



TOWN OF MORAGA

MORAGA CENTER SPECIFIC PLAN IMPLEMENTATION PROJECT STEERING COMMITTEE

MEETING AGENDA

Tuesday, July 12 and Tuesday, July 19, 2016

7:00 PM

La Sala Building, Hacienda de las Flores, 2100 Donald Drive, Moraga

1. CALL TO ORDER

2. ROLL CALL

Town Councilmembers Onoda and Trotter
Planning Commission Members Kovac and D'Arcy
Design Review Board Members Helber and Stromberg
Parks & Recreation Commission Member Schnurr

3. PUBLIC COMMENTS - *Time reserved for those in the audience who wish to address the Committee. The audience should be aware that the Committee may not discuss details or vote on non-agenda items. Your concerns may be referred to staff or placed on a future agenda. Note: Public input will also be taken during each agenda item.*

4. ADOPTION OF MEETING AGENDA

5. REVIEW AND CONSIDER DRAFT AMENDMENTS TO THE TOWN OF MORAGA PLANNING CODE RELATED TO IMPLEMENTATION OF THE MORAGA CENTER SPECIFIC PLAN

6. ADJOURNMENT

Notices of the Moraga Center Specific Plan Implementation Steering Committee Meetings are posted at 2100 Donald Drive, The Moraga Commons, 329 Rheem Blvd and the Moraga Library. Copies of the Agenda packets can be viewed prior to the meeting at the Town Offices, 329 Rheem Boulevard. **NOTICE:** The Town of Moraga will provide special assistance for disabled citizens upon at least 72 hours advance notice to the Town Clerk's office (888-7050). If you need sign assistance or written material printed in a larger font or taped, advance notice is necessary. All meeting rooms are accessible to the disabled.



Meeting Dates: July 12, 2016
July 19, 2016

1
2
3
4
5 **TOWN OF MORAGA**

STAFF REPORT

6
7 **To: Moraga Center Specific Plan Implementation Steering**
8 **Committee**
9
10 **From: Holly Pearson, Senior Planner**
11 **Ellen Clark, Planning Director**
12
13 **Subject: Review Draft Moraga Center Specific Plan Area Zoning**
14 **Regulations**
15
16

17 **Request**
18

19 The Steering Committee is requested to provide feedback and comments on the
20 Draft Zoning Regulations for the Moraga Center Specific Plan Area. The
21 Steering Committee's discussion is currently scheduled to take place over the
22 course of two meetings on July 12 and July 19, 2016. Following the Steering
23 Committee's discussion and recommendations, staff will bring the regulations
24 forward to be considered for adoption by the Planning Commission and Town
25 Council at future public hearings.
26

27 **Background**
28

29 The Moraga Center Specific Plan (MCSP) was adopted by the Town Council in
30 January 2010, and was the result of a seven-year planning process involving
31 Moraga residents, Town leaders, neighboring communities, property owners,
32 consultants and other interested parties. The Specific Plan, through a land use
33 diagram and a series of accompanying policies and guidelines, defines the future
34 development potential of a 187-acre area centered around the existing Moraga
35 Center shopping district. State law requires the Town's zoning ordinance to be
36 consistent with an adopted General Plan or Specific Plan, a requirement that is
37 not currently being met.
38

39 To address this issue, the Town has been proceeding since early 2015 with the
40 grant-funded "Moraga Center Specific Plan Implementation Project," the primary
41 goal of which is to develop zoning and design standards to implement the
42 policies and vision set forth in the Specific Plan. It provides a critical opportunity
43 to refine and strengthen the somewhat generalized policy and land use
44 requirements of the Specific Plan into a comprehensive set of standards and
45 requirements that can ensure high quality projects, deliver desired community
46 amenities, help to create a successful, thriving Town center, and ensure
47 compatibility with adjacent neighborhoods and the Town's character.

1
2 **Vision Concept**

3 In 2015 the project Steering Committee, comprising members of the Town
4 Council, Planning Commission, Design Review Board, and Park & Recreation
5 Commission, worked with staff and the consultant team, led by Opticos Design to
6 develop and articulate a “Vision Concept” for the Specific Plan Area, consistent
7 with the Specific Plan. The Vision Concept was presented to the Planning
8 Commission and Design Review Board at a Joint Meeting on January 25, 2016;
9 and to the Town Council on February 10, 2016.

