

CITY OF MOUNTAIN VIEW  
MEMORANDUM

**3.1**

DATE: June 30, 2011

TO: City Council

FROM: Randal Tsuda, Community Development Director  
Michael A. Fuller, Public Works Director  
Kevin S. Woodhouse, Deputy City Manager  
Margaret Netto, Planner

SUBJECT: JULY 5, 2011 STUDY SESSION—PLANETARY VENTURES (GOOGLE)  
NASA-BAY VIEW DEVELOPMENT PROJECT

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**PURPOSE**

The purpose of this Study Session is for the City Council to hear a presentation about the Planetary Ventures (Google) NASA-Bay View development project and discuss the proposed concept for the private Stevens Creek bridge crossings portion of the project in preparation for the environmental review process.

**BACKGROUND AND ANALYSIS**

In 2002, NASA Ames completed a comprehensive plan, the Ames Development Plan (ADP), to serve as the overarching blueprint for building a world-class, shared-use research and development campus in association with government entities, academia, industry and nonprofit organizations. The ADP divides the entire NASA Ames Moffett Federal Airfield site into four planning districts—NASA Research Park, Ames Campus, Eastside/ Airfield and Bay View (Attachment 1). In 2008, Google, doing business as Planetary Ventures, became one of NASA's partners and executed an enhanced use lease for construction of a campus in the Bay View district. This lease is for approximately 42 acres or up to 1.2 million square feet of office space, housing and support services. According to the lease, Phase 1 construction—offices and ancillary uses—shall begin before September 30, 2013. However, the applicant is pursuing an accelerated schedule for this phase and is targeting occupancy by the end of 2013. This staff report and the presentation at the Study Session are intended to provide the City Council with general information about how the Bay View development project may interface with City infrastructure and services, and specifically about the proposed bridge crossings portion of the project. The City Council's early feedback will help guide preparation of the environmental review documents for this project and the alternatives to be evaluated and publicly reviewed later in 2011.

### **Jurisdictional Control, Tax Revenues and City Services**

The Bay View district is within a portion of Moffett Federal Airfield (Moffett) that is within the City's limits. Attachment 2 shows the City's limits overlaid on the Bay View district. Cities cannot regulate land owned or leased by the Federal government. Therefore, the City does not have land use or other project or planning review control over development in the Bay View district. The City's only authority is as the lead agency for environmental review for the bridge crossings, which are outside of Federal lands. However, land within the City's limits holds tax implications for the City. Google's lease in the Bay View district generates possessory interest tax to the City, approximately \$125,000 this year, which will increase as the property is developed. It is estimated that tax revenue from the developed Bay View district could range from \$600,000 to \$700,000 annually.

Another unique aspect of the Bay View district and other areas on the periphery of Moffett is the form of legislative jurisdiction the Federal government holds. The Bay View district falls under "proprietary jurisdiction," which means that the State or local government retains hold of law enforcement obligations. As an undeveloped area at Moffett, the Bay View district has not required any police or fire services. Were there ever an emergency in this area, NASA's contracted police and/or fire currently would be first responders. However, with development of the district, and if bridge connections were constructed over Stevens Creek to the City's North Bayshore Area, NASA and Google are requesting the City to provide police and fire services to the district. City staff has begun to preliminarily evaluate the potential operational or financial impacts to the City related to providing public safety services to the district. At this point in the review process, staff does not foresee operational or financial concerns and anticipates that public safety services could be provided with existing resources. However, further review will be required and is contingent upon final uses in the district and roadway connections.

It is anticipated that the Bay View district development will tie into the City's sanitary sewer system and recycled water supply. A large portion of the western side of Moffett currently ties into the City's sanitary sewer system under an agreement that expired in the 1990s. Staff is reviewing the sanitary sewer system capacity in anticipation of the proposed development. City and NASA Ames staff are working on a new agreement to provide sanitary sewer service to the existing and proposed uses at NASA Ames. The City does not provide potable water or storm drainage utilities to NASA Ames.

## **Stevens Creek Bridge Crossings**

The purpose of the Stevens Creek crossings project is to provide a high-occupancy transit vehicle, emergency service vehicle, business park service vehicle, pedestrian and bicycle link between the Bay View district and the North Bayshore Area by constructing two bridges over Stevens Creek at Charleston Road and Crittenden Lane. It is proposed that these bridge connections would be privately owned and would prohibit personal vehicles. A project context plan is provided as Attachment 3 and shows the Bay View district and the proposed bridge crossing locations. Additionally, a draft project description submitted by the applicant is provided as Attachment 4.

