

LAND USE SUBCOMMITTEE MEETING – MAY 2, 2016
ATTACHMENT A – LAND USE & COMMUNITY DESIGN ELEMENT
UPDATED DRAFT GOALS, POLICIES & PROGRAMS

Land Use Definitions

Open Space

Publicly Owned Conservation Land: Open lands whose primary purpose is the preservation and enhancement of the natural state of the land and its plants and animals. Only resource management, recreation, and educational activities compatible with resource conservation are allowed.

Comment [AH1]: CAC Member's Recommendation: In this element as in CSF, clear and distinct definitions of parkland and preserves are needed. The preliminary draft element will reflect this recommendation.

Public Park: Open lands whose primary purpose is active recreation and whose character is essentially urban. These areas, which may have been planted with non-indigenous landscaping, require a concerted effort to maintain recreational facilities and landscaping.

Streamside Open Space: The corridor of riparian vegetation along a natural stream. Hiking, biking, and riding trails may be developed in the streamside open space. The corridor will generally vary in width up to 200 feet either side of the center line of the creek. However, along San Francisquito Creek between El Camino Real and the Sand Hill Road bridge over the creek, the open space corridor varies in width between approximately 80 and 310 feet from the center line of the creek. The aerial delineation of the open space in this segment of the corridor, as opposed to other segments of the corridor, is shown to approximate scale on the Proposed Land Use and Circulation Map.

Open Space/Controlled Development: Land having all the characteristics of open space but : upon which some development may be allowed. Open space amenities must be retained in these areas. Residential densities range from 0.1 to 1 dwelling unit per acre but may rise to a maximum of 2 units per acre where second units are allowed, and population densities range from 1 to 4 persons per acre.

Residential

Single Family Residential: Includes one dwelling unit on each lot as well as conditional uses : requiring permits such as churches and schools. Specific areas may be zoned to allow second units or duplexes where they would be compatible with neighborhood character and not create traffic and parking problems. The net density in single family areas will range from 1 to 7 units per acre, but may rise to a maximum of 14 units in areas where second units or duplexes are allowed. Population densities will range from 1 to 30 persons per acre.

Multiple Family Residential: The permitted number of housing units will vary by area, depending on existing land use, proximity to major streets and public transit, distance to

shopping, and environmental problems. Net densities will range from 8 to 40 units and 8 to 90 persons per acre. Density should be on the lower end of the scale next to single family residential areas. Densities higher than what is permitted by zoning may be allowed where measurable community benefits will be derived, services and facilities are available, and the net effect will be compatible with the overall Comprehensive Plan.

Village Residential: Allows residential dwellings that are designed to contribute to the harmony and pedestrian orientation of a street or neighborhood. Housing types include single family houses on small lots, second units, cottage clusters, courtyard housing, duplexes, fourplexes, and small apartment buildings. Design standards will be prepared for each housing type to ensure that development successfully contributes to the street and neighborhood and minimizes potential negative impacts. Net densities will range up to 20 units per acre.

Transit-oriented Residential: Allows higher density residential dwellings in the University Avenue/Downtown and California Avenue commercial centers within a walkable distance, approximately 2,500 feet, of the City's two multi-modal transit stations. The land use category is intended to generate residential densities that support substantial use of public transportation and especially the use of Caltrain. Design standards will be prepared to ensure that development successfully contributes to the street and minimizes potential negative impacts. Individual project performance standards will be developed, including parking, to ensure that a significant portion of the residents will use alternative modes of transportation. Net density will range up to 50 units per acre, with minimum densities to be considered during development of new City zoning regulations.

Commercial

Neighborhood Commercial: Includes shopping centers with off-street parking or a cluster of streetfront stores that serve the immediate neighborhood. Examples include Charleston Center, Edgewood Center, and Midtown. Typical uses include supermarkets, bakeries, drugstores, variety stores, barber shops, restaurants, self-service laundries, dry cleaners, child care and hardware stores. In some locations, residential and mixed use projects may also locate in this category. Non-residential floor area ratios will range up to 0.4.

