



**DATE:** March 7, 2017

**CATEGORY:** Public Hearing

**DEPT.:** Community Development

**TITLE:** **2000 North Shoreline Boulevard  
(Charleston East) Office  
Development**

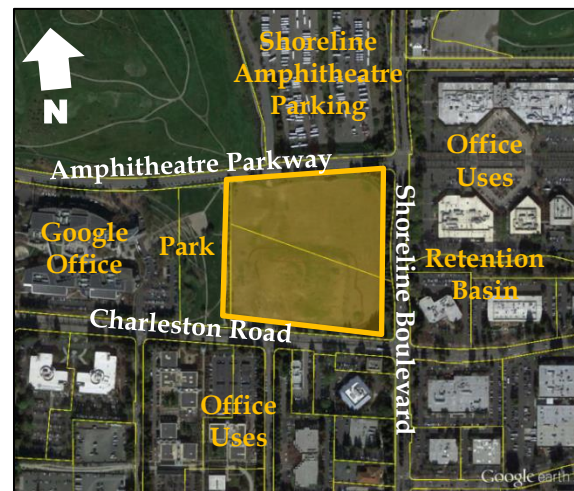
### **RECOMMENDATION**

1. Approve an Initial Study of Environmental Significance for the 2000 North Shoreline (Charleston East) Project, pursuant to Section 15168 of the California Environmental Quality Act (CEQA) (Attachment 1 to the Council report).
2. Adopt a Resolution Conditionally Approving a Development Review Permit and Planned Community Permit for a 595,000 Square Foot Office Building and Off-Site Parking, and a Heritage Tree Removal Permit for the Removal of 196 Heritage Trees at 2000 North Shoreline Boulevard, to be read in title only, further reading waived (Attachment 2 to the Council report).
3. Approve the terms and conditions for consenting to an extension of a sublease between Google Inc. and Live Nation for interim parking on Shoreline Amphitheatre Lots C and D and authorize the City Manager to execute a consent to extending the sublease.

### **BACKGROUND**

#### **Project Site**

The project site is approximately 18.68 acres, located on the west side of North Shoreline Boulevard between Charleston Road and Amphitheatre Parkway in the North Bayshore Precise Plan (NBPP) Area. The site consists of two undeveloped parcels which have been leased by the City to Google until 2063, with options to extend for up to an additional 40 years. The Shoreline Amphitheatre parking



**Location Map**

lot is located directly north of the project site, across Amphitheatre Parkway, and is currently used as parking for Shoreline Amphitheatre events and Google bus storage during nonevent days under a sublease with Live Nation.

The surrounding land uses include the Shoreline Amphitheatre and Shoreline at Mountain View park to the north across Amphitheatre Parkway; office uses and the Charleston Retention Basin to the east across North Shoreline Boulevard; office uses to the south across Charleston Road; and Charleston Park and Google office buildings to the west.

### **Leases and Disposition and Development Agreements**

In 2007 and 2011, the City entered into Disposition and Development Agreements (DDAs) and ground leases for Lots 1 and 2 of Charleston East for the development of separate office buildings on the two lots, together with associated parking facilities. Concurrent with the lease of Lot 2 in 2011, the City and Google entered into an Integrated Agreement and Amendment No. 1 to the Ground Leases, and a Lot Tie Agreement, with the express purpose of master planning and developing a single office building of up to 595,000 square feet.

### **Bonus FAR Application Process**

The DDAs were signed prior to the adoption of the North Bayshore Precise Plan (NBPP); therefore, the project was not part of the City's Bonus FAR application process. The General Plan and NBPP EIRs studied a maximum of approximately 3.4 million net new square feet in the North Bayshore Area. Approximately 2.2 million square feet of office space was available through the Bonus FAR process that took place in 2015 due to previous square footage allocations in the area, which includes the development area afforded in the DDAs for this project.

## **Prior Hearings and Meetings**

### *City Council Study Sessions*

On March 29, 2016, Council reviewed the informal plans at a Study Session and provided feedback and direction for the formal development submittal (see Attachment 4 – [Study Session Memo, March 29, 2016](#)). Council was generally supportive of the project design and site layout. The following is a summary of Council’s direction from this Study Session:

1. Supports the temporary off-site parking concept in the Shoreline Amphitheatre parking lot with a long-term parking solution at the Landings site, with appropriate contractual agreements and financial compensation;
2. Supports the height of the building. The project’s unique canopy structure does not fall into any typical roof-type category and Google believes that their roof design most closely relates to a gable and hipped roof structure for the purpose of calculating height. The highest portion of the canopy structure is 111’ and the top of the tallest second floor eave is 48’, which results in a mean height of 80’, which meets the NBPP’s height limitation.
3. Supports a pedestrian-only pathway through the building;
4. Supports the proposed encroachments into a portion of the Burrowing Owl Habitat Overlay Zone (HOZ) and the Open Water, Creeks, and Stormwater Drain Facilities HOZ (Charleston Retention Basin);
5. Supports the proposed exceptions to the NBPP lot coverage, building placement, and frontage location requirements; and
6. Supportive of a majority of the proposed tree removals at the site with the exception of the redwood trees along North Shoreline Boulevard. Council directed that only the dead or declining redwoods should be removed and that larger size replacement trees be utilized across the whole site to achieve a faster canopy coverage.

Nine people from the public spoke in favor of the project at the Study Session, and had varying requests for design changes, including: retention of the redwood trees proposed for removal, lowering the overall height of the building, ensuring that the

exterior materials of the building are bird safe, and the consideration of a green roof instead of photovoltaic panels covering the building.