A major objective of the project, as proposed, is to reduce vehicular trip generation to the Bay View district. Google currently operates a large shuttle bus system for its employees, as well as encourages bicycle transportation or walking between its various North Bayshore Area campuses. The project concept is that the shuttle bus and other public transit bus connections between the Bay View district and the North Bayshore Area will reduce traffic impact on the north side of Highway 101 that, without the bridge connections, would potentially worsen.

The proposed bridges represent the basic preliminary elements of the project that will be refined during the California Environmental Quality Act (CEQA) and National Environmental Policy Act (NEPA) review process. To fully comply with NEPA, additional design alternatives and potential location options will be developed and evaluated as part of the environmental review process, which would also include trail crossing alternatives. Trail crossing alternatives would include rerouting the trail either under or at-grade at the proposed bridge crossings. A description of the bridges is as follows:

1. One new bridge aligned with the eastern terminus of Crittenden Lane, and perpendicular to the PG&E right-of-way and to Stevens Creek. From levee top to levee top, the estimated distance is 175 linear feet.
  - a. The roadway approaches on each end of the bridge structure will consist of a two-lane paved road with sidewalks and bike lanes on both sides. Authorized utility access to and within the existing PG&E transmission line corridor and Santa Clara Valley Water District levee structures will be maintained. No changes to the existing transmission line structures or levees are required.
  - b. At or near the proposed western point of connection to the bridge roadway at the existing terminus of Crittenden Lane, vehicular traffic will be controlled for access by high-occupancy transit vehicles, other business park service vehicles and emergency response vehicles.

- c. At the top of the existing western levee (the Stevens Creek Trail alignment operated and maintained by the City of Mountain View), the public access crossing of the proposed roadway will include two alternatives for evaluation in the environmental document—an at-grade crossing and a grade-separated crossing with the trail routed under the new roadway.
  - d. The new structure would replace the existing pedestrian bridge at this location.
- 2. One new bridge aligned with the eastern terminus of Charleston Road, and perpendicular to the PG&E right-of-way and to Stevens Creek. From levee top to levee top, the estimated distance is 180 linear feet.
  - a. The roadway approaches on each end of the bridge structure will consist of a two-lane paved road with sidewalks and bike lanes on both sides. Authorized utility access to and within the existing PG&E transmission line corridor and Santa Clara Valley Water District levee structures will be maintained.
  - b. At or near the proposed western point of connection to the bridge roadway at the existing terminus of Charleston Road, vehicular traffic will be controlled for access by high-occupancy transit vehicles, other business park service vehicles and emergency response vehicles.
  - c. At the top of the existing western levee (the Stevens Creek Trail alignment operated and maintained by the City of Mountain View), the public access crossing of the proposed roadway will include two alternatives for evaluation in the environmental document—an at-grade crossing and a grade-separated crossing with the trail routed under the new roadway.

### **Environmental Review Process**

Similar to other development projects within the City's limits, the City is the lead agency for CEQA review, with NASA as a cooperating agency, and will be the primary public contact for comment on the project. NASA will be the lead agency for NEPA review with the City as a cooperating agency. The first step in the environmental review process, the Initial Study/Environmental Assessment (IS/EA), serves as an informational document to be used in the planning and decision-making process; it does not recommend approval or denial of the project. To comply with the requirements of CEQA and NEPA, the IS/EA will evaluate a range of reasonable alternatives to the proposed project. The IS/EA will evaluate the project for potentially significant impacts to the environment for the resources identified under CEQA and NEPA as per

the City's CEQA checklist and NASA's procedural requirements for implementing NEPA.

If the IS/EA determines that all potentially significant impacts are less than significant or can be fully and definitively mitigated to less than significant, the City and NASA can issue the IS/EA for public review. The public review would include the City's draft Mitigated Negative Declaration (MND) and NASA's preliminary Finding of No Significant Impact (FONSI). These documents would be made public for review and comment for a period of thirty (30) days. If, at any point in the process, the City or NASA determine that the project will result in significant impacts or cannot be fully and definitively mitigated to less than significant, the agencies can opt to prepare a joint Environmental Impact Report/ Environmental Impact Statement (EIR/EIS) or not approve the project.

