

October 13, 2009

# Menlo Park Specific Plan

City of Menlo Park

Perkins+Will  
ESA  
Fehr Peers  
Strategic Economics  
BKF



# Agenda

## Schedule

Emerging Plan – Review of Community Meeting #3

Review of 1 October Oversight/Outreach Committee Meeting

Review of 5 October Planning Commission Meeting

Next Steps – Specific Plan and EIR

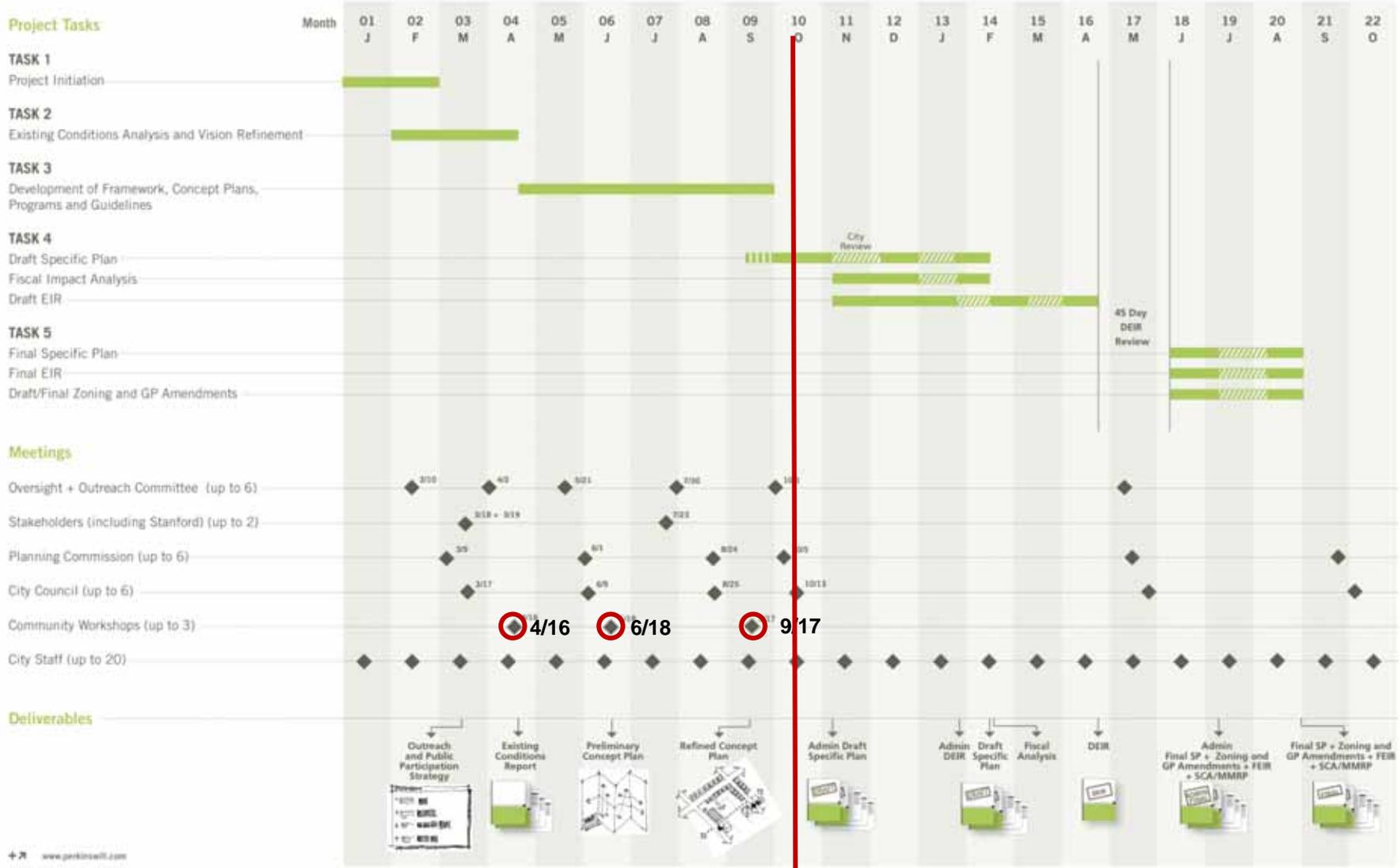
Private Development and Public Benefit

Questions for City Council

# Schedule

**Project Schedule — DRAFT**  
**Menlo Park El Camino Real/Downtown Specific Plan, EIR and Amendments**  
**17 July 2009**

PER  
+



PERKINS+WILL

# Next Steps

- Outreach/Oversight Committee Meeting October 1
- Planning Commission Meeting October 5
- City Council Meeting October 13
- Draft Specific Plan/Draft EIR Work Commences Mid-October

*Note: Next steps discussed in more detail later in the presentation.*

Emerging Plan:

Review of Community Meeting #3

# Community Workshop #3

September 17, 2009

## Format

- Doors Open/Preview 6:30 PM
- Presentation 7:00 PM to 7:30 PM
- Open House 7:30 to 8:45 PM
  - Four Identical Stations describing the Emerging Plan
  - Two Facilitators at Each Station
  - Questionnaire to Complete
  - Discussion/Dialog among Attendees
- Public Comment 8:45 to 9:30 PM
- Closing Comments 9:30 to 9:45 PM