Regional/Community Commercial: Larger shopping centers and districts that have a wider variety of goods and services than the neighborhood shopping areas. They rely on larger trade areas and include such uses as department stores, bookstores, furniture stores, toy stores, apparel shops, restaurants, theaters, and non-retail services such as banks. Medical and dental offices are conditional uses requiring permits. Examples include Stanford Shopping Center, Town and Country Village, and University Avenue/Downtown. In some locations, residential and mixed use projects may also locate in this category. Non-residential floor area ratios range from 0.35 to 2.

Service Commercial: Facilities providing citywide and regional services and relying on customers arriving by car. These uses do not necessarily benefit from being in high volume pedestrian areas such as shopping centers or Downtown. Typical uses include auto services and dealerships, motels, lumberyards, appliance stores, and restaurants, including fast service types. In almost all cases, these uses require good automobile and service access so that customers can safely load and unload without impeding traffic. In some locations, residential and mixed use projects may be appropriate in this land use category. Examples of Service Commercial areas include San Antonio Road, El Camino Real, and Embarcadero Road northeast of the Bayshore Freeway. Non-residential floor area ratios will range up to 0.4.

Mixed Use: This category includes Live/Work, Retail/Office, Residential/Retail and Residential/Office development. Its purpose is to increase the types of spaces available for living and working to encourage a mix of compatible uses in certain areas, including a mix of housing types from small studios to larger attached units. This category is also intended to encourage the upgrading of certain areas with buildings designed to provide a high quality pedestrian-oriented street environment. Mixed Use may include permitted activities mixed within the same building or within separate buildings on the same site or on nearby sites. Live/Work refers to one or more individuals living in the same building where they earn their livelihood, usually in professional or light industrial activities. Retail/Office, Residential/Retail, and Residential/Office provide other variations to Mixed Use with Retail typically on the ground floor and Residential on upper floors. Design standards will be developed to ensure that development is compatible and contributes to the character of the street and neighborhood. Floor area ratios will range up to 1.15, although Residential/ Retail and Residential/Office development located along transit corridors or near multi-modal centers will range up to 2.0 FAR with up to 3.0 FAR possible in areas resistant to revitalization. The FAR above 1.15 will be used for residential purposes.

Commercial Hotel: This category allows facilities for use by temporary overnight occupants on a transient basis, such as hotels and motels, with associated conference centers and similar uses. Restaurants and other eating facilities, meeting rooms, small retail shops, personal services, and other services ancillary to the hotel are also allowed. This category can be applied in combination with another land use category. Floor area ratio will range up to 2.0 for the hotel portion of the site.

Research/Office Park: Office, research, and manufacturing establishments whose operations are buffered from adjacent residential uses. Stanford Research Park is an example. Other uses that may be included are educational institutions and child care facilities. Compatible commercial service uses such as banks and restaurants, and residential or mixed uses that would benefit from the proximity to employment centers, will also be allowed. Additional uses, including retail services, restaurants, commercial recreation, churches, and private clubs may also be located in Research/Office Park areas, but only if they are found to be compatible with

the surrounding area through the conditional use permit process. . In some locations, residential and mixed use projects may also locate in this category. Maximum allowable floor area ratio ranges from 0.3 to 0.5, depending on site conditions.

Light Industrial: Wholesale and storage warehouses and the manufacturing, processing, repairing, and packaging of goods. Emission of fumes, noise, smoke, or other pollutants is strictly controlled. Examples include portions of the area south of Oregon Avenue between El Camino Real and Alma Street that historically have included these land uses, and the San Antonio Road industrial area. Compatible residential and mixed use projects may also be located in this category. Floor area ratio will range up to 0.5.

Institutional

School District Lands: Properties owned or leased by public school districts and used for educational, recreational, or other non-commercial, non-industrial purposes. Floor area ratio may not exceed 1.0.

Major Institution/Special Facilities: Institutional, academic, governmental, and community service uses and lands that are either publicly owned or operated as non-profit organizations. Examples are hospitals and City facilities.

Major Institution/University Lands: Academic and academic reserve areas of Stanford University. Population density and building intensity limits are established by conditional use permit with Santa Clara County. These lands are further designated by the following sub-categories of land use:

Major Institution/University Lands/Campus Single Family Residential: Single family areas where the occupancy of the units is significantly or totally limited to individuals or families affiliated with the institution.

Major Institution/University Lands/Campus Multiple Family Residential: Multiple family areas where the occupancy of the units is significantly or totally limited to individuals or families affiliated with the institution.