Based on a preliminary review performed by the City of Mountain View and NASA, the following environmental resources could be affected by construction and operation of the project: ambient noise, air quality, biological resources, cultural and paleontological resources, recreation, traffic flow, visual resources, water quality and hydrology. As the potential for significant impacts on the environment does exist, the City and NASA have decided to prepare a joint IS/EA to determine the extent and magnitude of potential impacts and to determine if all impacts can be definitely mitigated to a less than significant level. The draft IS/EA will analyze the topic areas identified above in detail and any others for which potentially significant impacts are identified and will propose measures to mitigate (avoid, reduce or compensate) for any impacts evaluated as significant.

In addition to the list of potential interested stakeholders that were notified about this Study Session, the City will also continue its standard environmental review practice of compiling a list of interested parties and providing notice when the draft IS/EA is available for public review.

### **Next Steps**

Following the Council's and any public comments at the Study Session, the following draft time line for environmental review milestones is anticipated unless a joint EIR/EIS is determined to be necessary:

Finalize project description	July 2011
Identify baseline conditions and conduct analysis	August-September 2011
Public Draft Initial Study/Environmental Assessment	October 2011
30-day public review and comment	October-November 2011

Respond to comments and prepare final IS/EA  
Final IS/EA and Mitigation and Monitoring Plan

November-December 2011  
December 2011

## CONCLUSION

City Council discussion and any public input received at the Study Session regarding the proposed concept for the private Stevens Creek bridge crossings portion of the Planetary Ventures (Google) NASA-Bay View development will inform preparation of environmental review documents. The environmental review process will allow for additional public review and comment prior to City Council decision-making on this portion of the project.

Prepared by:

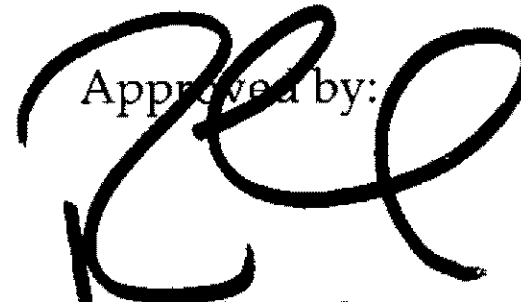


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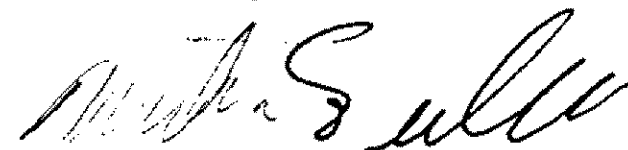


