



**DATE:** May 7, 2019

**CATEGORY:** New Business

**DEPT.:** Community Development

**TITLE:** **Gateway Master Plan Scope of Work**

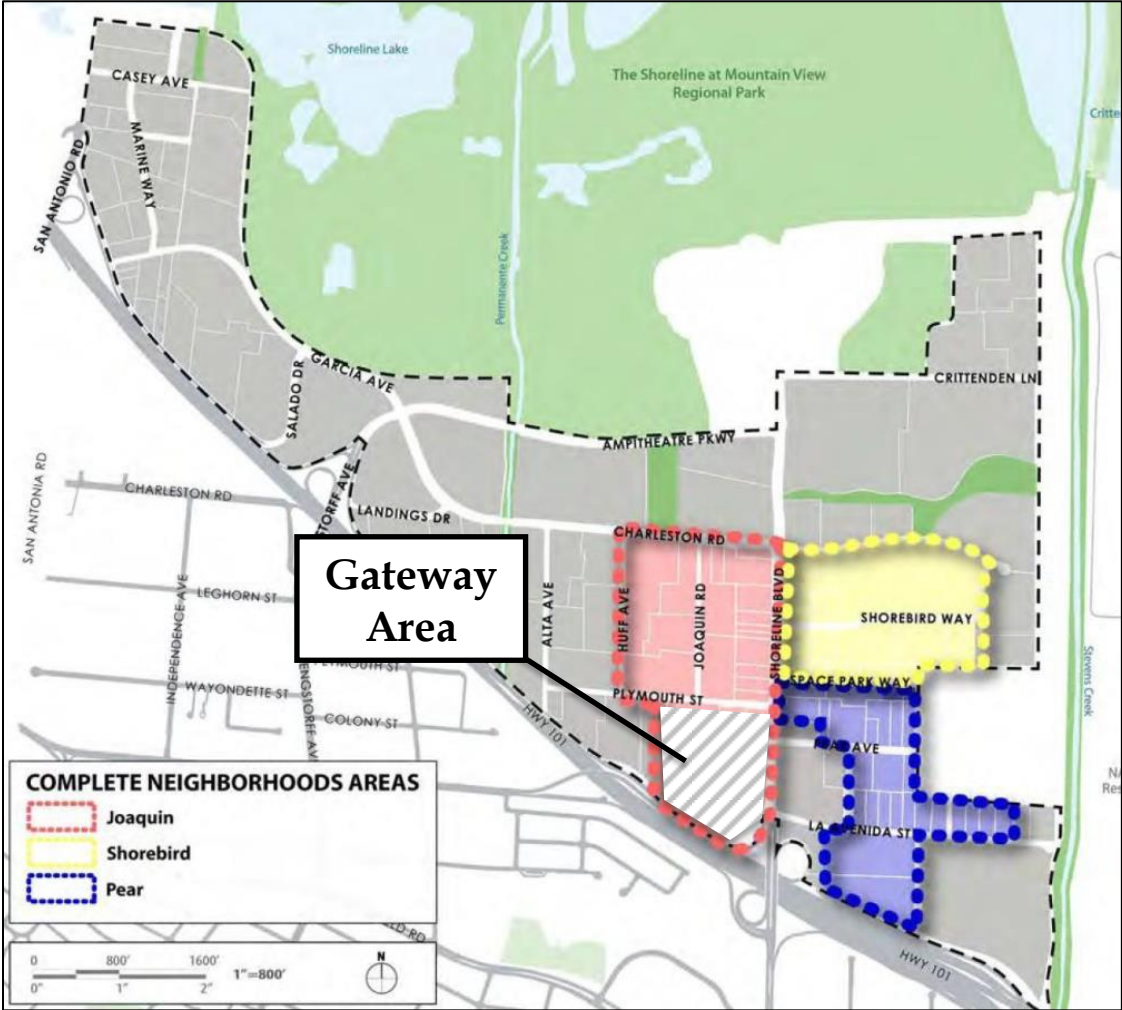
### **RECOMMENDATION**

1. Approve the proposed scope of work for a City-initiated Gateway Master Plan project.
2. Approve a midyear capital improvement project, Gateway Master Plan, and transfer and appropriate \$535,000 from the Shoreline Regional Park Community Fund to the new project. (Five votes required)
3. Authorize the City Manager to enter into a contract with Raimi + Associates for an amount not to exceed \$500,000 for the Gateway Master Plan project.
4. Transfer and appropriate \$170,000 from the Shoreline Regional Park Community Fund to the North Bayshore Circulation Feasibility Study, Project 19-54, to support the Gateway Master Plan project for a new total of \$1,270,000.
5. Authorize the City Manager to execute an amendment to increase the professional services agreement with TJKM Transportation Consultants for the North Bayshore Circulation Feasibility Study, Project 19-54, from \$935,000 to \$1,070,000 contract with TJKM to add \$135,000 for the additional scope of work.

### **BACKGROUND**

The Gateway area is located at Shoreline Boulevard and Highway 101, within the Joaquin complete neighborhood area of the North Bayshore Precise Plan ("Precise Plan"), as shown below.

Map 1: North Bayshore Precise Plan Complete Neighborhoods and Gateway Area



The Gateway area had been allocated approximately 1.45 million square feet of office square footage by the City Council as part of the City’s 2015 Bonus Floor Area Ratio (FAR) process. The two primary property owners in this area (Google and SyWest) had been in discussions since 2016 on how to distribute this Bonus FAR across the large Gateway site. Google and SyWest were unable to reach agreement on how to allocate this FAR at the site by the City’s December 1, 2018 deadline. The property owners then submitted requests to the City Council to have the 1.45 million square feet of Bonus FAR requalified at the February 26, 2019 City Council meeting, including Google’s request to requalify approximately 100,000 square feet for the former “Rees” property on Terminal Boulevard.

At the February meeting, the City Council denied the two Bonus FAR requests, and no Bonus FAR was allocated to the Gateway area. The 1.55 million square feet of North Bayshore Bonus FAR, therefore, remains unallocated.

The City Council further directed that the two property owners had a 14-day time period to agree to mediation in order to create a mutually agreeable Gateway Master Plan. The Council also noted that if there was no agreement to mediation, the City would then initiate its own Gateway Master Plan process. Because both parties did not agree to mediation, staff is returning to the City Council with a scope of work for a City-initiated master plan.

