



DATE: June 21, 2016

CATEGORY: Public Hearing

DEPT.: Community Development

TITLE: 1625 Plymouth Street

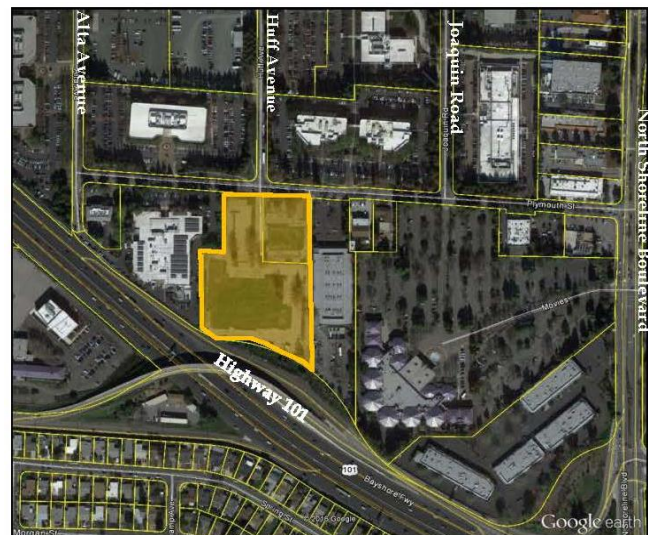
RECOMMENDATION

1. Approve an Initial Study of Environmental Significance for the 1625 Plymouth Street office 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 Planned Community Permit and Development Review Permit for a 224,508 Square Foot, 6-Story Office Building and 4.5-Tier Parking Garage, and a Heritage Tree Removal Permit for the Removal of 15 Heritage Trees and the Relocation of 5 Heritage Trees at 1625 Plymouth Street, to be read in title only, further reading waived (Attachment 2 to the Council report).
3. Adopt a Resolution Ordering the Vacation of Public Easements at 1625 Plymouth Street, to be read in title only, further reading waived (Attachment 3 to the Council report).

BACKGROUND

Project Site

The site is located at the southern terminus of Huff Avenue at the intersection of Plymouth Street in the North Bayshore Precise Plan Area. The surrounding land uses include office on the north, east, and west, and Highway 101 to the south.



Location Map

The project site is currently vacant; however, it was previously developed with two commercial buildings that were demolished in approximately 2007.

Project Description

The applicant, Broadreach Capital Partners, proposes development of the vacant project site with a 224,508 square foot, 6-story office building and a 4.5-tier parking garage (see Attachment 4 – Project Plans).

Bonus Floor Area Ratio (FAR) Allocation

The project was part of the Bonus FAR allocation process in 2015 (see Attachment 5 – North Bayshore Precise Plan Bonus Floor Area Ratio Applications Council Report – May 5, 2015). The General Plan and Precise Plan Environmental Impact Reports (EIR) studied a maximum of approximately 3.4 million net new square feet in the North Bayshore Area. Of that, about 2.2 million square feet of office space was available through the Bonus FAR allocation process due to previous square footage allocations in the North Bayshore Area. This project, along with the Google Landings project, LinkedIn/SyWest project, Shashi Hotel project, and Rees Properties project, were authorized by Council to move forward with the submittal of development applications. As part of the Bonus FAR allocation process, Broadreach offered a \$10.2 million contribution to the City as a community benefit which has been included as a condition of approval for the project. This project will be the first of the Bonus FAR projects considered by Council.

Gateway Analysis

The City has established a trip cap of 18,900 inbound vehicles in the morning peak period, spread across the three gateways which include San Antonio Road, North Shoreline Boulevard, and Rengstorff Avenue. The Precise Plan states that after monitoring, if any of the gateways are found to not be in compliance with the established trip cap, the City may not grant building permits for net new square footage until strategies and infrastructure improvements are identified and approved to achieve compliance with the district trip cap.