In May 2016, Google submitted a formal application and began the development review process. In developing the formal plans, the NBPP transportation improvements were laid out for the three streets surrounding the project site (North Shoreline Boulevard, Amphitheatre Parkway, and Charleston Road) and the new Joaquin Road extension through the site. Through this process, it was discovered that without the removal of all the existing trees along the street frontages, the conceptual NBPP street improvements would need to be modified and Google developed a draft Charleston Corridor Feasibility Study which proposes deviations from some of the NBPP Charleston Corridor improvements.

On October 4, 2016, Council had a second Study Session which provided staff direction on the transportation improvements surrounding the Charleston East development site and Google's draft Charleston Corridor Feasibility Study (see Attachment 5—[Study Session Memo, October 4, 2016](#)). The following is a summary of Council's direction from this Study Session:

1. Supports staff continuing to study Google's Draft Charleston Corridor Feasibility study, which includes deviations from the NBPP Charleston Road concept by consolidating transit stops and allowing bus pullouts along the corridor;
2. Supports a central Charleston area transit stop/bus pullout for the north side of Charleston Road along the Charleston Park street frontage;
3. Supports a one-way cycle track on the south side of Charleston Road;
4. Supports a two-way cycle track on the west side of the Joaquin Road extension through the Charleston East project site; and
5. Supports the removal of all the trees along the project site's three public street frontages (North Shoreline Boulevard, Charleston Road, and Amphitheatre Parkway) to allow implementation of the NBPP transportation improvements.

Representatives from the Audubon Society, Silicon Valley Bike Coalition, California Native Plants Society, and the Sierra Club each spoke in favor of the project design, the proposed transportation improvements, the removal of the trees to accommodate improvements, and the replanting of the site and street frontages with new native tree species.

### *Development Review Committee*

The project was reviewed by the Development Review Committee (DRC) which provided design recommendations on several iterations of the project design. The project received a final recommendation of conditional approval from the DRC on November 16, 2016. The DRC added a condition of approval for additional details to be provided for staff review with the building permit submittal for the utility plant landscaping design, roof canopy materials, building glass frit pattern, and plaza art features.

### *Administrative Zoning Public Hearing*

On February 8, 2017, the Zoning Administrator held a public hearing on the project. Two people from the public spoke during the hearing and no written correspondence was received. One speaker was not supportive of the project and the second speaker from the Audubon Society expressed support for the project. The Public Works Department also added a condition of approval requiring transportation improvements which were identified in the traffic analysis (Condition of Approval No. 161 in Attachment 2).

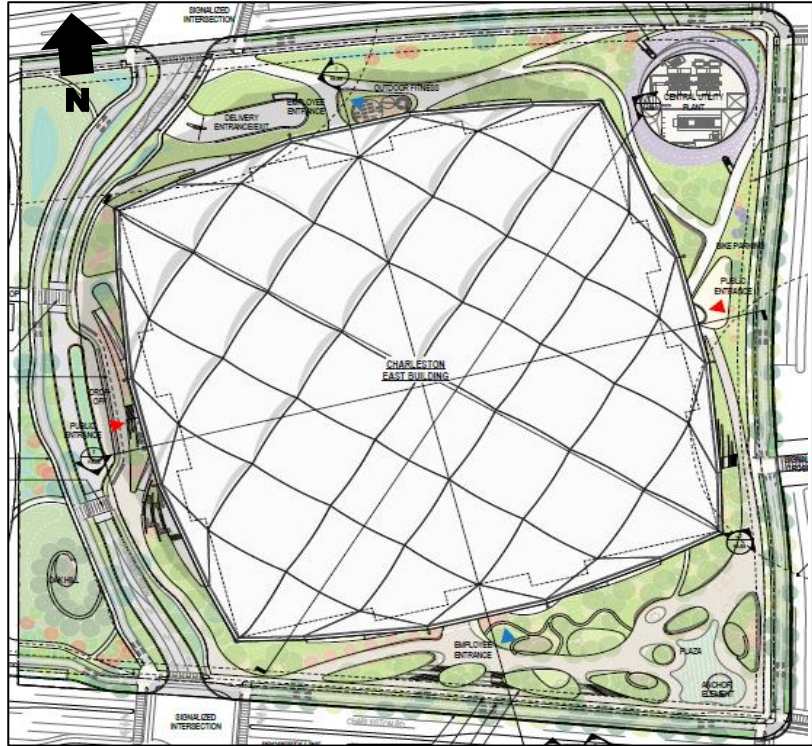
The Zoning Administrator recommended approval of the project to the City Council, subject to the recommended Conditions of Approval (see Attachment 2 – Resolution for Planned Community Permit, Development Review Permit, and Heritage Tree Removal Permit with Recommended Conditions of Approval).

### **ANALYSIS**

This report analyzes the project's consistency with the NBPP; describes the proposed development; covers issues related to NBPP consistency and exceptions, open space and bicycle/pedestrian circulation, trees, sustainability, parking, and transportation; and a summary of the environmental review that was completed for the project.

## Project Overview

The project site is roughly square with the square office structure rotated to create large open space areas at the corners of the site. A public plaza is proposed on the southeast corner of the site at the intersection of Shoreline Boulevard and Charleston Road. A central utility plant is located on the northeast corner of the site at the intersection of Shoreline Boulevard and Amphitheatre Parkway. The ground around the plant is proposed to be terraced into a planted hill designed as a “land art feature” which screens the mechanical components and provides a focal point for the corner (see Attachment 3—Project Plans).