Major Institution/University Lands/Campus Educational Facilities: Academic lands with a full complement of activities and densities that give them an urban character. Allowable uses are academic institutions and research facilities, student and faculty housing, and support services. Increases in student enrollment and faculty/ staff size must be accompanied by measures that mitigate traffic and housing impacts.

Major Institution/University Lands/Academic Reserve and Open Space: Academic lands having all the characteristics of open space but upon which some academic development may be

allowed provided that open space amenities are retained. These lands are important for their aesthetic and ecological value as well as their potential for new academic uses.

GOAL L-1: A Well-Designed, Compact, and Resilient City, Providing Residents And Visitors With Attractive Neighborhoods, Work Places, Shopping Districts, Public Facilities, And Open Spaces.

Comment [AJ2]:

CAC Member's Recommendation: Define terms like "resilience," "sustainability," and "climate impact" in the narratives for this element and ensure they are used consistently throughout the Comp Plan.

Compact Development

POLICY L-1: Continue current City policy limiting future urban development to currently developed lands within the urban service area. The boundary of the urban service area is otherwise known as the urban growth boundary. Retain undeveloped land west of Foothill Expressway and Junipero Serra as open space, with allowances made for very low-intensity development consistent with the open space character of the area. Retain undeveloped Baylands northeast of Highway 101 as open space. [L1]

POLICY L-5: Preserve and enhance the character of Palo Alto by promoting infill development compatible with its surroundings on vacant and underutilized properties in the urban service area. Encourage land uses that address the needs of the community. (PTC Policy L1.7) [L203 and L8 merged]

NEW PROGRAM: Maintain a list of vacant and underutilized properties. Work with property owners and developers to identify barriers to infill development on these properties and actions that address these barriers. (PTC Program L1.7.1)[L204]

NEW POLICY: Ensure that future development addresses potential risks from climate change and sea level rise. *[Note that the revised Safety Element will include a much more extensive discussion of this issue along with policies and programs to respond.]*

NEW PROGRAM: Develop new development requirements for shoreline development to ensure that new development is designed and located to provide protection from potential impacts of flooding resulting from sea level rise and significant flood events. Requirements may include: new setbacks to ensure structures are set back far enough inland that they will not be endangered by erosion; limits on subdivisions and lot line adjustments in areas vulnerable to sea level rise to avoid the creation of new shoreline lots; incentive or transfer of development rights (TDR) programs to relocate existing development away from high risk areas; and/or triggers for relocation or removal of existing structures based on changing site conditions and other factors. [EIR Mitigation Measure GHG-3. Note that additional mitigation measures to address sea level rise and climate change adaptation will be added to the revised Safety Element.][L26]

Regional Cooperation

POLICY L-2: Maintain an active cooperative working relationship with Santa Clara County, San Mateo County, neighboring cities, and Stanford University regarding land use and transportation issues. [L2]

PROGRAM L-1: Maintain and update as appropriate the 1985 Land Use Policies Agreement that sets forth the land use policies of the City, Santa Clara County and Stanford University with regard to Stanford unincorporated lands. [L3]

POLICY L-7: Evaluate changes in land use in the context of regional needs, overall City welfare and objectives, as well as the desires of surrounding neighborhoods. [L14]

NEW PROGRAM: Participate in regional strategies to address the interaction of jobs, housing balance and transportation issues. [L187]

Comment [AJ3]:

CAC Member's Recommendation: Narratives should define regional collaboration and include it throughout the element. Suggested definition -- "include Santa Clara and San Mateo counties and Stanford"

Palo Alto's Character

POLICY L-3: Guide development to respect views of the foothills and East Bay hills from public streets in the developed portions of the City. However, community needs, such as affordable housing, should be prioritized over views. [L6]

POLICY L-4: Maintain Palo Alto's varied residential neighborhoods while sustaining the vitality of its commercial areas and public facilities. Use the Zoning Ordinance as a tool to enhance Palo Alto's desirable qualities, and to address undesirable qualities such as high housing costs. [L7]

NEW POLICY PROPOSAL: Maintain a 50-foot limit on building heights in Palo Alto, but allow heights up to a maximum of 55 feet for residential and retail mixed use projects to facilitate contemporary floor to ceiling heights.