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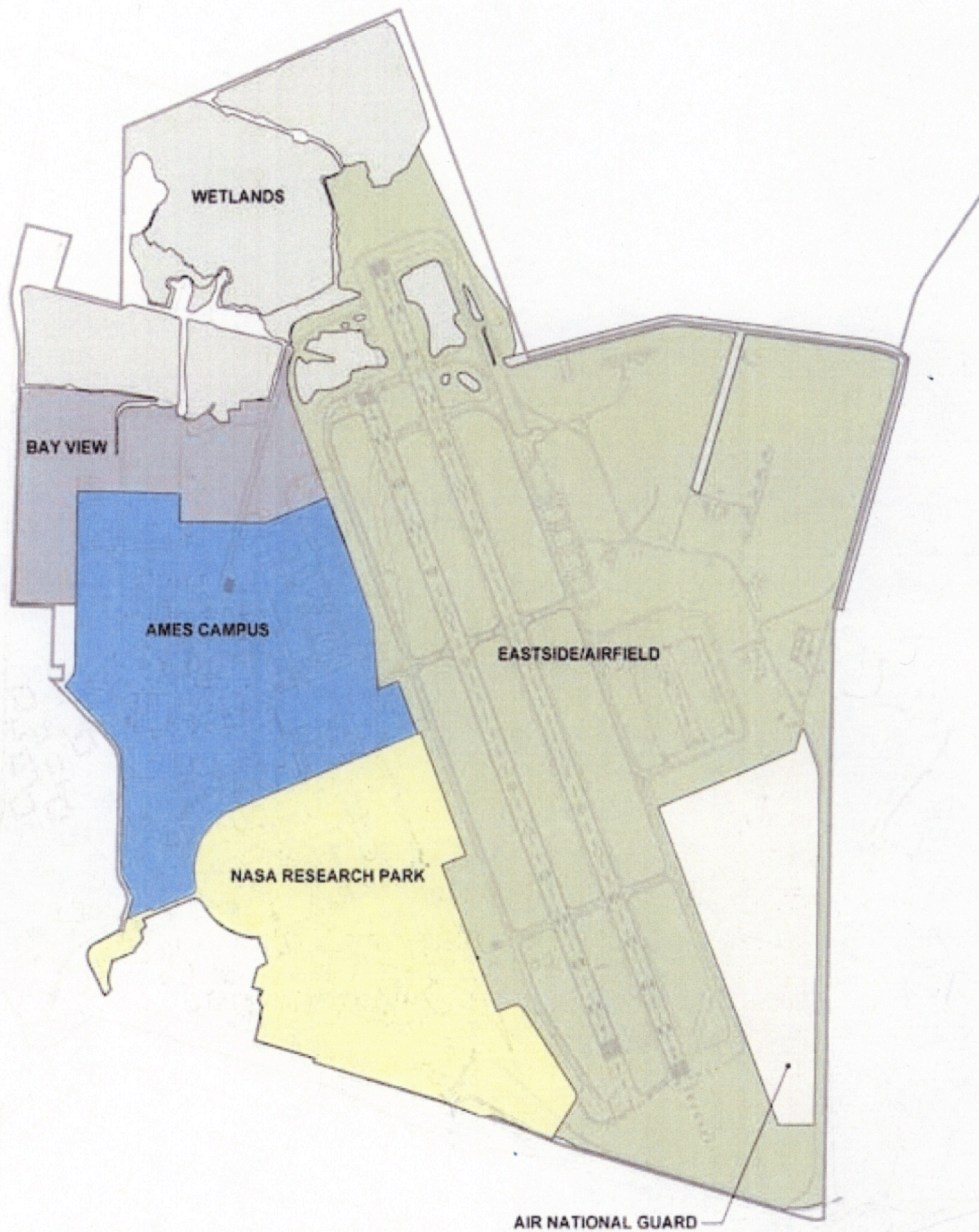
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- Attachments:
1. Ames Development Plan Planning Districts
  2. City Limits in Bay View District
  3. Project Context Plan
  4. Draft Project Description

cc: Google  
Seres Regis  
NASA Ames  
Santa Clara Valley Water District  
City of Sunnyvale  
PG&E  
Stevens Creek and Permanente Creek Watershed Council  
Friends of Stevens Creek Trail  
Silicon Valley Bicycle Coalition  
Save Our Trails  
San Francisco Bay Trail  
Santa Clara Audubon Society  
Santa Clara County Creeks Council  
Midpeninsula Regional Open Space Trust  
Peninsula Open Space Trust  
Committee for Green Foothills  
Santa Clara County Parks and Recreation Commission  
San Francisco Bay Bird Observatory  
California Native Plant Society  
Parents' Club of Palo Alto and Menlo Park  
Las Madres  
State of California, Department of Fish and Game  
National Marine Fisheries Service  
U.S. Fish and Wildlife Service

