



City Council Agenda

City of Campbell, 70 N. First St., Campbell, California

CAMPBELL CITY COUNCIL STUDY SESSION

Monday, June 18, 2018 – 2:00 p.m. – 5:00 p.m.

Council Chamber – 70 N. First Street

NOTE: No action may be taken on a matter under Study Session other than direction to staff to further review or prepare a report. Any proposed action regarding items on a Study Session must be agendized for a future Regular or Special City Council meeting.

CALL TO ORDER

ROLL CALL

NEW BUSINESS

1. **General Plan Land Use Alternatives**
Recommended Action: Provide direction on land use alternatives.

PUBLIC COMMENT

ADJOURN

In compliance with the Americans with Disabilities Act, listening assistive devices are available for all meetings held in the City Council Chambers. If you require accommodation, please contact the City Clerk's Office, (408) 866-2117, at least one week in advance of the meeting.



ENVISION CAMPBELL

TO: Campbell City Council

FROM: Ben Ritchie, De Novo Planning Group

SUBJECT: Land Use Map Work Session

DATE: June 13, 2018

INTRODUCTION

The overarching purpose of the June 18th Land Use Map Work Session is to identify all specific changes that should be made to the General Plan Land Use Map taking into consideration the four land use alternatives contained within the Land Use Alternatives Report (attached). These alternatives include:

1. Existing General Plan – Continue with existing land use policies
2. Preliminary GPAC Map – Suggested minor changes throughout the City
3. Bascom and Hamilton Avenue enhancements – A residential and employment growth option
4. Transit Oriented Development – Growth within ¼ mile of existing and future VTA transit

As the Council is aware, the General Plan Update project is at a critical stage, and the Land Use Map must be substantially finalized at this point, in order for the project team to proceed with other key phases of the General Plan Update.

KEY ISSUES FOR CONSIDERATION

At the outset of the General Plan update, GPAC members provided input regarding key challenges the City is facing, and the overall vision for the General Plan update. Similar input was provided by the community at-large through multiple online surveys and the five community workshops. The Workshop Summary Report is attached for reference.

Much of the input received during these outreach efforts focused on topics related to land use and growth decisions. As Council members contemplate potential changes to the Land Use Map, the following issues should be considered:

- How to balance growth with the desire to retain community identity and character?
- How and where to provide additional housing opportunities for a range of income levels?
- How to increase high-quality local employment opportunities?
- How to retain and enhance the downtown as the cultural and entertainment center of the community?
- How to protect existing established residential neighborhoods?

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- How to optimize the mix of land uses near existing and potential future VTA light rail stations?
- How to protect and maximize open space resources in the community?

Many of the land use questions relate to growth such as:

- How much to grow?
- Where to grow?
- What types of new growth to encourage?

It is not a foregone conclusion that Campbell needs to accommodate higher levels and intensities of growth as part of the General Plan update. There are a range of potential benefits to growth that should be kept in mind and considered as potential changes to the Land Use Map are contemplated. Some of the benefits of growth in Campbell may include:

- **Increasing opportunities for housing affordable to low- and moderate-income households.** The City is required, through the Housing Element, to meet its obligations to provide a range of housing densities to meet the Regional Housing Needs Allocation (RHNA). If the City were to encourage and/or facilitate higher rates of residential growth, the City may end up with more market-rate housing available to a range of income levels, and more affordable housing for a range of lower income levels.
- **Providing a variety of housing opportunities that are desirable to a changing demographic.** The number of people in the Bay Area 65 and over is expected to increase by 140 percent by 2040, accounting for more than half of all growth in the region. Additionally, the groups growing the fastest nationwide include people in their mid-20s and empty nesters in their 50s. These groups may be likely to look for an alternative to lower-density, single-family housing for financial and quality of life reasons.
- **Consolidation and reduction of resources.** Increased densities may provide more efficient municipal services such as roads, water and sewer, utilities, and emergency services. Additionally higher density developments typically reduce resource consumption including reductions in energy and water use.
- **Increased alternative transportation options and use.** In areas with higher density development more people tend to walk, bike, and utilize mass transit, which may benefit community health and wellness, and help ease local and regional traffic congestion.
- **Increasing local employment opportunities.** More local employment opportunities have the potential to increase the City's tax base, provide additional opportunities for Campbell residents to work where they live, and provide high-paying jobs that can assist with attaining home-ownership.
- **Spur investment in redevelopment and revitalization.** By allowing higher development intensities in some areas of the City, private developers may be incentivized to redevelop buildings and areas of the City that are underutilized, aging, or in need of modernization or rehabilitation.

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- **Infrastructure improvements.** New development is often required to implement a range of infrastructure improvements as part of the development approval process. These improvements could include constructing new sidewalks and bike lanes, improving intersections, paying parks fees or dedicating land for parks, upgrading water and sewer infrastructure, or improving local drainage infrastructure.
- **Increased property tax and sales tax revenues.** The City relies on property taxes and sales taxes as a key component of its revenue stream. New development in Campbell can provide additional funding sources that can be used to provide a wide range of municipal services, including police protection, landscape maintenance and public-area beautification, roadway improvements, community events and activities, parks services, and other public amenities and services.