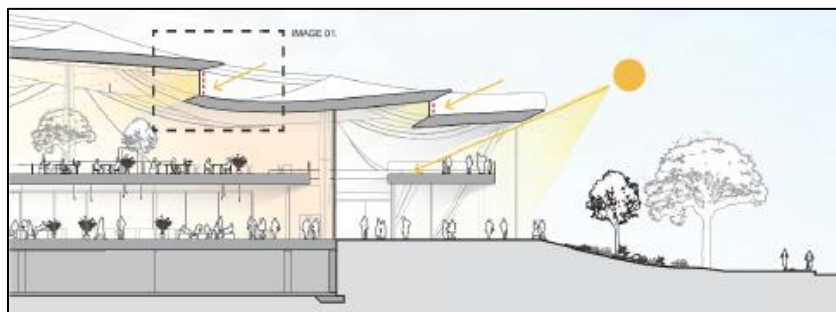
Site Plan

A new Joaquin Road public street extension is proposed along the west side of the site, which provides a new north/south, multimodal connection between Charleston Road and Amphitheatre Parkway. Entrance to the basement level of the building would be accessed from the new Joaquin Road public street extension near the northwest corner of the site.



**Aerial View of the Project Site**

The proposed 595,000 square foot structure includes two floors of office space and a basement level for building facilities (air handler units, chiller room, electrical rooms, etc.). The entire building area is encompassed beneath a canopy roof structure. The canopy structure is made up of separate roof panels, held up by a grid of poles. Clerestory windows are placed between the gaps in the roof panels to illuminate the interior office space with natural light. Vertical glass curtain walls would enclose the structure on all four sides, further allowing the inside to be illuminated by natural light.



**Building Section**

The first floor (ground level) consists of office space and office support uses. Cafés and retail shops line the publicly accessible pedestrian path that cuts through the center of the building which will be open to the public from dawn to dusk. The second floor would be entirely office space.



**Building Public Entry View from the Southeast**

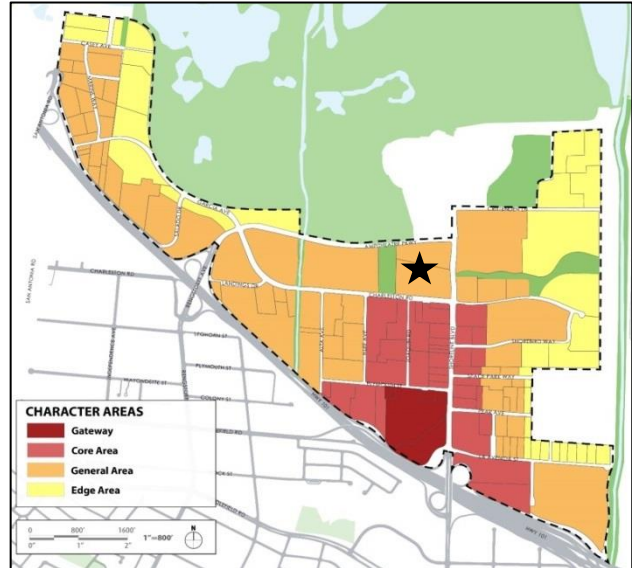
The following are the building and site sustainability attributes:

- Designed to achieve LEED Platinum® standards;
- Bird-safe building and site features, including fritted glass, photovoltaic panels with a low-reflectivity coating, nighttime lighting limitations, and bird habitat landscape design and species considerations;
- An integrated photovoltaic roof canopy;
- Rainwater capture and reuse; and
- Sea level rise and 100-year flood sensitive design, which raises the building above the projected levels for both events.



### **North Bayshore Precise Plan**

The project site is located in the General Character Area of the NBPP. The NBPP was adopted by Council in December 2014 and envisions the General Character Area as an office employment-focused area with a campus-like environment. Buildings and blocks may be larger than other areas and are connected by a network of internal campus quads, greenways, and walkways. The General Character Area allows development intensity up to a 1.0 floor area ratio (FAR) and building heights up to six stories.



**Character Area Map**

The project complies with the development standards and guidelines of the NBPP including FAR, height, and design principles; except for development standards for lot coverage, building placement and frontage location, and Habitat Overlay Zone (HOZ) encroachments. Exceptions to these standards are discussed below.

### ***Development Standard Exceptions***

The project requires exceptions to the lot coverage, building placement, and frontage location requirements. The NBPP allows exceptions to the development standards to allow innovative building and site designs if the resulting design meets the intent of these standards. Staff believes that the design of the building and site layout meets the intent behind the NBPP requirements to provide pedestrian-scaled buildings and open spaces which relate to the public realm while providing innovative architecture.

The outdoor area beneath the canopy-style roof, which extends beyond the glass walls that enclose the office space, is counted as lot coverage and the building area does not extend to the build-to zones laid out in the NBPP due to the building's skewed orientation. The rotation of the building on the site away from the build-to zones reduces the impact of a long, continuous facade parallel to the street frontages and creates a large public outdoor plaza on the southeast corner of the site. The asymmetrical roof canopy extends beyond the glass line and extends down to one-story and two-story heights at the edges, reducing the perceived scale and massing of the structure at the pedestrian level. The exterior glass walls allow people to see into the

building and smaller human-scale pavilions, outdoor terraces, and cafés, spill out from beneath the canopy to create active outdoor spaces.