### Master Plans Defined

Master plans are a strategy used for larger planning areas, often with multiple parcels or property owners. Master plans typically specify a land use plan and intensities, with other strategies such as circulation, open space, and urban design. Master plans help integrate different land uses across multiple parcels to ensure planning is done in a coordinated strategy while also planning for how necessary public improvements, such as new streets or utility upgrades, will be phased over time.

The Precise Plan requires master plans within the plan's complete neighborhood areas (Pear, Shorebird, and Joaquin), as shown on Map 1. The underlying strategy of this Precise Plan requirement is to ensure the type, mix, and location of land uses envisioned by the Precise Plan will create complete neighborhoods with a balanced mix of residential and employment uses, services, and open space. The strategy will also help implement key Precise Plan goals such as affordable housing development, reduced vehicle trips, more sustainable transportation infrastructure to support increased walking, biking and transit use, reduced greenhouse gas emissions, and natural habitat protections and enhancements.

The Precise Plan requires that master plans include the following key materials:

- Maps showing proposed **land uses, building locations, a circulation plan, open space**, and other materials that demonstrate compliance with the purpose and intent of the Precise Plan's Gateway area;
- An **urban design strategy**, including a conceptual architectural plan showing the location, intensity of land uses, and how each land use and/or building relates to each other, the project site, and surrounding areas;
- A **parking strategy**, including any shared parking or district parking facilities; and

- A **phasing and implementation strategy**, including the timing and plans for any public improvements, with an initial, intermediate, and final phase of development.

The Precise Plan requires that master plans be reviewed by the Environmental Planning Commission (EPC), who will provide a recommendation to the City Council. When the City Council approves a master plan, the Council will then determine the City's subsequent review process for development permits associated with the master plan (i.e., which permits can be approved by the Zoning Administrator as part of an approved master plan or which ones require City Council review).

## **ANALYSIS**

### Gateway Master Plan Boundaries

The Gateway Master Plan project is located in the Joaquin complete neighborhood area of the North Bayshore Precise Plan. The boundaries of this study area, as shown below in red, align with the General Plan boundaries for Mixed-Use Center and the Precise Plan boundaries for Gateway Character area.

