



DATE: December 8, 2015

CATEGORY: New Business

DEPT.: Community Development

TITLE: Gatekeeper Requests, December 2015

RECOMMENDATION

Staff recommends that the City Council take the following actions on the Gatekeeper requests:

1. 360 South Shoreline Boulevard (Mountain View Academy) – Authorize the assignment of staff resources for consideration of an application for a P-Zone (Planned Community District) to add seven townhouse-style residential units to a site that contains a private college-preparatory high school.
2. 500 Moffett Boulevard (Shenandoah Housing Site) – Authorize the assignment of staff resources for the creation of a Precise Plan and the consideration of an application for a Planned Community Permit, including an annexation request, to allow the demolition of the existing residential buildings on a 17-acre site and the construction of a multi-family residential project (work on the application to begin July 1, 2016).
3. 777 West Middlefield Road (Fortbay) – Authorize an alternative(s) to previously authorized Gatekeeper applications to amend the General Plan and Zoning Map to allow the demolition of the residential buildings on a 9.84-acre site and the construction of a high-density, multi-family residential project (two alternatives proposed).
4. 1696/1698/1700/1734 Villa Street (Prometheus) – Do not authorize the assignment of staff resources for consideration of an application to amend the General Plan and Zoning Map to allow the demolition of the residential buildings on a combination of sites totaling 3.36 acres and the construction of a three- to five-story, multi-family residential project.

5. 1001 North Shoreline Boulevard (Calvano/CRP Mountain View)—Do not authorize the assignment of staff resources for consideration of an application to amend the General Plan and Zoning Map to allow a mixed-use project (office, residential, and retail) on a 7.15-acre site.
6. 350 Ellis Street (Symantec Corporation)—Do not authorize the assignment of staff resources for consideration of an application to amend the Zoning Map to add additional office space and structured parking (increasing the floor area ratio permitted from 0.5 to 1.0) to a site with existing office buildings.
7. 2044 Old Middlefield Road (Evolution Trainers)—Do not authorize the assignment of staff resources for consideration of an application to amend the General Plan and Zoning Map to allow the demolition of the existing commercial building and the construction of a three-story, multi-family residential project (up to 50 units) on a 0.75-acre site.
8. 901-987 Rengstorff Avenue (Ambra/Alsman)—Do not authorize the assignment of staff resources for consideration of an application to amend the General Plan and Zoning Map to allow the construction of a high-density, multi-family residential project.

BACKGROUND

Gatekeepers

The Permit Streamlining Act (PSA) is a State law which requires a city to process any development permit application that complies with city zoning regulations and General Plan policies. The PSA does not apply to any application that requires legislative actions, e.g., General Plan, precise plan, and/or zoning amendments. In these cases, the Mountain View City Code gives the City Council the authority to control the processing of these applications based on availability of staff resources and consistency with City policies. The City Council authorization is commonly referred to as the “Gatekeeper” process. For each request, the City Council can authorize staff to work on the proposal (informal or formal application), defer staff work to a later date, or reject the study of a proposal based on the availability of staff resources and the proposal’s alignment with other City plans and policies.

Planning Division Staffing

The Planning Division is currently staffed with 11 full-time equivalent (FTE) professional planners and one half-time consulting senior planner.

Recognizing the high volume of development applications, staff requested three limited-term planner positions in the 2015-16 fiscal year budget process. This request was approved by the City Council and staff has recruited for all of the positions, but has only been able to fill two of them. Additionally, one of the Division's Senior Planners just recently left employment with the City for a position in Southern California. Staff is in the process of starting a recruitment to fill these two vacant positions. It should also be noted, the Planning Division's Zoning Administrator position is currently unfilled.

In order for the Planning Division to maintain a high level of customer service and work product output, all of the vacant positions need to be filled. Doing so will allow the Division to continue to process the long-range planning projects contemplated in the Division's work plan, including the revised North Bayshore Precise Plan, East Whisman Precise Plan, and Multimodal Improvement Plan. It will also allow the Division to efficiently process the development permit applications, both currently under review and anticipated to be submitted in the near future.

Planning Division Workload

The Planning Division publishes a monthly development update entitled "Planning Division Update." The November 2015 Planning Division Update is attached to this report to provide a more comprehensive overview of notable projects and the current volume of application, plan check, and construction activity (Attachment 2). There are 75 projects noted in the Update.