The City has hired Fehr & Peers Transportation Consultants to prepare a Gateway Analysis to evaluate the operations at the three gateways and will identify a set of transportation improvements from the Precise Plan Transportation Improvement Project List necessary to support the following initial group of developments Council authorized to proceed: LinkedIn Phase I; Shashi; Microsoft; Charleston East; Sobrato; and Broadreach. The analysis will allow staff to provide a set of recommended

transportation improvements, an assessment of the capacity-enhancing value of the recommended transportation improvements, and assign improvements to individual development sites.

At a later date, a more detailed Multimodal Operations Analysis and Street Prioritization Study will be conducted that will evaluate the effectiveness of the proposed future transportation improvements across all modes. This later study requires significantly more time to prepare and evaluate than the Gateway Analysis, which is needed now for the active development projects listed above to demonstrate compliance with the district trip cap through transportation improvements in order to be constructed. Results from the Gateway Analysis are anticipated to be brought to Council in the fall as well as a scope of work for the Multimodal Operations Analysis and Street Prioritization Study.

Staff is comfortable with the 1625 Plymouth Street project proceeding prior to the results of the Gateway Analysis given the relatively small size of the project and the available vehicle capacity at the gateways for the trips associated with the project, which is discussed later in this report. The project will pay the estimated \$6.7 million North Bayshore Development Impact Fee and provide a \$10.2 million community benefit contribution which can be used for transportation-related improvements within the North Bayshore Area.

Public Hearings and Meetings

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 recommendation of approval from the DRC on December 2, 2015.

Administrative Zoning Public Hearing

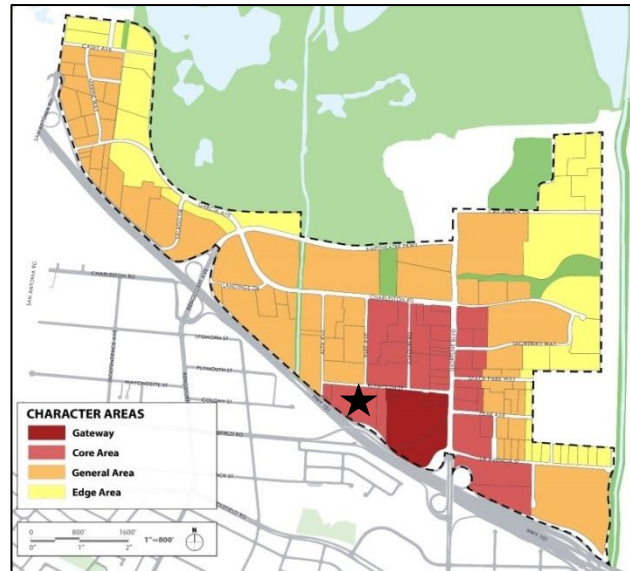
On June 8, 2016, the Zoning Administrator held a public hearing on the project. No one from the public spoke during the hearing and no written correspondence was received regarding the project. The Zoning Administrator recommended approval of the project to the City Council, subject to the recommended 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 outlines the project's consistency with the North Bayshore Precise Plan; describes the proposed development; covers issues related to architecture, open space and landscaping, trees, sustainability, and transportation; and provides a summary of the environmental review that was completed for the project.

North Bayshore Precise Plan

The project site is located in the Core Character Area of the North Bayshore Precise Plan (Precise Plan) which was adopted by Council in December 2014. The Core Character Area is similar to the Gateway Area which supports a broad range of office, entertainment, retail, service, and hotel uses, but at a lower intensity. The Core Area envisions more fine-grained blocks with a network of bicycle and pedestrian connections which will result in a more pedestrian-oriented environment. New buildings will contribute to this environment with smaller setbacks, active ground-floor frontages, and parking located away from the street. The Core Area allows development intensity up to a 1.5 FAR and building heights up to six stories.