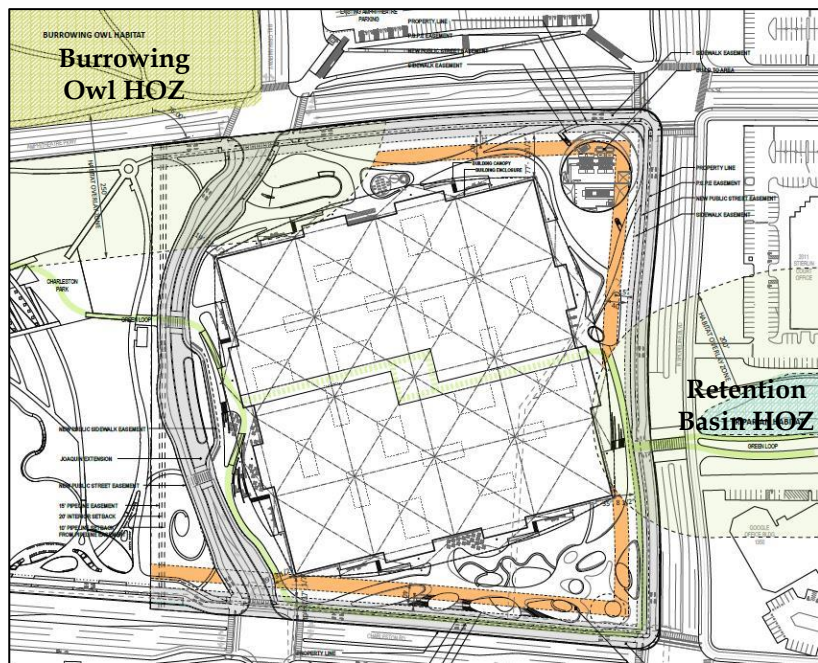
Council was supportive of these proposed exceptions at the Study Session on March 29, 2016.

### *Habitat Overlay Zones*

The northwest corner of the site falls within the Burrowing Owl HOZ and a portion of the eastern edge of the site falls within the Open Water, Creeks, and Stormwater Drain Facilities HOZ (Charleston Retention Basin), as shown in the NBPP. The overlay zones for the two areas are defined by measuring a 250' radius from the edge of the burrowing owl habitat and 200' from the Charleston Retention Basin. The habitat areas related to these overlay zones are both located across the street from the site (across Amphitheatre Parkway and Shoreline Boulevard).

The proposed project requires an exception to the HOZ standards of the NBPP for impervious surfaces and building encroachments. These include the proposed paved public street along the western side of the site, pedestrian and bicycle pathways, and small portions of the roof canopy encroach into the HOZs (approximately 30').

The NBPP allows HOZ encroachments if it can be demonstrated that the exception cannot be accommodated outside of the HOZ boundary, is in the least sensitive area of the site, no closer than 100' to the sensitive habitat, and a net ecological benefit for the species or ecology of the HOZ will be achieved through habitat enhancements.



Habitat Overlay Zone Diagram

Google received approval from Council in December 2015 for a comprehensive habitat enhancement plan at the Charleston Retention Basin (across Shoreline Boulevard) which has begun and will be implemented over the next five years. The project is fully funded by Google and will be maintained by them. They have also consulted with H.T. Harvey & Associates Ecological Consultants and the City's Wildlife Biologist for opportunities to provide burrowing owl habitat enhancements and are proposing fencing around Vista Slope to reduce the amount of canine intrusion into the burrowing owl habitat and human intrusion during the evening foraging hours.

H.T. Harvey & Associates prepared an analysis of the proposed encroachments and concluded the proposed encroachments are acceptable because the small areas on the project site that are covered by the HOZs are not contiguous to the habitat area, in both cases are separated from the habitat areas by a four-lane roadway, and because of this provides low habitat value to the HOZ areas. They also recommend that landscape areas on the project site should not encourage burrowing owls to cross the roadways which would increase the likelihood of owl fatalities due to vehicle collisions.

Council was supportive of proposed HOZ encroachments and habitat enhancements at the Study Session on March 29, 2016.

### **Open Space and Bicycle/Pedestrian Circulation**

An approximately two-acre public plaza is proposed on the southeast corner of the site near the intersection of Shoreline Boulevard and Charleston Road and would include trees and landscaping in a series of outdoor areas that would be available for dining, seating, and recreation. The plaza will be programmed seasonally with uses such as



**View from Inside the Plaza**



**View of the Plaza from the Southeast Corner**

food trucks, outdoor markets, and performances. The plaza also includes a series of sculptures/art installations with a main focal piece at the open area of the plaza close to the Shoreline Boulevard/Charleston Road intersection and four other pieces spread throughout the plaza. The exact design and form of the art installations will be

developed over the next year in consultation with City staff, but the focus of the design will be on dynamic art pieces that welcome public participation and interaction.

Primary pedestrian and bicycle circulation is provided through the public sidewalk and cycle tracks along the public street frontages. A green loop connection is proposed along the north and south sides of the building, which connect to the green loop improvements on the west side of the site at Charleston Park and to the east side of the site at Shoreline Boulevard; a pedestrian-only pathway goes directly through the center of the building. A series of other major and minor pathways weave throughout the site to allow additional circulation options for building occupants and visitors.

### **Trees**

A total of 271 trees are located on the office project site, within City right-of-way areas, and along the Charleston Park boundary, of which 210 are Heritage trees. A total of 97 trees are located in the off-site parking area, of which 52 are Heritage trees. The project proposes to remove 178 Heritage trees and 49 non-Heritage trees on the project site and 18 Heritage trees and two non-Heritage trees in the Amphitheatre parking lot to accommodate pedestrian and American with Disabilities Act (ADA) access from the street to the parking lot. Approximately 392 California native and region-appropriate trees with a minimum box size of 24" are proposed to be planted to replace the Heritage trees to be removed. Proposed replacement trees include native tree species appropriate to the North Bayshore Area and consist primarily of oak, willow, cottonwood, Pacific madrone, and buckeye trees.

Within the Burrowing Owl HOZ, 23 trees are proposed for removal because they can serve as perches for predatory birds. Approximately half of all the trees are redwood trees in varying degrees of health, and the balance a mixture of deodar cedar, Canary Island pine, Chinese pistache and liquidambar trees. These tree removals would allow a comprehensive Redwood tree phase out and native tree planting strategy as well as the installation of the NBPP transportation improvements.

The existing tree canopy coverage is approximately 12 percent. The anticipated tree canopy coverage at the time of planting would be approximately 3 percent. At maturity (15+ years), the anticipated tree canopy coverage would be 30 percent.