At this time, Planning Division staff is working on the following major projects and assignments, with limited capacity for additional Gatekeeper work:

Gatekeepers

- Moffett Gateway Office and Hotel Project
- 779 East Evelyn Avenue Affordable Residential Project
- 555 West Middlefield Road Residential Project
- 580-620 Clyde Avenue Office Project
- Pear Avenue (Sobrato) Office and Residential Project

Residential Applications

- 400 San Antonio Road
- 394 Ortega Avenue
- 2025/2065 San Luis Avenue
- 660 Tyrella Avenue
- 2268 West El Camino Real
- 1701 West El Camino Real (Affordable Residential Project)

Other (Office, Hotel, or Institutional) Applications

- 2500 Grant Road (El Camino Hospital) Project
- 1045-1085 La Avenida (Microsoft) Office Project
- 582 Hope Street (St. Joseph's Church) Mixed-Use Project
- Charleston East (Google) Office Project
- 881 Castro Street Mixed-Use Project

North Bayshore – Bonus Floor Area Ratio (FAR) Applications

- LinkedIn/SyWest
- 1625 Plymouth Street
- Shashi Hotel

Long-Range Planning Projects

- Multimodal Improvement Plan
- North Bayshore Nexus Study

- North Bayshore Precise Plan Housing Amendment and Environmental Impact Report (EIR)
- Accessory Dwelling Unit Regulations Review
- East Whisman Precise Plan (January 2016)

Recent and Upcoming Shifts

Several prior Gatekeepers either recently entitled and currently in the plan check process or under construction include:

- 1984 West El Camino Real (UDR)
- 1616 West El Camino Real (Tropicana)
- 2600 Marine Way (Intuit Headquarters)
- 600 National Avenue Office Project
- 400 San Antonio Road (Merlone Geier Phase II)
- 801 West El Camino Real (Greystar)
- 1101 West El Camino Real (Harv's Car Wash Site) Residential Project

Potential Study Areas for Additional Residential Units—City Council Policy Discussion

At its meeting of November 17, the City Council held a Study Session to discuss:

- Residential areas of the City which might be considered for increased densities; and
- Nonresidential areas which might be considered for conversion to residential uses.

At that meeting, the Council did not direct staff to begin any new studies but instead indicated a preference to focus on Gatekeeper requests which would benefit the community the most, particularly in terms of housing production. The City Council expressed an interest in adopting criteria to indicate which Gatekeepers are more likely to be granted.

Staff noted at the meeting that work was either already under way or expected to begin shortly that would ultimately allow residential units in locations where they are currently not permitted. Staff is commencing the work on the EIR for the amendment to the North Bayshore Precise Plan to add residential uses. The EIR will study up to 10,000 units. In addition, staff is about to start work on the East Whisman Precise Plan. This Change Area was originally envisioned as a sustainable, transit-oriented employment center. Staff will be coming to the City Council after the first of the year with the EIR scope and work plan and will be requesting that the City Council authorize the study of residential uses for this Change Area.

Given the current workload and staffing levels, staff recommends not bringing another Gatekeeper report to Council until May or June 2016.

ANALYSIS

Seven of the eight Gatekeepers include residential development. Despite this fact, there are notable differences, including the number of net new units proposed, the existing zoning district and General Plan designation, and the amount of displacement of existing residents that would occur. These aspects are discussed in more detail below.

The Gatekeeper requests being considered have only undergone a cursory review for the purpose of preparing this report. Detailed analysis, including compliance with General Plan goals, policies, form and character, and other City policies, regulations, and guidelines will only begin in earnest if the City Council authorizes staff resources to review these applications. Authorization of a Gatekeeper request in no way presumes staff or City Council support of the project.

Summary and Recommendation

Staff has reviewed the eight Gatekeeper requests; each has been summarized below and a recommendation has been made regarding the allocation of staff resources at this time.

Based on the current workload and considering the direction given by the City Council noted above, staff recommends that only two of the eight requested Gatekeepers be given the authorization to proceed. Staff recommends that an additional Gatekeeper be deferred to July 1, 2016, when additional staff capacity should be available. These three represent requests to build residential units that are either for workforce housing, include a very large number of net new units, or have prior authorization to proceed.