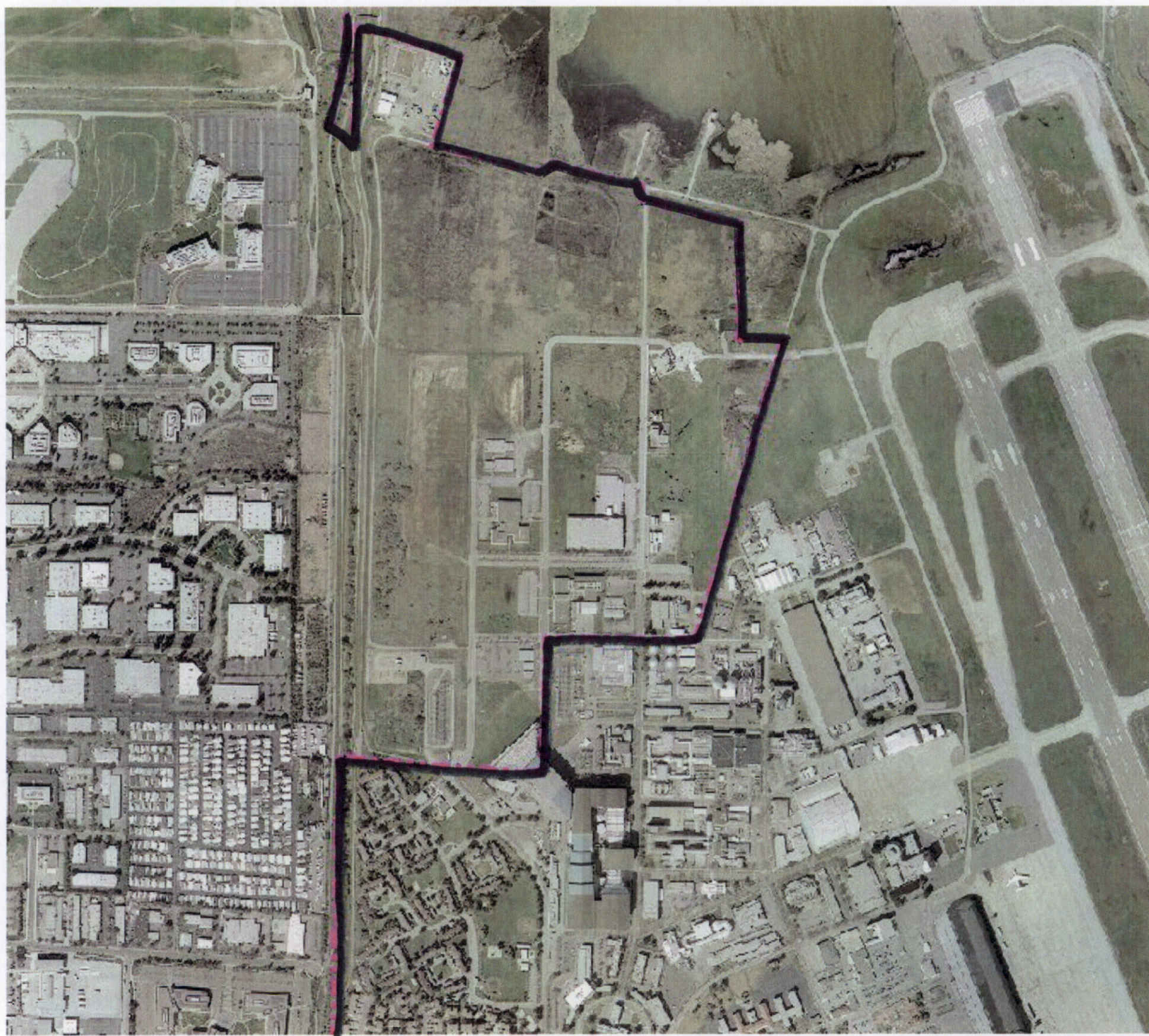


**NASA-Ames Development Plan Planning Districts**

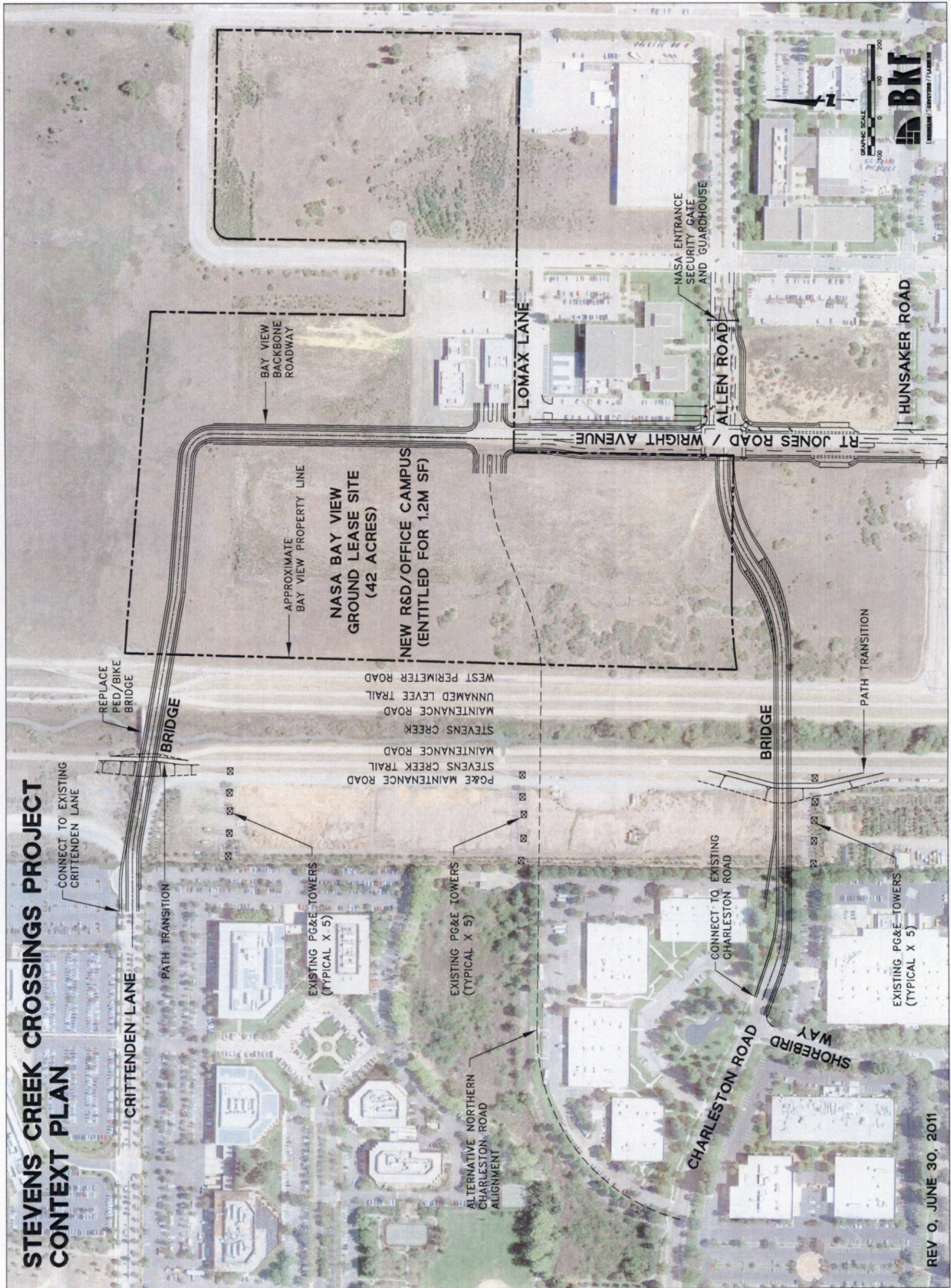




**Mountain View City Limits in Bay View District**









**DRAFT PROJECT DESCRIPTION**  
**Stevens Creek Crossings Project**  
**June 28, 2011**

The purpose of the Stevens Creek Crossings Project (Project) is to provide a High Occupancy Vehicle (HOV) / non-motorized vehicular link between the existing research and development/office campus district in the North Bayshore area of the City of Mountain View west of Stevens Creek with leased lands in the Bay View Area of the National Aeronautics and Space Administration (NASA) Research Park by constructing two bridges over the Santa Clara Valley Water District (SCVWD) channel and connecting roadway approaches to Charleston Road and Crittenden Lane.

These new bridge crossings will be used by high-occupancy vehicles, bicycles, and pedestrians. Use by personal vehicles will be prohibited. The bridges will also enhance the City's ability to provide essential police and fire services and reduce response times.

Other benefits from implementation of the proposed Project will be:

- Improved emergency vehicular access from the areas northeast of Highway 101 to new development in the Bay View area which is within the City of Mountain View's jurisdiction;
- Enhanced bicycle and pedestrian access to Stevens Creek Trail;
- Improved safety for pedestrians and bicyclists;
- Improved traffic circulation north of Highway 101; and
- Prevention of further degradation of Highway 101 facilities.

**A. PROJECT OBJECTIVES**

1. Provide for reduced single-occupancy/personal vehicle trip generation and incentivize HOV/non-motorized transit options for potential trips that will be generated through the previously approved development of the Bay View Area of the NASA Research Park.
2. Provide new ingress and egress for City of Mountain View public safety and emergency response services vehicles to/from the Bay Trail and the Bay View Area of the NASA Research Park.
3. Provide the Valley Transit Authority (VTA) with new routing and service options, including additional access and stops for existing and future employment centers currently underserved and/or not served.
4. Preserve and enhance opportunities and access for Bay Trail users – both pedestrians and cyclists.



5. Increase and improve access points for the public to enjoy the Bay Trail, ancillary trails, and the bay wetlands to the North of the Project.
6. Support the preservation of existing regional open space by ensuring that view corridors are sustained and enhanced via the design of the Project.

