



*City  
Council  
Report*

**Item: 13**  
**Category: OLD BUSINESS**  
**Meeting Date: January 15, 2019**

**TITLE: Public Meeting to Receive a Report Regarding the Status of the General Plan Update Process – Envision Campbell**

**RECOMMENDED ACTION**

That the City Council take the following action: (1) accept the Report; and (2) confirm the proposed January 29, 2019 Council Study Session to finalize the Draft Land Use Map.

**BACKGROUND**

Purpose of the General Plan Update

The General Plan Update is intended to address the following key components:

- Define a long-term vision for future growth within the City over the next 20 years
- Reflect the goals and values of the community
- Build on recent City planning efforts
- Include extensive public outreach and community participation
- Balance growth, conservation, and quality of life

The General Plan Update will address changes to state law, assess the condition of the City, and provide changes or adjustments necessary to realize the current vision of resident and stakeholders for the City. The 2001 Campbell General Plan will be thoroughly reviewed to determine components that should be carried forward and to identify areas where new goals and policies are needed to address the community's desires. The General Plan will include the following stand-alone elements:

- Land Use
- Housing (already adopted by the City and not a part of this work program)
- Circulation
- Noise
- Safety
- Conservation and Open Space
- Economic and Fiscal Sustainability

- Community Services and Facilities
- Community Health and Wellness
- Sustainability
- Implementation

### Consultant Work

In 2016, De Novo Planning Group was recommended by a City Council Subcommittee (Gibbons/Cristina) from a pool of six consultants to update the City's General Plan. As part of this update process, the City Council approved refined the scope of work and professional service agreement to start the process in the right direction.

In June 2016 De Novo Planning Group, and their team of subconsultants, initiated work on a comprehensive update to the City's General Plan. This effort also includes the preparation of a stand-alone Climate Action Plan, the preparation of an Environmental Impact Report (EIR), and updates to the City's Zoning Code.

On July 19, 2016, the consultant presented a staff report to the City Council detailing the steps necessary to "kick-off" the process (Attachment 1). The report discussed:

- Work Program Summary
- Role of the GPAC
- Public Outreach and Community Involvement
- Key Tasks Completed or Underway
- Pending Tasks

At this meeting, two GPAC members spoke under oral comments and expressed excitement of being on a committee with impressive members which included complements of the selected consultant team. The GPAC had met one time prior to the July 19<sup>th</sup> City Council meeting.

In order to advance the General Plan update process, it was agreed that the City Council would be presented opportunities at key milestones to provide direction to the consultant team. In this regard, the consultant provided staff report updates to the City Council on May 16 and September 5, 2017. At the September 5<sup>th</sup> meeting, the City Council directed the consultant to complete and finalize the Land Use Alternatives Report and then conduct a series of community workshops. As a result, the consultant conducted a series of five neighborhood workshops between January 22, 2018 and March 22, 2018. According to the Consultant, participation included 272 neighborhood workshop attendees and 256 online survey participants.

At the City Council's May 1, 2018 meeting, the consultant provided an update of the neighborhood meetings and requested that the City Council provide specific feedback on how the Preferred General Plan Land Use Map should be finalized.

In June 2018, the Council held a special study session to review the Land Use Alternatives Report and provide the project team with direction regarding changes to the Preferred Land Use Map. Once that direction is provided, then the GPAC could have recommenced work with the Consultant to prepare Policies and Implementation Measures. While some concrete direction was provided during that workshop, there were additional key geographical areas of the City where further Council direction remained. Unfortunately, the City Council was unable to secure a second Study Session meeting date which extended the update process to now.

## WORK PROGRAM SUMMARY AND STATUS

Several key tasks and milestone documents have been completed throughout the course of this project. These include:

- **Project Website.** The General Plan Update website has been live and online since June 2016. The site provides information regarding upcoming meetings, online surveys, contact forms, links to project documents, and other project resource materials.
- **Newsletters.** The 1<sup>st</sup> project newsletter was completed and published in August 2016 and the 2<sup>nd</sup> was published in January 2018. The newsletters provide details on the work program, General Plan content, opportunities for public involvement, information on resources, how to get involved, etc.
- **Online Survey.** City staff and the consultant team developed an online survey to gather information from the public related to the General Plan Update, and to help guide in the development of a vision for the City. From September 8, 2016 to November 30, 2016 the survey was completed or partially completed by 161 people and included approximately 8 hours of Public Comment. A summary of the input received was compiled into a summary memo and presented to the GPAC on January 30, 2017.
- **Existing Conditions Report:** This report establishes the baseline conditions for the General Plan Update, and documents development patterns, land uses, natural resources, utilities, infrastructure, public services, economic and fiscal conditions, environmental constraints, regulatory requirements, and recent City planning efforts. *This was completed in January 2017 and can be located at the following site: <https://campbell.generalplan.org/content/documents-maps>*
- **Campbell Community Profile Report.** This short-format report summarizes key development patterns, natural resources, socioeconomic conditions, and environmental constraints in the city that must be considered when charting the course for Campbell's future. *This was completed in April 2017 and can be located at the following site: <https://campbell.generalplan.org/content/documents-maps>*
- **Issues and Opportunities Report:** This report includes a summary of the public outreach efforts, identification of community values and concerns, descriptions of areas of focus for goal and policy development, and the

identification of key concerns and potential solutions. *This was completed in July 2017 and can be located at the following site:*