10
11 The Vision Concept articulates, in graphic form, design principles for the core of
12 the Specific Plan area, focused along School Street as a new "Main Street"
13 within the area, and a conceptual design vision for the Specific Plan area that
14 illustrates the range of potential physical form and character of new development,
15 consistent with the goals and vision as stated in the MCSP. The Vision Concept
16 provides the basis for the new Specific Plan Area zoning regulations, through its
17 various elements that include:

- 18
19 • Guiding design principles for the site
20 • A set of site plan alternatives for key parts of the Specific Plan area
21 • A mixed-use and residential zoning framework
22 • A proposed street network
23 • A proposed zoning map
24 • Illustrative drawings and renderings to demonstrate potential development
25 scenarios that could result from application of the new zoning
26

27 Additional information on the Vision Concept is included in the February 10, 2016
28 Town Council Staff Report, included as Attachment B.
29

30 The Design Review Board, Planning Commission and Town Council each
31 supported the Vision Concept as presented, providing direction to staff and
32 consultant team to proceed with developing draft zoning standards based on that
33 framework. The Town Council also directed staff to continue to work with the
34 major property owner in the Specific Plan area, to coordinate the new zoning
35 standards with an understanding of their plans for development and of the
36 physical and other constraints of the area.
37

38 Since the February meetings, staff has worked closely with Opticos to develop
39 and refine the draft standards (Attachment A), which were published and made
40 available electronically to the Steering Committee on June 24, 2016. As
41 discussed later in the staff report, staff has also met three times with
42 representatives of the Bruzzone family, since the Town Council meeting, in
43 March, April and June.
44

45 Underlying the MCSP implementation strategy is the integration of “form-based”
46 zoning standards into the code amendments that can promote high-quality,
47 mixed-use, walkable, people-oriented places. Form-based zoning focuses on the
48 physical form of development, rather than the separation of land uses in
49 conventional zoning – this approach can ensure a more predictable outcome for
50 the MCSP in terms of the type, scale and form of new development.

1
2 **Discussion**

3
4 **July 12 and 19 Meeting Format**

5 These two meetings provide an opportunity for the Steering Committee to review
6 and provide comments on the draft. Given the amount of material and time
7 available, it is not expected that the Steering Committee will complete a “line by
8 line” review of the draft. Instead, the consultant team will facilitate a discussion
9 of the overall approach, structure and key aspects of the regulations in each
10 section of the draft, focusing on specific questions and concerns from the
11 Steering Committee on items to be refined or modified in the next draft.

12
13 Staff recommends the content of the two meetings be structured as follows:

14
15 *July 12 Meeting*

- 16 • General Introduction and overview of Chapter 8.50: Moraga Center Zones
- 17 • Section 8.50.020: Specific to Zones
- 18 • Section 8.50.030: Supplemental to Zones

19
20 *July 19 Meeting*

- 21 • Section 8.50.040: Walkable Neighborhood Design
- 22 • Section 8.50.050: Permits and Procedures
- 23 • Section 8.50.060: Definitions

24
25 **Zoning Chapter Overview and Key Concepts**

26 The Moraga Center Zones Chapter includes six sections, which collectively
27 regulate development in the Specific Plan Area. In general, the regulations
28 progress from those that are specific to and regulate building form and use based
29 on a series of defined zoning districts within the Plan Area, to standards that
30 apply more broadly to all parcels and sites (although precise application is in
31 some cases dictated by zone [e.g. block size] or use [e.g. parking]). Section
32 8.50.010.A.6.a provides a “Quick Guide” to the structure of the regulations, and is
33 helpful to understanding how a specific project would determine applicability of
34 different portions of the code.

35
36 As a form-based code, there are several key concepts that are integral to
37 understanding the structure and format of the regulations:

- 38
39 • **Zones** (8.50.20). A series of eight zones, some of which have further
40 subzones, define the various geographic subareas of the Specific Plan
41 Area. Similar to the Town’s existing Municipal Code zoning districts, these
42 zones are used as a basis to regulate land use. They are also used to
43 derive specific form-based zoning requirements related to building form,
44 including allowed building types (see below); building form (maximum
45 heights and stories); building placement (setbacks and build-to lines);
46 frontage types (see below); density; size and dimensions for buildable
47 sites; and parking. The regulations use the concept of a “buildable site”
48 which may or may not correlate to a legal lot or parcel (i.e. a single parcel
49 could include multiple buildable sites, each of which would contain one
50 primary building type, accessory structures, and private open space.