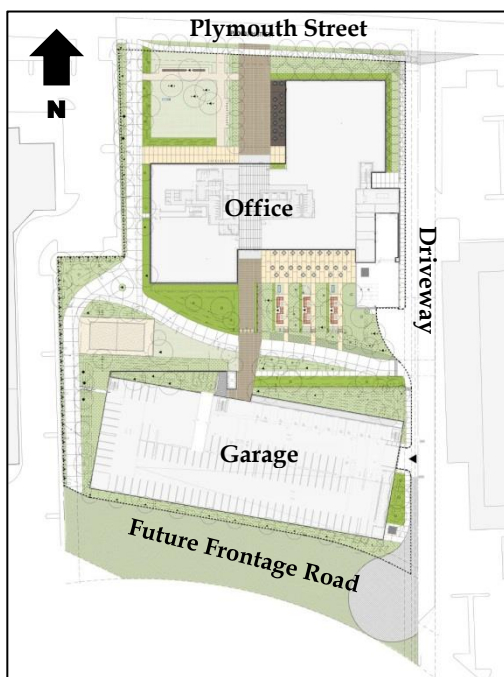


Character Area Map

The project complies with the development standards and guidelines of the Precise Plan, including FAR, lot coverage, building placement, building massing, and height; with the exception of the "Frontage Location" standard. This standard requires that 50 percent of the building facade be located within the front build-to-area along the street. The Precise Plan provides flexibility in meeting this development standard if it results in a superior project design which meets the intent of the Precise Plan. The applicant requests a 42 percent frontage condition in order to allow a substantial-sized public plaza at the front of the site which will create an active open space area for outdoor gathering, working, and dining, which is an amenity also encouraged by the Precise Plan.

Project Overview

The applicant proposes development of a 224,508 square foot, LEED Platinum®, 6-story office building and 4.5-tier parking garage. The proposed office building would be located on the north portion of the project site, fronting Plymouth Street, with the parking garage located on the south portion of the site toward Highway 101. A portion of the southern part of the property will be dedicated to the City for future use as part of a frontage road that is planned along Highway 101 between Alta Avenue and the LinkedIn property (1400 North Shoreline Boulevard).



Site Plan

Access to the parking garage would be from Plymouth Street via an existing shared driveway along the eastern side of the property which is shared with the adjacent office building to the east. Once the frontage road is constructed, an additional access point to the garage would be provided from the frontage road as well.

A public plaza is proposed along the Plymouth Street frontage and would provide landscaped open space for use by the office building occupants as well as the general public. A pedestrian/bicycle greenway would provide public pedestrian and bicycle access from Plymouth Street along the western side of the site and connect to a new east/west greenway segment between the garage and the office building, which is planned to eventually connect to the adjacent properties.

The project would provide 606 parking spaces which meets the Precise Plan maximum of 2.7 spaces per 1,000 square feet. The project would also provide 22 short-term bicycle parking spaces and 112 long-term bicycle parking spaces in a secured room.

Architecture

The architectural design of the proposed building is contemporary



Looking South on Huff Avenue

and the site layout and massing composition were designed to respond to the site's location at the southern terminus of Huff Avenue. The design of the building differentiates in scale between the pedestrian-scaled lower levels and upper levels and provides a physical and visual link at the pedestrian level to the open space network. The building area closest to the street is a two-story, clear glass volume that starts at the east side of the site and weaves through to the two-story building entrance and two-story pedestrian arcade on the west side of the building at the public plaza and entrance to the greenway. Connection to the greenway is further augmented by a two-story building lobby that is on direct axis with Huff Avenue and cuts through the building to the open space and greenway behind the building.



Looking West Along Plymouth Street

The design and facade treatment of the upper floors are differentiated from the lower floors by providing 12" projected mullion caps which add an overall texture to the upper levels of the building. A majority of the sixth floor facing Plymouth Street has no mullion caps as a contrast to the lower floors and give it a lighter appearance; and the massing on all sides of the building is punctuated with a series of cuts in the facade creating

depth and providing outdoor space for balconies, including a balcony on the fifth floor facing Plymouth Street which aligns with the width of the public plaza. An exterior sculptural stair runs the full height of the eastern side of the building.

The parking garage massing is intentionally kept long and low to allow the office building to be seen from Highway 101, while providing an acoustic barrier from freeway noise for the open space area and greenway. Its massing is rotated in relation to the office building to maximize the open space area between the two. The exterior of the garage would be clad with a decorative steel grating meant to complement the design and materials of the office building and provide architectural interest from Highway 101.

