

5.1

CITY OF MOUNTAIN VIEW

ENVIRONMENTAL PLANNING COMMISSION

STAFF REPORT

FEBRUARY 15, 2017

5. STUDY SESSION

5.1 Study Session to Discuss Proposed General Plan and Zoning Map Amendments to allow a Residential Development Consisting of Two New Seven-Story Residential Structures with a Total of 303 Units and an Above-Grade Parking Structure on a Site with a 111,443 Square Foot Office Building at 1001 North Shoreline Boulevard

RECOMMENDATION

That the Environmental Planning Commission (EPC) provide input on the request for a new residential development at 1001 North Shoreline Boulevard.

PUBLIC NOTIFICATION

The Commission'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.

BACKGROUND

Gatekeeper

In December 2015, the City Council authorized staff resources for the consideration of a General Plan and Zoning Map Amendment to allow the addition of residential units to an existing office site. The application was deferred by the City Council until the Planning Division had the capacity to begin work on the request.

Project Site

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.

Surrounding Land Uses

The surrounding land uses include Highway 101 to the north and office and industrial uses to the east, west, and south. 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 project shares the block with the Church of Scientology directly to the east.



Location Map

Office Development

The office development currently under construction on the project site was approved by the Zoning Administrator on July 9, 2015, and is anticipated to be completed in July 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

ANALYSIS

This report will outline the proposal's consistency with the General Plan, describe the proposed development, cover topics related to parking, park land, and site design and provide staff recommendations on these topics.

Moffett/Whisman Planning Area

The project site is located in the Moffett/Whisman General Plan planning area. The General Plan envisions the Moffett/Whisman area to grow with new mixed-use and transit-oriented development. An emphasis is placed on enhanced commercial and open space amenities to address the needs of residents and workers. Key policy direction includes achieving sustainable development through a mix of uses, enhanced mobility, development of community amenities, and capitalization of location.

The proposed project is located directly adjacent to planned transportation improvements and south of the North Bayshore Area. In general, the proposed project is consistent with the General's Plan's vision for the Moffett/ Whisman planning area by providing a mixed-use development with residential buildings adjacent to a new office building and with the following General Plan Policies:

- *LUD 3.1: Land use and transportation.* Focus higher land use intensities and densities within a half-mile of public transit service, and along major commute corridors.
- *LUD 8.1: City gateways.* Emphasize city gateways that create a distinct and positive impression.
- *LUD 9.2: Compatible transit-oriented development.* Encourage transit-oriented development that is compatible with surrounding uses and accessible to transit stations.

General Plan Amendment

The site has a current General Plan Land Use Designation of General Industrial. The proposal includes a General Plan Amendment to Mixed-Use Center to allow residential development with the existing office building. The Mixed-Use Center Land Use Designation will allow an intensity of 2.35 FAR and heights up to eight stories.

Zoning Map Amendment

The project site is currently zoned ML (Limited Industrial) and MM (General Industrial) and the former Caltrans property is undesignated. The proposal includes a Zoning Map Amendment for both sites to the P (Planned Community) District. The P District designation would allow the project flexibility to implement standards similar to those in the adjacent North Bayshore Precise Plan. P District properties outside of Precise Plans do not have specific development standards or design guidelines. Due to the adjacency to North Bayshore, staff believes that many of the development standards and design guidelines established in the North Bayshore Precise Plan can be used as a guide to the proposed project.

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-tier, above-grade, parking structure to replace the office surface parking that would be displaced with construction of the proposed project.

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

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



Project Rendering: View from Across Terra Bella Avenue



Proposed Site Plan

two-, and three-bedroom apartments. The building is U-shaped, opening south towards Terra Bella Avenue, with amenity areas between the two sides of the building and a roof deck on the top level.

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. A parking ratio of 1.2 spaces per unit is proposed.

The proposed six-tier, 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 screening on all sides.