1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
25
26
27
28
29
30
31
32
33
34
35
36
37
38
39
40
41
42
43
44
45
46
47
48
49
50

- **Building Types** (8.50.030.B) are an important component of the form-based regulations, since each building type is defined by building form/configuration and function. Note that in some instances the Code assigns residential-type names (e.g. Village House) for some building types based on their form, but this does not mean that such a building form cannot accommodate a non-residential use, if that use is allowed within the zone.
- **Frontage Types** (8.50.030.C). A range of allowable Frontage Types are defined for each Building Type and within each Zone. Frontage Type standards regulate private frontages defined as the portions of a building that connect and interface between the public realm (street and sidewalk) and private realm (yard or building). Frontage Types are a critical component of the Form Based Zoning regulations because of the importance of the relationship between the public and private realm in determining the look, feel and function of each of the Specific Plan’s subareas.
- **Walkable Neighborhood Standards** (8.50.040) define parameters for inclusion and design of **Civic Spaces** such as greenways, plazas, and pocket parks, within the various Zones; as well as **Thoroughfare Standards** that govern the design of public and private streets, intended to promote a walkable, well-connected street network. Figure 8.50.040.A.2.a diagrams a potential configuration of streets to indicate how thoroughfare types should be regulated within the Specific Plan Area; this diagram is “non-regulatory” meaning that it does not dictate the precise location of streets, which will be determined during the planning and design phase of individual projects. Similarly, potential civic spaces are mapped in an illustrative way in Figure 8.50.040.A2.b., but ultimately will be placed based on site-specific planning.
- **Permits and Procedures** (8.50.50) outlines the various approval procedures for development projects, including design review and use permits. The procedures define new categories of use permit, including a Minor Use Permit and Temporary Use Permit, both of which are subject to Planning Director approval. The categories of use permit correlate to the Use Table (8.50.020.C), which regulates various types of uses by zone. Note that while this list encompasses a similar range of uses to that specified in the Specific Plan, whereas the former indicates all uses as permitted (meaning as of right, with no discretionary review), the zoning standards are somewhat more restrictive; for example, requiring a Minor Use Permit for a retail use over 10,000 square feet in size; and a Conditional Use Permit for uses that tend to be larger or more impactful, such as a gas station, hospital, or restaurant with drive-through.

Design Review procedures, which are not defined in the Specific Plan at all, are somewhat more liberal than those specified in the existing Municipal Code, allowing a wider range of projects to be approved by the Design Review Administrator, as opposed to requiring Design Review

1 Board approval. This regulatory approach is in keeping with the much
2 more prescriptive standards of the form-based codes, which provide a
3 high degree of certainty in the outcomes for building form and design, and
4 therefore allow a project consistent with prescribed standards to be
5 approved either “over-the-counter” or through a less onerous
6 administrative review process.

7
8 Topics for Steering Committee Consideration

9 The following are areas of the draft zoning regulations that staff would like to
10 bring to the Steering Committee’s attention for discussion and consideration.

11
12 *Building Types and Commercial Uses*

13 Section 8.50.030.B defines the various building types that are permitted in the
14 Moraga Center zoning districts, including Carriage House, Village House,
15 Cottage House, Cottage Court, Duplex, Townhouse, Mansion Apartment,
16 Apartment House, Live/Work, and Main Street. The majority of these are
17 residential building types, with the exception of Live/Work, which is intended to
18 accommodate both residential and commercial activities; and Main Street, which
19 is defined as a small to medium-size building that could be either entirely
20 commercial, or mixed-use (e.g. residential or office on upper floor(s) over ground-
21 floor retail or service).

22
23 Staff and the consultant team have discussed the issue of whether to include an
24 additional, small commercial building type. Staff has pointed out that there are
25 certain types of land uses that are permitted in the mixed-use zones, such as
26 banks, restaurants, and small retail stores, for which a detached or “stand-alone”
27 building with more of a commercial form would be appropriate. The consultant’s
28 response has been that the building types are not tied to specific uses, so
29 residential building types could accommodate commercial uses that are
30 permitted in the specified zones. In addition, the definition of the Main Street
31 building type has been expanded to include small commercial-only buildings.
32 However, as currently proposed, the Main Street building type is only permitted
33 by right in the Mixed Use–Core zone, and by review in the Moraga Ranch
34 Special Planning Area. Staff has expressed the view that small commercial
35 buildings should be allowed in all of the mixed-use zones, while the consultant
36 maintains that residential building types are more reflective of the desired
37 character for these areas, and could house commercial uses.

