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**DATE:** September 15, 2022  
**TO:** Housing, Land Use, Environment, and Transportation Committee (HLUET)  
**FROM:** Jacqueline R. Onciano, Director, Dept. of Planning and Development  
Sylvia Gallegos, Deputy County Executive  
**SUBJECT:** Stanford University Community Plan Update Report

**RECOMMENDED ACTION**

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

**FISCAL IMPLICATIONS**

There is no direct impact to the County General Fund as a result of receiving this report.

**REASONS FOR RECOMMENDATION**

At the direction of the Board of Supervisors (Board) at its February 11, 2020, meeting (Item No. 19), and as the first phase of planned work to update the County of Santa Clara General Plan, the Administration is preparing updates to the Stanford University Community Plan (SCP). The Board adopted the SCP in 2000 and last amended it in 2015. The purpose of this report is to share the draft Housing and Circulation chapters as proposed for inclusion in the SCP Update and to include an overview of the key policies proposed in other chapters.

The draft Housing and Circulation chapters include a summary and background, key strategies, policies, and implementation measures. The chapters also describe the purpose of each strategy and the vision for its implementation. This report includes two copies of each chapter. Clean versions of the chapters are included as Attachments A1 and B1.

Track-changes of the chapters, where the text revisions to the existing SCP are tracked, are included as Attachments A2 and B2. A summary of each chapter is provided below, in addition to the overview of high-level policies proposed elsewhere in the SCP Update. Staff

is seeking feedback on the content of each chapter and the proposed high-level policy changes.

## ***Housing Chapter***

The SCP recognizes that housing and, in particular, affordable housing is a regional issue of significant concern and is of great importance to Santa Clara County community members, including those who live within or commute to the SCP area. The proposed changes to the Housing Chapter, included in Attachments A1 and A2, are designed to provide updated context for the housing demand and supply trends identified when the SCP was first adopted in 2000. These regional and local trends – the jobs and housing imbalance, market competitiveness for affordable and market-rate housing, and the distances Stanford affiliates commute to and from campus – have intensified over the last two decades. The SCP Update also accounts for the types of housing and financial assistance Stanford University currently provides its affiliates. This assessment is enhanced by the Graduate Student Housing Affordability Study prepared by Keyser Marston Associates and previously shared with HLUET at its meeting on May 19, 2022 (linked Legislative File 110364).

In addition to updating the background narrative of the existing SCP to reflect current conditions, the SCP Update also clarifies the populations served by the policies and implementation measures of the Housing Chapter. Specifically, references to “students and faculty” housing have been updated to clarify the broader population at Stanford University and will include “undergraduate students, graduate students, faculty, staff, postgraduate fellows, and other workers.”

The 2000 SCP strategies to address these trends will continue to serve as the framework for the policies and implementation measures included in the SCP Update. These current and proposed strategies are as follows:

**Strategy No. 1: Increase the Supply and Affordability of Housing**

**Sub-Strategy 1A: Plan for an Adequate and Balanced Housing Supply**

**Sub-Strategy 1B: Facilitate and Expedite Needed Residential Development**

**Sub-Strategy 1C: Augment Affordability Programs and Funding**

**Strategy No. 2: Ensure Compatibility of New Housing with Existing Neighborhoods**

A summary of changes to key policies and implementation measures in the Housing Chapter is provided in Table 1 below. Table 1 demonstrates how the proposed policy or implementation measure(s) compare with the existing 2000 SCP and General Use Permit (GUP) conditions of approval (COA), the recommended COAs for the 2018 GUP application that was withdrawn, and the 2022 SCP Update. Table 1 also identifies the policy and

implementation measure reference numbers that can be found in the draft Housing Chapter (Attachments A1 and A2). For example, “SCP-H5” refers to Stanford Community Plan Housing Policy No. 5 and “SCP-H(i)5” refers to Stanford Community Plan Housing Implementation Measure No. 5. For direct comparison, a copy of the existing 2000 SCP is included in Attachment C.