Open Space and Landscaping

The project proposes 51 percent open space, which conforms to the minimum 20 percent open space requirement. The open space for the project is proposed in a



Open Space Between the Garage and Office

public plaza along the Plymouth Street frontage and between the office building and the parking garage. These open space areas will include areas for seating, dining, and recreation amenities. Landscaped outdoor terraces are also proposed on the upper floors of the office building.



Open Space Areas along Plymouth Street

The proposed landscaping has been designed with native plant and tree types found along the San Francisco Bay shoreline and include naturalized wetland biofiltration areas, passive natural planted areas, and planted outdoor amenity areas. The landscape design attempts to define communal spaces, articulate pedestrian circulation, and mark building entries to the proposed project.

Trees

An arborist report was prepared for the project by a certified arborist at McClenahan Consulting to evaluate and categorize the existing trees on-site. The site contains 46 trees, including 22 Heritage trees. The project proposes to retain 2 Heritage trees, transplant 5 Heritage trees on-site, and remove 15 Heritage trees. The remainder of the non-Heritage trees on-site would be removed, including 5 street trees. The 15 Heritage trees proposed for removal are in poor to fair condition and have not been cared for since the demolition of the site in approximately 2007. They are proposed to be removed either because of their health or their location within the footprint of the proposed buildings or site improvements. Approximately 140 California native and region-appropriate trees are proposed to be planted on the project site and along the project street frontage.

The existing tree canopy coverage is approximately 10 percent of the site. After project construction and the planting of the proposed landscape improvements, the anticipated mature tree canopy coverage will be 40 percent of the site (10 years).

Sustainability Features

The applicant is proposing a LEED Platinum-designed office building which would include sustainable building and site features, including, but not limited to: roof-mounted photovoltaic panels; high thermal performance roof, wall, and window

systems; high-efficiency HVAC, plumbing, lighting, and power systems; dual plumbing; use of recycled water; and native and drought-tolerant plantings with specific plant types that are both low water use and support the ecology of the local environment.

The applicant hired H.T. Harvey & Associates Ecological Consultants to provide an avian risk assessment for the proposed project. In consultation with the wildlife ecologist and the requirements of the Precise Plan, the applicant has incorporated many bird-safe building design features into the building and site design, including: internal and external lighting designs that minimize the overall lighting intensities and the direction of the lighting; windows with “frit” patterns which allow birds to perceive the glass as an obstruction to be avoided; landscape design which includes plant species that provide food and nesting resources to native birds common to the area; and an appropriate food-waste handling plan to minimize the attraction of nuisance and predatory wildlife.

Transportation

Gateway Trip Monitoring

The traffic study identified that vehicle trips associated with the project would utilize the Shoreline Boulevard and Rengstorff Avenue entrances to the North Bayshore Area, adding the following trips in the a.m. peak period (7:00 a.m. to 10:00 a.m.):

- Shoreline Boulevard: 338 inbound (northbound) trips.
- Rengstorff Avenue: 113 inbound (northbound) trips.

The latest gateway trip monitoring from March 2016 found that there is an available vehicle capacity of 3,330 new trips at the Rengstorff Avenue gateway and 1,000 new trips at the North Shoreline Boulevard gateway; therefore, there is sufficient capacity to accommodate the new trips associated with the project.

Traffic Study

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

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 a.m. and p.m. 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 17 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 employees working in the North Bayshore Area, based on employer surveys and U.S. Census and California Household Travel Survey data.

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

- Shoreline Boulevard/La Avenida-U.S. 101 Northbound Ramps (a.m. and p.m. peak hours)
- Shoreline Boulevard/Pear Avenue (a.m. peak hour)
- Shoreline Boulevard/Plymouth Street (a.m. and p.m. peak hours)
- Rengstorff Avenue/U.S. 101 Southbound Ramps (a.m. and p.m. peak hours)

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 Precise Plan Transportation Improvement Project List that are currently being defined in the Gateway Analysis will address operations at this location.

At the remaining three intersections, the following operational improvements are recommended to address the impacts of the project and have been made conditions of approval for the project:

- Shoreline Boulevard/Pear Avenue—To improve operations at the intersection of Shoreline Boulevard and Pear Avenue, provide a westbound left-turn lane from Pear Avenue onto southbound Shoreline Boulevard. This turn lane will reduce the signal time allocated to this movement and increase the time that can be allocated to the heavy flows on Shoreline Boulevard.