38
39 While adaptive reuse of existing residential buildings for retail, restaurant or
40 services uses is common and desirable, staff believes that for new construction
41 intended for such uses, a typical commercial building type would be more
42 appropriate. Accordingly, staff recommends that a separate small commercial
43 building type be added, and believes that form-based standards and graphic
44 examples for this type that are appropriate to the Moraga Center area can easily
45 be provided.

46
47 *Residential Uses in Mixed Use–General and Mixed Use–Edge Zones*

48 The areas that are currently mapped as Mixed Use–General: Limited (MU-G-L)
49 and Mixed Use–Edge: Limited (MU-E-L), in the southern portion of the Specific
50 Plan area (primarily south of Moraga Way), correspond with the Mixed Office /

1 Residential (12-20 dwelling units/ acre) land use designation of the Moraga
2 Center Specific Plan. The MCSP provides that the Mixed Office / Residential
3 district is intended to accommodate residential uses in addition to services,
4 recreation, education, assembly, and other similar uses (see Table 4-5 on page
5 42 of the MCSP).

6
7 However, in the Use Table of the draft zoning regulations, residential uses are
8 only permitted in the “Open” sub-zone of Mixed Use–General (MU-G) and Mixed
9 Use–Edge (MU-E) – see footnote 1. This means that residential would not be
10 allowed in the MU-G-L and MU-E-L zones noted above. Staff believes that this
11 was an oversight, since the MCSP clearly intends for residential uses to be
12 permitted in these areas, and should be corrected through amending the use
13 table and/or zoning map.

14 15 Stakeholder Comments

16 Staff met with representatives of the Bruzzone family on June 29 to discuss their
17 initial thoughts on the proposed zoning standards (also see email
18 communication, Attachment C). At that meeting, concerns were raised in a
19 number of areas including:

- 20 • The feasibility of implementing the form-based zoning standards,
21 particularly concern about limits these standards might place on
22 achievable density, as well as the interface between the new regulations
23 and constraints presented by slopes and site grades, and the need to
24 accommodate stormwater infrastructure, among other considerations.
- 25 • Representativeness of some of the images in the Zoning Standards; for
26 example, images showing buildings up to the edge of the street in “Mixed
27 Use – Edge” zones, which are intended to correspond to Scenic Corridors
28 and thus have more substantial building setbacks.
- 29 • The fact that the Use Table is more restrictive than the Specific Plan’s Use
30 Table, in terms of requiring discretionary permits for uses that are
31 currently listed as being allowed, without requiring a planning permit, in
32 the Specific Plan.
- 33 • Creation of non-conforming uses with adoption of the new regulations, and
34 what accommodations if any would be allowed for maintenance and
35 modification of properties within the existing Moraga Shopping Center.
- 36 • Concern that the Walkable Neighborhood Design standards, which apply
37 to “development projects...that are 4 acres or greater in size” could be
38 interpreted to be triggered by any development or modification of land use
39 in the Moraga Shopping Center, and which would be excessively onerous.

40
41 Because the comments were presented in a somewhat general way, and
42 pending the Steering Committee’s discussion, staff has not provided a specific
43 response at this time. However, staff does agree that it would be appropriate for
44 the draft regulations to be more clear on points such as status of non-conforming
45 uses, and applicability of the Walkable Neighborhood design standards to the
46 existing shopping center and similar large parcels and properties that are already
47 developed, particularly with regard to triggers for requiring conformance with
48 those standards.

1 Representatives of the Bruzzone family will be at the Steering Committee
2 meeting, and may provide additional comments for the Committee's
3 consideration at that time. A suggestion was made for the Steering Committee to
4 hold a site visit with the property owner, to understand conditions in the field, and
5 relationship between the new regulations and on-the-ground constraints; the
6 Steering Committee may wish to discuss whether conducting such a site meeting
7 would be beneficial.

8
9 **Recommendation**

10
11 Review and provide questions and comments on the Draft Moraga Center
12 Specific Plan Zoning Regulations.

13
14 **Report reviewed by: Ellen Clark, Planning Director**

15
16 **Attachments:**

- 17 **A.** Draft Moraga Center Specific Plan Zoning Chapters
18 **B.** Town Council Staff Report, February 10, 2016
19 **C.** Correspondence

ATTACHMENT A

**DRAFT MORAGA CENTER
SPECIFIC PLAN ZONING
CHAPTERS**

ATTACHMENT B

**TOWN COUNCIL STAFF
REPORT, FEBRUARY 10, 2016**



Town of Moraga	Agenda Item
Ordinances, Resolutions, Requests for Action	11. C.