El Camino Real/Downtown Specific Plan  
City of Menlo Park



El Camino Real/Downtown Specific Plan  
City of Menlo Park



El Camino Real/Downtown Specific Plan  
City of Menlo Park

# Community Workshop #3

September 17, 2009

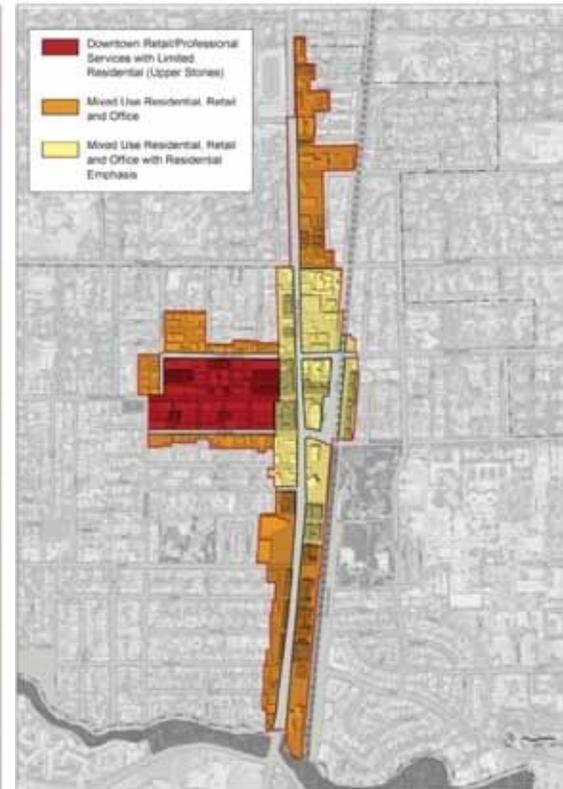
## Workshop Boards

1. Emerging Plan
2. Public Space
3. Building Character
4. Vibrancy/Land Use Economics
5. Connectivity + Traffic

## Illustrative Plan



## Proposed Land Use Plan



Vibrant Downtown



Connected Places



Walkability



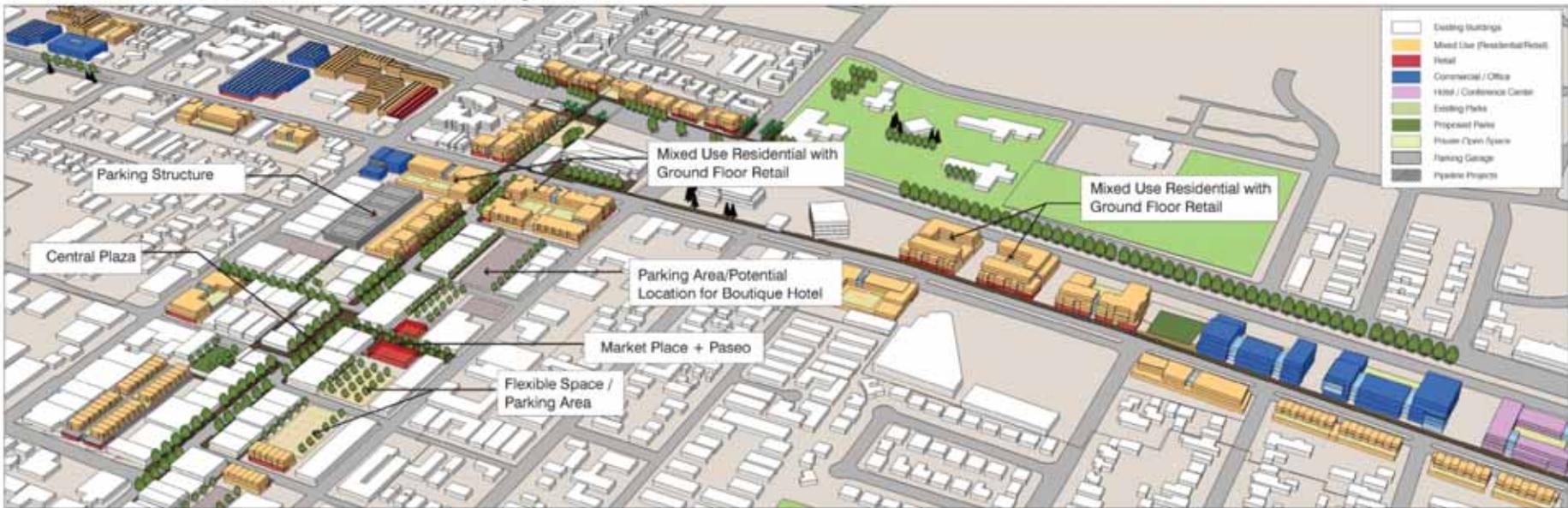
Living Downtown/Station Area



Integrating the Boulevard



## Potential Scenario of Development



## Downtown Public Space



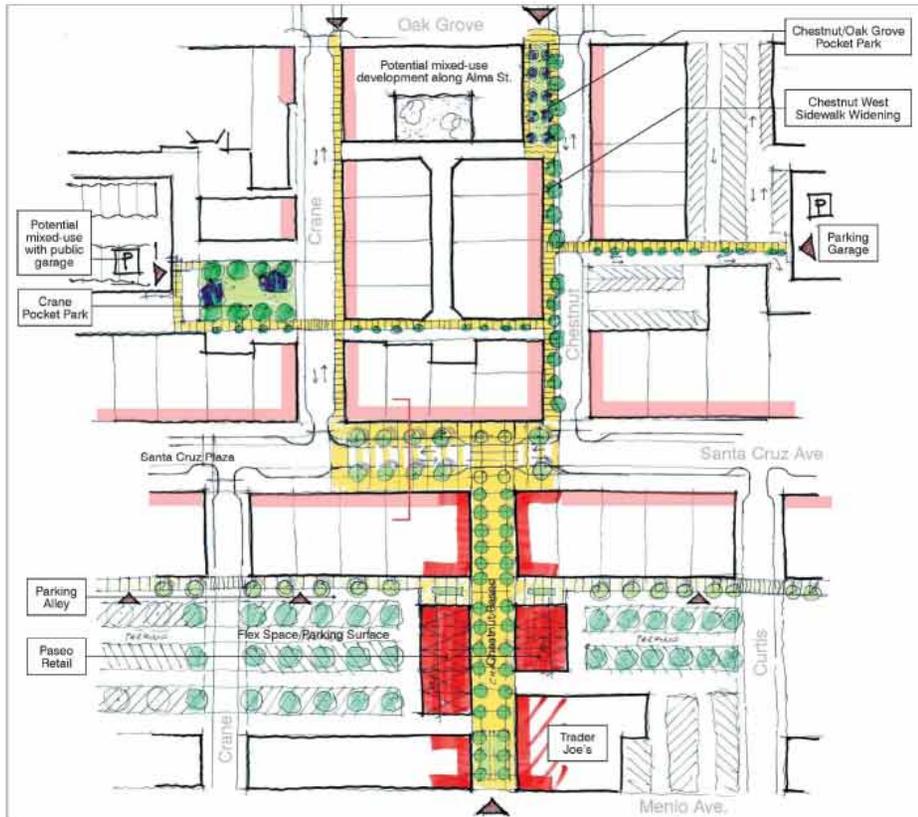


Illustration of Key Public Spaces Downtown



Illustration of Station Area

# Workshop #3: Public Space (Board 2A)

September 17, 2009

## 1. Does the Emerging Plan have an adequate diversity of public spaces?

**Yes—35**

**For the most part—36**

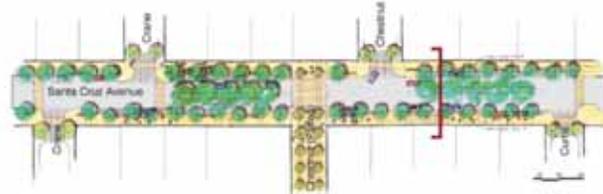
**Not really—7**

**No—1**

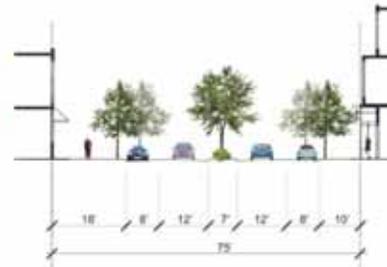
Summary: Strong support/affirmation that the Emerging Plan provides an adequate diversity of public space—90% answered ‘yes’ or ‘for the most part.’

## Santa Cruz Avenue Streetscape Concepts

### Option 1: Moderate Streetscape Improvements (Median Trees Retained)



Plan of Santa Cruz Avenue with major Streetscape Improvements



Section through Santa Cruz Avenue

- New Street Design with Diagonal Parking Removed and Median Trees Retained
- Two Traffic Lanes with Parallel Parking
- One Narrow Sidewalk and One Wide Sidewalk



12' wide sidewalk, Palo Alto, CA



Illustration of 18' wide sidewalk

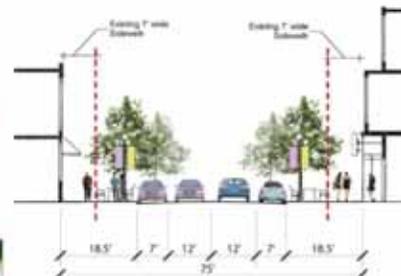


Existing Santa Cruz Ave.

