



103437

DATE: November 19, 2020
TO: Planning Commission
FROM: Jacqueline R. Onciano, Director, Dept. of Planning and Development
Rob Eastwood, Planning Manager
SUBJECT: Stanford Community Plan Update - Report

RECOMMENDED ACTION

Receive report from the Department of Planning and Development relating to the Stanford University Community Plan Update.

PROJECT DESCRIPTION

The objective of this report is to provide the Planning Commission with an overview of the Stanford University Community Plan (SCP) Update. This report to the Planning Commission summarizes the current work on the SCP Update with information regarding the following:

- Scope of the Stanford Community Plan Update
- Initial Community and Stakeholder Outreach
- Description of Special Studies to be prepared as a part of this project: Graduate Student Housing Affordability Study, Municipal Services Study, and Childcare Study.

The SCP Update project will occur over the next approximately 18-month period and will include several phases, incorporating community outreach, policy updates, and environmental review. The community and stakeholder outreach strategy for the SCP Update includes both general community meetings and targeted stakeholder meetings. The list of stakeholder meetings groups is provided in the background section.

The Department of Planning and Development (Department) is requesting feedback from the Planning Commission on areas of interest or areas for further study and analysis. Once the Final SCP is prepared, the environmental analysis will be conducted, and the SCP will be subsequently presented to the Planning Commission for a recommendation to the Board of Supervisors for consideration of adoption.

REASONS FOR RECOMMENDATION

Project Impetus

In November 2016, Stanford University submitted an application for a new General Use Permit (GUP) and amendments to the SCP. As part of the County's processing of the GUP application, updates to the SCP were also proposed by the County Department and considered by the Planning Commission and Board of Supervisors in tandem with consideration of the new GUP for Stanford.

The Planning Commission held two study sessions regarding the GUP and SCP – February 28, 2019 and May 9, 2019 at the County Government Center Building. The Planning Commission Public Hearings, to make a recommendation to the Board of Supervisors on the proposed GUP and SCP, occurred over a series of public hearings on May 30, June 13, and June 27, 2019 where they forwarded a favorable recommendation to approve the proposed GUP and SCP amendments.

The Planning Commission's comments on combined GUP and SCP recommendations and the Department's responses to these comments are provided in **Attachment A** (the GUP components of Attachment A no longer apply). The project then went to the Board of Supervisors for consideration. However, before the last Board meeting, Stanford withdrew the GUP and Community Plan Amendment application on November 1, 2019; therefore, the amendments were not adopted at that time.

At the direction of the Board of Supervisors at its February 11, 2020 meeting, and as the first phase of planned work to update the County General Plan, the Department has reinitiated updates to the SCP.

During the February 11, 2020 meeting, the Board of Supervisors unanimously approved a Referral (linked Legislative File 100343, Referral by Supervisors Chavez and Simitian) to the Department requesting to proceed with implementation or updates to the SCP and the 1985 Land Use Agreement (BOS referral), with regular updates to the Housing, Land Use, Environment, Transportation Committee (HLUET). At this meeting, the Board directed staff to consider the following areas within the SCP Update:

- Relocation of the “possible future school site” designation;
- Extension of the Academic Growth Boundary for 99 years, subject to the four-fifths vote required to modify; and
- Other changes suggested by staff, including policies to address graduate student housing affordability, municipal services, and childcare.

The Board referral from the February 11, 2020 meeting, also refers to implementation or update of the 1985 Land Use Agreement. The 1985 Land Use Policy Agreement between the County of Santa Clara, the City of Palo Alto, and Stanford University, sets forth policies regarding land use, annexation, planning, and development of Stanford lands in Santa Clara County. The Land Use Policy Agreement states that Stanford provide its own municipal services to its academic facilities, rather than seeking them from adjacent cities. As part of the SCP Update, the Department is conducting a Municipal Services Study. Depending on the findings of the Municipal Services Study, updates to the Land Use Policy Agreement could be considered in the future.

Existing Regulatory Framework - Stanford Community Plan

The SCP is a policy document to guide development on the Stanford Academic campus. The SCP was originally proposed by Stanford and adopted in 2000 along with the 2000 General Use Permit (GUP). Prior to the SCP, development within the Stanford academic campus was regulated by the 1989 GUP and the Santa Clara County General Plan. The SCP was an amendment to the Santa Clara County General Plan with specific policies and land use designations for the Stanford Academic Campus.