Gatekeeper Requests

1. **Address:** 360 South Shoreline Boulevard
Applicant: Mountain View Academy
Site and/or Planning Area: 2.9 Acres Central Neighborhoods
Change Area: N/A
Existing GP Designation: Low-Density Residential
Existing Zoning District: R-1 Single-Family

Proposal

Mountain View Academy (MVA), a private college-preparatory high school, is proposing to add seven townhouse-style rental residential units to the existing school site. Over recent years, the school has struggled with hiring and retaining teachers due to the high cost of housing in the City and surrounding communities. MVA is interested in building housing that can be offered at a reduced rate to their staff. They feel this would allow them the ability to attract the high-quality teachers they desire.

If the City Council authorizes the assignment of staff resources to process this application, staff recommends that it be through the use of a P-Zone (Planned Community District). With a P-Zone, development standards can be created that apply to the whole site. In this way, staff can assure that the development that is proposed fits appropriately into the neighborhood. Staff would also propose the creation of a mechanism to ensure the residential units built remain affordable over the long term.



Recommendation

Staff believes this application represents a relatively straightforward opportunity to build needed workforce housing for an educational institution that has been a part of the community since the 1920s.

Staff recommends that the City Council authorize the assignment of staff resources for consideration of an application for a P-Zone to add seven townhouse-style rental residential units to a site that contains a private college-preparatory high school.

Alternatives

- A. Defer consideration of the Gatekeeper to a future date.
 - B. Do not authorize the Gatekeeper.
2. **Address:** 500 Moffett Boulevard (Shenandoah Housing Site)
Applicant: California Military Communities, LLC
Site and/or Planning Area: 17 Acres Moffett/Whisman
Change Area: N/A
Existing GP Designation: Medium Low-Density Residential
Existing Zoning District: Public Facility

Proposal

With the U.S. Army's support, California Military Communities, LLC, has submitted a request to demolish the existing 126 two-bedroom townhouses constructed in 1989 on the 17-acre site (six of which are currently vacant) and construct a multi-family residential project of up to 1,143 units (approximately 67 units/acre). The request notes that the existing housing on-site is leased to active-duty service members and Department of Defense civilians. This property is currently unincorporated County land, but within the City's Sphere of Influence. If the City Council authorizes the assignment of staff resources to process this application, staff would also need to proceed with an annexation request. Issues associated with the site that would be analyzed during the review process include: the need for park land with this proposal, the transition to adjoining residential areas, and the opportunity for additional affordable housing at this location.



Staff recommends that the City Council authorize the development of a Precise Plan for this site. This would allow the creation of a set of specific development standards that would address the unique characteristics of this large site. The request is for higher-density housing which would generally be appropriate for this location, though there is a single-family neighborhood located directly to the north. Staff recommends that the specific density to be allowed be determined through the Precise Plan and development review process and not be set at the outset. The development application would be processed through the use of a Planned Community Permit (PCP). The PCP application review can begin after the City Council endorses the Precise Plan development standards. Given the Federal role, the need for annexation, and the size of the site, this project is expected to be in process for a considerable time.

Recommendation

Staff believes that the site represents an opportunity to add a significant number of residential units to the City's housing stock. The site is centrally located and is relatively close to the City's downtown and Transit Center and offers a unique opportunity to create a well-designed residential community that has easy access to services, transit, and jobs.

Staff recommends that the City Council authorize the assignment of staff resources for the creation of a Precise Plan and the consideration of an application for a PCP, including an annexation request, to allow the demolition of the existing residential buildings on a 17-acre site and the construction of a multi-family residential project (work on the application to begin July 1, 2016).

Alternatives

- A. Defer consideration of the Gatekeeper to another date.
- B. Do not authorize the Gatekeeper.

3. **Address:** 777 West Middlefield Road (Village Lake Apartments)
Applicant: Fortbay
Site and/or Planning Area: 9.84 Acres Moffett
Change Area: N/A
Existing GP Designation: Medium-Density Residential
Existing Zoning District: R3-2 Multiple-Family

Proposal

Braddock & Logan Services, Inc., was previously granted two Gatekeeper requests for this site. The last one authorized was to amend the General Plan from Medium-Density Residential to High-Density Residential and rezone the site from R3-2 to R4 to allow for between 50 and 60 dwelling units per acre on the 9.84-acre site. The request included the demolition of the existing 208-unit apartment complex to be replaced with a new multi-family residential development of up to 563 dwelling units. Regarding the existing tenants, Braddock & Logan Services, Inc., agreed to relocate tenants who wished to remain into newly constructed units for one year at the existing rental rate. For all others they would provide \$10,000 in relocation assistance. They also agreed to dedicate 10 percent of the units constructed as affordable housing. Council deferred that start of the application for six months (January 2016).



