

**DATE:** April 4, 2017

**TO:** Honorable Mayor and City Council

**FROM:** Clarissa Burke, Assistant Planner  
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Director

**VIA:** Daniel H. Rich, City Manager

**TITLE:** **1001 North Shoreline Boulevard Residential  
Development Project**

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## **PURPOSE**

The purpose of this Study Session is to provide the City Council with an update on the proposed residential development project located at 1001 North Shoreline Boulevard, summarize the Environmental Planning Commission's (EPC) comments, and receive Council feedback on the project prior to the formal application.

## **BACKGROUND**

### **Gatekeeper**

In December 2015, the City Council authorized staff resources for the consideration of amendments to the General Plan and Zoning Map to allow a mixed-use project (office, residential, and retail) on a 7.15-acre site. The proposal from Calvano/CRP Mountain View Owner, LLC, included the addition of two new multi-family residential structures totaling 261 units and 3,000 square feet of ground-floor retail on a site that has received an entitlement for an office building. As part of the project's Gatekeeper authorization, the Council requested that 10 percent of all units constructed (both rental and ownership units) be below-market-rate units. The application was deferred by the City Council until the Planning Division had the capacity to begin work on the request.

### **Project Location**

The project site is located on the northeast corner of North Shoreline Boulevard and Terra Bella Avenue. The project site is referred to as "1001 North Shoreline Boulevard" and consists of two parcels totaling 7.81 acres. One parcel, totaling 7.32 acres, contains an 111,443 square foot office building, which is currently under construction, and the second 0.49-acre "Caltrans" parcel was recently purchased by the applicant.

## Project Site Context

The surrounding land uses include the North Bayshore Precise Plan area across Highway 101 to the north and office and industrial uses to the east, west, and south. The project shares the block with the Church of Scientology directly to the east. The nearest residential uses are located approximately 350' southeast of the project site, with a larger residential neighborhood located approximately 650' south of the project site along Linda Vista Avenue. The nearest retail (Bailey Park Shopping Center) is located about 0.5 mile south of the site on North Shoreline Boulevard.



**Location Map**

The project is located in the Terra Bella study area. At the recent Gatekeeper Study Session (March 7, 2017), the Council requested a visioning process to allow residential uses in the area due to its proximity to the North Bayshore Area and the Shoreline Boulevard transportation corridor. The Terra Bella area does not have any public open space; the closest is approximately 0.75 mile from the project site. The site is located in the Mountain View Whisman and Mountain View Los Altos High School Districts and is currently served by Monta Loma Elementary School, Crittenden Middle School, and Mountain View High School. The project at 1001 North Shoreline Boulevard is the first residential project authorized for consideration in the Terra Bella study area.



**Office Building Elevation**

The office development currently under construction on the project site was approved by the Zoning Administrator on July 9, 2015; completion is anticipated in summer 2017. The project includes the demolition of nine existing commercial structures and the construction of a four-story, 111,443 square foot office building with 371 surface parking spaces and the removal of 33 Heritage trees.

### Office Development

The office development currently under construction on the project site was approved by the Zoning Administrator on July 9, 2015; completion is anticipated in summer 2017. The project includes the demolition of nine existing commercial structures and the construction of a four-story, 111,443 square foot office building with 371 surface parking spaces and the removal of 33 Heritage trees.

## DISCUSSION

### Project Description

The applicant, Calvano/CRP Mountain View, is proposing a residential development which includes a new seven-story, 203-unit apartment structure; a new seven-story, 100-unit condominium structure; and a six-level, above-grade parking structure to replace the office surface parking areas (see Attachment 1 – Project Plans).

The proposed apartment building, located in the northwest corner of the site, is composed of a two-story, above-grade parking podium with five stories of one- and two-bedroom apartments above the podium. The building is U-shaped, opening south towards the office building, with amenity areas between the two sides of the building on top of the podium.