**Map 2: Gateway Master Plan Study Area Boundaries (Red Boundary)**



Google has also expressed interest in adding the approximate 3-acre parcel at 1555 Plymouth Street to the Gateway study area. The parcel has a General Plan designation of High-Intensity Office, which allows commercial office and R&D uses. It is also in the Precise Plan’s Core Character area but is just outside the Plan’s Complete Neighborhood boundary as shown on Map 1. This means a mix of commercial uses but no residential uses are allowed. The property could potentially be included within the

larger Gateway Master Plan area and developed with commercial uses and/or residential if the General Plan designation and the Plan's Complete Neighborhood boundary were amended.

The potential advantage of adding this parcel is that it could result in a better redevelopment opportunity at this location if absorbed by the larger Gateway area. One disadvantage is that it creates an additional property within the Gateway area that is not owned by the same entity as the adjacent property, so it is not clear if this addition would result in a superior Gateway site design.

**Council Question No. 1: Does Council support adding the parcel at 1555 Plymouth Street to the Gateway Master Plan study area?**

Guiding Policy Direction

The Gateway Master Plan development will be guided by the following key City policy documents and projects:

- **General Plan**—General Plan policies for the Gateway call for Mixed-Use Center, allowing a broad range of land uses such as multi-family residential, office, retail/personal services, entertainment, hotels, and parks.
- **North Bayshore Precise Plan Gateway Character Area**—This area allows for intensities of up to 4.50 for a mixed-use project and building heights between 8 stories (nonresidential) and 15 stories (residential). New development will be more walkable, with smaller interconnected blocks and new pedestrian and bicycle connections to surrounding areas. New buildings will include minimal building setbacks, active ground-floor uses, and human-scale, pedestrian-oriented frontages.
- **Bonus Office FAR**—The master plan process will evaluate how much Bonus Office FAR (of the unallocated 1.55 million square feet) is appropriate and should be allocated to the Gateway area. The 1.55 million square feet is the maximum currently allowable for the entire North Bayshore Precise Plan area, though it is unlikely the Gateway site will be able to support anywhere near that amount of office due to the space needs of the planned mix of uses at the site and constraints on office vehicle trips at the North Bayshore gateways, particularly Shoreline Boulevard.
- **Transportation**—The Public Works Department is leading the North Bayshore Circulation Study 2.0, which will be analyzing current and future projected growth

in the area and traffic circulation patterns. This will be an updated study that will consider how planned infrastructure improvement changes may help improve overall circulation and gateway capacity. The study will include projects such as the Highway 101 off-ramp realignment project and Highway 101 bicycle/pedestrian bridge, and potential new “gateways” into North Bayshore (a Charleston Road undercrossing of Highway 101 and new Stevens Creek transit bridge connecting North Bayshore with Moffett Field/NASA Ames). Potential policies such as updated transportation demand management (TDM) requirements will also be considered.

### Target Outcomes and Mechanisms

The February 26, 2019 Council meeting included the following list of desired target outcomes and mechanisms for the Gateway Master Plan. They were developed hoping the two property owners would jointly develop a mutually agreed to master plan, but the substance remains valid for a City-initiated master plan.

#### *Target Outcomes*

- **Land use**—Sufficient detail on amount and location of a mix of land uses, FAR, and building heights.
- **Bonus FAR allocation**—Recommended Bonus FAR allocation between SyWest and Google at the Gateway site.
- **Proportionality of residential to office uses**—Clear articulation of a residential-to-office ratio that meets the intent of the Gateway character area, the Joaquin complete neighborhood land use targets, and the Precise Plan overall residential goal. The Gateway site is intended to be developed at the highest intensities with diverse land uses and a signature open space area.
- **Transportation**—Strategies/frameworks for access, circulation, and multi-modal infrastructure, vehicle trip cap, and TDM strategies, open space, and sustainability. Circulation plan to support multi-modal and pedestrian trips and connections to Joaquin Road, Pear Avenue, the proposed frontage road, and surrounding areas:
  - North/south and east/west pedestrian and bicycle connections that are integrated with publicly accessible open space and that include the planned bicycle/pedestrian bridge over Highway 101;