Prior to this, the City Council had authorized a Gatekeeper to rezone the property and renovate the site, adding 38 net new units (no demolition proposed), effectively changing the density from approximately 21 units/acre to 25 units/acre.

At this time, Fortbay, the current owner of the site, is requesting that the City Council consider two other options for Gatekeeper status (both include the demolition of all the structures on-site). These include:

- Option 1: General Plan Amendment from Medium-Density Residential to High-Density Residential and rezoning of the site from R3-2 to a P-Zone (Planned Community District) to allow for a new rental multi-family residential development of up to 650 total units (approximately 60 to 65 units/acre).
- Option 2: General Plan Amendment from Medium-Density Residential to High-Density Residential and rezoning of the site from R3-2 to a P-Zone (Planned Community District) to allow for a new multi-family residential development consisting of ownership and rental units of up to 540 total units (approximately 55 units/acre).

Recommendation

The City Council previously authorized the above-noted Gatekeepers for consideration of a proposal to demolish the existing 208-unit apartment complex and replace it with a new multi-family residential development of up to 563 dwelling units. Staff believes that the two options presented here are generally in keeping with this request. The request includes a rezoning request from R3-2 to a P-Zone (Planned Community District) which would be necessary for the first option, but not necessarily for the second. Staff recommends that the determination of what zoning designation would be best for the proposal be determined at the time of the project application submittal.

The applicant is presenting two alternatives to the previously authorized Gatekeeper requests; therefore, this is not an additional Gatekeeper request and staff has anticipated starting work on the application in January 2016. Staff recommends that the City Council authorize the assignment of staff resources for consideration of an application for either Option 1, Option 2, or both as noted above. Staff also recommends that the original agreement by Braddock & Logan Services, Inc., regarding tenant relocation and affordable housing noted above apply to any alternative authorized.

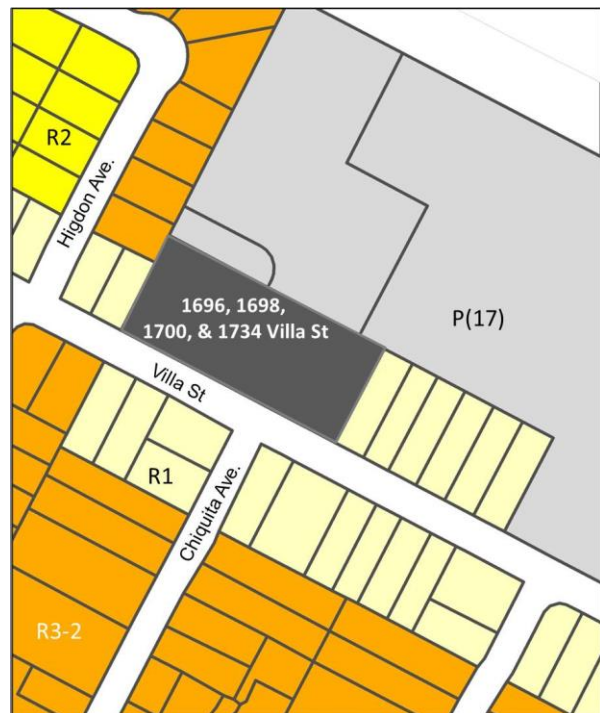
The previously authorized Gatekeepers would remain valid.

Alternatives

- A. Defer consideration of the Gatekeeper to a future date.
 - B. Do not authorize the Gatekeeper.
4. **Address:** 1696/1698/1700/1734 Villa Street
Applicant: Prometheus
Site and/or Planning Area: 3.36 Acres Central Neighborhoods
Change Area: N/A
Existing GP Designation: Low-Density Residential
Existing Zoning District: R1 Single-Family

Proposal

Prometheus has submitted a Gatekeeper request to amend the General Plan and Zoning Map to allow the demolition of the residential buildings on a combination of sites totaling 3.36 acres and the construction of a three- to five-story multi-family residential project. The request does not specify what new General Plan and zoning designation they are seeking. The plans submitted indicate a combination of one- and two-bedroom units totaling 224. This would yield approximately 67 units/acre, which is greater than allowed in the R4 Zoning District. The properties that are part of this proposal include a multi-family residential property of 16 studio apartments, three single-family homes, and the former Jasco site. Staff has concerns with the heights and density requested given the heights and density of the surrounding residential neighborhood.