Meeting Date: February 10, 2016

TOWN OF MORAGA

STAFF REPORT

To: Honorable Mayor and Councilmembers

From: Holly Pearson, Senior Planner

Subject: Review Moraga Center Specific Plan Implementation Project – Vision Concept and Provide Direction to Staff

Request

This informational report provides an update on the Moraga Center Specific Plan Implementation project, and presents the draft “Vision Concept” for the Specific Plan Area. The Vision Concept articulates design principles for a 187-acre area centered around the Moraga Center shopping district, and is a key step in the process to develop zoning regulations to implement the 2010 Moraga Center Specific Plan. Staff requests that the Town Council receive the informational report and provide comments. If endorsed by the Town Council, the Vision Concept will provide the basis for the next stage of the project, the creation of detailed zoning standards to guide implementation of the Specific Plan.

Background

The Moraga Center Specific Plan (MCSP) was adopted by the Town Council in January 2010, and was the result of a seven-year planning process involving Moraga residents, Town leaders, neighboring communities, property owners, consultants and other interested parties. The Specific Plan, through a land use diagram and an accompanying series of policies and guidelines, defines the future development potential of a 187-acre area centered around the existing Moraga Center shopping district. The plan calls for a mixture of land uses and the creation of a central focus or “village” for the Town, with local-serving commercial development and a range of residential unit types, as well as preservation of the Laguna Creek corridor. Although the Town adopted a Residential 20 Dwelling Units per Acre (R-20) zoning district at the time the Specific Plan was adopted, other necessary zoning changes have not yet been enacted.

State law requires the zoning ordinance to be consistent with an adopted General Plan or Specific Plan, a requirement that is not currently being met. And, as a practical

1 matter, the inconsistency that currently exists between the zoning ordinance and the
2 Specific Plan has led to ambiguity and uncertainty about the rules that apply to new
3 development within the MCSP area, which has proven problematic as applications have
4 begun to come forward for consideration by the Town.

5
6 To address these issues, the Town applied for and was awarded a \$150,000 grant in
7 2014 by the Contra Costa Transportation Authority (CCTA), through the Priority
8 Development Area (PDA) Planning Grant Program, for the “Moraga Center Specific
9 Plan Implementation Project.” The goal of this project is to develop zoning code
10 amendments and design standards that will effectively implement the policies and vision
11 set forth in the Specific Plan. It provides a critical opportunity to refine and strengthen
12 the somewhat generalized policy and land use requirements of the Specific Plan into a
13 comprehensive set of standards and requirements that can ensure high quality projects,
14 deliver desired community amenities, help to create a successful, thriving Town center,
15 and ensure compatibility with adjacent neighborhoods and the Town’s character.

16
17 The Town selected a consultant team led by Opticos Design for the completion of the
18 project. A Steering Committee, comprising members of the Town Council, Planning
19 Commission, Design Review Board, and Park & Recreation Commission, was formed to
20 provide guidance and recommendations for new zoning and other regulations for the
21 Specific Plan area. The Steering Committee met four times between June and
22 November 2015 to review the work in progress and to provide feedback and direction to
23 Town staff and the consultant team. The Vision Concept presented in this report
24 represents the synthesis of the work to date on the implementation project.

25 26 **Discussion**

27 28 Development of the Vision Concept

29
30 The Vision Concept articulates, in graphic form, design principles for the core of the
31 Specific Plan area, focused along School Street as a new "Main Street" within the area.
32 The Vision Concept will help to guide the implementing zoning regulations for the
33 MCSP, intended to provide clear, well-defined standards for building design, building
34 envelopes (height, setbacks, etc.), public and private open space, and circulation
35 system improvements within the Specific Plan area.

36
37 The focus of the implementation work to date has been to articulate a conceptual design
38 vision for the Specific Plan area that illustrates the range of potential physical form and
39 character of new development that is consistent with the goals and vision as stated in
40 the MCSP. This conceptual vision will then inform key components of the zoning code
41 amendments to be developed by the consultant team with guidance from the Steering
42 Committee. The Vision Concept consists of a number of elements, including:

- 43
44
- 45 • Guiding design principles for the site
 - 46 • A set of site plan alternatives for key parts of the Specific Plan area
 - 47 • A mixed-use and residential zoning framework
 - 48 • A proposed street network
 - Proposed zoning map

- Illustrative drawings and renderings to demonstrate potential development scenarios that could result from application of the new zoning

Underlying the MCSP implementation strategy is the integration of “form-based” zoning standards into the code amendments that can promote high-quality, mixed-use, walkable, people-oriented places. Form-based zoning focuses on the physical form of development, rather than the separation of land uses in conventional zoning – this approach can ensure a more predictable outcome for the MCSP in terms of the type, scale and form of new development.