- A realistic and implementable TDM plan that recognizes Gateway vehicle constraints and anticipates future transportation improvements and new land uses; and
- Potential realignment of major utilities serving the area.
- **Placemaking** – Establishing a sense of place through strategies, including, but not limited to, a central commercial village with signature, publicly accessible open space, smaller blocks with pedestrian-oriented streetscape design and amenities, urban design strategies to create integrated and complementary building designs, public art, and wayfinding signage.
- **Relationship of the Gateway Master Plan to the Overall Precise Plan** – Articulate the priority of the Gateway Master Plan relative to the overall Precise Plan in terms of timing and phasing, and how the Gateway Master Plan can facilitate implementation of the overall Precise Plan.

### *Mechanisms*

- Ideally, SyWest and Google would develop the Gateway Master Plan jointly and share the economic benefits proportionately. However, a master plan that meets the requirements and intent of the Precise Plan and that would allow SyWest and Google to be able to develop their portions of the Gateway area would be acceptable.
- Some or all of the remaining Bonus FAR not allocated to the Gateway area may be allocated to Google for inclusion into their Master Framework Plan. This could be like a Transfer of Development Rights (TDR) program between the Gateway site and other Precise Plan complete neighborhood areas, which could provide flexibility to achieve Precise Plan principles.
- Land swaps or other methods to facilitate different land uses in the appropriate amount and locations.
- Financing tools or approaches to facilitate the economic viability of redevelopment for both SyWest and Google.

### Scope of Work

The proposed scope of work will be an iterative process that will leverage existing City policy documents and the project team's technical analysis to help shape options and



alternatives for EPC and City Council consideration. Staff estimates that the project will take approximately nine months (May 2019 through January 2020). The initial master plan analysis and alternatives will be completed first, followed by environmental review and utility and transportation studies. The scope of work includes the following key sequence of tasks, with additional details attached (see Attachments 1 and 2).

## 1. **Preliminary Analysis of Financial, Transportation, and Implementation Considerations**

- The project team will evaluate the potential phasing, costs, potential revenue, and implementation measures associated with redeveloping the Gateway site.
- This includes evaluating development costs such as different construction types, public infrastructure, circulation, North Bayshore affordable housing implementation, open space, voluntary school contributions, environmental measures, and other requirements.
- The Circulation Study's initial baseline transportation evaluation will inform the team about the amount of available vehicle trips in North Bayshore, taking into account existing trip-cap data and planned projects and future improvements. Following this, the Study's transportation modeling work will be iterative throughout the process. It will evaluate the different land use concepts and alternatives to test their impacts and the most appropriate strategies such as TDM and/or physical improvements that could be applied to each concept or alternative.
- Potential revenue from key land uses with different intensities will also be estimated.

## 2. **Conceptual Design**

- The project team will create a number of "site test fits" to understand the maximum allowable development and site configurations at the Gateway site.
- The test fits will analyze how characteristics such as massing, FAR, building heights, parking, housing unit size, open space, and circulation impact the development program.

- Each site test fit will include a basic 3-D massing model to understand how future buildings at the site will relate to each other, to the site's open space and circulation, and to surrounding land uses and infrastructure.
- A table listing the different land uses, sizes, building heights, etc., for each site test will also be completed.

### 3. Evaluate Financial Tradeoffs

- The project team will review the financial and implementation considerations of each site test fit, leveraging and building upon the previous preliminary financial and implementation considerations.
- A high-level financial analysis will then be completed to inform the development program alternatives.

### 4. Alternatives Development

- The project team will develop and analyze a range of alternatives for the site which will be presented to the EPC and City Council for direction on a preferred alternative. The preferred alternative will then undergo detailed analysis, including California Environmental Quality Act (CEQA), transportation, and infrastructure analysis.
- Site design concepts will be developed, which will be more refined versions of the earlier "site test fits" and will include more detail, including key design strategies, such as open space, circulation, and parking.
- Three detailed site design alternatives will be created, each of which will include a land use plan and block diagram, site plan, development program data table, roadway configuration and design, an aerial or "bird's eye" view of the site, and design diagrams that include strategies for parking, mobility, open space, and retail uses.
- A financial evaluation of the alternatives will then be performed that will consider the site's revenue generation and costs, and the potential allocation of revenue and costs among property owners. The financial evaluation will also address phasing requirements, affordable housing requirements, and implementation strategies. Use of TDR or other strategies to fairly allocate development rights, obligations, and implementation responsibilities among property owners will also be included.