The SCP was originally adopted concurrently with the 2000 GUP in December 2000. It was then amended in November 2013 relocating housing units, then again in May 2015 adjusting housing categories. Finally, in January 2019, the SCP was amended for land use changes for a faculty/staff subdivision. The SCP, adopted in 2000, remains in effect today. The SCP has specific policies on Growth and Development, Land Use, Housing, Circulation, Open Space, Resource Conservation, and Health and Safety. The SCP also has an Academic Growth Boundary (AGB) that limits development inside the AGB. The areas outside the AGB are intended for Open Space purposes.

The AGB is the SCP's primary mechanism for promoting compact urban development and resource conservation. Development must occur within the AGB, with lands outside the AGB remaining in open space.

The existing regulations that apply to development in the Stanford Campus includes the 2000 SCP and the Stanford University 2000 General Use Permit. These two regulatory documents set development caps. In addition, the Stanford University Habitat Conservation Plan (March 2013) also provides a long-term basis for resource conservation policy and implementation.

As the 2018 SCP and GUP application was withdrawn by Stanford on November 1, 2019, the regulatory limits of the 2000 Stanford Community Plan and the Stanford University 2000 General Use Permit continue to apply at this time.

Proposed SCP Updates

The Department provided updates relating to the proposed SCP Update to HLUET on June 18, 2020 and October 15, 2020. The table below summarizes the approach to various policy topics and studies that were presented to HLUET.

Table 1 – Proposed Approach to SCP Update

Policy Topic	Proposed Approach
Academic Growth Boundary (AGB)	Extend Academic Growth Boundary (AGB) for 99 years, subject to the four-fifths vote required to modify (BOS referral).
Potential Future Public School Site	Move the location of the designated future school site. (BOS referral).
Ratio of Academic Space to Housing	Currently, the Linkage Policy language relies on the General Use Permit to determine the linkage standards between the ratio of academic space to housing units constructed. Add explicit policy language about the

Policy Topic	Proposed Approach
	desired ratio of academic space to housing.
Construction of Housing	<p>During the GUP Application process, a potential displacement issue was revealed whereby Stanford purchases new construction and existing housing in surrounding communities resulting in a reduction of available housing units in the market.</p> <p>Require construction of housing by Stanford, rather than conversion of new or existing housing units in surrounding communities, to achieve the ratio of academic space to housing.</p>
Graduate Student Housing	During the GUP Application process, graduate students voiced concerns of housing affordability. Incorporate appropriate policies regarding graduate student housing, as recommended by the Graduate Student Housing Affordability Study that is proposed to be conducted in this scope of work.
Traffic and Daily Trips	Retain the “no net new commute trips” standard and add non-peak and total daily trips as standards to provide a comprehensive approach to traffic congestion, energy consumption, and air pollution.
Vehicle Miles Traveled (VMT)	The Office of Planning and Research (OPR) updated the existing methods for evaluating transportation impacts under the California Environmental Quality Act, to include VMT. Add policy regarding Vehicle Miles Traveled.
Complete Streets	Add policy language regarding Complete Streets requiring streets to be planned and operated to enable safe and comfortable travel for all users. Include policies promoting Green Infrastructure.
Alternative Forms of Transportation	Consider other forms of traffic/transportation (bike, pedestrians, public transit, use of scooters) in policies.
Historic Resources	Add policy regarding impacts to historic resources, further clarifying the approach to preservation of historic resources, including the resource and site context.
Incorporate General Plan Health Element Policies	Add background information and policies regarding Social and Emotional Health as well as Climate Change and Adaptation.
Municipal Services Study	Contract with a consultant to prepare a Municipal Services Study that would inform SCP policies that define appropriate and adequate service levels for the Stanford community in unincorporated county,

Policy Topic	Proposed Approach
	comparable with municipal services provided in cities in Santa Clara County.
Childcare Study	Contract with a consultant to conduct a Childcare Study and incorporate appropriate policies.
Graduate Student Housing Affordability Study	Conduct a Graduate Student Housing Study through a consultant and incorporate appropriate policies.
Post-COVID-19 University Operations	Work with the University to determine any post-COVID-19 changes and needs, relating to resiliency and sustainability as a university.
Design Guidelines/Principles	Develop appropriate design guidelines and/or principles with special focus on areas near historic resources and adjacent to off-campus neighborhoods, based on context-based principles and defined guidelines and standards.

Stakeholder Engagement and Outreach Strategies

The Department’s outreach program, through the project consultant M-Group, is robust and includes a project website, regular Community Resource Group check-ins, stakeholder group meetings, and community meetings. Staff is also engaging with Stanford, a key stakeholder in this effort through regular meetings to ensure a high level of communication. This comprehensive outreach approach was presented to HLUET on June 18, 2020.