**Proposed Site Plan**

The condominium building, located in the southeast corner of the site, is composed of a two-story, above-grade parking podium with five stories of one-, two-, and three-

bedroom units. The building is U-shaped, opening south towards Terra Bella Avenue, with amenity areas between the two sides of the building on top of the podium.



Both the apartment and condominium buildings propose to partially wrap residential units around the two levels of parking facing Shoreline Boulevard and Terra Bella Avenue to help screen the garage view from the public right-of-way.

#### **View from Across Terra Bella Avenue**

The proposed six-level, above-grade parking structure is located adjacent to the condominium structure and open on the north, east, and west sides. The design of the garage is still under development and will include architectural treatment on all sides.

#### Affordable Housing

As part of the project's Gatekeeper authorization, the Council requested that 10 percent of all units constructed (both rental and ownership units) be below-market-rate units. The Below-Market-Rate (BMR) Ordinance requires 10 percent of ownership units to be BMR or allows payment of an in-lieu fee if requested by Council. The Rental Housing Impact Fee is equivalent to 7.75 percent on-site affordable units of the total apartment units constructed. The applicant proposes to comply with the Council's request.

#### ANALYSIS

The EPC reviewed the proposed project at a Study Session on February 15, 2017 (see [Attachment 2 – EPC Study Session Staff Report](#)). One person from the public spoke at the Study Session in support of the project and three items of written correspondence were received (see Attachment 4).

The EPC was generally supportive of the proposed residential project, particularly inclusion of ownership and affordable units. In response to questions posed by staff, the EPC recommended changes or studies to ensure the topics identified are

appropriately addressed. Summaries of the EPC's comments are included in the sections below.

Staff requests City Council feedback on the EPC recommendations, as well as the following questions prepared in response to the EPC Study Session discussion.

### Parking Ratios

The project proposes a residential parking ratio of 1.2 spaces per unit for both the apartment and condominium structures, resulting in a total of 364 parking spaces. The apartment building proposes a mix of one- and two-bedroom units, while the condominium building proposes a mix of one-, two-, and three-bedroom units.

The City's Model Parking Standard, which is typically used for new high-density residential projects near transit, requires one parking space per one-bedroom unit and two spaces for 2+ bedroom units inclusive of guest spaces, resulting in a minimum parking requirement of 458 spaces for this project. The Draft North Bayshore Precise Plan residential parking standards require a range of 0.25 to 1.0 parking spaces per residential unit, with 0.25 space required for micro-units, 0.50 space required for one-bedroom units, and one space required for 2+ bedroom units. The EPC recommended the condominium building provide parking per the Model Parking Standard, but were open to studying reduced parking for the apartment building.

The office project was approved with a Transportation Demand Management (TDM) program equivalent to a 20 percent peak-hour trip reduction. Staff believes the proposed parking ratio of one space per 300 square feet (359 parking spaces) does not account for a reduction in spaces commensurate to the approved TDM program. As a comparison, office buildings in the North Bayshore Area require a maximum of one space per 370 square feet of gross floor area, which would be 301 parking spaces for this project.

The EPC had the following comments and recommendations regarding the parking ratios for the project:

- Does not support parking ratios below the Model Parking Standard for the condominium building (for-sale units).
- Supports studying parking ratios below the Model Parking Standard for the apartment building (rental units).
- Recommends the proposed parking ratio for the office building be adjusted to account for the approved TDM program.

- Supports shared parking between the office and residential uses.
- Requests a parking study with the formal application to ensure the parking ratios adequately address both the residential and office uses on-site.

*Council Question 1: Does Council support the EPC's recommendations regarding parking ratios for the proposed project?*

### Underground Parking

Underground parking has been required for nearly all recent residential developments in the City. Above-grade parking structures have been allowed in most office developments. From a site development perspective, underground parking provides for more efficient use of limited space, greater open space opportunities, and active ground-floor uses.