New growth also has the potential to result in impacts that are not desirable for the community. For example:

- Growth can lead to increases in local traffic volumes.
- Growth can place a strain on City infrastructure and result in the need for increased service levels.
- New development may be incompatible with existing uses in the vicinity.
- New development can change the look, feel, and character of areas in the City.

All of these issues should be considered as potential changes to the General Plan Land Use Map are contemplated.

CONSIDERATION OF LAND USE MAP CHANGES

The Land Use Alternatives Report identifies multiple potential growth scenarios for Campbell. All of the Alternatives were developed with the following common themes in mind:

- Existing residential areas should be preserved and protected.
- Downtown Campbell should continue to serve as the cultural and entertainment “heart” of the city.
- All existing parks and open space lands shall be preserved and protected.
- Very few vacant parcels existing within Campbell. As such, new growth and development would occur in the form of expansions/ additions to existing buildings and redevelopment/ reconstruction of existing properties (likely at higher densities and intensities compared to what currently exists).

The Land Use Alternatives Report identifies four different potential growth scenarios for Campbell. Rather than focusing on which alternative is “best,” it is recommended that the Council focus on the primary mapping concepts presented in the various Alternatives. These include:

- 1) **Intensification along Hamilton and Bascom Avenues** to create a more walkable environment that supports a range of retail, office, and residential uses. Development intensities similar to Downtown would be allowed, with the FAR increasing to 1.25 and residential units allowed at densities up to 27 units/acre. This concept is presented in greater detail on Figure 2-3 of the Land Use Alternatives Report.
- 2) **Transit-Oriented Development near existing VTA Light Rail Stations** to create additional mixed use commercial and housing opportunities within ¼ mile of light rail stations. This would help promote transit ridership, consistent with Play Bay Area 2040's "Transit Neighborhood" objectives. These areas would transition to residential/commercial mixed-use areas that accommodate housing at up to 45 units/acre and commercial/office FARs up to 1.0. Residential densities would decrease to 27 units/acre south of Winchester Station. This concept is presented in greater detail on Figure 2-4 of the Land Use Alternatives Report.
- 3) **Research and Development Intensification.** Nearly all of the City's R&D designated land is located in the Dell Avenue area. This concept would retain this land use designation, but would allow for notable increases in FAR (building intensity, size, and height). The current maximum FAR in the R&D areas is 0.4. This concept would allow for increases in FAR in the range of 0.75 to 1.25, as depicted in greater detail on Figures 2-3 and 2-4 of the Land Use Alternatives Report. Should the City feel that employment growth needs to keep pace with residential growth, the City may need to consider increasing the supply of available new office and industrial/flex "workspace" in order to provide adequate high-quality employment opportunities for local residents and area workers. Based on existing residential and employment growth trends, there may be a demand for up to 600,000 square feet of new office and industrial flex space in Campbell by 2040. Section 4.2 of the Issues and Opportunities Report provides more information on this topic.

All of the mapping concepts described above were presented to the community for input and consideration. Community input was received at the five neighborhood workshops, and also through an interactive online "storymap" tool. Public responses to these concepts is summarized in the April 2018 Workshop Summary Report.

It is also important to keep in mind that new growth and development that may occur in the future is largely guided and dictated by private sector market forces. While it is true that there are very few vacant and undeveloped parcels remaining in Campbell, the existing development levels in the city are considerably below the maximum development levels permitted by the existing General Plan Land Use Map. Table 2-2 on page 2-6 of the Land Use Alternatives Report shows new development potential in Campbell, assuming no changes to the existing Land Use Map are made.

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SUGGESTED READING PRIOR TO WORK SESSION

A significant amount of analysis and written materials have been completed to-date which provide context and supporting information that the Council may find beneficial to review prior to the Work Session. In order to assist the Council in determining which materials may be most useful to review, the following suggested reading list is provided. This list has been organized around topics that the Council has expressed interest in during past meetings with the project team.

**All of the reports and documents referenced below can be found on the “Documents and Maps” page of the Envision Campbell website. www.campbell.generalplan.org. Active hyperlinks to these reports are also provided below.*

Economic Development and Fiscal Sustainability

- Issues and Opportunities Report- Sections 4.2 and 4.3

[Issues and Opportunities Report link](#)

- Land Use Alternatives Report- Section 3.1

[Land Use Alternatives Report link](#)

Traffic and Circulation

- Issues and Opportunities Report- Section 4.4

[Issues and Opportunities Report link](#)

- Land Use Alternatives Report- Section 3.2

[Land Use Alternatives Report link](#)

Comparative Growth Projections for Alternatives Analysis

- Land Use Alternatives Report- Section 2.0

[Land Use Alternatives Report link](#)

Draft Policy Approach to Open Space Protection

- GPAC Draft Policy Set for Conservation and Open Space (pages OSC 1-5 are most relevant)

[Draft Conservation and Open Space Policy Set link](#)

Public Feedback on Land Use Concepts

- April 2018 Workshop Summary Report (the Executive Summary provides a concise summary of feedback received)

[Workshop Summary Report link](#)