<https://campbell.generalplan.org/content/documents-maps>

- **Land Use Alternatives Report:** This report provides a summary of community and city leadership input related to land use changes and four land use map alternatives that focus on key opportunity areas within Campbell. Each alternative is quantitatively and qualitatively analyzed to determine potential growth effects and the alternative's consistency with the community's vision. This document will serve as the primary tool to aid the City in determining the appropriate growth and land use intensity for the General Plan Update. *This was completed in January 2018 and can be located at the following site:*  
<https://campbell.generalplan.org/content/documents-maps>
- **Community Workshop Series.** A series of five public workshops have been held at different locations throughout Campbell. These workshops provided an opportunity to update the community on the status of the General Plan Update, review the Land Use Map concepts that have been developed, answer community questions, and receive community input on a wide range of General Plan topics and issues, particularly land use. Workshops were held between January and March, 2018.
- **Community Workshop Summary Report.** This report summarizes the public participation and input received during the General Plan Update outreach activities conducted from January 22, 2018 through March 22, 2018. *This was completed in April 2018 and can be located at the following site:*  
<https://campbell.generalplan.org/content/documents-maps>
- **GPAC Meetings.** The General Plan Advisory Committee (GPAC) has met a total of 11 times. The GPAC provides input on key issues facing the City, and assists in the development and review of General Plan Goals, Policies, and Actions, as well as the Land Use Map. The most recent GPAC meeting was held in November 2017.
- **General Plan Policy Sets.** Drafts of Goals, Policies, and Actions have been completed for the topics of: Noise, Safety, Conservation, Open Space, Parks, Trails, Economic Development, and Fiscal Sustainability. These policy sets have been reviewed and revised by the GPAC. The most current versions are available on the project website.
- **Greenhouse Gas (GHG) Emissions Inventory.** The quantitative analysis of existing GHG emissions levels in Campbell is nearly complete. This analysis will be the foundation of the pending Climate Action Plan (CAP).

## KEY PENDING TASKS

In order for the General Plan Update to progress, staff and the consultant team need Council input and direction regarding finalization of the Draft Land Use Map.

The project team is prepared to conduct a 2<sup>nd</sup> study session with Council to finalize the Draft Land Use Map. This study session is proposed to be held on January 29, 2019.

Following finalization of the Draft Land Use Map, the project team will re-commence meetings with the GPAC and finalize the remaining Goals, Policies and Actions for the General Plan.

## DISCUSSION

The purpose of this meeting is to:

1. Update the City Council on the progress to date that the General Plan Update team and the General Plan Advisory Committee (GPAC) have completed,
2. To provide a summary of key next steps in the General Plan Update process,
3. To receive Council input and direction to conduct a 2<sup>nd</sup> Land Use Map Study Session on January 29, 2019.
4. To answer any questions or receive any feedback or input at the pleasure of the Council.

## FISCAL IMPACT

Work on the General Plan Update remains within the budget authorized and approved by the City Council. No budget overages have occurred, and none are projected.

Prepared by:



Paul Kermoyan, Community Development  
Director

Approved by:



Brian Loventhal, City Manager

## Attachment:

1. July 19, 2016 General Plan Update Kickoff Meeting Staff Report

2. May 1, 2018 General Plan Update Process Staff Report

# MEMORANDUM



# City of Campbell

**To:** City Council **Date:** July 19, 2016

**From:** Ben Ritchie, De Novo Planning Group (General Plan Update Consultant)

**Via:** Mark Linder, City Manager  
Paul Kermoyan, Community Development Director

**Subject:** Study Session – General Plan Update Council Kickoff Meeting

## OVERVIEW

De Novo Planning Group, and our team of subconsultants, have initiated work on a comprehensive update to the City's General Plan. This effort also includes the preparation of a stand-alone Climate Action Plan, the preparation of an Environmental Impact Report (EIR), and updates to the City's Zoning Code. The overall work program is scheduled to be completed in approximately two years.

This memo provides a concise overview of our work program, describes the role of the General Plan Advisory Committee (GPAC), identifies the extensive opportunities for community involvement and public outreach, summarizes tasks that have been completed or are currently underway, and tasks that are pending for the coming months.

This information will be presented in a brief presentation to Council at the July 19<sup>th</sup> hearing, and the Council is invited to provide input to the project team regarding key issues, challenges, or concerns that should be addressed as part of the General Plan Update.

### Purpose of the General Plan Update

The General Plan Update is intended to address the following key components:

- Define a long-term vision for future growth within the City over the next 20 years
- Reflect the goals and values of the community
- Build on recent City planning efforts
- Include extensive public outreach and community participation
- Balance growth, conservation, and quality of life

Attachment: July 19, 2016 General Plan Update Kickoff Meeting Staff Report (1336 : General Plan Update)

## WORK PROGRAM SUMMARY

Several documents will be prepared and published throughout the course of this project. These include:

- **Existing Conditions Report:** This report will establish the baseline conditions for the General Plan Update, and will document development patterns, land uses, natural resources, utilities, infrastructure, public services, economic and fiscal conditions, environmental constraints, regulatory requirements, and recent City planning efforts.
- **Issues and Opportunities Report:** This report will include a summary of the public outreach efforts, identification of community values and concerns, descriptions of areas of focus for goal and policy development, and the identification of key concerns and potential solutions.
- **Land Use Alternatives Report:** This report will provide a summary of community and City leadership input related to land use changes and three-to-four land use map alternatives. Each alternative will be qualitatively analyzed to determine potential growth effects and the alternative's consistency with the community's vision. This document will serve as the primary tool to aid the City in determining the appropriate growth and land use intensity for the General Plan Update.
- **Draft General Plan:** The General Plan Update will address changes to state law, assess the condition of the City, and provide changes or adjustments necessary to realize the current vision of resident and stakeholders for the City. The 2001 Campbell General Plan will be thoroughly reviewed to determine components that should be carried forward and to identify areas where new goals and policies are needed to address the community's desires. The General Plan will include the following stand-alone elements:
  - Land Use
  - Housing (already adopted by the City and not a part of this work program)
  - Circulation
  - Noise
  - Safety
  - Conservation and Open Space
  - Economic and Fiscal Sustainability
  - Community Services and Facilities
  - Community Health and Wellness
  - Sustainability
  - Implementation