- Shoreline Boulevard/Plymouth Street—To improve the operations at the intersection of Shoreline Boulevard and Plymouth Street, install a new traffic signal to allow protected left turns from northbound Shoreline Boulevard onto Plymouth Street and address the queuing deficiency of the existing lane. The North Bayshore Precise Plan Transportation Improvement Projects list includes the realignment of Plymouth Street to connect to Space Park Way at Shoreline Boulevard, with a signal at the new intersection. Given this ultimate plan, this required signal at this intersection is considered an interim improvement to provide better traffic flow until the ultimate improvement can be constructed. The timing of the realignment of Plymouth Street is not known at this time.
- Rengstorff Avenue/U.S. 101 Southbound Ramps—Optimize timing splits at the signals to the Highway 101 southbound ramps to restore acceptable operations.

The results of the traffic study also show that the proposed project would result in a significant impact on one freeway segment—southbound State Route 85 between U.S. 101 and Central Expressway in the mixed-flow lanes in the p.m. peak hour. The Precise Plan EIR describes the degradation in level of service (LOS) on the freeway system caused by the 3.4 million square feet of new development in the Precise Plan, of which 1625 Plymouth Street would be a part. The Mountain View City Council adopted a Statement of Overriding Considerations in November 2014 overriding the significant unavoidable impacts to freeways disclosed in the Precise Plan EIR; therefore, no improvements are recommended as part of this specific project.

Transportation Demand Management (TDM) Plan

The Precise Plan requires employers to develop and implement a TDM plan to achieve a 45 percent single-occupant vehicle (SOV) rate and a 10 percent carpooling rate for inbound trips during the three-hour a.m. peak period. These requirements result in a need to have a 48 percent reduction in trips generated by the office project compared to conditions without any TDM plan.

The applicant prepared a TDM plan which would serve as the road map for the project to achieve these mode share targets. Broadreach has entered into a lease agreement with Google for the building and worked together with them to develop the TDM plan for this site. Google has an 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 for this site to meet the City's requirements for new developments.

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

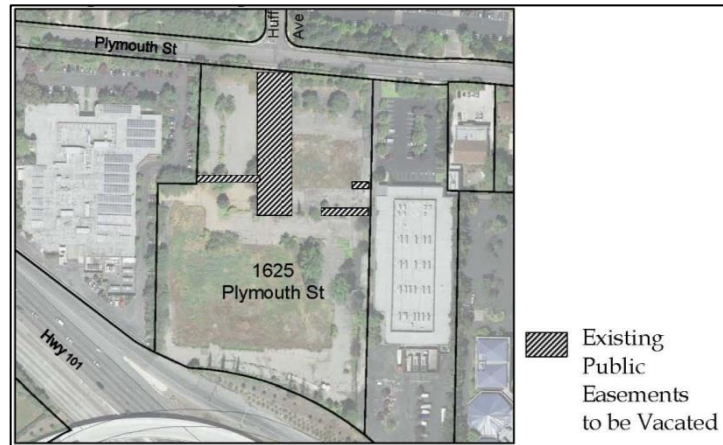
- Priority parking for carpools and vanpools.
- On-site transportation team.
- Bicycle parking, showers, and changing facilities.
- Bicycle sharing.
- Telecommuting/Flexible Work Schedule Program.
- Guaranteed Ride Home Program.
- Membership in the Transportation Management Association (TMA).
- Rideshare matching services.
- Public transit shuttle services.
- Marketing and information.
- Commuter shuttle 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.
- G-Ride on-demand services.
- On-site amenities and services.

To ensure the long-term effectiveness of the TDM plan and its ability to provide a 48 percent peak-period trip reduction, a monitoring program will be established for the site. Failure to meet the established trip reduction requirement would result in fines as well as corrective actions to bring the trip reduction back to 48 percent.

Easement Vacation

The applicant has requested the City vacate six public easements over the property, which is currently reserved for utilities, sanitary sewer, and wire clearances (see Attachment 3 – Resolution Ordering the Vacation of Public Easements).

