

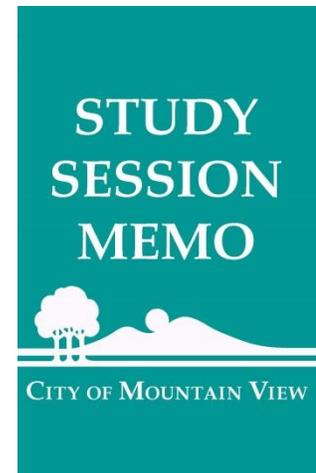
DATE: March 29, 2016

TO: Honorable Mayor and City Council

FROM: Stephanie Williams, Senior Planner
Terry Blount, Assistant Community
Development Director/Planning Manager
Randal Tsuda, Community Development
Director

VIA: Daniel H. Rich, City Manager

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



PURPOSE

The purpose of this Study Session is to present the preliminary plans for the proposed project located at 2000 North Shoreline Boulevard (commonly referred to as Charleston East) and receive Council input on the project prior to the formal application being submitted.

BACKGROUND

Disposition and Development Agreement

The City entered into a Disposition and Development Agreement (DDA) and ground lease with Google for the development of an office building up to 595,000 square feet and associated parking facilities on the City-owned property at 2000 North Shoreline Boulevard in 2007 and 2011. The DDA requires the submittal of an informal application and review by the City Council at a Study Session prior to the submittal of a formal application.

Project Site

The project site is approximately 18.68 acres located on the west side of North Shoreline Boulevard between Charleston Boulevard and Amphitheatre Parkway. The site consists of two undeveloped parcels owned by the City.

Surrounding Land Uses

The surrounding land uses include the Shoreline Amphitheatre and parking facilities 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.



Location Map

North Bayshore Precise Plan

The project site is located in the General Character Area of the North Bayshore Precise Plan (Precise Plan). The Precise Plan was adopted by Council in December 2014 and envisions the General Character Area as an office employment-focused area with a lower density, more campus-like environment than the Core and Gateway Character Areas. Buildings and blocks may be larger than other areas and should be 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.

Bonus FAR Application Process

The project was not part of the bonus FAR application process. 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. Only 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, including the development area afforded in the DDA for this site.

DISCUSSION

The following section provides an overview of the proposed project, outlines the project's consistency with the North Bayshore Precise Plan, and provides staff recommendations and requested Council feedback on the overall project and specific topic areas.

Project Overview

The project site is organized with a square office structure rotated on the roughly square site 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 and would include a café, landscaping, and seating areas. The 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 to screen the mechanical components and provide a landscaped focal point for the corner.



Site Plan

A new public street is proposed along the west side of the site which would provide a new north/south multi-modal connection between Charleston Road and Amphitheatre Parkway.

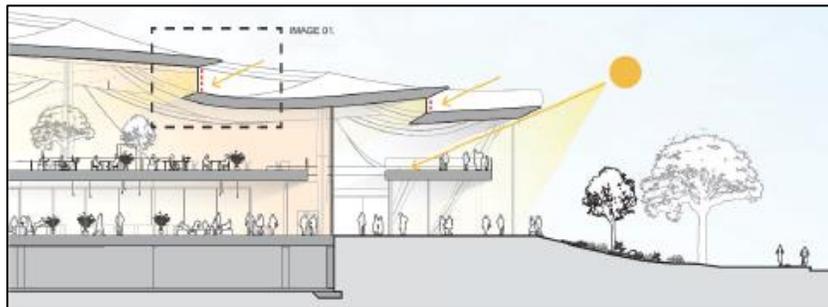


View of Southeast Corner Plaza



View of Northeast Corner of the 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 would be encompassed beneath a canopy roof structure. The canopy structure would be made up of separate roof panels, held up by a grid of poles. Clerestory windows would be 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 and includes a publicly accessible pedestrian path that cuts through the center of the structure. Cafés and retail shops would line this internal path and be open to the public from dawn to dusk. The second floor would be entirely office space.

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;
- A fully integrated photovoltaic canopy roof;
- 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.

Parking

Google proposes to provide 1,200 off-site parking spaces to serve the project in the Shoreline Amphitheatre parking lots across Amphitheatre Parkway (Lots C and D). Google sees this parking as a temporary parking solution for the site until the Landings site is built (located near Charleston Road and Landings Drive). Google intends that Landings would accommodate the permanent parking needs of Charleston East.

The City is the property owner of the Shoreline Amphitheatre property, including the parking lots, and currently leases the property to Live Nation until 2025. After 2025, the City may terminate the lease with Live Nation and pursue other uses or potential development for the property. Google has a sub-lease from Live Nation until 2017 for bus parking in the Amphitheatre lots. The City consented to the sub-lease in 2007. Any extension or amendment to this sub-lease would require City approval.