NEW POLICY PROPOSAL: Height limits over 50 feet may be considered for areas well-served by transit as a way to facilitate a mix of multi-family housing, including affordable units, units targeted to seniors and other special needs populations, and micro-units designed to accommodate members of the workforce, without generating new traffic and parking impacts. , [There is disagreement among CAC about limited increases to the height limit and this issue will be decided by the City Council.]

POLICY L-6: Where possible, avoid abrupt changes in scale and density between residential and non-residential areas and between residential areas of different densities. To promote compatibility and gradual transitions between land uses, place zoning district boundaries one parcel in from the corners to avoid transitions at intersections. [L10]

POLICY: Maintain zoning regulations that promote gradual transitions in the scale of development where residential districts abut more intense uses.[former PROGRAM L-4] [L11]

POLICY: Use performance measures and architectural standards to minimize negative impacts where land use transitions occur. [former PROGRAM L-5] [L12]

Comment [AJ4]:
CAC Member's recommendation: Define "performance measures" and "architectural standards" in the narratives that introduce these policies/programs.

POLICY L-9: Enhance desirable characteristics in mixed use areas. Use the planning and zoning process to create opportunities for new mixed use development. [L20]

NEW PROGRAM: Update the municipal code to include zoning changes that allow a mix of retail and residential but no office uses. The intent of these changes would be to encourage a mix of land uses that contributes to the vitality and walkability of commercial centers and transit corridors.

PROGRAM L-10: Develop design standards for all mixed use designations providing for buildings with one to four stories, rear parking or underground parking, street-facing windows and entries, and a pedestrian-friendly relationship to the street, which may include front gardens for ground floor residential uses. [L21]

NEW PROGRAM: Update the zoning code to (1) limit the number of similar uses in a neighborhood center, (2) specify that housing, where permitted, should not be at ground level, and (3) specify that residential densities in neighborhood centers should be compatible with residential densities in the surrounding area.[L188]

NEW PROGRAM: Re-evaluate development standards in the Neighborhood Commercial, Community Commercial, Service Commercial, and Downtown Commercial Districts (CN, CC, CS, and CD) to consider allowing residential FAR instead of non-retail commercial FAR.[L22]

Managing Growth

POLICY L-8: Maintain a limit of 3,257,900 square feet of new non-residential development for the nine planning areas evaluated in the 1989 Citywide Land Use and Transportation Study, with the understanding that the City Council may make modifications for specific properties that allow modest additional growth. Such additional growth will count towards the 3,257,900 maximum. [The City Council will consider preservation and/or modification of this policy. Staff has recommended supplementing this policy or substituting one that relies on Congestion Management Plan data for new office/R&D uses (not all non-residential uses) for the entire city (not just the nine planning areas illustrated on Map L-6 of the current Comp Plan.)] [L15]

NEW POLICY: Monitor new residential and non-residential development and proactively address its adverse effects. It is the City's intent to allow new development while taking steps to minimize its impacts.

NEW PROGRAM: Amend the municipal code to incorporate requirements for performance standards, monitoring and enforcement provisions to minimize the adverse effects of growth.

PROGRAM L-7: Establish a system to monitor the rate of non-residential development and traffic conditions related to both residential and non-residential development at key intersections including those identified in the 1989 Citywide Study and additional intersections identified in the Comprehensive Plan EIR. If the rate of growth reaches the point where the citywide development maximum might be reached, the City will reevaluate development policies and regulations.[L16]

POLICY: L-8: Limit new non-residential development in the Downtown area to 350,000 square feet, or 10 percent above the amount of development existing or approved as of May 1986. Reevaluate this limit when non-residential development approvals reach 235,000 square feet of floor area. [The City Council will consider modification of this policy based on the 2014 Downtown Cap Study and supplemental information/analysis currently underway.] [L17]

PROGRAM L-9: Continue to monitor development, including the effectiveness of the ground floor retail requirement, in the University Avenue/Downtown area. Keep the Planning and Transportation Commission and City Council advised of the findings on an annual basis.[L18]

NEW POLICY: Limit approvals of new office and research and development uses Downtown, in the California Avenue area, and along the El Camino Real corridor, to a combined maximum of 50,000 square feet per fiscal year. [The City Council will consider this policy based on their experience with the interim office/R&D annual limit that is currently in effect.][L19]

GOAL L-2: An Enhanced Sense of “Community ” with Development Designed to Foster Public Life, Meet Citywide Needs, and Embrace the Principles of Sustainability.