### Option 2: Major Streetscape Improvements (Median Trees Removed)



Plan of Santa Cruz Avenue with major Streetscape Improvements



Section through Santa Cruz Avenue

- New Street Design with Diagonal Parking and Median Trees Removed
- Two Traffic Lanes with Parallel Parking
- Two Extra-Wide Sidewalks



18'-20' Pacific Avenue, Santa Cruz, CA



Illustration of 18.5' wide sidewalk



Existing Santa Cruz Ave.



# El Camino Real Streetscape Concept



El Camino Real Downtown - Proposed Cross-Section



El Camino Real South - Proposed Cross-Section

# Workshop #3: Public Space (Board 2B)

September 17, 2009

## 2. Regarding Santa Cruz Avenue, do you prefer:

**Option 1 (varied/wider sidewalks; retain median trees)—42**

**Option 2 (widest sidewalks; remove median trees)—31**

Summary: This was the closest split of all questions—58% supported Option 1, although submitted comments indicated some significant support for removing median trees to widen sidewalks.

September 17, 2009

# Building Character

3

## Height + Massing

### Potential Scenario of Development



#### Downtown Village Character

The Emerging Plan supports and enhances Downtown's village character, defined as a pedestrian-oriented district with smaller-scale buildings (2 to 3 stories), individual storefronts, local "authentic" businesses, and informal public spaces.

#### El Camino Real/Station Area Character

In support of transit and downtown businesses, the El Camino Real Corridor and Station Area fosters a pedestrian-oriented district with a higher intensity of development (3 to 5 stories). Buildings in this area have a mixed-use residential emphasis, with minimal setbacks for ground-floor retail and step-backs on upper stories. The plan proposes a transition in scale to match Downtown's village character and adjacent residential neighborhoods.