### **Parking**

Google proposes to provide 1,200 off-site parking spaces to serve the project. As a temporary parking solution, Google proposes to provide the parking spaces required

for the project in the Shoreline Amphitheatre parking lots across Amphitheatre Parkway (Lots C and D) until the Google-owned Landings site is built at 2171 Landings Drive (located near Charleston Road and Landings Drive). Google intends to utilize the Landings site to accommodate the permanent parking needs of Charleston East.

The City owns the Shoreline Amphitheatre property, including the parking lots, and currently leases the property to Live Nation until December 31, 2020. Live Nation has one exclusive five-year option to extend the lease with the City to December 31, 2025. A second five-year option is also available to Live Nation, but only if the City decides to continue use of the property as a live entertainment venue beyond December 31, 2025. After 2025, the City may terminate the lease with Live Nation and pursue other uses of the property.

A sublease of any portion of the Shoreline Amphitheatre (including parking lots) requires City consent. On December 11, 2007, the City Council authorized the City Manager to execute a consent to the sublease of Lots C and D between Live Nation and Google for a 10-year term ending on December 13, 2017. Google and Live Nation approached the City requesting the City's consent to extend the sublease for bus storage to December 31, 2020, with an option for a further extension to December 31, 2025 for the Charleston East office parking (which coincides with the expiration of the base term and first option period of the lease between the City and Live Nation). Google has also proposed a "Declaration of Restriction" tying future, permanent parking to their property at 2171 Landings Drive, or other property closer to Charleston East they currently own or may acquire, to the Charleston East project.

As a condition of the City's consent to an extension of the sublease for Shoreline Amphitheatre Lots C and D, Google has agreed to the following terms and conditions:

- Google to make a one-time payment of \$600,000 to the City as consideration for consenting to the first extension for the period of time leading up to the issuance of a Certificate of Occupancy for Charleston East, or December 31, 2020, whichever occurs first. If Google obtains a Certificate of Occupancy before December 31, 2020, they would get a credit for any unamortized portion (based on a monthly amortization schedule) toward the annual rent due following issuance of the Certificate of Occupancy;
- Annual rent of \$2,250,000 for Lots C and D to begin upon issuance of a Certificate of Occupancy for Charleston East or January 1, 2021, whichever occurs first;
- Annual rent escalation of 4 percent, compounded;

- Per diem holdover penalty fee of \$10,000 per day for each day beyond December 31, 2025 until June 30, 2026, at which time the per diem holdover penalty fee increases to \$25,000 per day; and
- Google will execute and record a Declaration of Restriction against the Google-owned property located at 2171 Landings Drive restricting that property, or other property closer to Charleston East currently owned by Google or which Google may acquire in the future, to provide the required parking for the Charleston East development.

Staff recommends approval of these terms and conditions for consenting to an extension of the sublease.

### **Gateway Vehicle Traffic Analysis**

The 2014 NBPP established a policy for managing vehicle trips in and out of North Bayshore with a vehicle trip cap based on the roadway capacity of the three primary (Gateway) arterials into North Bayshore (North Shoreline Boulevard, Rengstorff Avenue, and San Antonio Road). The NBPP also established a 45 percent single-occupant vehicle (SOV) trip target, covering the entire district, in the morning (AM) peak period. Achieving this target for existing and future employment was estimated to allow future development in North Bayshore to proceed without exceeding the vehicle trip cap.

The NBPP, supported by the 2013 Shoreline Transportation Study, also identified Priority Transportation Improvements that support all modes of transportation, including modest expansion of vehicle capacity at particularly constrained locations and facilities for alternative modes (pedestrian, bicycle, and transit).

Monitoring of the Gateway traffic in the AM peak period has been conducted on a regular basis the last two years. The results of the last monitoring event in September 2016 are shown in Table 1.

**Table 1 – Existing Inbound Gateway Capacity: Peak Period**

Gateway /Roadway Segment	September 2016		
	Capacity	Vehicle Volume	Available Capacity
<b>1. San Antonio Road</b>			
<i>San Antonio Road</i>			
Between Bayshore Parkway and Casey Avenue	1,250	740	510
<i>Bayshore Parkway</i>			
Between San Antonio Road and Garcia Avenue	2,900	1,650	1,250
<b>Total San Antonio</b>	<b>4,150</b>	<b>2,390</b>	<b>1,760</b>
<b>2. Rengstorff Avenue</b>			
Between U.S. 101 NB Ramps and Garcia Avenue-Charleston Road	8,020	4,790	3,230
<b>3. Shoreline Boulevard</b>			
Between U.S. 101 NB Ramps-La Avenida and Pear Avenue	6,740	5,930	810
<b>Total</b>	<b>18,910</b>	<b>13,110</b>	<b>5,800</b>

The least available capacity is on the Shoreline gateway, averaging about 87 percent of capacity. Currently anticipated projects are not expected to exceed the gateway capacities at San Antonio Road and Rengstorff Avenue.

***Gateway Evaluation for Project***

To determine Shoreline gateway impacts for the project, the Gateway Analysis included the anticipated AM peak period trips from foreseeable near-term projects to the existing volume and compared this to existing capacity (see Table 2). The results show the Shoreline gateway is over capacity by approximately 1,250 trips during the AM peak period when all six projects are considered, with Charleston East being the biggest contributor as shown below in Table 2.