The Precise Plan has a maximum parking requirement of 2.7 spaces per 1,000 square feet, which for this project would result in a maximum parking requirement of 1,600 parking spaces. The provision for 1,200 parking spaces is an early estimate by Google of how many parking spaces the project will need and will be studied with the preparation of a site-specific Transportation Demand Management (TDM) plan and traffic study as part of the formal application submittal.



Parking Plan

Google's proposed parking strategy raises several issues for Council consideration:

- Permanent parking solution: Google has indicated that permanent parking for Charleston East will be provided at the Landings site which would be built prior to 2025. Google has not indicated how construction of Landings would be ensured or guaranteed. While a development agreement or some other contractual agreement could be developed, it may be difficult to compel construction of the Landings facility should Google not meet the required timelines in the agreement.
- City's ownership interest: The City is leasing the Charleston East site to Google. The City would become owner of the building at the end of the ground lease. In an office campus setting, it is unusual to be property owner of an office building

that lacks any onsite parking. Compounding the concern, the City as property owner would be relying upon another owner's property for all parking at a site approximately 0.6 to 0.8 miles away. While it is difficult to speculate with certainty how development patterns will change in the future, the proposal presents an unusual situation in today's setting.

- Future marketability of building: Should Google no longer occupy Charleston East (and/or Landings) within the term of the lease, the buildings could be occupied and operated by two different tenants. The success and marketability of Charleston East would be dependent on the cooperation of a separate party.
- Live Nation events: It is unclear how employee parking would be accommodated during weekdays with Amphitheatre events that begin in the afternoon.
- Value for parking on separate parcel: The DDA and Ground Lease for Charleston East states that the 595,000 square foot building and associated parking would be accommodated on the site. It does not address the use of additional City-owned property as parking for the building. Staff believes there is value in permitting use of additional City property as off-site parking and an agreement should be reached between Google and the City regarding compensation if the Council directs staff to pursue this proposal.

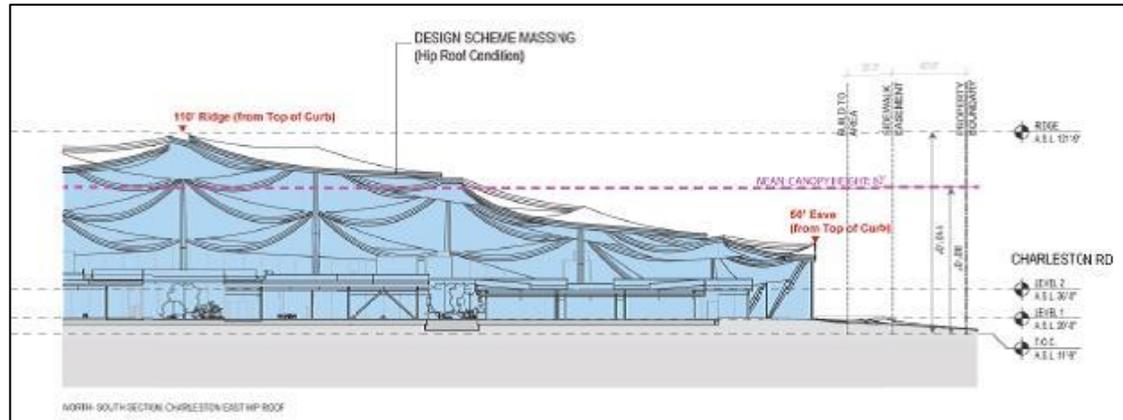
Staff's concerns may or may not be surmountable. Staff is requesting Council direction as to whether the Google parking proposal is potentially acceptable and whether staff should begin detailed discussions with Google to address the aforementioned issues. If so, staff would return to Council with an update as the details on potential assurances and solutions are identified.

Question 1: Does Council want staff to explore the viability of Google's parking proposal arrangement, and if so, are there issues that should be addressed in addition to those outlined above? Alternatively, should Google revise their proposal prior to a formal application to provide their parking on-site or at another suitable off-site location?

Building Height

The maximum height allowed in this area of the Precise Plan is four stories and 80'. Building height for nonresidential structures is measured as the vertical distance from the elevation at the top of the curb along the front property line to the highest point of the roof, or the mean height level between the eaves and the ridge for gable, hip, or gambrel roofs. The purpose of allowing an average between the tallest point and the

eave for commercial structures is to support the use of varied roof forms in commercial structures.



Roof Height Diagram

The project's unique canopy structure does not fall into any typical roof-type category. 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 110' and the top of the tallest second floor eave is 50', which results in a mean height of 80', which meets the Precise Plan's height limitation. Staff is supportive of this interpretation and is requesting Council feedback given the unique nature of the building and roof design.

Question 2: Does Council support the 110' height based on the proposed roof height interpretation?

Open Space and Bicycle/Pedestrian Circulation

The site currently consists of a plowed field with bands of trees along the perimeter. The proposed landscape design includes drought-tolerant, native plant species that will be used to define communal spaces and articulate pedestrian circulation and building entries. Naturalized wetland biofiltration areas and natural planted areas are proposed to help support the ecosystem and wildlife of the area.