**Garage Wrap Diagram –  
Units/Common Area Wrapped Around  
Garage**

The project proposes two levels of above-grade podium parking per residential structure, with residential units and amenity space lining the garages along the North Shoreline Boulevard and Terra Bella Avenue frontages. The residential units take entry from a corridor adjoining the garage.

Wrapped parking garages often create facades with parking garages on the ground floor, which is undesirable. The garage wrap diagram shows the locations of liner units along the first two levels of the structures. The garage elevations as currently designed would be visible from the Highway 101 northbound on-ramp, Linda Vista Avenue, Terra Bella Avenue, and from locations within the site.

The proposed six-level, above-grade parking structure abuts the condominium structure. The parking structure will be easily visible from Linda Vista Avenue and portions of Shoreline Boulevard and Terra Bella Avenue. The Draft North Bayshore

Precise Plan provides guidelines for parking structures that would benefit this project, including a guideline that generally limits the height of parking structures to 45' (about four stories). The Draft Plan also states that parking structures should be clearly secondary to other structures on-site in terms of massing. Undergrounding a portion of the office parking structure would allow for decreased height consistent with the Draft North Bayshore Precise Plan.



**Proposed Office Parking Garage**

The project site is located approximately 500' from the nearest known boundary of the Teledyne/Spectra-Physics Superfund plume, which is primarily located north of Highway 101 in the North Bayshore Area of Mountain View, with a portion of the plume located to the south of Highway 101, as shown on the attached map prepared for the office project on-site in 2015 (see Attachment 3—Teledyne/Spectra-Physics Superfund Plume Map—2015). The applicant has expressed concerns regarding possible migration of the plume to the site as a result of excavation for underground parking. Staff has requested updated studies to determine the current location of the adjacent plume, depth of groundwater under the site, and possible groundwater migration impacts of excavation on-site.

The EPC had the following comments and recommendations regarding underground parking at the project:

- Supports staff's recommendation that underground parking be studied and incorporated into the project design where possible for both the residential and office parking structures.
- Directed the applicant to work with staff to decrease the height of the office parking garage and develop attractive architectural treatment of the sides and rooftop.

- Expressed that undergrounding a portion of the open office parking structure would have less potential liability caused by contamination as compared to an enclosed structure, making undergrounding a portion of the office parking garage seem feasible.

*Council Question 2: Does Council support the EPC's recommendations to further study undergrounding a portion of the parking for the proposed project?*

### Park Land Dedication

The City Code requires park land dedication and/or payment of in-lieu fees for residential projects greater than 50 units. The area of the proposed residential development is deficient in park land. Based on Chapter 41 of the City Code, the required dedication is 1.82 acres or payment of roughly \$12,725,000 in in-lieu fees.

The applicant does not propose to dedicate park land. As currently designed, the applicant states the provision of park land may constrain the site to a point to which fewer housing units would be provided. The applicant believes its proximity to Highway 101 and Shoreline Boulevard make it a substandard location for a public park.

The EPC had the following comments and recommendations regarding park land dedication for the project:

- Recommends the City accept Park Land In-Lieu fees rather than requiring a park on-site.
- Recommends that future park locations be studied if the area is converted to a residential or mixed-use area through a visioning process as has been requested by Council.

*Council Question 3: Does Council support the EPC's recommendations to allow the project to pay in-lieu fees rather than requiring a park on-site?*

### Retail

The Gatekeeper authorization for this project included 3,000 square feet of retail development. The current informal application does not propose any retail. While retail would be permissible under the proposed General Plan and Zoning Map designations, it is unknown whether retail would be successful on this site.



The EPC had the following comments and recommendations regarding retail at the project site:

- Recommends the project be required to include retail consistent with its Gatekeeper authorization unless a nondeveloper-sponsored feasibility study is prepared indicating retail would be unsuccessful.