The Department recommended to the HLUET Committee that the existing Community Resources Group (CRG) serve as the advisory body to the County throughout the SCP Update process. The CRG was formed through Board approval during the 2000 GUP to advise staff on Stanford-related matters. It includes representatives from various stakeholder groups including neighboring cities. The SCP Update was discussed with the CRG at its June 4, 2020 and September 3, 2020 meetings, giving the CRG a general update on the project scope and timeline.

A website with information about the SCP Update, with sign-up options for notifications of updates, submittal of comments, and information about upcoming or past meetings is being utilized as part of the Department’s outreach tools. The project website, StanfordCommunityPlanUpdate.org, was launched on August 21, 2020 and widely publicized at the CRG, through communications with stakeholder groups, and an email to the Stanford GUP interested parties list maintained by the County. The project website has opt-in subscribers that are notified of any website updates, including upcoming meetings.

Municipalities surrounding the Stanford Community Plan area were also individually notified of the update effort in a letter and email sent on September 15, 2020.

Separately, tribal notifications as required under Senate Bill 18 for general plan updates and Assembly Bill 52 for tribal consultation were mailed on September 9, 2020.

The Department will continue to conduct outreach with surrounding jurisdictions and stakeholder groups through scheduled stakeholder meetings, when possible. Stakeholders have been organized into the following groups:

- Stanford University,
- Students,
- Stanford Campus Residential Leaseholders (San Juan District),
- Neighborhood Groups,
- Historical Interest Groups,
- Multi-Jurisdictional Group (surrounding cities and counties),
- School Districts and PTAs, and
- Environmental Groups.

These groups will require a modified outreach approach due to the number and variety of interests represented:

- San Mateo County Public Agencies (other than city or county),
- Santa Clara County Public Agencies (other than city or county), and
- Other Private Organizations.

An updated list of project stakeholder groups is identified in Attachment B. Additionally, the Department will hold a community meeting accessible to the general public in January 2021. There will be additional community meetings later in the process, that will correspond to the preparation of a draft SCP. In accordance with the County's Health Order, the Department will use online tools including webinars and video conferencing to conduct community outreach and explore methods to provide computer stations to individuals needing internet access to allow participation in the outreach process. The Department will return to HLUET to provide a project update in February 2021.

Stakeholder Meetings Conducted to Date

Four stakeholder meetings have been conducted as of November 9, 2020. These groups include student groups, environmental groups, adjacent municipalities, and Stanford University. Specific feedback is provided below.

Student Groups

On September 22, 2020, the project team held a stakeholder meeting with the student groups. The team gave a general overview of the project including project scope, timeline, and how to submit comments. Most of the meeting was allotted to the student stakeholders to voice any questions or comments to the project team. Questions included those regarding project logistics, such as, most effective ways to submit comments and the relationships between the project studies, SCP chapters, and General Use Permit. Issues the students raised included the following:

- Public Safety reform and law enforcement,
- Student food insecurity,
- Postdoctoral researchers as a forgotten campus population,
- Health care (especially for dependents),
- Inclusion of temporary, contingent, and subcontracted workers on Stanford campus in SCP update studies and chapters,
- Availability and accuracy of campus data,
- Need for comparisons to other universities for the municipal services study,
- Sexual and intimate partner violence services needed, and
- Consider “affordability and accessibility” to services rather than “adequacy” of services.

Environmental Groups

On October 1, 2020, the project team presented at the Conservation Council group meeting, which often hosts presentations from local agencies on land use issues of interest to the group. The Conservation Council includes groups, such as, the Sierra Club, Audubon, California Native Plant Society, Greenbelt Alliance, and Green Foothills. The team gave a general overview of the project including project scope, timeline, and how to submit comments, and heard from the Council on the following:

- Policies regarding the Academic Growth Boundary,
- Draft SCP chapter language from the 2018 GUP process, and if this would be the starting point of drafting in the current SCP Update process,
- Protection of oak trees on campus, not just those in the open space,
- Bird-safe design,
- Protection of wetlands, and
- Reduction of commuting and construction of new buildings through limitation of students and employees on campus.

Adjacent Municipalities

On October 21, 2020, the project team held a stakeholder meeting with the Multi-Jurisdictional Group. Representatives from the following municipalities were in attendance: Santa Clara County, San Mateo County, Cities of Palo Alto, Los Altos, Mountain View, East Palo Alto, Redwood City, Menlo Park and the Towns of Los Altos Hills, Woodside and Atherton. The team gave a general project overview, and heard from stakeholders on the following:

- The need for a municipal service review,
- Housing allocations on the Stanford campus and the local region,

- The connection between the local agencies and Stanford, including the student population,
- Childcare needs,
- School children service needs.
- Community engagement strategy,
- Housing impacts on surrounding jurisdictions,
- Traffic impacts in surrounding areas,
- Loss of property taxes from newly exempt properties,
- Assistance needed with flooding along San Francisquito Creek, and
- Continued protection of the foothills open space.

