation Fee

- Next Steps (if all initial actions conducted tonight)
  - City Council Ordinance Readings – June 12, 2012

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