#### El Camino Real North/South Character

As appropriate to the lot size and scale of the El Camino Real corridor, the plan supports higher intensity development, with 3 to 5 stories along the east-side (South El Camino Real) and 2 to 3 stories on the west-side. Buildings should employ varied massing and setbacks, with step-backs along the upper-stories and a gradual transition in scale towards adjacent neighborhoods.

September 17, 2009

# Building Character

3

## Downtown Village Character



2-3 stories mixed use: Ground floor retail with residential above



Santa Cruz Avenue at Curtis: 2-3 stories

September 17, 2009

# Building Character

3

## El Camino Real/Station Area Character



3-5 stories mixed use: Ground floor retail with residential above

Santa Cruz Avenue at El Camino Real: 3-5 stories

September 17, 2009

# Building Character

3

## El Camino Real/Station Area Character



ECR at Ravenswood looking north: 3-5 stories



5 storied mixed use: Ground Floor retail with residential above. Top story stepped back.

September 17, 2009

# Building Character

3

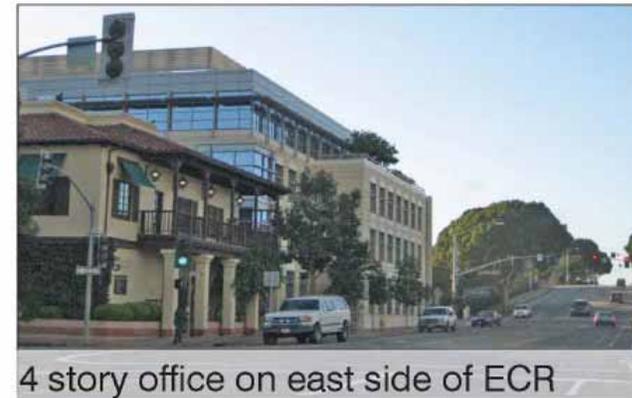
## El Camino Real North/South Character



ECR at Partridge looking north: 3-5 stories



3 story residential on east side of ECR



4 story office on east side of ECR

September 17, 2009

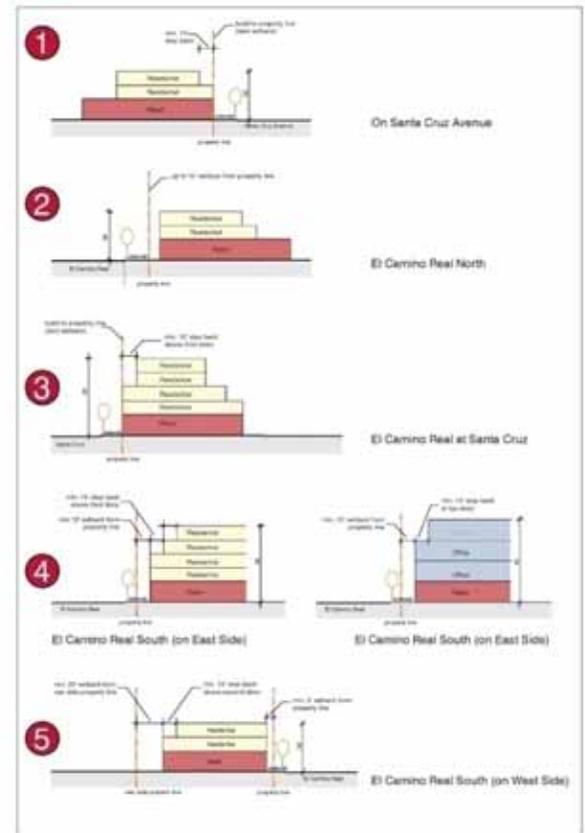
# Building Character

3

## Existing Building Heights per Menlo Park Zoning Ordinance



## Proposed Building Heights, Setbacks + Step backs



# Workshop #3: Building Character (Board 3)

September 17, 2009

## 4. Does the Emerging Plan reflect an appropriate building character and massing for:

### A) Downtown?

**Yes—30**

**For the Most Part—30**

**Not Really—6**

**No—9**

### B) El Camino Real?

**Yes—30**

**For the Most Part—26**

**Not Really—5**

**No—10**

Summary: Strong support/affirmation of the Emerging Plan's appropriateness of building character and massing for both downtown and El Camino Real – 80% answered 'yes' or 'for the most part' for downtown; 79% answered 'yes' or 'for the most part' for El Camino Real.

September 17, 2009

# Vibrancy + Land Use Economics 4

## Fiscal Impact

The fiscal impact analysis looks at how potential new development resulting from the Emerging Plan could impact the City's General Fund on an annual basis.

Emerging Plan Land Use Program

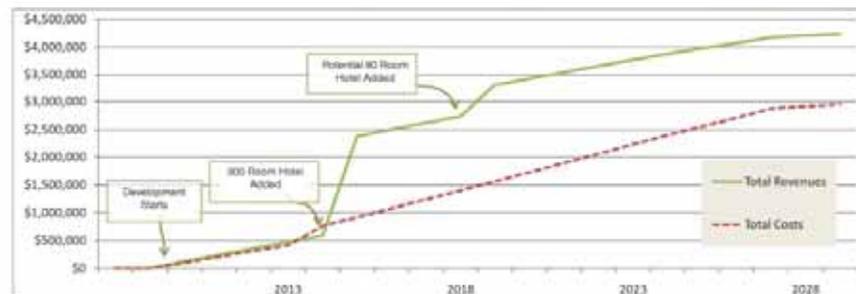
Land Uses	Emerging Plan Projects	Proposed and Approved Projects	Grand Total
Residential Units	680	130	810
Retail SF (net)	91,800	14,800	106,600
Commercial SF (net)	240,820	105,725	346,545
Hotel Rooms	380	—	380
New Parking Supply (spaces)	3,670	969	4,639

The Emerging Plan could add: 1,537 new residents + 929 new jobs

### Fiscal impact change over time

The Emerging Plan will have a positive fiscal impact on the City's General Fund

Fiscal Impact over time throughout Development of Emerging Plan (2009-2030)



Source: City of Menlo Park, Strategic Economics, 2009.