**Table 1: Summary of Changes to Housing Policies and Implementation Measures**

<b>Policy and Implementation Issue</b>	<b>2000 SCP &amp; GUP</b>	<b>2018 GUP Application SCP &amp; COA</b>	<b>2022 SCP Update</b>
Provide all new housing as documented by a linkage policy nexus study. <i>[SCP-H5, SCP-H(i)5]</i>	No	Yes	Yes
Prevent spillover of housing into surrounding cities. <i>[SCP-H(i)3]</i>	No	No	Yes
Required housing, both affordable and market rate, shall be located on campus or on contiguous Stanford lands. <i>[SCP-H(i)3, SCP-H10]</i>	No	No	Yes
Require construction of affordable housing. Do not accept in-lieu fee payments for affordable housing. <i>[SCP-H13, SCP-H(i)13]</i>	No	No	Yes
Encourage affordable housing over and above the amount determined by a nexus study <i>[SCP-H(i)2]</i>	No	No	Yes
Develop a streamlined approval process for on-campus housing within ½-mile of a public transit station or high-capacity transit stop. <i>[SCP-H(i)8]</i>	No	No	Yes
Ministerially approve housing identified in the Housing Element as a designated opportunity site, based on objective development standards. <i>[SCP-H(i)10]</i>	No	No	Yes
Encourage financial assistance for housing to faculty, staff, postgraduate fellows, and other workers. <i>(SCP-H11, SCP-H12)</i>	No	No	Yes
Expand on-campus housing eligibility to populations previously not eligible. (i.e. staff, postgraduate fellows, other workers, etc.). <i>(SCP-H15)</i>	No	No	Yes

In response to the proposed Housing Chapter, Stanford University has requested that the County consider the following revisions:

- Provide greater flexibility with the location of required housing, especially affordable housing.
- Provide greater flexibility on how affordable housing obligations are met.
- Provide objective design standards beyond the Housing Opportunity sites identified in the Housing Element to facilitate streamlined housing development.
- Provide a mechanism that new housing Stanford constructs now be credited towards meeting the needs of future academic space, and that the Community Plan acknowledge this credit to provide assurances that housing constructed now will be linked to future academic growth.

### ***Circulation Chapter***

The Stanford University campus is a unique setting where common challenges to circulation management are reduced due to proximity of interrelated attributes such as land use, density, and transit accessibility. As a result, the Stanford campus setting creates opportunities for providing mechanisms for coordinated problem-solving across the defined geographic area for walking, bicycling, and transit use, which serve to alleviate local congestion and reduce dependence on single-occupant automobiles. The objective of the Circulation Chapter is to use the unique attributes of the campus to allow for access and mobility.

The current SCP monitors Stanford-related vehicular trips through a “no net new commute trips” (NNNCT) performance standard. The proposed changes included in the SCP Update’s Circulation Chapter (Attachments B1 and B2) will enhance the NNNCT metric with the addition of reverse commute trip and the addition of Vehicle Miles Traveled (VMT) performance standards. Together these additional standards will allow the University to continue to grow and evolve, while not substantially adding more traffic and vehicle miles travelled. Furthermore, maintaining the NNNCT and adding the reverse commute standard will ensure that the SCP local congestion management policies are monitored and maintained at reasonable levels.

The following three strategies guide the policies and implementation measures of the current and proposed Circulation Chapter:

**Strategy No. 1: Avoid worsening of traffic congestion through land use and transportation demand management.**

**Strategy No. 2: Alleviate local congestion.**

**Strategy No. 3: Alleviate local congestion during special events.**

The Circulation Chapter discussion of these strategies considers the relationship between campus land use and the capacity for trip reduction through physical and programmatic improvements, as well as Stanford’s current traffic and congestion management practices. Each strategy includes a set of policies and implementation measures.

A summary of changes to key policies and implementation measures in the Circulation Chapter is provided in Table 2 below. Table 2 illustrates how the proposed policy or implementation measure is consistent with the existing SCP and GUP COAs, the proposed COAs for the 2018 GUP application that was withdrawn, and the 2022 SCP Update.

Table 2 also includes the policy and implementation measure reference numbers that can be found in the draft Circulation Chapter (Attachments B1 and B2). For example, “SCP-C1” refers to Stanford Community Plan Circulation Policy No. 1 and “SCP-C(i)4 refers to Stanford Community Plan Circulation Implementation Measure No. 4. For direct comparison, a copy of the existing 2000 SCP is included in Attachment C.