In the process leading up to the crafting of the Vision Concept, the consultant team, Town staff, and the Steering Committee reviewed examples of form-based coding applications that have been enacted in other jurisdictions, both locally and around the country.

Elements of the Vision Concept

The following design principles form the basis of the Vision Concept for the MCSP:

1. Create a connected street network through the entire Specific Plan area
2. Support new public spaces through active block frontages (i.e. requiring building fronts and entries to face streets and public spaces)
3. Create fine-grained pedestrian and bicycle routes through the site

Implementation Strategies

A series of site plan alternatives are based on the above principles, and are divided into two different timeframes for implementation.

Short- to mid-term site development strategies include:

- Develop School Street as a “complete street” that serves as a new main street for the area
- Create a central public square, which should be the initial focal point for new commercial and mixed-use development
- Create an active public space along the creek with good pedestrian access
- Establish an inviting neighborhood environment along School Street and along the creek through buildings of a size and scale that feels comfortable and accessible to pedestrians, and that features high-quality, visually appealing design.
- Provide a bridge connection from School Street’s public square to new and existing residential neighborhoods across Laguna Creek

- 1 • Establish a new street network through the existing shopping center area, with an
2 emphasis on the streets as public spaces. Provide on-street parking and improve
3 access and facilities for pedestrian and bicyclists
4
- 5 • Improve building frontages along the primary streets in the area, Moraga Road
6 and Moraga Way (i.e. requiring building fronts and entries to have a primary
7 orientation to the street that relates to an improved design scenic corridor design)
8
- 9 • Enhance and improve the Lafayette-Moraga Regional Trail through the site,
10 either or both through developing a multi-use trail along the creek and/or with on-
11 street bike lanes and an improved pedestrian path
12
- 13 • Revitalize and improve connectivity through the existing shopping center by
14 adding new streets that provide the structure for development of smaller scale,
15 neighborhood-serving retail and services. Convert small portions of existing
16 underutilized parking into new public spaces.
17
- 18 • As the site develops, accommodate parking in lots that are internal to blocks (i.e.
19 not fronting on the street)
20
- 21 • Improve the design of the scenic corridors through the site (Moraga Way and
22 Moraga Road) through one of two design options, “Frontage Road” or “Attached
23 Green”
24

25 Longer-term implementation strategies for the site include:
26

- 27 • Build out the new street network over time with a variety of new residential unit
28 types that can accommodate different household types, such as families, seniors
29 and students. Examples of unit types include townhouses on the internal streets
30 near the central square, live/work units around the shopping center, and
31 apartments or flats along the scenic green on Moraga Road
32
- 33 • Provide a pedestrian path along the scenic corridor frontage to improve access to
34 the shopping center and new housing
35

36 *Zoning Framework*

37 The Vision Concept articulates a series of new zoning districts for the Specific Plan
38 area, accommodating a range of land uses and intensities of built form, following the
39 policy direction established in the MCSP. Medium and higher intensity “core” zones
40 would be located at the center of the site, with progressively lower intensity zones
41 (“general” and “edge”) providing a transition between the village center and the existing
42 residential neighborhoods adjacent to the MCSP site. See slide 23 of Attachment A:
43 Moraga Center – Zoning Implementation.
44

45 The zone districts are applied to the Specific Plan Area to implement the land use
46 designations described in the specific plan, and to generally provide land use mix,
47 density and intensity that is in keeping with the Specific Plan vision. In some cases, the
48 district boundaries have been refined from the Specific Plan land use map in order to

1 better relate to existing topography and/or site constraints and to ensure compatibility
2 between zones.