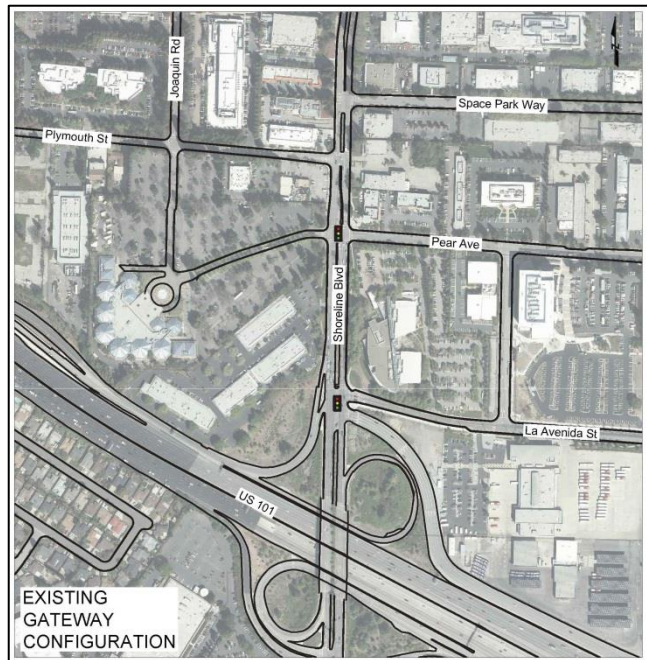
**Table 2 – Shoreline Gateway Volumes and Capacity**

<b>Existing Volume</b>	5,853
<b>New Developments</b>	
Intuit	84
Broadreach	338
Shashi	189
Charleston East	918
Microsoft	308
Sobrato	400
<b>Total Projected Volume</b>	8,090
<b>Current Estimated Capacity*</b>	6,840
<b>Capacity Deficit</b>	1,250

\*Includes reversible bus lane (100 vehicles), currently in design phase.

The Shoreline Gateway is primarily constrained by three factors:

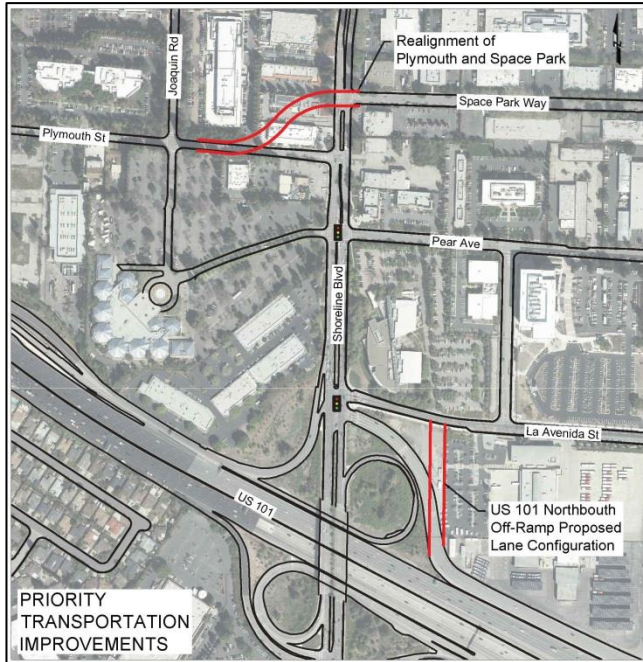
- Five intersections are in close proximity between the southbound Highway 101 off-ramp and Space Park Way. Some are signalized and some are not, but each contributes to delay on northbound Shoreline Boulevard in the AM because of merging of traffic and the east-west movement of vehicles, pedestrians, and bicycles;
- Drivers exiting from the southbound Highway 101 off-ramp with destinations east of Shoreline Boulevard must traverse northbound Shoreline Boulevard, then turn east on Pear Avenue or Space Park Way, adding volume to this already congested section of roadway;





- Vehicles queueing to turn left on Plymouth Street sometimes extend into the northbound Shoreline Boulevard through lanes, effectively blocking one lane.

The NBPP identified two major improvements to alleviate these constraints:



Highway 101 Off Ramp Realignment:

This project, currently under design as a City capital improvement project, would allow drivers exiting the southbound Highway 101 off-ramp with destinations east of Shoreline Boulevard to avoid Shoreline Boulevard altogether. One intersection on Shoreline Boulevard is also eliminated, reducing delay for through traffic.

Realignment of Plymouth Avenue to Space Park Way:

This project eliminates one intersection on Shoreline Boulevard and allows additional space for queueing of vehicles turning left to Plymouth

Avenue. East-west traffic is also able to cross Shoreline Boulevard without traversing Shoreline Boulevard.

To evaluate the priority transportation improvements needed to meet the gateway capacity requirements of the project, staff and the City's traffic engineering consultant, TJKM, used the state-of-the-art Visum model to model scenarios that include the additional traffic from the foreseeable near-term development projects with combinations of these and other identified transportation improvements. The evaluation considered both the effect of the modified roadway geometry on travel patterns as well as anticipated delay and travel time on Shoreline Boulevard.

The results indicate that with the Highway 101 off-ramp realignment, a significant number of vehicles avoid Shoreline Boulevard to reach destinations east of Shoreline Boulevard, increasing capacity at the Shoreline Boulevard Gateway. However, with the additional traffic, travel time and delay are both increased on Shoreline Boulevard due to queueing at the remaining intersections such as Plymouth Street. The corridor was also modeled with both the off-ramp realignment and the realignment of Plymouth Street to Space Park Way. With both improvements, gateway capacity is sufficient and

delay and travel time are similar to current conditions. The estimated capacity with the anticipated improvements is shown in Table 3.

**Table 3 – Shoreline Gateway Volumes and Capacity**

<b>Total Projected Volume</b>	8,090
Current Estimated Capacity*	6,840
Additional Capacity added by Priority Transportation Improvements	1,650
<b>New Estimated Capacity</b>	8,490

\*Includes reversible bus lane, currently in design phase.

Staff therefore recommends both improvements be constructed to provide the gateway capacity needed for the project.