A public plaza is proposed on the southeast corner of the site at the intersection of Shoreline Boulevard and Charleston Road and would include a café with outdoor dining, landscaping, and seating areas. This plaza would be programmed seasonally with temporary uses such as food trucks, outdoor markets, and performance art. 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 to screen the mechanical components and provide a landscaped focal point with seating.

Two green loop connections, which include both pedestrian and bicycle paths, are proposed around the north and south sides of the structure and connect to the green loop connection on the west side of the site at Charleston Park and to the east side of the site at Shoreline Boulevard. The pathway through the center of the building would be for pedestrians only. A series of other major and minor pathways weave throughout the site to allow additional circulation options.



Pedestrian and Bike Circulation Plan

The Precise Plan provides direction to break down large blocks with additional pedestrian and bicycle connections to improve the non-vehicular circulation network within North Bayshore. The proposed green loop connections go around the structure and would provide bicycle and pedestrian connections close to the public street, while the direct path through the center of the building and the site would only allow for pedestrian access. Staff is requesting Council feedback on whether the central pathway through the building should be revised to include bicycle use as well to facilitate a more direct bicycle route through the site.

Question 3: Does Council support the proposed landscape and open space design, including the pedestrian-only pathway through the center of the building or should the design be revised to include bicycle use as well?

Habitat Overlay Zones

The northwest corner of the site falls within the Burrowing Owl Habitat Overlay Zone (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 Precise Plan. 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

Development Standard Exceptions

The Precise Plan establishes development standards for the General Character Area, including land uses, FAR, lot coverage, setbacks, building placement, frontages, and block standards. The current design of the project would require an exception to the lot coverage, building placement, and frontage location requirements. 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 Precise Plan.

The Precise Plan provides flexibility in meeting the development standards to allow innovative building and site designs if the resulting design meets the intent of these standards. 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, cafés, and retail shops spill out from beneath the canopy to create active outdoor spaces. Staff believes that the design of the building and site layout meets the intent behind the Precise Plan requirements to provide pedestrian-scaled buildings and open spaces which relate to the public realm while providing innovative architecture and is supportive of the exception requests.

Question 4: Does Council support the requested development standard and HOZ encroachment exceptions?

Trees

There are currently 229 trees located around the perimeter of the property. Fifty-three (53) percent of the trees are Coast redwoods, 17 percent deodar cedars, and the remaining a mixture of non-native species such as Canary Island pines, Chinese pistache, liquidambar, etc. Twenty-three (23) percent of the existing trees are in declining health, near dead, or dead, and the remaining are in fair to good health.

Redwood trees are not native to the North Bayshore Area and their habitat requirements are not met by the local climate conditions, resulting in a need for substantial irrigation. Wildlife use of redwood trees is also lower than locally native species such as oaks, willows, and cottonwoods.

Google proposes to remove 159 trees (100 Heritage trees and 59 non-Heritage trees) as part of the project, including 23 trees within the Burrowing Owl HOZ. The removal of these trees would allow a comprehensive redwood tree phase out and native tree planting strategy. This would include the planting of native tree species and understory plantings to support the wildlife and ecology of the North Bayshore Area and the removal of trees within the Burrowing Owl HOZ that can serve as perches for predatory birds. The proposed replacement trees would primarily be a variety of oak trees with some willow, cottonwood, buckeye, and other native species where appropriate.

If Council supports the proposed tree removal, staff believes that the removal should be done over a phased period of time to allow the replacement tree canopy to become established between removals. Staff would work with the applicant on an appropriate phased removal and replanting time frame.

Question 5: Does Council support the proposed phased tree removal and native tree replacement strategy?

RECOMMENDATION

Staff recommends the City Council provide feedback on the project and direction on the following questions posed in the Study Session memo:

- Question 1: Does Council want staff to explore the viability of Google's parking proposal arrangement, and if so, are there issues that should be addressed in addition to those outlined above? Alternatively, should Google revise their proposal prior to a formal application to provide their parking on-site or at another suitable off-site location?
- Question 2: Does Council support the 110' height based on the proposed roof height interpretation?
- Question 3: Does Council support the proposed landscape and open space design, including the pedestrian-only pathway through the center of the building or should the design be revised to include bicycle use as well?
- Question 4: Does Council support the requested development standard and HOZ encroachment exceptions?
- Question 5: Does Council support the proposed phased tree removal and native tree replacement strategy?

NEXT STEPS

Following feedback from the City Council at this Study Session, the applicant will submit a formal application and the project will begin the development review and CEQA process.

PUBLIC NOTICING

The City Council agenda is advertised on Channel 26, and the agenda and this report appear on the City's Internet website at www.mountainview.gov. A notice was sent to all property owners within a 300' radius and to interested parties on file with the Community Development Department. Additional public meetings will be held regarding this project, and property owners and interested parties will be notified of these meetings as they are scheduled.

SW-TB-RT/7/CAM

818-03-29-16SS-E

Attachment: 1. Project Plans