Stanford University

On October 22, 2020, the project team met with Stanford University representatives as a stakeholder meeting. The team gave a general overview of the project, including specific questions, and heard from Stanford on the following:

- Discussion of the existing high-level SCP strategies,
- Questions about the findings previously recommended for relocation of the AGB,
- Ideas for potential future school site reflecting previous Stanford-PAUSD agreements,
- Discussion of ways to streamline housing development,
- Interest in more detailed analysis of how VMT could address traffic and planning issues,
- Closing the loop on the campus-wide historic evaluation that was conducted as part of the 2018 GUP application, and
- Concern with previous recommendations that seemed to discourage housing and compact development.

Additional Board of Supervisors Direction

Law Enforcement Comments

At the August 25, 2020 and September 1, 2020 Board of Supervisors meetings, the Board received public testimony from numerous Stanford University students who requested the County evaluate matters concerning campus policing at Stanford University. The Department returned to the Board at the October 20, 2020 (linked report 103085) meeting to respond to the Board referral on policing issues at Stanford University.

At its October 20, 2020 meeting the Board addressed issues raised by Stanford students regarding policing and public safety issues on campus. The Board directed the issuance of a Request for Proposals for the preparation of a Stanford Policing Practices Study. This study would evaluate the policing practices within the Community Plan area and determine

whether any changes are needed to either the Community Plan or the Memorandum of Understanding between the County and Stanford related to the provision of police services.

Other issues discussed by the Board included food security for students and the provision of services for victims of domestic and sexual/intimate partner violence to be addressed either by one of the special studies and/or within the policy considerations of the SCP.

Next Steps

Stakeholder meetings are ongoing at this time since starting in September and are scheduled to be completed before the end of 2020. Once the stakeholder meetings are complete, a community meeting will occur. In addition, there will be regular quarterly check-ins with the HLUET committee.

The three special studies (Graduate Student Housing Affordability Study, Municipal Services Study, and Childcare Study) are scheduled to be completed by March 2021. Once the special studies are completed, initial draft policy changes of the SCP will be prepared for a second round of community engagement. This is planned to be in mid-2021. The environmental review process will occur next year once the draft plan is fully developed.

The Department will bring this item back to the Planning Commission once there is a Public Review Draft SCP, anticipated in late 2021. The Planning Commission will be asked to make a recommendation to the Board of Supervisors.

BACKGROUND

Stanford lands within unincorporated Santa Clara County, also considered as the Stanford Community Plan area, are subject to policies in the SCP. The development within the Stanford Community Plan area is currently regulated under the 2000 General Use Permit. Information on the Stanford University Community Plan and General Use Permit can be found at the following link:

<https://www.sccgov.org/sites/dpd/Programs/Stanford/Pages/Stanford.aspx>.

In November 2016, Stanford University submitted a General Use Permit and Community Plan amendment application requesting 3,500,000 net new square feet of academic development and student housing, 550 net new faculty/staff housing units, 40,000 square feet of trip-reducing facilities, and 50,000 square feet of temporary construction space. The County published a Draft EIR and proceeded with recommendations to the Planning Commission and Board of Supervisors regarding the application. However, Stanford withdrew the GUP application on November 1, 2019.

As part of the application review, several public hearings were held. Issues discussed at these public hearings are related to the SCP Update. These issues were publicly discussed, and the County received comments from the public, Planning Commission, the Board, and the University. Consequently, County staff made recommendations to the Board for the SCP. As part of the recommendation to the Board, the Department provided a memo outlining the Planning Commission's (June 27, 2019) recommendation and requests along with the Department's responses to each recommendation/request. This October 4, 2019 memo was provided to the Board during their October 8, 2019 meeting as Attachment J to the BOS report. See **Attachment A**.

The Planning Commission's previous recommendations can now be incorporated into this new effort for the SCP Update as appropriate. With the withdrawal of the 2018 GUP application, the County will conduct additional research to address the issues raised during the public hearings, including a Municipal Services Study, a Childcare Study, and a Graduate Student Housing Affordability Study. The Department has hired M-Group, the consultant that managed the 2018 GUP Application, to manage and prepare the SCP Update.

Additional Tasks to be completed by various Consultants

In addition to the Community Meetings and the Stakeholder meetings as described below, various consultants will prepare the following studies to be considered at part of the SCP Update.