September 17, 2009

# Vibrancy + Land Use Economics 4

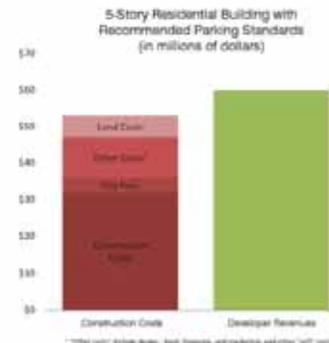
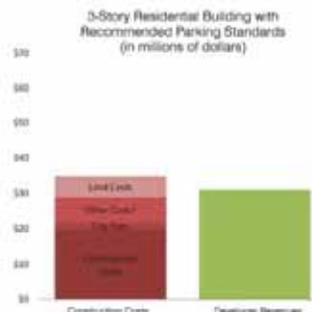
## Financial Feasibility

The Financial Feasibility Analysis tests how the variables of building heights and parking requirements can affect project financial feasibility and city impact fees (roads, parks, schools) and BMR housing.

### Increased Heights and Development Feasibility

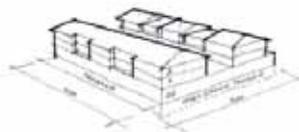
Increasing height limit improves project feasibility and makes it more likely that mixed-use development will occur. Taller buildings also provide more space for office workers and residents in the downtown, who support local businesses.

#### Generic Residential Development

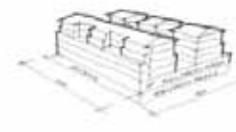


Source: City of Menlo Park, Strategic Economics, Perkins+Will, Fahr and Peers, 2009.

- 200' x 200' Parcel
- 30 Residential Units
- 14,200 SF Retail
- 100 Parking spaces - 1 level above ground + 1 level below ground



- 200' x 200' Parcel
- 68 Residential Units
- 8,000 SF Retail
- 170 Parking spaces - 1 level above ground + 1 level below ground



September 17, 2009

# Vibrancy + Land Use Economics 4

## Financial Feasibility

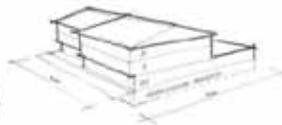
The Financial Feasibility Analysis tests how the variables of building heights and parking requirements can affect project financial feasibility and city impact fees (roads, parks, schools) and BMR housing.

### Generic Office Development

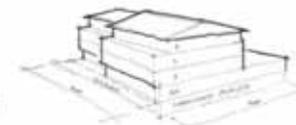


Source: City of Menlo Park, Strategic Economics, Perkins + Will, Fehr and Peers, 2009.

- 200' x 200' Parcel
- 9,000 SF Retail
- 42,000 SF Office
- 200 Parking spaces - 2 levels above ground + 1 level below ground



- 200' x 200' Parcel
- 9,000 SF Retail
- 61,000 SF Office
- 265 Parking spaces - 2 levels above ground + 1 level below ground



September 17, 2009

# Vibrancy + Land Use Economics 4

## Increased Heights and Impact Fees

Increasing height limit provides additional impact fees for parks, schools, and roads and opportunities for below market rate (BMR) housing.

### City Impact Fees



Source: City of Menlo Park, Strategic Economics, 2009.

# Workshop #3: Land Use Economics (Board 4)

September 17, 2009

6. Based on the findings from the fiscal impact and financial feasibility studies, is additional building height on El Camino Real (as shown—up to five stories) an acceptable tradeoff for increased City revenues and vibrancy and a greater likelihood of redevelopment?

**Yes—48**

**No—28**

Summary: 62% of respondents stated the tradeoff was acceptable; however, some comments questioned whether the tradeoff would be worth it if the City only realized the currently projected 4% increase in citywide General Fund revenue.

September 17, 2009

# Connectivity + Traffic

5

## East-West Connectivity

Adding a typical 11-foot sidewalk extension on each side of a crossing of El Camino Real would reduce the pedestrian crossing time by about 25%. At a typical crossing speed of 3.5 feet per second, the crossing time would be reduced from 24 seconds (84-foot crossing) to 18 seconds (62-foot crossing). Specific improvements, such as sidewalk extensions, will be subject to detailed analysis as part of the Draft EIR, and could be removed or modified in response to findings.