#### *Timing of the Project and Required Priority Transportation Improvements*

The NBPP allows new development, but dictates the vehicle capacity must not be exceeded at the gateways. Recognizing that some of the Priority Transportation Improvements would take years to implement and fees from development would be used to fund the improvements, the NBPP allows an application for new development expected to exceed gateway capacity to build in parallel and propose strategies to comply with the vehicle trip cap. Google expects to occupy the project as soon as August 2019, which is approximately 12 to 18 months ahead of the estimated completion of the Highway 101 off-ramp realignment. Google also owns two occupied office buildings that must be demolished for construction of the Plymouth Street realignment. Google has proposed a strategy for maintaining trips within the gateway capacity and facilitating the conveyance of right-of-way needed to complete the priority transportation improvements required for the development.

Highway 101 Off-Ramp Realignment – Design and permitting of the Highway 101 off-ramp realignment are under way and Caltrans staff is preparing a cooperative agreement between the City and Caltrans for review and permitting. Conversations are also ongoing with the Valley Transportation Authority (VTA) for right-of-way through the bus yard on La Avenida. With some uncertainty about how long the permitting and right-of-way processes will take, staff estimates the off-ramp realignment will be complete approximately 12 to 18 months after the development project is occupied.

Google has indicated that employees occupying the new building will be moved from other buildings in the North Bayshore Area, resulting in no net new trips during the

period between occupancy and the completion of the off-ramp realignment. Further, Google states that during the next 28 months while the project is being designed and constructed, there will be a net decrease in employees in the North Bayshore Area as employees are moved to newly acquired buildings in North Bayshore and to other buildings outside of North Bayshore. A condition of approval is included for establishment of a present baseline of employees in North Bayshore and the monitoring of the baseline during design and construction of the project to establish a reduction in the employee count in North Bayshore so that employee trips remain within the trip cap (Condition of Approval No. 160 in Attachment 2). The employee baseline will be adjusted as appropriate if Google occupies properties in North Bayshore currently occupied by other companies at establishment of the baseline or for vacant properties (such as 1625 Plymouth Street) that have been accounted for in the Gateway capacity calculations. The employee count will be monitored until the priority transportation improvements are complete and a Certificate of Occupancy will not be issued if the baseline of employees is exceeded. The monitoring will be prepared by a third party hired by the City.

Plymouth/Space Park Realignment – To complete the realignment of Plymouth Avenue to Space Park Way, right-of-way is required from four Google-owned properties, and occupied office buildings on two of the properties must be vacated and demolished. To facilitate the acquisition of this right-of-way, a condition of approval is included requiring that the terms of a Purchase and Sale Agreement be agreed upon between the City and Google prior to issuance of the Charleston East core and shell building permit (Condition of Approval No. 160 in Attachment 2). The Purchase and Sale Agreement must be executed prior to the issuance of a Certificate of Occupancy for the project and the office buildings located on the property being acquired by the City must be vacated and the property transferred to the City within six months of occupancy of the project to allow the City to complete the Plymouth Street realignment on approximately the same schedule as the completion of the off-ramp realignment. The Purchase and Sale Agreement will also afford Google the right to negotiate with the City for the purchase of excess property not required for the Plymouth/Space Park realignment should the City elect to sell the property.

### **Project Site Traffic Study**

A traffic study was prepared by Fehr & Peers for the proposed project and provides a supplemental traffic analysis that builds upon the NBPP environmental analysis certified in December 2014. Trip generation for the project was based on the Institute of Transportation Engineers Trip Generation Manual with modifications to reflect the

NBPP AM peak period mode shares required to be met by all new development in the North Bayshore Area.

Roadway traffic operations were evaluated for the peak AM and PM commute hours during a typical midweek day during the morning (7:00 a.m. to 10:00 a.m.) and evening (4:00 p.m. to 7:00 p.m.) peak periods at 21 study intersections. The morning peak hour was found to be 8:30 a.m. to 9:30 a.m. and the evening peak hour was found to be 5:00 p.m. to 6:00 p.m. Vehicle trip distribution was completed using the City of Mountain View travel demand model, which incorporates information about the residential origins of Google employees.

The results of the traffic study show the following five intersections would be significantly impacted by the estimated traffic from the project:

1. Shoreline Boulevard/La Avenida-U.S. 101 Northbound Ramps (AM and PM peak hours)
2. Rengstorff Avenue/U.S. 101 Southbound Ramps (AM peak hour)
3. Shoreline Boulevard/Plymouth Street (AM and PM peak hours)
4. Shoreline Boulevard/Pear Avenue (AM and PM peak hours)
5. Shoreline Boulevard/Charleston Road (PM peak hour)

The traffic study does not recommend that the project provide improvements for the first impacted intersection identified above (Shoreline Boulevard/La Avenida-U.S. 101 Northbound Ramps) because the priority projects within the NBPP Transportation Improvement Project List, as discussed in the Gateway Analysis, will address operations at this location.

Operational improvements to intersections two through four listed above will be implemented by the project or the Gateway Analysis and bring operations at these intersections to an acceptable Level of Service (LOS). Therefore, the following operational improvement to the fifth intersection listed above (Shoreline Boulevard/Charleston Road) is included as a condition of this project:

- Shoreline Boulevard/Charleston Road—Restripe the eastbound approach to include one left-turn only lane, one through lane and one right-turn only lane, and

modify the signal to include an overlap phase. This improvement would restore acceptable operations in the PM peak hour.

The traffic study also evaluates potential traffic impacts from this project to State Route 85 and U.S. 101. With the addition of the project trips, no new impacts would occur beyond the impacts which were identified in the NBPP EIR. The NBPP EIR describes the degradation in LOS on the freeway system caused by the 3.4 million square feet of new development in the NBPP, of which this project is a part of. The Mountain View City Council adopted a Statement of Overriding Considerations in November 2014 overriding the significant unavoidable impacts to freeways disclosed in the NBPP EIR; therefore, no improvements to the freeway are recommended as part of this project.