- **Final General Plan:** Following extensive input from the GPAC, community, Planning Commission, various City boards and commissions, and the City Council, the General Plan will be finalized for adoption by the City Council.
- **Climate Action Plan:** The Climate Action Plan (CAP) will guide future efforts within the City towards the achievement of cost effective greenhouse gas (GHG) emissions reductions. The CAP will provide a means for integrating the City's climate change planning efforts and development review requirements for GHGs into the City's updated General Plan.
- **Zoning Code Update:** The Zoning Code update will focus on changes to the existing Code identified by staff, input provided by the GPAC, changes in applicable State law since the last Code was prepared, and identification of changes required to ensure the Code is consistent with the General Plan Update. The resulting product will be a Zoning Code that is well organized and provides clear and understandable guidance to City residents, staff, and elected officials.
- **Environmental Impact Report (EIR):** A program-level EIR will be prepared. The EIR will address the range of potential impacts associated with adoption of the General Plan, adoption of the Climate Action Plan, and adoption of the Zoning Code Update. The EIR would also serve as a tiering document for future greenhouse gas and climate change impact analyses, as provided for in Section 15183.5 of the CEQA Guidelines.

### **ROLE OF THE GENERAL PLAN ADVISORY COMMITTEE (GPAC)**

The GPAC will play a critical role in the development of the Draft General Plan, Land Use Map, and Draft Climate Action Plan. The GPAC will meet approximately 20 times over the course of the project. The GPAC's primary roles include:

- The establishment and articulation of the community's goals, vision, and priorities for the next 20 years.
- Providing input and guidance of the range of issues and topics covered in the General Plan and Climate Action Plan.
- Review and guidance on draft goals, policies, and action items developed for each General Plan element.
- Direction and input on the General Plan Land Use Map, including development location, density, and range of allowed land uses.
- Serving as community liaisons and project ambassadors in order to ensure that the General Plan reflects the needs and concerns of the entire community.

## PUBLIC OUTREACH AND COMMUNITY INVOLVEMENT

Extensive public outreach and opportunities for meaningful community involvement are the cornerstones of our work effort. The following provides a brief summary of some of the community outreach efforts that will be undertaken:

- **Neighborhood Community Workshops:** Through consultation with staff, we will identify five City areas/neighborhoods, and hold separate meetings within each area to identify community priorities for the General Plan Update, specific neighborhood concerns, and neighborhood land use preferences. These workshops will provide an opportunity for the public to contribute to the content of the General Plan, become more informed about the process and the additional opportunities to participate, and articulate key concerns or issues that should be addressed.
- **GPAC Meetings:** All GPAC meetings will be open to the public.
- **Board, Commission, and Committee Meetings:** These meetings will provide an opportunity for the Planning Commission, Historic Preservation Board, Parks and Rec Commission, Bike/Ped Committee, Civic Improvement Commission, Youth Commission and any other relevant boards, commissions and/or committee (as determined by the City), to provide input regarding General Plan content and priorities. These meetings will be open to the public.
- **Joint City Council and Planning Commission Workshops:** These workshops will provide an opportunity for the Planning Commission and City Council to review the work and policy direction provided by the GPAC, and to refine the General Plan and Land Use Map prior to completion of the Public Draft General Plan.
- **Community-Wide Workshop:** This workshop will provide an opportunity to present the Draft General Plan to the entire community and receive feedback and input.
- **General Plan Website and Online Surveys:** The website will provide regular updates regarding the status of the General Plan, identify the schedule of upcoming meetings, provide minutes and agendas for meetings, and serve as a library of General Plan documents. The website also includes links to the City's online community forum, "Contact Us" forms, and online survey and polling exercises. The General Plan Update website can be found online at:  

[campbell.generalplan.org](http://campbell.generalplan.org)
- **Newsletters:** The De Novo team will prepare periodic newsletters at key milestones during the project that identify the status of the General Plan Update process, provide information regarding upcoming meetings, describe key issues that have been resolved and/or are being raised for discussion, and provide information on how to participate in the process.

## KEY TASKS THAT HAVE BEEN COMPLETED OR ARE UNDERWAY

Since execution of the project contract, our team has undertaken the following:

- Conducted a project kickoff meeting with staff
- Completed project initiation tasks, including data collection, establishment of communication protocols, subconsultant work initiation, and work plan finalization
- Construction, design, and launch of the General Plan Update website (campbell.generalplan.org)
- Drafted sections and analysis for the Existing Conditions Report
- Data collection and project organization for the Climate Action Plan GHG baseline inventory
- Held the first meeting with the GPAC
  - The July 11, 2016 GPAC meeting provided an opportunity to introduce the consultant team and work program to the GPAC, establish protocols and procedures for GPAC meetings, articulate the role of the GPAC in the General Plan Update Process, answer questions, and gather input from the GPAC members regarding community vision, goals, and key priorities for the General Plan Update.

## PENDING TASKS

Over the next few months, our efforts will focus on completion of the Existing Conditions Report, publication of the first project newsletter, and additional meetings with the GPAC to establish the vision, key goals, and priorities for the General Plan Update. We will then proceed with development of the Issues and Opportunities Report, which will be a key resource for the GPAC during future meetings. Our team will also provide written monthly status reports to the City Council that will outline key tasks completed during the prior month, key project issues that have arisen, and tasks pending for the subsequent month.