**Table 2: Summary of Changes to Circulation Policies and Implementation Measures**  
**Policies and Implementation Measures**

<b>Policy and Implementation Issue</b>	<b>2000 SCP &amp; GUP</b>	<b>2018 GUP Application SCP &amp; COA</b>	<b>2022 SCP Update</b>
Allow trip credits if Stanford does not meet the above performance standards and expand the trip credit area to include more areas that experience campus related traffic. [SCP-C8, SCP-C(i)6, SCP-C19]	Yes	Yes	Yes
Expand the NNNCT policy to include the reverse commute direction and specify monitoring during the morning and evening peak hours and the ‘3-hour peak periods.’ [SCP-C1, SCP-C(i)4]	No	Yes	Yes
Require enhancements to safe and efficient pedestrian and bicycle access across the campus and to designated school sites. [SCP-C(i)8, SCP-C(i)9]	No	Yes	Yes
If Stanford does not comply with the performance standards, the County will not approve additional development permits until Stanford fully offsets any exceedance. [SCP-C(i)12]	No	Yes	Yes

Set thresholds for the number of people attending special events at Stanford that would require the University to provide advance public notification. [SCP-C(i)17]	No	Yes	Yes
Require Stanford to provide a Special Event Management Plan, which includes traffic and parking, reviewed and approved by the County. [SCP-C(i)19]	No	Yes	Yes
Reduce VMT and broaden access to Transportation Demand Management (TDM) programs for Stanford affiliates. [SCP-C2, SCP-C10, SCP-C14, SCP-C(i)5]	No	No	Yes
Reduce vehicular trips by aligning the Circulation and Housing chapters to encourage housing in locations convenient to transit, services and jobs within the SCP area and contiguous Stanford land in other jurisdictions. [SCP-C3, SCP-C9, SCP-C(i)7]	No	No	Yes
Encourage public circulation access across campus to support existing connections and facilitate efficient and dispersed traffic patterns. [SCP-C12]	No	No	Yes
Provide centralized locations for the receipt of deliveries. [SCP-C(i)10]	No	No	Yes
If Stanford does not comply with the performance standards, intersection improvements must be provided for non-compliance. [SCP-C(i)9 in the current SCP, see link to existing SCP]	Yes	Yes	No

The primary feedback from Stanford relative to the Circulation policy updates focuses on the retention of the NNNCT standard, given the obstacle the University finds that it presents to infill and transit-oriented development. Stanford also notes that the Planning profession in California has generally shifted to a VMT metric for circulation management, as evidenced through the California Environmental Quality Act's (CEQA) Guidelines acceptance of VMT to evaluate environmental impacts.

## *Other Updates*

The following is a list of additional updates to the SCP recommended by staff that are not covered in the recommended updates to the Housing and Circulation Chapters. The remaining draft SCP Chapters are included as Attachments [D1, D2 (Growth and Development), E1, E2 (Land Use), F1, F2 (Open Space), G1, G2 (Resource Conservation), H1 and H2 (Health and Safety)].

- a. Limit future GUP approvals to a maximum of 10 years. This would trigger review and evaluation of Stanford's growth practices on a more frequent basis, rather than through intermittent requests by the University, and enable the County to more efficiently meet the needs of its residents.
- b. Relocate Potential Future Public School Site from the southeast area of campus to the northwest area of campus. This would place the school site closer to the existing transportation network on campus and on lands suitable for primary or secondary educational facilities. Staff is currently seeking feedback on this proposal from the Palo Alto Unified School District.
- c. Extension of the Academic Growth Boundary (AGB) to 99 years subject to the 4/5th vote requirement. As noted in the Chapter 2: Land Use summary, the existing AGB policy is approaching its qualifications for completion. Extending the AGB to 99 years subject to the 4/5th vote requirement continues protections for the AGB.
- d. Establish new Campus Design Guidelines that will facilitate expedited review of permits on the Stanford Campus.
- e. Incorporate Health Element Updates to maintain the SCP's alignment with the strategies, policies and implementation measures in the General Plan's Health Element.
- f. Incorporate recommendations from Special Studies. Staff is currently working to include special study recommendations as appropriate into the SCP update draft chapters.

Stanford has raised three primary concerns relative to the proposals noted above. First, that the extension of the AGB for 99 years is inconsistent with the Governor's Office of Planning and Research (OPR) long-term planning horizons that indicate a 20-year period is more common amongst jurisdictions given the uncertainties with planning further into the future. Beyond the timing issue, they have also proposed alternative findings for modifications to the AGB should the Board consider that action in the future.