3
4 The Vision Concept proposes a total of eight new zoning districts, summarized on slides
5 25-27 (mixed use zones) and slides 30-32 (residential zones) in the attached
6 presentation. Four zones, largely applied to the eastern portion of the site, implement
7 the land use framework within the mixed-use and commercial core of the current Town
8 Center parcels. The existing Moraga Ranch would have its own unique zoning
9 designation as a Special Planning Area, recognizing the special characteristics of this
10 site. Four additional zones, largely applied to the western portion of the site, implement
11 residential neighborhoods of varying intensity. These various zones are outlined below,
12 and are proposed as a way to structure the various implementing zoning regulations
13 that will include more fine-grained detail on aspects such as setbacks and stepbacks,
14 building separations, frontage requirements, treatment of pedestrian-oriented spaces in
15 different contexts, etc. Although the proposed concept would expand the number of
16 zoning districts compared to those currently in place, in many cases districts would
17 share a common core set of development standards, with the differentiation used to
18 apply tailored standards to certain parcels and geographic areas, creating a finer grain
19 of regulation across the Specific Plan Area.

20
21 *Mixed-use and Commercial Zones*

22 The general characteristics of the four mixed-use and commercial zones are as
23 follows:

- 24
- 25 • Moraga Center – Core: Intended to provide a vibrant mixed-use and pedestrian-
26 oriented environment, with primarily attached buildings located at the back of the
27 sidewalk. Ground floor commercial uses with residential and/or office on upper
28 stories. Allows buildings up to three stories/45 feet in height.
 - 29
 - 30 • Moraga Center – General: Intended to provide neighborhood-serving retail and
31 services in a mixed-use, pedestrian-oriented environment, with a mix of attached
32 and detached buildings located at or near the back of the sidewalk. Commercial
33 and service uses. Allows buildings up to two stories/35 feet in height.
 - 34
 - 35 • Moraga Center – Edge: Intended to provide a mix of buildings and services
36 uniformly placed along the Scenic Corridor, with primarily detached buildings
37 uniformly set back from the sidewalk. Commercial and service uses. Allows
38 buildings up to two stories/35 feet in height.
 - 39
 - 40 • Moraga Ranch – Special Planning Area: Intended to provide a destination-
41 oriented setting on the historic Moraga Ranch, with primarily detached buildings
42 arranged in a park-like setting. Accommodates a mix of commercial, service,
43 and civic uses. Allows buildings up to two stories/35 feet, in height.
 - 44

45 Both the Moraga Center – General and Edge areas have “Open” sub-areas that
46 would allow residential uses in addition to commercial/non-residential uses, but
47 requiring the same form-based characteristics.

1 *Residential Zones*

2 The four proposed residential zones and their general characteristics are as follows:

- 3
- 4 • Neighborhood – Core: Intended to promote a neighborhood of primarily
5 multifamily building types in a pedestrian-oriented setting, with primarily attached
6 buildings with setbacks from the sidewalk that are smaller, but more uniformly
7 sized, as compared to other neighborhood zones. Allows buildings up to three
8 stories/40 feet in height.
 - 9
 - 10 • Neighborhood – General: Intended to accommodate a mix of single- and multi-
11 family building types in a pedestrian-friendly setting, with a mix of attached and
12 detached buildings. Allows buildings up to two stories/35 feet in height.
 - 13
 - 14 • Neighborhood – Edge 2: Intended to accommodate single-family building types
15 on small and medium lots in a pedestrian-friendly setting, with primarily detached
16 buildings. Allows buildings up to two stories/35 feet in height.
 - 17
 - 18 • Neighborhood – Edge 1: Intended to accommodate single-family building types
19 on larger lots, with primarily detached buildings. Allows buildings up to two
20 stories/35 feet in height.

21

22 Summary of Comments from Design Review Board and Planning Commission

23

24 A special joint meeting of the Design Review Board and Planning Commission was held
25 on January 25, focusing on the Moraga Center Specific Plan Implementation Project
26 and Vision Concept. Feedback from Board members and Commissioners was
27 generally positive of the proposed vision concept with some questions being raised and
28 issues for further study being suggested. Several Commissioners emphasized the
29 importance of adopting zoning consistent with the Specific Plan.

30

31 The majority of Board members and Commissioners felt that the ideas and principles
32 expressed through the Vision Concept are strong, and true to the intent of the Specific
33 Plan, and that they provide an effective foundation for the creation of implementing
34 zoning regulations.