Sidewalk Extensions



Class I Bike Path



Class II Bike Path



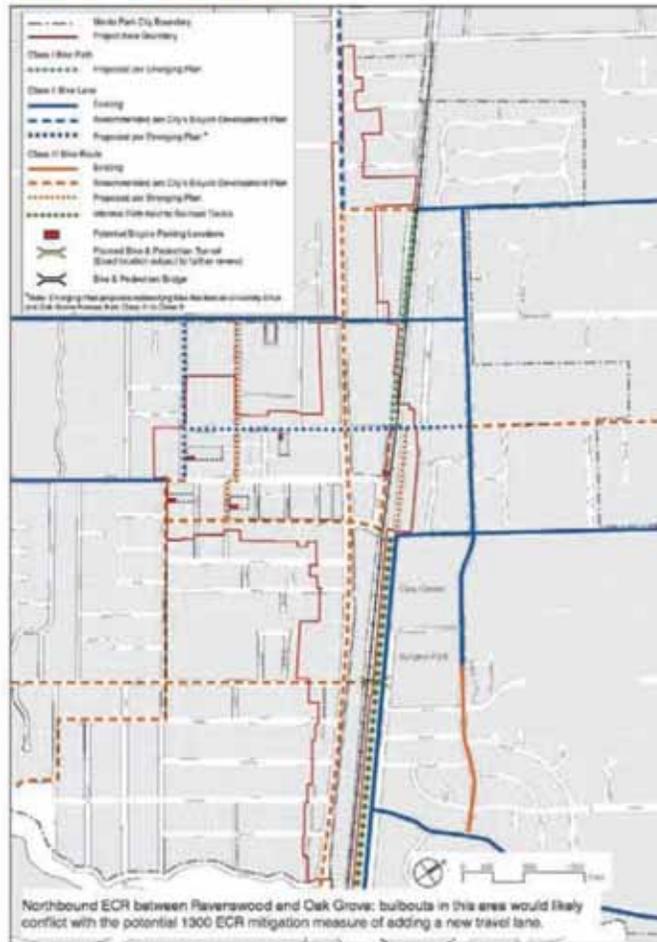
Class III Bike Path

September 17, 2009

# Connectivity + Traffic

# 5

## Bike Network



## Transit



# Workshop #3: Connectivity/Traffic (Board 5)

September 17, 2009

## 7. Does the Emerging Plan provide for adequate enhancements to east-west pedestrian and bicycle connectivity?

**Yes—17**

**For the Most Part—39**

**Not Really—14**

**No—5**

Summary: Affirmation that the Emerging Plan provides adequate enhancements to east-west bike/pedestrian connectivity—75% stated ‘yes’ or ‘for the most part.’

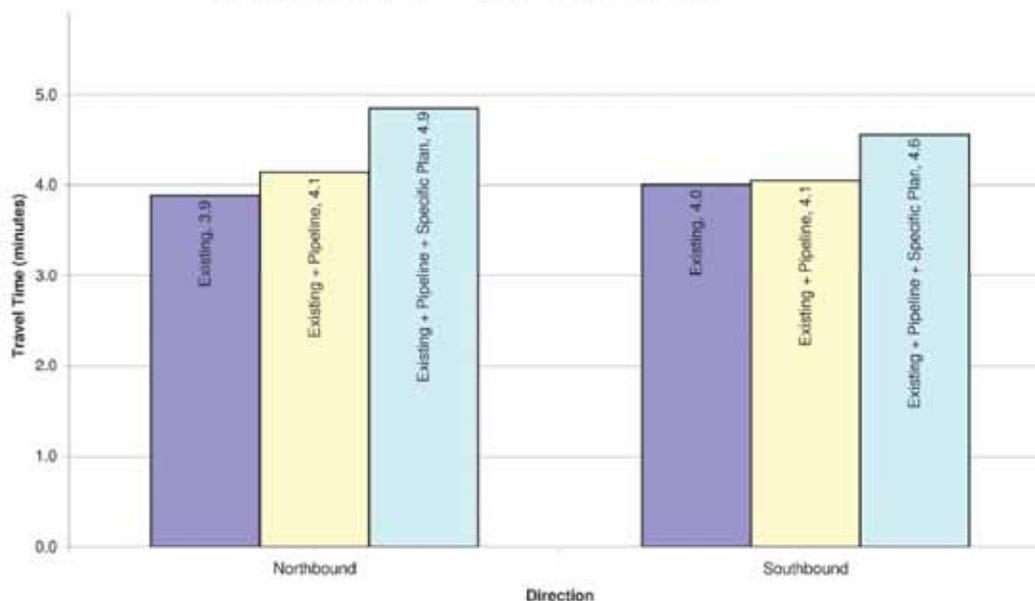
## Traffic on El Camino Real

Assuming no roadway changes, traffic generated by the proposed land uses would increase travel time per vehicle on El Camino Real between Middle and Valparaiso by one minute or less during peak travel times

### Effects from other potential changes to El Camino Real

- **Removal of Right turn lanes at Oak Grove and Santa Cruz Avenue and installation of sidewalk extensions**  
Increase in average vehicle delay by about 8 to 12% (3 to 4 seconds) during the PM peak hour.
- **Changing lane configuration on El Camino Real to provide 3 through lanes in each direction**  
Reduction in average vehicle delay by about 15% (8 seconds) at both Ravenswood and Valparaiso Avenues. No sidewalk extensions possible.
- **Implementing a pedestrian scramble phase at El Camino Real/Santa Cruz Avenue**  
Increase in vehicle delay by about 88% (23 seconds) and increase in pedestrian wait times. Scramble phase means that all vehicles stop and pedestrians can cross in any direction.

El Camino Real Travel Time During PM Peak Hour (between Middle and Valparaiso)



Source: Fehr and Peers, 2009.

# Workshop #3: Connectivity/Traffic (Board 5)

September 17, 2009

8. Based on findings from the traffic study, is the increase in travel time an acceptable tradeoff for increased vibrancy and development of vacant parcels?