Staff has reviewed the vacation request and confirmed that the easements are no longer needed with the proposed development and PG&E, AT&T, and Comcast have no objections to the proposed vacations. Several of the easements overlap one another, and three of the six easements only serve the subject property. The other three easements, which contain a storm drain line that serves the adjoining property to the west at 1667 Plymouth Street, will be relocated to a new private storm drain easement.



In accordance with the Streets and Highways Code, if the City wishes to give up rights in easement dedicated to the City, they are to be vacated and all property rights returned to the underlying property owner.

When the City plans to vacate easements as part of a private development process, staff evaluates whether there is any value contributed to the developer by the vacation. In some cases, vacating an easement will provide additional space for development and, for example, allow the developer to build additional residential units and increase the value of the development. An independent appraisal was conducted that compared the “before” condition with the existing easements and the “after” condition with the proposed development and easement vacation. Three of the six easements proposed to be vacated serve only the subject property, and the remaining three serve the adjoining property only. Utility easements on large development sites are common, and the buyer of such a property would anticipate that it would be possible to relocate the easements as long as the benefit to the easement holder is the same. The easements that serve the subject property are no longer needed when the property is developed, and the remaining easements will be relocated on the property. Through the independent appraisal, staff determined that there is no potential for additional development and no value added to the development.

ENVIRONMENTAL REVIEW

The North Bayshore Precise Plan EIR is considered a program EIR and comprehensively evaluated the environmental impacts of the North Bayshore Precise Plan, 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 224,508 square feet of office for this project. The Mountain View

City Council certified the North Bayshore Precise Plan EIR and approved the North Bayshore Precise Plan 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 1625 Plymouth Street Office Project). Project-specific technical studies were also prepared to provide technical guidance in the areas of utilities, transportation, noise, trees, and air quality.

The Initial Study prepared for the project found that with implementation of the North Bayshore Precise Plan standards and guidelines, State regulations, and mitigation measures identified in the North Bayshore Precise Plan EIR and the 2030 General Plan and Greenhouse Gas Reduction Program EIR, the proposed addition of 224,508 square feet of office uses would not result in any new environmental impacts beyond those evaluated in these EIRs and that no further documentation is necessary.

FISCAL IMPACT

The current Shoreline Community Fund's share of the County of Santa Clara property taxes is approximately \$157,000 per year. If the site were redeveloped with the proposed project, the Shoreline Community Fund would receive approximately \$514,000 in property tax revenue per year (an increase of approximately \$357,000 per year).

The project is subject to the City's Below-Market-Rate (BMR) Ordinance, specifically the nonresidential (commercial) Housing Impact Fee. Payment of the required Housing Impact Fee would result in an estimated payment to the City of \$5.4 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 \$6.7 million prior to issuance of building permits.

As noted earlier, as part of the Bonus FAR allocation process, Broadreach offered a \$10.2 million contribution to the City as a community benefit which has been included as a condition of approval of the project and would be paid prior to issuance of building permits.

CONCLUSION

The proposed development of the vacant site with a 224,508 square foot, 6-story office building and 4.5-tier parking garage is consistent with the North Bayshore Precise Plan and implements a project that furthers the vision and goals for the development of the North Bayshore Area. The site design and architectural design of the office building and parking structure, 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 Zoning Administrator has reviewed the project and recommends approval to Council, subject to the recommended conditions of approval.

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 300' radius and other interested stakeholders were notified of this meeting.

In accordance with Sections 8322 and 8323 of the Streets and Highways Code, notices of the proposed vacation were posted along the easement areas to be vacated and published in the *San Jose Post Record*.

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SW-TB/7/CAM
818-06-21-16CR-E

- Attachments:
1. Initial Study of Environmental Significance for the 1625 Plymouth Street Office Project
 2. Resolution for Planned Community Permit, Development Review Permit, and Heritage Tree Removal Permit with Recommended Conditions of Approval
 3. Resolution Ordering the Vacation of Public Easements
 4. Project Plans
 5. [North Bayshore Precise Plan Bonus Floor Area Ratio Applications Council Report – May 5, 2015](#)