# City Council Report

Item:  
Category: New Business  
Meeting Date: May 1, 2018

**TITLE:** Public meeting to receive a report from the City's consultant regarding the status of the General Plan update process – Envision Campbell

## RECOMMENDATION

That the City Council take the following action:

1. Accept the Report
2. Provide specific feedback on how the Preferred General Plan Land Use Map should be finalized

## BACKGROUND

During the September 5, 2017 City Council hearing, the Council provided feedback on the land use alternatives to be analyzed, directed that the General Plan Update team complete and finalize the Land Use Alternatives Report, and then authorized staff to conduct a series of community workshops.

These key project tasks have been completed and are described in greater detail below. The Land Use Alternatives Report, which was published in January 2018, is included as Attachment 1 to this staff report. The Workshop Summary Report is included as Attachment 2 to this staff report.

These two documents include extensive information related to potential changes to the Campbell General Plan Land Use Map, including quantitative analyses (the Land Use Alternatives Report), and community feedback and input on the key planning concepts presented in the Alternatives Report (the Workshop Summary Report).

The General Plan update work program is at a critical stage, wherein the project team is seeking firm and specific direction from the City Council regarding the Land Use Map. The Council is asked to provide direction as to what steps should be taken over the next month or two in order to finalize potential revisions to the Land Use Map. Once the Preferred Land Use Map is finalized, the project team will proceed with crafting the relevant supporting Land Use and Circulation policies, and the associated technical analysis for the General Plan EIR. A range of suggested options for how to proceed are presented in this staff report.

## LAND USE ALTERNATIVES REPORT

The purpose of the Land Use Alternatives Report is to provide the City with a resource tool to examine different possible approaches to accommodate future development, economic growth, maintain fiscal sustainability, and ensure adequate protection of resources and open space. This report presents four different Land Use Map alternatives. An analysis of the land use, circulation, fiscal sustainability, economic development, and public services and infrastructure effects relative to each alternative is provided.

The land use alternatives were developed to provide four different approaches to future land use and development in Campbell. The alternatives illustrate the effects of placing an emphasis on different growth scenarios. A brief description of each alternative is provided below. Full descriptions of each alternative are included in Section 2.0 of the Land Use Alternatives Report:

**Existing General Plan Alternative:** This alternative is the Existing General Plan Land Use Map that was originally approved in 2001, including all subsequent amendments. Campbell is a largely built out community with relatively lower-density neighborhoods occupying the majority of lands within the city. Several notable special planning areas are identified in the General Plan, which are governed by area plans and master plans that guide development within their respective planning areas. Examples of these plans include the Winchester Boulevard Master Plan, the South of Campbell Area Plan, and the North of Campbell Area Plan. These plans generally focus on increased building and unit density allowances within centralized areas of the city, or within closer proximity to transit in an effort to focus growth and protect existing neighborhoods. These special area plans act as tools for implementing the goals and policies of the General Plan through the regulation of use, density, height and other design standards to achieve the overall vision for the selected area.

Figure 2-1 of the Report depicts the Existing General Plan Land Use Map. Section 2.1 includes a description of the Existing General Plan Alternative.

**Alternative 1- Preliminary GPAC Map:** Alternative 1 presents all of the preliminary land use map revisions recommended by the General Plan Advisory Committee (GPAC). This alternative emphasizes the following key features: providing transitional buffers between commercial uses and low-density residential uses in order to reduce existing and future land use conflicts; extending the Downtown Central Commercial area to the east to provide for enhanced connectivity to the Campbell Avenue Light Rail Station; promoting high tech jobs-generating uses, particularly within the Research and Development land use designation; creating additional opportunities for jobs and housing near transit corridors; and removing redundant land use designations. This alternative would allow for residential and employment growth at levels very similar to those under the Existing General Plan Alternative.

Figure 2-2 of the Report depicts the Land Use Map proposed for Alternative 1. Section 2.2 includes a detailed description of Alternative 1.

**Alternative 2- Bascom and Hamilton Corridor Enhancements:** Alternative 2 is a residential and employment growth-oriented option, which identifies the Bascom and Hamilton corridors for mixed use development, revitalization, and appropriate transitions from the more intense urban development densities located adjacent to Campbell in the City of San Jose. This alternative also promotes and encourages additional high tech and office uses within the Research and Development land use designation. This alternative would allow for more residential and employment growth than the existing General Plan and GPAC Alternative, which results in a scenario that is more representative of recent development patterns within the Silicon Valley.

Figure 2-3 of the Report depicts the Land Use Map proposed for Alternative 2. Section 2.3 includes a detailed description of Alternative 2.

**Alternative 3- Transit Oriented Development:** Similar to Alternative 2, Alternative 3 is also a residential and employment growth-oriented option, however targeted future growth would be focused within ¼-mile of the existing and planned VTA light rail stations located along the city's transit corridor. Alternative 3 is intended to spur residential and jobs-generating uses in close proximity to the transit stations at densities that would support increases in transit ridership levels, and reduce vehicle miles travelled (VMT). This alternative would allow for more residential and employment growth than the existing General Plan and GPAC Alternative, which results in a scenario that is more representative of recent development patterns within the Silicon Valley and also provides the benefit of furthering regional transit priorities (increased ridership levels).

Figure 2-4 of the Report depicts the Land Use Map proposed for Alternative 3. Section 2.4 includes a detailed description of Alternative 3.

The four land use alternatives analyzed in the report would accommodate differing levels of residential and employment growth. Table 1 summarizes the increase in population, households, dwelling units, and jobs that may occur during the life of the General Plan, under each of the four alternatives.