City Structure

POLICY L-10: Maintain a citywide structure of Residential Neighborhoods, Centers, and Employment Districts. Integrate these areas with the City’s and the region’s transit and street system. [L23]

POLICY L-11: Promote increased compatibility, interdependence, and support between commercial and mixed use centers and the surrounding residential neighborhoods. [L24]

NEW POLICY: As a key component of a diverse, inclusive community, allow and encourage a mix of housing types, sizes, and affordability, particularly smaller units and senior housing in order to ensure that those workers whose jobs play a key role in our quality of life – such as teaching, childcare, nursing, and public safety – can choose to live here.[L25]

New Program: Develop an ordinance to address emerging short-term accommodation sharing arrangements in a way that balances private property rights with impacts to neighborhoods and preserves the local housing supply. [L39]

NEW PROGRAM: Develop new development requirements for shoreline development to ensure that new development is designed and located to provide protection from potential impacts of flooding resulting from sea level rise and significant flood events. Requirements may include: new setbacks to ensure structures are set back far enough inland that they will not be endangered by erosion; limits on subdivisions and lot line adjustments in areas vulnerable to sea level rise to avoid the creation of new shoreline lots; incentive or transfer of development rights (TDR) programs to relocate existing development away from high risk areas; and/or triggers for relocation or removal of existing structures based on changing site conditions and other factors. [EIR Mitigation Measure GHG-3. Note that additional mitigation measures to address sea level rise and climate change adaptation will be added to the revised Safety Element.][L26]

GOAL L-3: Safe, Attractive Residential Neighborhoods, Each With Its Own Distinct Character And Within Walking Distance Of Shopping, Services, Schools, And/or Other Public Gathering Places.

Neighborhood Character

POLICY L-12: Protect the character of residential neighborhoods by encouraging the preservation of existing homes and requiring new or remodeled structures to be compatible with the neighborhood and adjacent structures. [Comp Plan Draft EIR Mitigation Measure AES-1] [L27]

New Program: Develop a new conservation district tool to regulate design and compatibility within established single-family residential neighborhoods and ensure that appropriate home improvements and remodels are allowed while preserving existing neighborhood character. [L30]

POLICY L- 16: Consider siting small neighborhood-serving retail facilities in new mixed use residential areas. [L37]

Mix of Housing Types

POLICY L-13: In appropriate locations, encourage alternative types of housing, including micro-units, studios, co-housing, clustered housing and second dwelling units, that increase density and provide more diverse housing opportunities. [Note to CAC: Program H3.3.5 of the adopted Housing Element is to explore modifications to development standards to further encourage second unit development.] [L31]

PROGRAM L-13: Review and revise zoning standards for Village Residential housing prototypes. Develop design guidelines for duplexes, townhouses, courtyard housing, second units, and small lot single family homes that ensure that such housing is compatible with single family neighborhoods and other areas where it may be permitted.[L32]

New Program: Amend the Neighborhood Commercial, Community Commercial, Service Commercial, and Downtown Commercial Districts (CN, CC, CS, and CD) zoning districts to allow and encourage mixed use, studios and other stypes of small unit housing.[L34]

[Note to CAC: the adopted 2015-2023 Housing Element includes a goal and several policies and programs to encourage senior housing. We recommend these remain in their current, adopted location, but are including them here for ease of reference.]

H2 GOAL SUPPORT THE CONSTRUCTION OF HOUSING NEAR SCHOOLS, TRANSIT, PARKS, SHOPPING, EMPLOYMENT, AND CULTURAL INSTITUTIONS

H2.1 POLICY Identify and implement strategies to increase housing density and diversity, including mixed-use development and a range of unit styles, near community services. Emphasize and encourage the development of affordable and mixed-income housing to support the City's fair share of the regional housing needs and to ensure that the City's population remains economically diverse.

H2.1.4 PROGRAM Amend the Zoning Code to create zoning incentives that encourage the development of smaller, more affordable housing units, including units for seniors, such as reduced parking requirements for units less than 900 square feet and other flexible development standards.