Municipal Services Study

The Department, through the project consultant M-Group, finalized the subconsultant selection process for the Municipal Services Study. The Request for Proposals (RFP) was issued on July 24, 2020 to 17 consultants recommended by the County. Of the 17 consultants, three submitted proposals. The Department has selected Management Partners, Inc. as the Municipal Services Study consultant.

The Municipal Services Study methodology includes the following:

- Provide information about municipal services provided in the cities surrounding the Stanford Community Plan area with a particular focus on the City of Palo Alto.
- Comprehensive evaluation of the provision of municipal services by Stanford and surrounding municipalities.
- Evaluation of the service delivery level provided by the municipalities surrounding the Stanford Community Plan area.
- Identification of appropriate and adequate service levels comparable with municipal services provided by the City of Palo Alto or other nearby municipalities if Palo Alto does not provide the service, for the population on the Stanford campus and community that has a need for services, which includes, at a minimum, Stanford residents, students, faculty, staff, and visitors.
- Compare the service needs of the studied Stanford community and campus to the service needs of a community within a nearby municipality, such as Palo Alto. Information about the municipal services Stanford currently provides and if the level and method of service delivery is adequate, in comparison with services provided within the surrounding jurisdictions.
- Evaluate any municipal services Stanford currently does not provide with recommendations on provisions of these services, based on the comparison with surrounding jurisdictions, and at what service delivery level.
- Recommendations on service delivery model or mechanism for each municipal service; including identification of which entities could provide that service, such as by contract to public or private entities, or directly by Stanford.

- Recommend actions, as necessary, to include in the proposed SCP Update, to promote the efficient provision of the services.

Attachment C sets forth the minimum municipal services to be evaluated in this Study.

The Municipal Services Study is expected to be completed in first quarter 2021. This will include the development of draft recommendations on services and policy and preparation of a final report.

Graduate Student Housing Affordability Study

During the Stanford GUP Application process, affordability of graduate student housing was an issue brought up at multiple hearings and meetings by public commenters. The Planning Department has executed an amended contract with Keyser Marston Associates, Inc. to conduct the Graduate Student Housing Affordability Study. The objectives of the Graduate Student Housing Affordability Study will be, to the extent possible:

- Provide background regarding how graduate students finance tuition and living expenses, including housing.
- Review information regarding the cost of housing for graduate students, focusing primarily on housing provided by Stanford, but also off-campus housing.
- Identify how the cost of housing aligns with resources graduate students have available to cover these costs, addressing to the extent possible, the range of household incomes and household sizes that graduate students have.
- Evaluate whether there is evidence of a gap between resources available to graduate students and the cost of housing consistent with concerns raised during consideration of Stanford's proposed General Use Permit; and, to document such evidence to the extent identified.

The Graduate Student Housing Affordability Study is expected to be completed in first quarter 2021.

Childcare Study

The Department is coordinating with an existing County consultant (Public Consulting Group, Inc.) on a childcare study scope of work and budget in support of the SCP Update and is targeting the October 20, 2020 Board meeting to request funding to pay for the study. The Childcare Study will include the following:

- Surveys, interviews, and focus groups to gather employee and student data.
- Research and assessment of the accessibility, affordability, and location of childcare services provided by Stanford University for faculty, staff, post-doctorates, and students.
- Research and comparison to other university-sponsored childcare services.
- Childcare needs assessment of Stanford University faculty, staff, post-doctorates, and students.

The consultant will provide preliminary findings, methodologies, and reports. The consultant will provide final conclusions to the County in a written report and will be required to present the final report at one or more public meetings of the Board of Supervisors, and at one community meeting. The Childcare Study is expected to be completed in 2021. When the consultant is under contract, a timeline for the Study will be prepared.

Other Planning Collaborations

The County is also participating in a housing collaborative with other cities in the region to address the housing crisis and has several efforts underway for promoting affordable housing development within the region.

STAFF REPORT REVIEW

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LINKS:

- Linked To: 100343 : Approve referral to Administration to move forward with specified items related to implementation or update of the Stanford Community Plan (part of the County's General Plan, now being updated) and 1985 Land Use Agreement. (Simitian/Chavez)
- Linked To: 98788 : Consider recommendations relating to the Stanford University General Use Permit application.
- Linked To: 103085 : Under advisement from September 1, 2020 (Item No. 25): Receive report from the Office of the County Executive and the Department of Planning and Development relating to campus policing at Stanford University.

ATTACHMENTS:

- Attachment A - Department's October 4, 2019 memo to the Board regarding the Planning Commission's Recommendation and Requests. (PDF)
- Attachment B - SCP Stakeholder Meeting Groups (PDF)
- Attachment C - Municipal Services to be Analyzed in the Municipal Services Study (PDF)