## **B. PROJECT BACKGROUND**

In the 2002 NADP Programmatic EIS, NASA analyzed the environmental impacts of the proposed redevelopment of NASA Ames Research Center after having acquired the majority of the former Naval Air Station Moffett Field. The NADP contemplates an aggregate of approximately five million square feet of new development and renovation of existing buildings. NASA issued a Record of Decision in 2002, which incorporated by reference a Mitigation Implementation and Monitoring Plan summarizing mitigation commitments under NEPA. Mitigation Measure CIR-1 of the NADP Programmatic EIS requires NASA and its development partners to implement a Transportation Demand Management ("TDM") Plan to reduce trip generation by 22%.

As part of the NADP, NASA has approved the development of approximately 42 acres of office space, housing and support services in the Bay View Area, which will be implemented under the lease agreement between NASA Ames and Planetary Ventures signed in 2008. Planetary Ventures, a wholly owned subsidiary of Google Inc. is the proponent of the Stevens Creek Crossings Project. As part of the lease agreement to develop the Bay View Area of the NASA Research Park, Planetary Ventures agreed to reduce trip generation. Google, of course, is known for its efforts to incentivize HOV use and reduce trips. As indicated above, the Project proponent believes that the Stevens Creek Crossings Project will enhance achievement of all trip reduction goals.

## **C. PHYSICAL DESCRIPTION OF PROJECT**

The Stevens Creek Crossings Project is anticipated to include the design and construction of the following new facilities and improvements:

1. One new bridge aligned with the eastern terminus of Crittenden Lane, and perpendicular to the PG&E right-of-way and to Stevens Creek. From levee top to levee top, the estimated distance is 175 linear feet.
  - a. The roadway approaches on each end of the bridge structure will consist of a 50-foot wide, two lane paved road with sidewalks and bike lanes on both sides. Authorized utility access to and within the existing PG&E transmission line corridor and Santa Clara Valley Water District levee structures will be maintained. No changes to the existing transmission line structures or levees are required.
  - b. At or near the proposed western point of connection to the bridge roadway at the existing terminus of Crittenden Lane, vehicular traffic will be

controlled for access by high-occupancy transit vehicles, other business park service vehicles, and emergency response vehicles. .

- c. At the top of the existing western levee (the Stevens Creek Trail alignment operated and maintained by the City of Mountain View), the public access crossing of the proposed roadway will be designed so as to not impede existing uses of the Bay Trail.
  - d. The new structure would replace the existing pedestrian bridge at this location.
2. One new bridge aligned with the eastern terminus of Charleston Road, and perpendicular to the PG&E right-of-way and to Stevens Creek. From levee top to levee top, the estimated distance is 180 linear feet.
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  - b. At or near the proposed western point of connection to the bridge roadway at the existing terminus of Charleston Road, vehicular traffic will be controlled for access by high-occupancy transit, other business park service vehicles, and emergency response vehicles.
  - c. At the top of the existing western levee (the Stevens Creek Trail alignment operated and maintained by the City of Mountain View) the public access crossing of the proposed roadway will be designed so as to not impede existing uses of the Bay Trail.

The proposed improvements represent the basic preliminary elements of the Project that will be refined during the CEQA/NEPA process. To fully comply with NEPA, additional design alternatives and potential location options will be developed and evaluated as part of the environmental review process.

#### **D. DISCRETIONARY ACTIONS**

A number of permits and approvals, including the discretionary actions listed below, may be required before development of the proposed Project can proceed. The City of Mountain View has the greatest overall regulatory responsibility for this Project, and in that capacity, will serve as the CEQA "lead agency." NASA will serve as the NEPA "lead agency". The CEQA/NEPA analysis will be covered in a Joint Document that will meet the compliance needs of both agencies.

Permits and approvals that may be required for this Project include:

- 1. City of Mountain View - Planned Community Permit.

2. Santa Clara Valley Water District – Encroachment Permit for modifications, entry, use or access to facilities and/or property or easements managed by the District.
3. California Public Utilities Commission – Section 851 authorization to allow PG&E to convey a roadway easement.
4. Regional Water Quality Control Board – 401 Water Quality Certification required in connection with the USACE Section 404 Nationwide Permit authorization.
5. California Department of Fish and Game – Streambed Alteration Agreement.
6. NASA ROD on the Joint Document, likely citing consistency with the NADP EIS and TDM Plan.
7. U. S. Army Corps of Engineers (USACE) - Section 404 Nationwide Permit authorization, including compliance with Section 106 of the National Historic Preservation Act and Section 7 of the Endangered Species Act.