**Yes—52**

**No—21**

Summary: While the results show strong 71% support for the increased travel time tradeoff, there were multiple comments about the “exponential” effect even a few seconds of travel time would have on ECR traffic; and others also questioned the baseline traffic numbers shared at the meeting.

September 17, 2009

# Connectivity + Traffic

# 5

## Existing



Total Parking	
City Owned Parking Places	1188
Off-street Parking	198
On-street Parking	136
Project Area Boundary	
<b>Total Public Parking in Downtown</b>	<b>1482</b>

## Proposed



Total Parking	
City Owned Parking Places	1400
Off-street Parking	198
On-street Parking	90
Project Area Boundary	
<b>Total Public Parking in Downtown</b>	<b>1688</b>

**\*Notes:**

- The parking garage locations in Plazas 1 and 3 were selected for being the largest and thus most feasible building sites.
- Parking Garage on Lot # 3 accommodates both public parking + parking for residential above and podium level retail.
- 370 spaces, shown in the diagram, represent parking that is publicly accessible

## Parking Standards

### Recommended Parking Standards

The recommended parking rates account for the mixed use nature of the downtown area and reflect rates recommended by *Parking Generation* and *Shared Parking* manuals, two- industry standard documents.

Land Use	City Requirements		Industry Sources		Recommended Rates	
	Zoning Code	Mixed Use Reduction	ITE1	ULI	Downtown	SP Area outside of Downtown
Multi-Family Residential (R-4)						
Studio (per du)	1	-	1.68	1.85 / 1.85 <sup>2</sup>	1.3	1.85
1 Bedroom (per du)	1.5	-				
2 Bedroom (per du)	2	-				
Other Residential (per du)	2	-				
General Office (per 1,000 sf gfa)	3.3 - 6.0	3.3	3.27	3.8 / 0.38 <sup>2</sup>	3.0	3.8
Retail (per 1,000 sf gfa)	6	5	4.32 / 5.45 <sup>2</sup>	3.6 / 4.0 <sup>2</sup>	2.9	3.6
Restaurants (per 1,000 sf gfa)	6	6	--	--	6	8
Quality High Turnover With Lounge	---	---	17.7 / 19.78 <sup>2</sup> 11.6 / 15.53 <sup>2</sup> 15.3 / 18.75 <sup>2</sup>	18 / 20 <sup>2</sup> 10.5 / 15 <sup>2</sup> 10 / 10 <sup>2</sup>	---	---
Hotel (per room)	-	1.1	1.05	1.25 / 1.18 <sup>2</sup>	1.25	1.25

Notes: du = dwelling unit, sf = square feet, gfa = gross floor area.  
 1 ITE parking supply rates derived from parking demand rates in Parking Generation, plus a 15% vehicle circulation factor.  
 2 Weekday/weekend parking rates. Weekend data shown where available.  
 Sources: City of Menlo Park Municipal Code, Title 16 Zoning, Chapter 16.72. City of Menlo Park Parking Reduction Policy, <http://www.menlopark.org/departments/pln/parkredpolicy.pdf>. Institute of Transportation Engineers Parking Generation (3rd Edition, 2004). Urban Land Institute Shared Parking (2nd Edition, 2005).

# Workshop #3: Connectivity/Traffic (Board 5)

September 17, 2009

## 9. Is the change in distribution of parking downtown acceptable?

**Yes—30**

**For the Most Part—26**

**Not Really—24**

**No—4**

Summary: Support of the Emerging Plan's distribution of parking downtown – 67% stated 'yes' or 'for the most part'. However, this appears to be a hot-button issue, with some strong comments both for and against the parking concepts. A large number of comments were in support of parking structures.

Comments:

1 October Oversight/Outreach  
Committee Meetings

# O/OC Meeting – Recurring Themes/Comments

- Need to focus on concerns of and impacts to existing downtown businesses
- Need to understand why we're doing this, what are the benefits/tradeoffs of adding development and making public improvements
- Building heights will continue to be a hot button issue
- Materials difficult to read on line
- Clarify expectations/contents of Specific Plan

Comments:

5 October Planning Commission  
Meeting

# PC Meeting – Recurring Themes/Comments

- Concern about the affects on the existing businesses downtown. What might up-zoning do to existing businesses?
- Trade-off of added development to public benefit; Planning Commission would like to understand/weigh in on this

# PC Meeting – Response to Question

## 1. Regarding Santa Cruz Avenue, do you prefer:

**Option 1 (varied/wider sidewalks; retain median trees)—3**

**Option 2 (widest sidewalks; remove median trees)—3**

Planning Commission was split on this question

Comments:

- Concern about replacing large trees with small trees; could improvements be phased?
- Median trees afford a nice flow of traffic, allow for left turns, and is unique to Menlo Park; leave well enough alone
- Improvements should be seen in the context of the best, long-term vision for the community, so remove the median trees and widen the sidewalks

# Next Steps: Specific Plan and EIR

# Next Steps

## Preparation of **Draft Specific Plan**

- City Council **Subcommittee Review** of Additional Public Benefit Opportunities – Fall 2009

## **EIR Notice of Preparation (NOP)**

- 30 Day Comment Period – Winter 2009

## Preparation of **Draft EIR**

## Preparation of **Fiscal Impact Analysis**

## Draft Specific Plan/Draft EIR **Public Review Period** – Spring 2010

- 45 Day Review Period
- O/OC, Planning Commission, City Council Meetings

## **Final Specific Plan and EIR** Response to Comments

- Planning Commission, City Council **Public Hearings** – Sept/Oct 2010
- City Adoption of Specific Plan and Certification of EIR

# Specific Plan Draft Contents

## What is a Specific Plan?

A Specific Plan sets broad policy concepts and overall parameters for land uses and public and private improvements.