The growth assumptions use data from the California Department of Finance, the Santa Clara County Assessor, and review of on-ground conditions via site visits and aerial photographs to identify vacant and underutilized parcels within the city that would potentially redevelop over the General Plan planning horizon.

For each alternative scenario, future growth is provided for each scenario that combines existing population, housing units, and jobs with the projected new growth that may occur over the 20-year General Plan planning horizon.

Because the City of Campbell is largely built out, meaning that there are very few vacant and undeveloped parcels remaining within the City, the growth projections contained in the report relied on an analysis of the development potential associated primarily with parcels that are considered to be underdeveloped or underutilized. Parcels which are currently vacant and/or underutilized were identified using the most current data available from the Santa Clara County Assessor's office. This data was used to estimate the expected new development and redevelopment potential within the city limits under each Land Use Map Alternative.

**Table 1: Growth Projections by Alternative**

| Alternative  | Population    | Dwelling Units | Jobs          | Jobs per Housing Unit |
|--|---------------|----------------|---------------|-----------------------|
| <b>Existing Conditions</b>                             |               |                |               |                       |
| <i>City</i>  | <i>42,726</i> | <i>17,400</i>  | <i>30,568</i> | <i>1.76</i>           |
| <b>Expected New Growth</b>                             |               |                |               |                       |
| Existing General Plan                                  | 4,123         | 1,640          | 4,631         | 2.82                  |
| Alternative 1  | 4,589         | 1,824          | 4,743         | 2.60                  |
| Alternative 2  | 8,221         | 3,268          | 7,710         | 2.36                  |
| Alternative 3  | 7,170         | 2,851          | 7,752         | 2.72                  |
| <b>Total Growth: Existing Plus Expected New Growth</b> |               |                |               |                       |
| Existing General Plan                                  | 46,849        | 19,040         | 35,199        | 1.85                  |
| Alternative 1  | 47,315        | 19,224         | 35,341        | 1.84                  |
| Alternative 2  | 50,947        | 20,668         | 38,278        | 1.85                  |
| Alternative 3  | 49,896        | 20,251         | 38,320        | 1.89                  |

SOURCE: CALIFORNIA DEPARTMENT OF FINANCE, 2017; ESRI BUSINESS ANALYST ONLINE, 2016; DE NOVO PLANNING GROUP, 2017; SANTA CLARA COUNTY ASSESSOR 2017.

### Overall Fiscal Sustainability Analysis Results

The following conclusions reflect the key findings from the fiscal sustainability analysis of the Existing General Plan and three alternatives:

- The Existing General Plan is projected to add approximately \$10.2 million in new property tax and sales tax revenue annually, and incur \$2.9 million in additional public safety costs annually at buildout.
- Alternative 1 is projected to add approximately \$11.1 million in new property tax and sales tax revenue annually at buildout, which is approximately 8% percent more than the existing General Plan. This alternative is projected to require

approximately \$3.1 million in new public safety expenditures annually at buildout, which is approximately 8 percent more than the existing General Plan.

- Alternative 2 is projected to add approximately \$15.1 million in new property tax and sales tax revenue annually at buildout, which is approximately 48% percent more than the existing General Plan. This alternative is projected to require approximately \$5.5 million in new public safety expenditures annually at buildout, which is approximately 90 percent more than the existing General Plan.
- Alternative 3 is projected to add approximately \$13.7 million in new property tax and sales tax revenue annually at buildout, which is approximately 34% percent more than the existing General Plan. This alternative is projected to require approximately \$5.0 million in new public safety expenditures annually at buildout, which is approximately 72 percent more than the existing General Plan.
- Chart 3-1 in the Report (within Attachment 1) shows the net impact of major municipal costs and revenues expected to be sustained under the Existing General Plan and each alternative at buildout.

### Overall Economic Development Analysis Results

The following conclusions reflect the key findings from the economic development analysis of job growth projected for the Existing General Plan and three alternatives:

- The current General Plan and the three alternatives assumes that the City will experience 4,600 - 7,800 new jobs, or a 15-25% increase to the City's existing jobs base. Alternatives 2 and 3 are projected to contain the highest levels of total job growth (about 7,700-7,800 new jobs).
- Based on the existing mix of businesses in relatively newly developed (or newly renovated) properties in Campbell, the highest paid jobs occur in the Professional Office and Research & Development Land Use Designations, where related industries (e.g., real estate offices) represent 40% or more of existing jobs and pay approximately \$122,000-125,000 annually.
- Based on the existing mix of businesses in relatively newly developed or newly renovated projects in the City of Campbell, the lowest paid jobs occur in Neighborhood Commercial and Commercial/ Professional Office/Residential, where related industries (e.g., restaurants) represent 40% or more of existing jobs and pay approximately \$27,000-30,000 annually.
- Alternative 2 produces the largest number of high-paying jobs. Alternative 2 projects a high amount of jobs in the Research & Development Land Use Designation, which currently exhibits an average wage of approximately \$125,000 for many jobs. It also projects a loss of 1,300 jobs in General Commercial, which currently exhibits an average wage of about \$34,000 for many jobs.