#### *Transportation Demand Management (TDM) Plan*

The NBPP requires employers to develop and implement a TDM plan to achieve a 45 percent SOV rate and a 10 percent carpooling rate for inbound trips during the three-hour AM peak period. These targets require a 50 percent reduction in trips generated by the office project compared to conditions without any TDM plan.

The applicant prepared a TDM plan which serves as the road map for the project to achieve these mode share targets. Google has an extensive existing TDM plan that they implement companywide. Recent surveys provided by Google show that they are close to meeting the City's mode split goals for the area and will be implementing an even more aggressive plan to meet the City's requirements as a result of new developments.

The following is the list of the proposed TDM measures for the project:

- Priority parking for carpools and vanpools.
- On-site transportation team.
- Bicycle parking, showers, and changing facilities.
- Bicycle sharing.
- Telecommuting/Flexible Work Schedule Program.
- Guaranteed Ride Home Program.
- Membership in the Transportation Management Association (TMA).
- Rideshare matching services.
- Marketing and information.
- Commuter shuttle services.
- G-Ride on-demand services.
- On-site amenities and services.
- Parking Management Program (incorporating incentives and policies to manage daily parking demand).
- Pretax commuter benefits.
- Subsidized or free vanpools or carpools.
- Subsidized or free transit passes.
- Biking incentives.
- On-site bicycle repair facilities.

- Bike Buddy Program.
- Bike Giveaway Program.
- Expanded carpool matching.
- Car sharing.

To ensure the long-term effectiveness of the TDM plan and its ability to provide a 50 percent reduction, a monitoring program will be established for the site. Failure to meet the established trip reduction requirement would result in fines as outlined in the conditions of approval, as well as corrective actions to bring the trip reduction back to 50 percent.

## **ENVIRONMENTAL REVIEW**

The North Bayshore Program EIR comprehensively evaluated the environmental impacts of the NBPP, which allowed an increase in the intensity of office and commercial uses within the area up to a maximum of approximately 3.4 million square feet of new office area, which includes the 595,000 square feet of office for this project. The City Council certified the NBPP EIR and approved the NBPP in November 2014.

Subsequent activities which were included in the scope of a program EIR may be determined to be adequately evaluated under CEQA and no further environmental documents may be required if it is determined that no new environmental effects will occur and no new mitigation measures would be required for the subsequent activity.

An Initial Study of Environmental Significance was prepared to evaluate whether any new environmental effects would occur as a result of the project which were not already examined under the program EIR and whether any new mitigation measures would be required (see Attachment 1 – Initial Study of Environmental Significance for the 2000 North Shoreline (Charleston East) Project). Project-specific technical studies were also prepared to provide technical guidance in the areas of utilities, transportation, and trees.

The Initial Study prepared for the project found that with implementation of the NBPP standards and guidelines, State regulations, and mitigation measures identified in the NBPP EIR and the 2030 General Plan and Greenhouse Gas Reduction Program EIR, the proposed addition of 595,000 square feet of office uses would not result in any new environmental impacts beyond those evaluated in these EIRs.

## **FISCAL IMPACT**

If the site were redeveloped with the proposed project, the Shoreline Community would receive approximately \$3 million dollars in additional property tax revenue per year.

The project is required to pay the City's nonresidential (commercial) Housing Impact Fee. Payment of the required Housing Impact Fee would result in an estimated payment to the City of \$14.9 million prior to issuance of building permits.

The project is subject to the payment of the North Bayshore Development Impact Fee for transportation-related improvements within the North Bayshore Area. The applicant shall pay the City \$30 per net new square foot of building area which will result in an estimated payment to the City of \$17.9 million prior to issuance of building permits.

The applicant will also pay \$0.42 per net new square foot as reimbursement for a proportional share of the funds expended for the preparation of the NBPP and associated EIR, which will result in a payment of \$250,000 for this project.

## **CONCLUSION**

The proposed development of the vacant site with a 595,000 square foot office building is consistent with the NBPP and furthers the vision and goals for the development of the North Bayshore Area. The site design and architectural design of the project, including the colors, materials, and architectural elements, are well-designed and compatible with the surrounding area. Additionally, approval of the project would not result in significant environmental impacts with implementation of the conditions of approval; therefore, the proposed project would not have a significant impact on the environment.

The project has been reviewed by the City Council at two Study Sessions, as well as the DRC and Zoning Administrator (ZA). The ZA finds the proposed project is consistent with the 2030 General Plan, the NBPP, and the Heritage Tree Ordinance and recommends the City Council conditionally approve the Initial Study of Environmental Significance for the 2000 North Shoreline (Charleston East) Project, Planned Community Permit, Development Review Permit, Heritage Tree Removal Permit, and the terms and conditions for consenting to an extension of a sublease between Google Inc. and Live Nation for interim parking on Shoreline Amphitheatre Lots C and D and authorize the City Manager to execute a consent to extending the sublease.

## ALTERNATIVES

1. Approve the project applications with modified conditions of approval.
2. Refer the project back to the DRC and/or the Zoning Administrator.
3. Deny the project applications, finding that the site is not physically suitable for the type of development.

## PUBLIC NOTICING

The meeting agenda and Council report were posted on the City website and announced on cable television Channel 26. All property owners within a 500' radius and other interested stakeholders were notified of this meeting.

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SW-TB/7/CAM  
818-03-07-17CR-E

- Attachments:
1. Initial Study of Environmental Significance for the 2000 North Shoreline (Charleston East) Project
  2. Resolution for Planned Community Permit, Development Review Permit, and Heritage Tree Removal Permit with Recommended Conditions of Approval
  3. Project Plans
  4. [Study Session Memo, March 29, 2016](#)
  5. [Study Session Memo, October 4, 2016](#)