Affordable Housing

As part of the project's Gatekeeper authorization, the Council requested that 10 percent of all the units be below market rate, both the rental apartments and the for-sale condominium units. The Below-Market-Rate (BMR) Ordinance requires 10 percent of ownership units to be BMR and allows an in-lieu fee to be paid. The Rental Housing Impact Fee is equivalent to 7.75 percent on-site affordable units of the total apartment units constructed. Council's request is consistent with the BMR Ordinance for ownership units but exceeds the Rental Housing Impact Fee requirement by 2.25 percent. The applicant proposes to comply with the Council's request.

Community Benefits

The proposed project is expected to provide community benefits. On March 7, 2017, staff will seek input from the City Council regarding expected community benefit contributions for projects authorized through the Gatekeeper process. While areas such as the El Camino Real, San Antonio, and North Bayshore Precise Plans provide formulas for expected community benefit contributions as a ratio to increases in development standards, no consistent metric has been established for projects authorized to proceed through the Gatekeeper process. Staff is seeking input from the City Council on this topic, along with a broader conversation regarding the Gatekeeper process at the Council Study Session tentatively scheduled for March 7, 2017. The direction given by the City Council will inform the expected community benefit for this project.

Project Analysis

Staff has identified the following topics for EPC input and direction:

Parking

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 consistently used for new high-density residential projects, 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 spaces required for micro units, 0.50 spaces required for one-bedroom units, and one space required for 2+ bedroom units.

Staff believes that the proposed parking ratio of 1 space per 300 square feet (359 parking spaces) for the office building is inconsistent with the Transportation Demand Management (TDM) reduction goals. The office project was approved with a TDM program equivalent to 20 percent peak-hour trip reduction. As a comparison, office buildings in the North Bayshore Area require a maximum of 1 space per 370 square feet of gross floor area which complements the reduction in the number of vehicles. Staff recommends the new office parking ratio be adjusted to account for the approved TDM program.

Staff will require a parking study be completed as part of the formal application to explore parking ratios that adequately address both the residential and office uses, and takes into consideration the possibility of shared parking between the uses.

Question 1: Is the EPC supportive of parking ratios below the Model Parking Standard? Should the office parking be reduced in proportion to the existing TDM program?

Residential Parking Location

Underground parking is a requirement applied throughout the City. From a site development perspective, it allows more efficient use of limited space, greater

open space opportunities, and active ground-floor uses. The North Bayshore Precise Plan highly encourages underground parking.



**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 wrapping 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 wrapped 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 project site is located approximately 500' from the nearest known boundary of the Teledyne-Spectraphysics Superfund plume, which is primarily located north of U.S. 101 in the North Bayshore area of Mountain View, with a portion of the plume located to the south of U.S. 101, as shown on the attached map prepared for the office project on site in 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 ground water under the site, and possible groundwater migration impacts of excavation on-site.

Question 2: Should the applicant redesign the project to include underground parking?

Office Parking Structure

The location of the proposed office parking structure is consistent with the Draft North Bayshore Precise Plan as it is placed on the interior of the lot in a less visible location. However, the parking structure will be easily visible from Linda Vista Avenue and portions of Shoreline Boulevard and Terra Bella Avenue. Parking structures should be clearly secondary to other structures on-site in terms of massing. The Draft North Bayshore Precise Plan provides guidelines for parking structures that would benefit this project:

- *Height:* Parking structures should not exceed 45' in height (about four stories).
- *Rooftop Parking Structure Screening:* All parking stalls exposed to the sky on the top of the parking structures should have shading or screening of one of the following types: trellises, solar collectors, PV trellises, green roofs, plazas and parks, trees, glass canopies, or other elements that screen views from adjacent buildings.



Project Rendering: Proposed Office Garage

Question 3: Is the location, massing, and design of the proposed office parking structure acceptable?

Site Plan and Open Space

The proposed residential open space is located two levels above grade within the building courtyards. While the buildings' placement and massing effectively define the residential open area and create privacy for residents, it is inconsistent with the Draft North Bayshore Precise Plan which strongly encourages on-site open space to create a well-connected landscape network at the same level as the

public sidewalk. Placement of the residential private open space is constrained by the above-grade parking.