- Alternative 3 also produces a high share of relatively high-paying jobs. Unfortunately, due to data limitations, this analysis was unable to project a mean annual wage for jobs in the Commercial/Very High Density Residential Land Use Designation. Alternative 3 is expected to produce approximately 1,300 jobs in this category. To the extent that these 1,300 jobs are high paying ones, Alternative 3 could become more favorable in terms of economic development; conversely, if those 1,300 jobs pay relatively low wages, Alternative 3 could become less favorable from a wage perspective.
- Projected job losses in certain Land Use Designations are sometimes replaced by growth in other Land Use Designations that pay higher wages, thereby helping the City to achieve its economic development objectives. For example, projected reductions of 184-222 jobs in Commercial/Light Industrial occur in Alternative 1 and 3; wages in this Land Use Designation are approximately 70% of the City’s median wage. But, in Alternative 3 this job loss is offset by significant job growth of 2,328 in R&D jobs, which pay significantly more (158% of median annual wage). Another large reduction (1,295 jobs) occurs in General Commercial in Alternative 2; these jobs have relatively low wages (only 43% of the City’s median annual wage). Once again, these losses are more than offset by growth (2,462 jobs) in R&D, which pays significantly more.
- Campbell’s jobs base is relatively underrepresented in three sectors: Manufacturing, Information, and Public Administration/Educational Services. Alternatives 2 and 3 contain a relatively high share of jobs that could accommodate these job types. However, it is difficult to assess whether the Existing General Plan or any of the Alternatives have a superior ability to capture more Information or Public Administration/Educational Services jobs.

**Overall Traffic and Circulation Analysis Results**

Fehr & Peers Transportation Consultants prepared a circulation comparative analysis to provide an overview of the potential differences in the transportation and circulation conditions relative to the four comparative Land Use Alternatives. The assessment was conducted by estimating the amounts of traffic generated by each alternative on both a citywide and on a subarea basis. The subarea estimates were compared to the current operations of the major intersections in each subarea to assess traffic congestion increases. Estimates of the amount of transit ridership generated by each alternative are also presented.

The resulting vehicle trip generation estimates for each scenario are summarized in Table 2. Detailed estimates by subareas are presented in Appendix B of the Report

**Table 2. Vehicle Trip Generation Estimates**

| Alternative | Daily Trips | AM Peak Hour Trips | PM Peak Hour Trips |
|-------------|-------------|--------------------|--------------------|
|-------------|-------------|--------------------|--------------------|

|   |        |       |       |
|---|--------|-------|-------|
| Existing General Plan                             | 41,800 | 1,800 | 3,430 |
| Alt 1 – Preliminary GPAC Map                      | 44,600 | 1,860 | 3,630 |
| Alt 2 - Bascom and Hamilton Corridor Enhancements | 59,800 | 3,020 | 5,010 |
| Alt 3 - Transit Oriented Development              | 61,100 | 3,040 | 5,150 |

The added development potential under the Existing General Plan would generate the least amount of traffic. Alternative 3, Transit Oriented Development would generate the most traffic, primarily due to the increased amount of office space it includes.

### Effect of Alternatives on Traffic Congestion

Traffic generated by the alternatives would substantially increase congestion if they add substantial amounts of traffic to the intersections operating near, at, or over capacity (LOS D, E, or F). The following intersections would primarily be affected by traffic generated in subareas 2, 3, 4, 5, and 8:

- San Tomas Expressway/Hamilton Avenue
- Winchester Boulevard/Hamilton Avenue
- SR 17 Southbound Ramps/Hamilton Avenue
- S. Bascom Avenue/Hamilton Avenue
- San Tomas Expressway/Campbell Avenue
- San Tomas Expressway-Camden Avenue/SR 17 Southbound ramps
- San Tomas Expressway-Camden Avenue/SR 17 Northbound ramps
- Winchester Boulevard/Hacienda Avenue

The relative amounts of traffic congestion at these intersections caused by each alternative are presented in Table 3 using the following symbols:

+ = small increase

++ = moderate increase

+++ = substantial increase

All of the alternatives would add substantial amounts of growth and traffic to the intersection of San Tomas Expressway and Campbell Avenue and moderate amounts of traffic to the intersection of San Tomas Expressway and Hamilton Avenue.

Alternatives 2 and 3 would add substantial amounts of growth and traffic to the Winchester Boulevard/Hamilton Avenue and SR 17 Southbound Ramps/Hamilton Avenue intersections and moderate amounts of traffic to the intersections of San Tomas Expressway-Camden Avenue/SR 17 Southbound ramps, San Tomas Expressway-Camden Avenue/SR 17 Northbound ramps, and Winchester Boulevard/Hacienda Avenue.

**Table 3: Traffic Congestion Increase Levels**

| Intersection  | Ex. GP | Alt 1 | Alt 2 | Alt 3 |
|---|--------|-------|-------|-------|
| San Tomas Expressway/Hamilton Avenue                      | ++     | ++    | ++    | ++    |
| Winchester Boulevard/Hamilton Avenue                      | ++     | ++    | +++   | +++   |
| SR 17 Southbound ramps/Hamilton Avenue                    | ++     | ++    | +++   | +++   |
| Bascom Avenue/Hamilton Avenue                             | +      | +     | ++    | +     |
| San Tomas Expressway/Campbell Avenue                      | +++    | +++   | +++   | +++   |
| SR 17 Southbound ramps/San Tomas Expressway-Camden Avenue | +      | +     | ++    | ++    |
| SR 17 Northbound ramps/San Tomas Expressway-Camden Avenue | +      | +     | ++    | ++    |
| Winchester Boulevard/Hacienda Avenue                      | +      | +     | ++    | ++    |

### Transit Ridership

Transit ridership estimates are presented in Table 4. Alternative 3 generates the greatest increase in transit riders as it focuses new land use near the light rail stations.