Recommendation

This site may be worthy for consideration based on its proximity to existing multi-family residential and office development as well as downtown. However, we do not have staff capacity at this time to start work on this application.

Staff recommends that the City Council not authorize the assignment of staff resources for consideration of an application to amend the General Plan and Zoning Map to allow the demolition of the residential buildings on a combination of sites totaling 3.36 acres and the construction of a three- to five-story multi-family residential project.

Alternatives

A. Defer consideration of the Gatekeeper to a future date.

B. Authorize the Gatekeeper.

5. **Address:** 1001 North Shoreline Boulevard
Applicant: Calvano/CRP Mountain View Owner, LLC
Site and/or Planning Area: 7.15 Acres Moffett/Whisman
Change Area: N/A
Existing GP Designation: General Industrial
Existing Zoning District: ML Limited Industrial

Proposal

Calvano/CRP Mountain View Owner, LLC, submitted a Gatekeeper request to amend the General Plan and Zoning Map to allow a mixed-use project (office, residential, and retail) on a 7.15-acre site. The proposal includes the addition of two new multi-family residential structures, five stories in height, totaling 261 units on a site that has received an entitlement for a 111,443 square foot office building. The proposal also includes 3,000 square feet of ground-floor retail.



Recommendation

This site may be worthy for consideration based on its proximity to North Bayshore. However, we do not have staff capacity at this time to start work on this application.

Staff recommends that Council not authorize the assignment of staff resources for consideration of an application to amend the General Plan and Zoning Map to allow a mixed-use project (office, residential, and retail) on a 7.15-acre site.

Alternatives

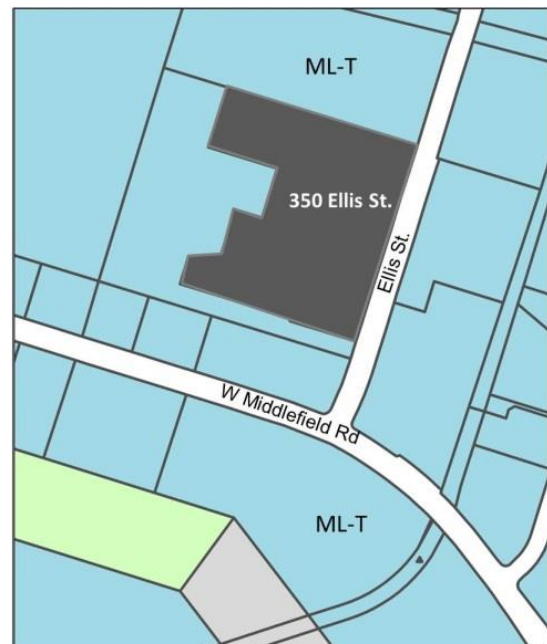
A. Defer consideration of the Gatekeeper to a future date.

B. Authorize the Gatekeeper.

6. **Address:** 350 Ellis Street
Applicant: Symantec Corporation
Site and/or Planning Area: 19.6 Acres
Change Area: East Whisman
Existing GP Designation: High-Intensity Office
Existing Zoning District: ML-T Limited Industrial (Transit-Oriented)

Proposal

RMW Architects and Interiors, on behalf of Symantec Corporation, submitted a Gatekeeper request to amend the Zoning Map to add additional office space and structured parking to a site with existing office buildings. 350 Ellis Street currently contains three interconnected four-story office/R&D buildings totaling 425,000 square feet. The request is to add approximately 88,000 to 90,000 square feet of new four-story addition to an existing building, a new 339,000 square foot, five-story building, and an eight-level parking garage to accommodate new and displaced parking. The proposal would change the FAR of the site from 0.5 to 1.0.



Recommendation

This site is located in the East Whisman Change Area. As noted above, staff is about to begin work on developing a new Precise Plan for this area. Since staff is about to embark on a major long-range planning effort for this Change Area and has very limited resources for additional project work at this time, staff would not recommend moving forward with consideration of this application at this time. Note that the City Council has previously authorized Gatekeeper projects within a pending Precise Plan area to proceed after endorsement of the Precise Plan concepts.

Staff recommends that the City Council not authorize the assignment of staff resources for consideration of an application to amend the Zoning Map to add additional office space and structured parking (increasing the FAR permitted from 0.5 to 1.0) to a site with existing office buildings.

Alternatives

- A. Defer consideration of the Gatekeeper to a future date.
- B. Authorize the Gatekeeper.