The office amenity area is directly north of the structure, across from the proposed apartment building on North Shoreline Boulevard. The office and residential portions of the site are connected through a central private open space, which is bisected by the primary vehicular access into the property. Staff recommends the site be studied to provide greater integration of the open spaces. Some possibilities may include rotating the condominium building so that the open space faces west towards the office building, locating private open space closer to grade, and modifying the driveway location towards the sides of the property rather than through the middle.



Open Space Diagram

-  Office Amenity Area
-  Residential Amenity Area (2-levels above grade)

Question 4: Is the EPC satisfied with the location and orientation of the office and residential private open space areas? If not, what modifications does the EPC recommend?

Park Land Dedication

The Parks Master Plan requires park land dedication or in-lieu fees for residential projects. The area of the proposed residential development is deficient in park land. The Council's policy has been to require park land dedication for projects of

50 or more residential units or a combination of park land and in-lieu fees. Based on Chapter 41 of the City Code, the required dedication is 1.82 acres or \$12,726,000 in in-lieu fees.

The project does not currently propose to dedicate park land. As currently designed, the provision of park land may constrain the site to a point to which fewer housing units would be provided. The project is the first proposed residential-to-industrial conversion in this area. Its proximity to Highway 101 and Shoreline Boulevard make it a substandard location for a public park. Staff recommends the City accept in-lieu fees for this project and that future park locations be studied if and when the area is converted to a residential or mixed-use district; thus, allowing parks to be more appropriately placed for future residential development.

Question 5: Should the applicant be required to provide an on-site park land dedication, pay the in-lieu fee, or provide a combination of both?

Heritage Trees

The office project was approved with the removal of 33 Heritage trees. To accommodate the proposed residential structures, 11 out of the 12 remaining healthy Heritage trees are proposed for removal. These trees are primarily located at the north end of the property and toward the edge of the proposed apartment building footprint. Staff recommends the applicant study modifications to the proposed apartment building to allow additional Heritage trees to be preserved or relocated on-site.

A total of 259 trees will be planted as part of the approved office project, primarily in the surface parking lot. Through construction of the residential structures, 152 of these trees are proposed for removal. Staff recommends that a priority be placed on retention and relocation of the office trees on-site.



Heritage Tree Diagram

	<i>Heritage Tree to be Removed</i>
	<i>Existing Heritage Tree to Remain</i>
	<i>Office Tree of Remain</i>
	<i>Office Tree to be Removed</i>

Question 6: Should modifications to the apartment structure be required in order to retain additional Heritage trees on-site? Should the office trees be relocated on-site to the best extent possible?

Retail

The Gatekeeper authorization of 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 good on this site. Staff recommends that the applicant provide a feasibility study showing whether retail would be successful at this location.

Question 7: Is the omission of retail from the project acceptable?

NEXT STEPS

Following feedback from the EPC at this Study Session, the project will be heard at a City Council Study Session tentatively scheduled for April 4, 2017, where Council will review the proposed project and the EPC's comments. After the Council Study Session, the applicant will revise the project plans and begin the development and environmental review processes.

CONCLUSION

Staff requests feedback on the following questions, and any other project-related comments:

1. Is the EPC supportive of parking ratios below the Model Parking Standard? Should the office parking be reduced in proportion to the existing TDM program?
2. Should the applicant redesign the project to include underground parking?
3. Is the location, massing, and design of the proposed office parking structure acceptable?
4. Is the EPC satisfied with the location and orientation of the office and residential private open space areas? If not, what modifications does the EPC recommend?

5. Should the applicant be required to provide an on-site park land dedication, pay the in-lieu fee, or provide a combination of both?
6. Should modifications to the apartment structure be required in order to retain additional Heritage trees on-site? Should the office trees be relocated on-site to the best extent possible?
7. Is the omission of retail from the project acceptable?

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- Exhibits:
1. Project Plans
 2. Teledyne-Spectraphysics Superfund plume - 2015
 2. [Gatekeeper Staff Report – December 2015](#)