The Specific Plan will include:

- Plan Overview
- Planning Context
- The Plan for Downtown and El Camino Real
- Land Use and Urban Design
- Public Space
- Circulation
- Implementation

# Specific Plan Draft Contents

## **Plan Overview**

Summary

Scope of Specific Plan

Planning Process and Outreach

Vision Plan (Phase I) Goals

## **Planning Context**

Existing Features and Conditions

Issues and Opportunities

Market Conditions

## **The Plan for Downtown and El Camino Real**

Concept Plan

Guiding Principles

# Specific Plan Draft Contents

## **Land Use and Urban Design**

Land Use Map

Illustrative Plan and Development Program

Downtown Area

El Camino Real/Station Area

El Camino Real/North and South Areas

Private Realm Guidelines

## **Public Space**

Place Space Plan

Santa Cruz Avenue Improvements

Public Realm Guidelines

# Specific Plan Draft Contents

## **Circulation**

Pedestrian Circulation

    Downtown

    El Camino Real - East/West and North/South

Bicycle Circulation

Vehicular Circulation

Parking

    Downtown - Public Parking

    Downtown - Parking Management and Pricing

    Standards

Transit Improvements

## **Implementation**

Strategic Framework

Infrastructure Improvements

Development Incentives/Public Benefits

Implementation Measures

Consistency with General Plan and Zoning Ordinance

# Private Development and Public Benefit

# Public Benefits

## **Positive Outcomes of Density (i.e. increased stories)**

1. Increases Retail Sales/"Vibrancy"
2. Stimulates Redevelopment of Vacant Parcels
3. Helps Finance/Provide Public Improvements (i.e. streetscape improvements, public parking)

## **Increased Impact Fees/Housing from Density (i.e. increased stories)**

1. Produces Higher Development Impact Fees
2. Produces Higher Number of Below Market Rate (BMR) Housing

## **Potential Value to be Shared from Private Developers**

## **Methods for Sharing Benefits from Private Developers**

Impact Fees – Tied to Impacts/"Nexus"

Individual Developer "Structured" Negotiation

Density Bonus

# Public Benefits

## Potential Value to be Shared from Private Developers

Potential Amount that Might be Spent on Public Benefits (if any) =  
Development Costs (including developer profit and land costs) – Revenue

Potential Developer Contribution Depends on Many Variables:

- Market conditions
- Construction costs
- Land cost (i.e. opportunity cost of land)
- Lot size and configuration
- Cost to demolish existing older structures on the property
- Environmental remediation costs
- Etc.

*Note: These variables will fluctuate over time. Sometimes, it may not be possible to share additional value from density.*

# Public Benefits

## Methods for Sharing Benefits from Private Developers

### 1. Impact Fees – Tied to Impacts/”Nexus”

*In order to exact additional fees from new development, the city must prove that there is a direct link between the proposed fee and the impact of the project (e.g., more people = more need for schools and parks).*

### 2. Individual Developer “Structured” Negotiation

*This is the most flexible and effective way to negotiate contributions from developers. Contributions can be made to a “public amenity fund.” The downside is that it creates uncertainty and often delays in the approvals process, which are considered costly and risky by developers.*

### 3. Density Bonus for On-Site Improvements

# Public Benefits

## Density Bonus for On-Site Improvements

- Additional Affordable Housing/Senior Housing
- Public Parking (also potential FAR exemption)
- Publicly-Accessible Open Space on Site
- Historic Adaptive Reuse (also potential FAR exemption)
- Green Measures (e.g. green roofs)
- Cultural/Public Use

*Density (FAR) bonuses can be negotiated or formalized in a zoning ordinance. Note that some developers may choose not to pursue additional density because of the perceived costs and risk.*

# Questions for City Council

# Questions for City Council

1. Regarding Santa Cruz Avenue, do you prefer:
  - A. Option 1 (varied/wider sidewalks; retain median trees)
  - B. Option 2 (widest sidewalks; remove median trees)

# Questions for City Council

## 2. Does the Council believe that the Emerging Plan is an accurate representation of the community consensus, to be used as the basis for the Draft Specific Plan, EIR, and FIA?

Within this question, distinctions can be made:

- A. Are there elements of the plan that the Council believes are key areas of positive emphasis? ("green flags")
- B. Are there elements of the plan that the Council has some concern with, or questions on, which can be addressed in more detail? ("yellow flags" - proceed, but with caution)
- C. Are there elements of the plan that the Council does not believe represent the community consensus, and which may not be approvable under any circumstances? ("red flags")

*Council direction on this question is requested in the form of a vote. Please note: authorization to use the Emerging Plan as the basis for the next stage of work is not to be considered an endorsement of the Draft Specific Plan itself. The Draft Specific Plan will be subject to its own detailed review and revision process, informed by the Draft EIR and FIA.*

# Questions for City Council

3. Does the City Council authorize the Council Subcommittee to explore additional public involvement strategies during the upcoming phase of work?
4. Do you have any other questions or suggestions regarding the Specific Plan and EIR process?

October 13, 2009

# Menlo Park Specific Plan

City of Menlo Park

Perkins+Will  
ESA  
Fehr Peers  
Strategic Economics  
BKF