7. **Address:** 2044 Old Middlefield Road
Applicant: Selman Enterprises, LLC
Site and/or Planning Area:
0.75 Acre Monta Loma/Farley/Rock
Change Area: N/A
Existing GP Designation:
General Commercial
Existing Zoning District:
CS Commercial-Service

Proposal

Selman Enterprises, LLC, submitted a Gatekeeper request to amend the General Plan and Zoning Map to allow the demolition of the existing commercial building and the construction of a three-story, multi-family residential project (up to 50 units) on the 0.75-acre site. The commercial building is currently the home of Evolution Personal Trainers.



Recommendation

This site may be worthy for consideration based on its proximity to existing multi-family residential development. However, we do not have staff capacity at this time to start work on this application. Also, given the limited size of the site, other Gatekeepers provide greater opportunities for additional residential units.

Staff recommends that Council not authorize the assignment of staff resources for consideration of an application to amend the General Plan and Zoning Map to allow the demolition of the existing commercial building and the construction of a three-story, multi-family residential project (up to 50 units) on a 0.75-acre site.

Alternatives

A. Defer consideration of the Gatekeeper to a future date.

B. Authorize the Gatekeeper.

8. **Address:** 901-987 Rengstorff Avenue

Applicant: Mario Ambra

Site and/or Planning Area: 1.6 Acres Monta Loma/Farley/Rock

Change Area: N/A

Existing GP Designation: General Industrial

Existing Zoning District: 913 Rengstorff Avenue = R3-2sd Multiple-Family
987 Rengstorff Avenue = MM General Industrial

Proposal

Ken Alsman, on behalf of Mario Ambra, has resubmitted a Gatekeeper request to amend the General Plan from General Industrial to High-Density Residential and a rezoning from R3-2sd Multi-Family/MM General Industrial to R3D or CRA Commercial/Residential-Arterial. The site is 1.6 acres.

Recommendation

This site does not meet the criteria noted in the City Council policy related to industrial to



residential conversion. In addition, we do not have staff capacity at this time to start work on this application. Given the limited size of the site, other Gatekeepers provide greater opportunities for additional residential units.

Staff recommends that Council not authorize the assignment of staff resources for consideration of an application to amend the General Plan and Zoning Map to allow the construction of a high-density, multi-family residential project.

Alternatives

- A. Defer consideration of the Gatekeeper to a future date.
- B. Authorize the Gatekeeper.

CRITERIA FOR GATEKEEPER REQUESTS

At its meeting of November 17, the City Council expressed interest in adopting some criteria to give guidance as to which Gatekeepers will be given priority in the future. Staff presents here some potential criteria for the City Council's consideration. These include:

- Compliance with the industrial to residential conversion policy adopted by the City Council in 2005.
- Office development:
 - Proximity to transit and bike/pedestrian facilities.
 - Additional criteria needs: aggressive TDM program, provision of affordable housing, community benefits above that required.
- Residential development:
 - Affordable housing project or amount of affordable units provided with a market-rate development.
 - Number of net new units.
 - Amount of tenant displacement.
 - Site acreage.

- Proximity to commercial services.
- Proximity to transit and bike/pedestrian facilities.
- Intensity/density of surrounding properties.

CONCLUSION

Staff is recommending that Council consider allocating staff resources for three Gatekeeper requests. The Mountain View Academy request would provide much needed workforce housing; the Shenandoah Housing site request would result in up to 1,000 net new residential units; and the 777 West Middlefield Road request is a modification to a previously authorized Gatekeeper.

ALTERNATIVES

Gatekeeper reports are a compilation of several distinct, independent requests. Please refer to the foregoing individual requests for alternatives.

PUBLIC NOTICING – Agenda posting.

Prepared by:

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TB/7/CAM
810-12-08-15CR-E

- Attachments:
1. Map – December 2015 Gatekeeper Requests
 2. November 2015 – Planning Division Update
 3. Gatekeeper Request: 360 South Shoreline Boulevard (Mountain View Academy)
 4. Gatekeeper Request: 500 Moffett Boulevard (Shenandoah Housing Site)
 5. Gatekeeper Request: 777 West Middlefield Road (Fortbay)
 6. Gatekeeper Request: 1696/1698/1700/1734 Villa Street (Prometheus)
 7. Gatekeeper Request: 1001 North Shoreline Boulevard (Calvano/CRP Mountain View)
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