35

36 One Planning Commissioner requested that the different housing types be more clearly
37 defined, and questioned whether the large number of proposed new zoning districts is
38 necessary. The same Commissioner emphasized the importance of addressing
39 potential traffic issues, especially in terms of vehicular access into and out of town. A
40 Design Review Board member expressed a preference for the zoning controls to be
41 prescriptive in nature (i.e. providing specific standards for the height, massing, and
42 design of new buildings), and also spoke in favor of using the topography to delineate
43 the boundaries between zoning districts. Other questions, and the corresponding
44 responses from staff and the consultant team, included:

45

46 Q: Will there be a transit center in the Specific Plan area?

47 A: The area may be suitable for a park and ride lot. Potential bus routes to and
48 through the site have been considered, and it was concluded that the best

1 alternative is for bus routes to run along the edges of the site, rather than through
2 the center, in order to preserve and maximize the desired pedestrian-oriented
3 environment.
4

5 Q: How will parking requirements for the residential component of mixed-use
6 buildings be calculated?

7 A: This has not yet been decided – the consultant team is looking at best practices
8 from other communities, and feels that it’s important not to reduce the parking
9 requirements too much.
10

11 Q: Will bicycle and pedestrian access through the site be separate or combined?

12 A: A Class 2 bike lane is proposed along School Street, and a path along the creek
13 would be open to both pedestrians and bikes.
14

15 Q: What funding sources are available for the proposed infrastructure
16 improvements?

17 A: The deliverables of the MCSP Implementation Project will include some
18 recommendations and strategies related to financing, but it is not within the
19 scope of this project for the consultant to develop a detailed funding and
20 financing plan for implementation of the Specific Plan Area’s infrastructure.
21

22 Summary of Public Comments

23 Members of the public expressed concerns about some elements of the MCSP Vision
24 Concept, primarily related to the population increase that would occur if the Specific
25 Plan were to be fully implemented, the higher density of buildings that is envisioned,
26 and the associated increase in traffic flowing in and out of the town. Some individuals
27 expressed concerns about the proposed reduction in parking spaces in the shopping
28 district area, and whether the amount of parking would be adequate for the proposed
29 residential and commercial land uses in the MCSP area overall. Two members of the
30 public also commented that the information presented was too technical and was not
31 simple, clear, and easy to understand for the average citizen.
32

33 Fiscal Impact

34
35 As this report is for informational purposes only, there is no direct fiscal impact at this
36 time. Fiscal impacts related to implementation of new zoning standards for the Moraga
37 Center Specific Plan area will be analyzed and presented at the time that the proposed
38 zoning amendments are brought forward to the Council for consideration.
39

40 Alternatives

- 41
- 42 1. Endorse the Vision Concept as presented and direct staff and the consultant team to
43 proceed with the development of zoning regulations based on the concepts and
44 principles expressed in the Vision Concept.
 - 45 2. Provide comments and request changes to one or more elements the Vision
46 Concept before draft zoning regulations are prepared.

1 **Recommendation**

2

3 Staff recommends that the Council receive this informational report and provide
4 comments and feedback.

5

6

7 **Report reviewed by: Robert Priebe, Interim Town Manager**

8

9 **Attachments:**

10

11 **A. PowerPoint Presentation on Moraga Center Specific Plan Implementation**

ATTACHMENT C

CORRESPONDENCE

From: [David Bruzzone](#)
To: [Ellen Clark](#); [Holly Pearson](#)
Cc: joanbruzzone@comcast.net; [Jim Parsons](#)
Subject: MCSP draft zoning is creating illegal, nonconforming uses for our center properties
Date: Tuesday, July 05, 2016 4:53:17 PM

Ellen and Holly – I’m following up on our June 29th meeting where we discussed the Draft “Moraga Center Zones” for the MCSP and how it may or may not work with the approved MCSP.

We expressed many concerns but two requiring immediate attention dealt with: 1. The creation of zoning that turns most of our downtown buildings/property into an illegal use and how this could be corrected or rectified, and; 2. We were promised flexibility in our MCSP, what are the positive attributes of a Specific Plan and please Identify/list how this “Zones plan” will correct the glaring problems exhibited by the CV and Summerhill application process (please don’t say “enact zoning”).

The plan will not be viable if every new application will be “reinventing the process all over again” (we were promised Permitted Uses and very limited, or no, CUP’s). Also, if mandated standards restrict and limit good business decisions, or force something that isn’t wanted or cost effective, then we are actually creating a disincentive to change.

Will you have a chance to respond to these critically important issues before the end of this week, and will these remedies/corrections be discussed at the July 12 and July 19th MCSP Steering Committee?

Please let me know. As you know, Joan and I will miss the July 12 and 19 Steering committee meetings, but Jim will be there.

Thanks,
Dave



Virus-free. www.avast.com