Second, Stanford has raised concerns relative to the inclusion of the recommendations of the Municipal Services Study as policies and implementation measures. While the 1985 Land Use Policy Agreement between the County, City of Palo Alto, and Stanford acknowledges Stanford's intent and practice to continue to provide municipal services and the SCP incorporates this requirement by incorporating Stanford's responsibility to provide municipal

services as acknowledged in the 1985 Land Use Policy Agreement, the University has recently questioned whether Stanford can be required to pay for municipal services that public agencies are responsible to provide.. This consideration extends to the third concern raised by Stanford, that any financing or programming directed towards the Palo Alto Unified School District (PAUSD), and negotiated between PAUSD and Stanford, would conflict with the California Constitution's tax exemption for the University.

### **CHILD IMPACT**

The recommended action will have no/neutral impact on children and youth.

### **SENIOR IMPACT**

The recommended action will have no/neutral impact on seniors.

### **SUSTAINABILITY IMPLICATIONS**

The recommended action will have no/neutral sustainability implications.

### **BACKGROUND**

Stanford lands within unincorporated Santa Clara County, also considered the Stanford Community Plan area, are governed by policies in the SCP. The development within the SCP area is currently regulated under the 2000 GUP. For more information on the SCP and GUP, visit <https://plandev.sccgov.org/policies-programs/stanford-university>

In November 2016, Stanford University submitted a successor GUP application, referred to as the 2018 GUP, that requested 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 regarding the application. However, Stanford University withdrew the GUP application on November 1, 2019.

As part of the GUP application review process, the County held multiple public hearings. Several issues of concern were discussed at these public hearings in relation to the SCP, with comments received from the public, the Board, and the University. At that time, County staff made recommendations to the Board on the issues raised in the SCP. At the Board's direction (see Board Referral discussion below), the staff recommendations are incorporated into this new effort. In addition, to further the County's effort to address the issues raised during the public hearings, the County is conducting additional research, including a Municipal Services Study, a Childcare Study, and a Graduate Student Housing Affordability Study. Therefore, at



the direction of the Board, the Administration is moving forward with a County-initiated update to the SCP as the first phase of planned work to update the overall County General Plan. The Department is currently in the planning process for the Housing Element update followed by other General Plan updates.

### **Board Referral**

On February 11, 2020, the Board unanimously approved a Referral (Item No. 19 and linked Legislative File 100343, Referral by Supervisors Chavez and Simitian) to the Department requesting to proceed with specified items relating to the implementation and updates to the SCP and the 1985 Land Use Agreement, with regular updates to HLUET. 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 4/5ths vote required to modify; and
- Other changes by staff, including policies based on graduate student housing affordability, municipal services, and childcare.

### **HLUET Reports**

On June 18, 2020, the Department reported to HLUET a summary of the scope of work for the SCP Update, including the proposed community outreach and stakeholder strategy and the expected timeline to complete the proposed updates (linked Legislative File 101649).

On October 15, 2020, the Department reported to HLUET a description of the objectives and methodology of the Graduate Student Housing Affordability Study, Municipal Services Study, and Childcare Study; and updated the Committee on the progress of community and stakeholder outreach, including summaries of stakeholder input provided thus far (linked Legislative File 103192).

On November 19, 2020, the Department reported to the Planning Commission, providing background information on the project, the Department’s proposed approach to the SCP Update, stakeholder engagement and outreach strategies and their status, and objectives and methodologies of the Municipal Services Study, Graduate Student Housing Affordability Study, and Childcare Study (linked Legislative File 103437).

On February 16, 2021, the Department reported to HLUET a summary of the progress of the Graduate Student Housing Affordability Study, Municipal Services Study, Policing Study, Childcare Study, and community and stakeholder outreach (linked Legislative File 104690).

On May 27, 2021, the Department returned to HLUET to provide a project update on the progress of the studies and SCP editing (linked Legislative File 106172). The Department returned to HLUET on August 12, 2021, to present updates on the studies, and the updated project timeline, adding the San Juan District assessment and the County 6th Cycle Housing Element projects (linked Legislative File 107053). On November 9, 2021, and February 17, 2022, the Department reported on the status of the project studies and next steps (linked Legislative Files 108279 and 109422). On May 19, 2022, the Department reported on the findings of the Municipal Services, Graduate Housing Affordability, and Childcare studies, as well as the status of the Policing Study and next steps (linked Legislative File 110364). On August 18, 2022, the Department provided a report on the status of draft SCP chapters (linked Legislative File 112266).