*Council Question 4: Does Council support the EPC's recommendations to provide 3,000 square feet of retail in the project unless a nondeveloper-sponsored feasibility study is prepared indicating retail would be unsuccessful?*

### Community Benefits

The proposed project is expected to provide community benefits as part of the requested legislative acts. On March 7, 2017, staff sought input from the City Council regarding community benefit contributions for projects authorized through the Gatekeeper process. Community benefits for the project were not discussed at the EPC Study Session as it took place before the Gatekeeper Study Session where the topic was scheduled to be discussed. While the El Camino Real and San Antonio Precise Plans provide a formula for expected community benefit contributions proportional to increases in development standards, no consistent metric has been established for projects authorized to proceed through the Gatekeeper process.

To provide consistent expectations for the City and applicants, the Council requested in the Gatekeeper Study Session that staff undertake a Citywide financial study to model the appropriate community benefit contribution for multiple prototype developments in the City. The Council may then adopt standardized community benefit expectations for different types of developments requesting Zoning or General Plan Amendments. Council will consider when staff should undertake the Citywide financial study through the upcoming goal-setting process.

The project proposed at 1001 North Shoreline Boulevard is projected to move forward prior to completion of the requested study. Staff recommends a project-specific financial study be completed by a City-contracted consultant to determine the appropriate community benefits. This would ensure the project's community benefit contribution is scaled appropriately given the specifics of this request.

An alternate option for addressing the community benefit contribution would be to request the applicant provide a contribution equal to that of the El Camino Real and San Antonio Precise Plan (\$21.09/square foot above the current FAR of 0.35). While the El Camino Real Precise Plan and San Antonio Precise Plan fee is a reference point, the analysis conducted for El Camino Real and San Antonio are not necessarily applicable

to Gatekeepers in other areas of the City. The results of a financial analysis on community benefits are sensitive to land values, existing uses, and the difference between the currently allowed floor area and proposed floor area, among other factors.

*Council Question 5: Should a project-specific financial study be completed by the City to determine the appropriate community benefit contribution of this project?*

### Additional EPC Project Comments

The EPC provided additional comments on the project's site and open space design and Heritage Tree removal proposal:

#### *Site Plan and Open Space*

- Generally supportive of the location and orientation of proposed structures and open space.
- Directed the applicant to work with staff to develop design and connectivity of open space amenities.

#### *Heritage Trees*

- Does not support the removal of 11 of the 12 Heritage trees on-site.
- Supports the retention of Heritage trees to the extent possible.
- Directed the applicant to work on revisions to the site layout which could accommodate the existing trees which are primarily along the perimeter of the site.

### RECOMMENDATION

Staff requests City Council feedback on the EPC recommendations, as well as the following questions:

1. Does Council support the EPC's recommendations regarding parking ratios for the proposed project?
2. Does Council support the EPC's recommendations to further study undergrounding a portion of the parking for the proposed project?
3. Does Council support the EPC's recommendations to allow the project to pay in-lieu fees rather than requiring a park on-site?

4. Does Council support the EPC's recommendations to provide 3,000 square feet of retail in the project unless a nondeveloper-sponsored feasibility study is prepared indicating retail would be unsuccessful?
5. Should a project-specific financial study be completed by the City to determine the appropriate community benefit contribution of this project?

### **NEXT STEPS**

Following direction provided at the City Council Study Session, the applicant will revise the project plans, submit a formal application, and begin the formal development and environmental review process.

### **PUBLIC NOTICING**

The City Council's agenda is advertised on Channel 26, and the agenda and this report appear on the City's Internet website. All property owners within a 500' radius and other interested stakeholders were notified of this meeting.

CB-TB-RT/7/CAM  
891-04-04-17SS-E

- Attachments:
1. Project Plans
  2. [Environmental Planning Commission Study Session Staff Report, February 15, 2017](#)
  3. Teledyne/Spectra-Physics Superfund Plume Map – 2015
  4. Environmental Planning Commission Study Session Written Correspondence, February 15, 2017