**TABLE 4. TRANSIT RIDERSHIP**

| Alternative                  | Daily | AM Peak Hour | PM Peak Hour |
|------------------------------|-------|--------------|--------------|
| Existing General Plan        | 1,570 | 130          | 240          |
| Alt 1 – Preliminary GPAC Map | 1,690 | 130          | 250          |

|   |       |     |     |
|---|-------|-----|-----|
| Alt 2 - Bascom and Hamilton Corridor Enhancements | 2,180 | 200 | 340 |
| Alt 3 - Transit Oriented Development              | 2,320 | 220 | 360 |

### Traffic and Circulation Conclusions

The amount of traffic generated by each of the land use alternatives is primarily related to the amount of new development potential they contain. Alternative 1 would generate similar amounts of traffic and added congestion as the Existing General Plan. Alternative 2 adds more traffic than the other alternatives to the intersection of Bascom Avenue and Hamilton Avenue. Both Alternatives 2 and 3 add the most congestion to the key intersections operating near, at, or over capacity. Alternative 3 generates the most traffic.

### COMMUNITY WORKSHOP SERIES

As part of the City's ongoing General Plan update efforts, the City Council directed that a concerted effort be made to engage members of the community at this stage of the process in order to gather public input and direction regarding key issues related to Campbell's future growth patterns and community priorities.

As a result of this Council direction, the project team conducted five public workshops and published an interactive online survey and Story Map in order to gather community input on key project issues.

The Workshop Summary Report summarizes the public participation and input received during the General Plan Update outreach activities conducted from January 22, 2018 through March 22, 2018. Participation included 272 neighborhood workshop attendees, and 256 online survey participants.

**Process:** A series of five neighborhood workshops, and an interactive online Story Map and associated survey were conducted to provide opportunities for community members to discuss their ideas, review land use concepts, and provide feedback to the City and General Plan Update team. Participants offered input individually through focused surveys, and the identification of community challenges, assets, and visions, and participated in small group discussions relating to several land use concepts, and mapping activities.

**Community Visioning:** Community members were asked to identify community assets, challenges, and a vision for Campbell. A description of this activity is provided on page 7 of the Workshop Summary Report (Attachment 2), and the detailed responses received from the workshops and online survey are presented in Appendices A and D of the Summary Report, respectively.

Common themes expressed by participants related to Campbell's **community assets** included: Campbell's small-town feel, character and charm, community focal points such as downtown Campbell, the farmers market, Heritage Theater, the library and community center, historic structures, parks, open space and trails, Campbell's central location, walkability, and community safety and services.

Common themes related to Campbell's **community challenges** included: traffic and congestion, housing affordability, increasing effectiveness of transit options and connectivity, limited parking, growth pressure in Campbell and surrounding cities, maintaining services and infrastructure; and homelessness.

Common themes related to Campbell's **community vision** included: maintaining a small-town feel and sense of community, preservation and enhancement of open space areas and parks, improved traffic and parking conditions, improved transportation network for all forms of transportation, additional housing opportunities, quality design throughout the community, and improvements to services and infrastructure.

**Land Use Concepts:** In January 2018 the project team completed and published the Land Use Alternatives Report. This report includes various growth scenarios that the City may wish to consider when revising the General Plan Land Use Map. In order to assist the community in providing input regarding the Land Use Alternatives, three of the primary concepts included in the report were presented to the community as potential options to guide and shape the built environment. The land use concepts were included on maps that were discussed in small groups during the community workshops, and were also included in the online Story Map. These concepts included:

- 1) Intensification along Hamilton and Bascom Avenues to create a more walkable environment that supports a range of retail, office, and residential uses.
- 2) Targeting high tech business and job growth opportunities through the intensification of development levels on lands currently identified for research and development land uses.
- 3) Promoting higher density mixed-use development on lands within close proximity (¼- mile) of light rail transit stations.

The results of these exercises are presented in summary form below. The summary provided below includes responses received from the workshops and the online responses (combined). Expanded details and information on this activity are provided on page 11 of the Summary Report. The "raw" feedback, in the form of the workshop questionnaires and the online results, are provided in Appendices B and D of the Summary Report, respectively.

### **Hamilton and Bascom Intensification**

Overall, 48% of respondents agreed with the concept of intensification along Hamilton and Bascom Avenues; 33% agreed in revitalization, but not at the scale shown; and 19% of respondents disagreed with this land use concept. Respondents commonly cited better utilization of space, increased walkability and pedestrian friendly environment, business opportunities, and additional affordable housing as benefits. Concerns cited included traffic and parking, need for public transportation improvements, and the need for protecting established neighborhoods.

### **Targeted High-Tech and Business Job Growth**

Overall, 52% of respondents agreed with the concept of targeting high-tech business and job growth through intensified research and development land uses, 23% agreed with the concept, but not at the scale shown, and 25% of respondents disagreed with this land use concept. Respondents commonly cited additional high wage jobs, attraction and retention of high-tech businesses as benefits. Cited concerns included inappropriate building heights, loss of current small businesses, traffic, impacts to open space and the creek corridor, and the need for transit improvements.

### **Transit-Oriented Development**

Overall, 50% of respondents agreed with the concept of promoting additional mixed-use development within close proximity of existing light rail transit stations, 28% agreed with the concept, but not at the scale shown, and 22% of respondents disagreed with this land use concept. Respondents commonly cited the benefits of increased affordable and attainable housing, increased transit ridership, and access to public transit. Cited concerns related to parking and traffic issues, building heights, impacts to the creek trail, transit speed and frequency, and the uncertainty of future light rail extensions.

**Community Mapping:** Working in small groups, workshop participants were asked to identify and map where land use changes or improvements should occur in Campbell. Common themes that emerged from this activity include opportunities for revitalization, reuse, and additional development opportunities in several key areas of the city including the Pruneyard; the Campbell Avenue and San Tomas Aquino Road intersection; Campbell Plaza; Dell Avenue research and development area; east central research & development & commercial area; the Bascom Avenue corridor; and the Hamilton Station area. Additionally, common conservation and preservation themes included the protection of creek corridors, and the desire for additional and enhanced parks and open spaces throughout the community, and enhancement and increased connectivity of the trail system.