- The North Bayshore Circulation Feasibility Study will take place during the alternatives development phase. This work will help inform how the project and all other growth and improvements in North Bayshore may affect the transportation system and gateways. The work will also include several scenarios to help evaluate the master plan alternatives and will evaluate potential TDM strategies that could help mitigate vehicle trips at the Gateway site.

## 5. Prepare Master Plan

- The master plan will include maps, surrounding and proposed uses, proposed building locations, circulation plan, total square footage, open space, and other materials that demonstrate compliance with the purpose and intent of the Precise Plan.
- Parking strategy, including, but not limited to, shared parking or district parking facilities.
- Urban design strategy, including a conceptual architecture plan showing how the location, intensity, and uses of planned and future buildings function and relate to each other, the project site, and surrounding area.
- Phasing and implementation strategy, including the timing and plans for any public improvements. The master plan shall identify an initial, intermediate, and final phase.

## Public Outreach

One initial public outreach meeting is proposed early in the master plan process, and a second one during the alternatives development phase. The purpose of these meetings will be to engage interested members of the public and local organizations and to solicit their input on the master plan development. Additionally, the process includes Study Sessions and public hearings with the EPC and City Council where members of the public will be invited to attend. Staff has created a North Bayshore Gateway Master Plan sign-up process at [www.mountainview.gov/mymv](http://www.mountainview.gov/mymv). Staff will also send out notices within a 750' radius, and to Santiago Villa residents, to inform them of upcoming meetings on the project.

## **CEQA Analysis**

A CEQA compliance checklist will be used to evaluate the preferred alternative's compliance with the adopted North Bayshore Precise Plan Environmental Impact Report (EIR). The checklist will note where new significant impacts are created from the Gateway project and what mitigation measures will be required.

A utility analysis will also be done during early development of the Gateway development program to confirm what the worst-case scenario impacts could be on the area's water and sewer system. This work will help inform the financial analysis when decided.

## **Recommended Consultant**

Staff proposes Raimi + Associates serve as the lead planning consultant for this work. Key subconsultants assisting Raimi + Associates include Libby Seifel (economic and fiscal analysis), David J. Powers (CEQA), and Schaaf and Wheeler (utility engineers). The consultant team has specialized experience in North Bayshore planning issues, ranging from development of the City's General Plan, Precise Plan, and Precise Plan EIR, as well as recent experience regarding residential feasibility analysis in North Bayshore. Additionally, utilizing TJKM as the transportation consultant will integrate this work with the larger North Bayshore transportation modeling work they are performing.

Based on the topics noted above, the project totals \$705,000, including \$500,000 for the Gateway Master Plan planning work, \$170,000 for transportation modeling work, and approximately \$35,000 for the City's 6.5 percent administrative overhead costs. As has been done for other planning studies, the City will be reimbursed for these costs as development projects are proposed within the Gateway area, likely based on the size of property.

## **FISCAL IMPACT**

The total requested amount of \$705,000 will be initially funded from the Shoreline Community Fund. Most of this amount will be reimbursed to the Fund upon determination of final project costs and based on a sharing arrangement between the City and the property owners.

**CONCLUSION**

Staff recommends that Council authorize staff to enter into a contract with Raimi + Associates and amend the existing contract with TJKM, per the amounts noted in the Council report.

**ALTERNATIVES**

- 1. Do not approve the Gateway Master Plan scope of work.
- 2. Do not accept the recommendation to enter into contracts with the recommended consultants and issue a Request for Proposals for other consultants.
- 2. Provide other direction.

**PUBLIC NOTICING**

Courtesy notices of this meeting were mailed to property owners within 750' of the Gateway area and also sent to the City's North Bayshore Precise Plan interested parties list.

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- Attachments:
- 1. Proposed Scope of Work – Gateway Master Plan
  - 2. Proposed Scope of Work – Gateway Master Plan Transportation Analysis