## **Stakeholder Group Meetings**

Since the inception of this project, the Department has conducted stakeholder meetings with the following groups:

- **Stanford University**
  - Initial Meeting (May 29, 2020)
  - Progress Update (August 21, 2020)
  - General Outreach Meeting (October 22, 2020)
  - Municipal Services Study-Specific (December 7, 2020)
  - Design Guidelines (December 11, 2020)
  - Housing-Specific (January 15, 2021)
  - Housing-Specific (January 28, 2021)
  - General Updates (September 2021 – August 2022)
- **Students**
  - Childcare (July 30, 2020)
  - General Updates (September 22, 2020)
  - Municipal Services (August 6, 2020)
  - Municipal Services (April 15, 2021)
- **Environmental Groups (October 1, 2020)**
- **Multi-Jurisdictional Group (October 21, 2020; December 8, 2021; April 6, 2022)**
- **San Juan District (November 10, 2020)**
- **School Districts & Parent Teacher Associations (December 3, 2020)**
- **Neighborhood Groups (December 7, 2020)**
- **Community Meetings**

- Municipal Services Study (April 26, 2022)
- Graduate Student Housing Affordability Study (May 19, 2022)
- Childcare Study (May 25, 2022)

### **CONSEQUENCES OF NEGATIVE ACTION**

The HLUET Committee would not receive the report.

### **STEPS FOLLOWING APPROVAL**

No steps following approval.

### **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: 101649 : Receive report from the Office of the County Executive and the Department of Planning and Development relating to a proposed scope of work for updates to the Stanford University Community Plan.**
- **Linked To: 103192 : Receive report from the Office of the County Executive and the Department of Planning and Development relating to the Stanford University Community Plan update.**
- **Linked To: 103437 : Receive report from the Department of Planning and Development relating to the Stanford University Community Plan Update.**
- **Linked To: 102769 : Held from August 25, 2020 (Item No. 76): Consider recommendations relating to updates to the Stanford University Community Plan.**
- **Linked To: 104690 : Receive report from the Department of Planning and Development relating to the Stanford University Community Plan Update.**
- **Linked To: 108279 : Receive report from the Department of Planning and Development relating to the Stanford University Community Plan Update.**
- **Linked To: 109422 : Receive report from the Department of Planning and Development relating to the Stanford University Community Plan Update.**
- **Linked To: 110364 : Receive report from the Department of Planning and Development relating to Stanford University Community Plan Update.**
- **Linked To: 112266 : Receive report from the Department of Planning and Development relating to the Stanford University Community Plan Update.**

## **ATTACHMENTS:**

- Attachment A1 - Draft SCP Update Chapter 3 Housing (clean) (PDF)
- Attachment A2 - Draft SCP Update Chapter 3 Housing (tracked-changes) (PDF)
- Attachment B1 - Draft SCP Update Chapter 4 Circulation (clean) (PDF)
- Attachment B2 - Draft SCP Update Chapter 4 Circulation (tracked-changes) (PDF)
- Attachment C - 2000 Stanford Community Plan (PDF)
- Attachment D1 - Draft SCP Update Chapter 1 Growth and Development (clean) (PDF)
- Attachment D2 - Draft SCP Update Chapter 1 Growth and Development (tracked-changes) (PDF)
- Attachment E1 - Draft SCP Update Chapter 2 Land Use (clean) (PDF)
- Attachment E2 - Draft SCP Update Chapter 2 Land Use (tracked-changes) (PDF)
- Attachment F1 - Draft SCP Update Chapter 5 Open Space (clean) (PDF)
- Attachment F2 - Draft SCP Update Chapter 5 Open Space (tracked-changes) (PDF)
- Attachment G1 - Draft SCP Update Chapter 6 Resource Conservation (clean) (PDF)
- Attachment G2 - Draft SCP Update Chapter 6 Resource Conservation (tracked-changes) (PDF)
- Attachment H1 - Draft SCP Update Chapter 7 Health and Safety (clean) (PDF)
- Attachment H2 - Draft SCP Update Chapter 7 Health and Safety (tracked-changes) (PDF)
- Public Comment - Town of Atherton (PDF)