This input is described in greater detail on page 18 of the Summary Report, and shown on the composite workshop figure provided on page 20 of the Summary Report.

## **DISCUSSION**

The purpose of this meeting is to:

1. Update the City Council on the results of the Land Use Alternatives Report and the Community-wide Neighborhood Workshops.
2. To provide a summary of key next steps in the General Plan Update process,
3. To receive Council input and direction regarding how the Preferred General Plan Land Use Map should be finalized.

### **Key Next Steps in the General Plan Update**

The General Plan Update project has reached a stage where any potential revisions to the Land Use Map need to be identified and the Preferred Land Use Map needs to be finalized. There are several pending key tasks that will rely on analysis associated with the revised (preferred) Land Use Map, and the associated growth projections. For example:

- The Land Use Policy Set must be crafted in order to support the Preferred Land Use Map.
- Circulation policies and roadway and infrastructure improvements must be identified in order to support buildout of the Preferred Land Use Map.
- The Climate Action Plan analysis will rely on General Plan buildout projections, which cannot be calculated until the Preferred Land Use Map is identified.
- The technical analyses associated with the General Plan EIR need to commence soon, and these reports will rely on the buildout projections associated with the Preferred Land Use Map.

The tasks listed above will involve significant investments of time and resources by the project team. As such, it is important that the Preferred Land Use Map be properly developed, vetted, and agreed upon by the Council prior to the initiation of these next key stages of the General Plan Update. Changes to the Preferred Land Use Map following initiation of these key tasks may result in the need to re-do certain tasks and analyses.

### **Receiving Council Direction on the Preferred Land Use Map**

It is recommended that the City Council schedule and conduct a special study session, focused on reviewing and refining the various land use concepts presented in the Land Use Alternatives Report, with the goal of finalizing the Preferred Land Use Map. The Council will not be asked to formally adopt the Map at this stage, but the Council will be

asked to provide unified direction on the content of the Preferred Land Use Map, so that the tasks identified above can proceed.

Based on professional experience, a study session of this nature may be expected to take 3 or more hours, and should occur in a “roundtable” format suitable for spreading out large maps, making edits, and engaging in an open and collaborative discussion between Councilmembers and the project team.

Some questions for Council consideration:

1. Prior to the City Council’s study session to finalize the Preferred Land Use Map, should the GPAC be provided with another opportunity to provide input and feedback on the Preferred General Plan Land Use Map?

Over the course of two GPAC meetings in June and July 2017, the GPAC provided detailed input on potential changes to the Land Use Map. The results of this input are depicted on Land Use Map Alternative 1 (described above, and analyzed in the Land Use Alternatives Report). However, the GPAC has not met since the Land Use Alternatives Report was published, and as such, has not had the benefit of reviewing and discussing this comparative analysis of the four land use alternatives.

Additionally, the GPAC has not met since the five community workshops were conducted, and as such, has not had the benefit of reviewing community input and feedback on various key mapping concepts analyzed in the Land Use Alternatives Report. It is noted that several GPAC members attended one or more of the community workshops. However, the entire GPAC has not convened since these workshops were held, nor has the GPAC had an opportunity to review and discuss the Workshop Summary Report (Attachment 2).

If the Council does direct the GPAC to provide additional input on the Preferred Land Use Map, what specific direction should be provided to the GPAC?

2. Is a roundtable study session the appropriate meeting format for the Council to review Land Use Map options and provide concrete feedback on the Preferred Land Use Map? If so, should this study session occur before, or after, the GPAC reconvenes?

Once the Council provides direction, staff and the consultant team will schedule the appropriate meetings and workshops, and proceed with finalization of the Preferred Land Use Map.

**FISCAL IMPACT**

Work on the General Plan Update remains within the budget authorized and approved by the City Council. No budget overages have occurred, and none are projected.

## ATTACHMENTS

### 1. Land Use Alternatives Report

Available online at: [https://campbell.generalplan.org/s/Campbell\\_LUA\\_Final.pdf](https://campbell.generalplan.org/s/Campbell_LUA_Final.pdf)

### 2. Workshop Summary Report

Available online at:

[https://campbell.generalplan.org/s/Campbell\\_Workshop\\_Report\\_final.pdf](https://campbell.generalplan.org/s/Campbell_Workshop_Report_final.pdf)

### 2A. Appendix A- "Raw Data" responses from the Vision, Assets, and Challenges activity conducted during the five Community Workshops.

Available online at: [https://campbell.generalplan.org/s/Appendix\\_A\\_Activity\\_1.pdf](https://campbell.generalplan.org/s/Appendix_A_Activity_1.pdf)

### 2B. Appendix B- "Raw Data" response forms from the Land Use Mapping Concepts activity conducted during the five Community Workshops.

Available online at:

<https://drive.google.com/uc?export=download&id=1o2vokZRTBH-S1DxMCJ5j4X4WDdLuwDee>

### 2C. Appendix C- "Raw Data" base maps completed by workshop participants during the five Community Workshops.

Available online at: [https://campbell.generalplan.org/s/Appendix\\_C\\_Activity\\_3.pdf](https://campbell.generalplan.org/s/Appendix_C_Activity_3.pdf)

### 2D. Appendix D- Detailed results and responses collected from the Online Survey and "Story Map."

Available online at:

[https://campbell.generalplan.org/s/Appendix\\_D\\_StoryMap\\_Neighborhood\\_Workshop\\_Survey.pdf](https://campbell.generalplan.org/s/Appendix_D_StoryMap_Neighborhood_Workshop_Survey.pdf)

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