H3.3.7 PROGRAM Prepare a local parking demand database to determine parking standards for different housing uses (i.e. market rate multifamily, multifamily affordable, senior affordable, emergency shelters etc.) with proximity to services as a consideration. Adopt revisions to standards as appropriate.

H4.2 POLICY Support housing that incorporates facilities and services to meet the health care, transit, and social service needs of households with special needs, including seniors and persons with disabilities.

H4.2.1 PROGRAM Ensure that the Zoning Code facilitates the construction of housing that provides services for special needs households and provides flexible development standards for special service housing that will allow such housing to be built with access to transit and community services while preserving the character of the neighborhoods in which they are proposed to be located.

Residential Design

POLICY L-14: Ensure that new multifamily buildings, entries and outdoor spaces are designed and arranged so that each development has a clear relationship to a public street. [L35]

POLICY L-15: Create, preserve and enhance the public gathering spaces within walking distance of residential neighborhoods. Ensure that each residential neighborhood has such spaces to encourage social interaction and the mental and physical health of Palo Alto community members. [L36]

New Program: Analyze existing neighborhoods and determine where public gathering spaces are lacking. Create new spaces in these neighborhoods. [L205]

POLICY L-17: Treat residential streets as both public ways and neighborhood amenities. Provide and maintain continuous sidewalks, healthy trees, benches, and other amenities that promote walking and “active” transportation. [L38]

GOAL L-4: Inviting Pedestrian Scale Centers That Offer A Variety Of Retail And Commercial Services And Provide Focal Points And Community Gathering Places For The City’s Residential Neighborhoods And Employment Districts.

Commercial Centers and Mixed Use Areas

POLICY L-18: Encourage the upgrading and revitalization of selected Centers in a manner that is compatible with the character of surrounding neighborhoods, without loss of retail and existing small, local businesses. [L40]

New Program: Evaluate the effectiveness of formula retail limits adopted for California Avenue and consider whether these limits should be applied in other Centers. Develop incentives for local small businesses where warranted.[L42]

New Program: Update the use definitions for the *Neighborhood Commercial, Community Commercial, Service Commercial, and Downtown Commercial Districts (CN, CC, CS, and CD)*. [L44]

NEW POLICY: Consider preparing coordinated area plans to guide development in areas of Palo Alto where significant change is foreseeable. Address both land use and transportation at an equal level of detail, define the desired character and urban design traits of the areas, identify opportunities for public open space, parks and recreational opportunities, and address connectivity to and compatibility with adjacent residential areas. If development is proposed before the coordinated area plan is initiated, rigorous review of all of the issues described above shall be undertaken. [L51]

NEW POLICY: Encourage community involvement in the planning process for development projects proposed in the South El Camino corridor and the Fry's Site and surrounding area.

POLICY L-20: Encourage street frontages that contribute to retail vitality in all Centers. Reinforce street corners by allowing buildings that come up to the sidewalk or that form corner plazas. [L45]

POLICY L-21: Ensure all Centers provide centrally located gathering spaces that create a sense of identity and encourage economic revitalization. Encourage public amenities such as benches, trees, kiosks, restrooms and public art. [L46]

NEW POLICY: Provide and maintain landscaping and public spaces such as parks, plazas, sidewalks and public art within commercial areas. (Formerly *PROGRAM L-16*) [L47]

NEW POLICY: Through public/private cooperation, provide obvious, clean, and accessible public restrooms. (Formerly *PROGRAM L-17*) [L48]

NEW PROGRAM: Collaborate with merchants to enhance the appearance of streets and sidewalks within all Centers. Encourage the formation of business improvement districts and undertake a proactive program of maintenance, repair, landscaping and enhancement- (Formerly POLICY L-22) [L49]

PROGRAM L-18: Identify priority street improvements that could make a substantial contribution to the character of Centers, including widening sidewalks, narrowing travel lanes, creating medians, restriping to allow diagonal parking, and planting trees. [L50]

Regional Centers

University Avenue/Downtown

NEW POLICY: Coordinated Area Plans for the following Mixed Use Centers identified in the 2012 Rail Corridor Study should reflect that study's recommendations regarding circulation, connectivity, land uses, urban design, open space improvements, and historic resources:

- California Avenue
- South El Camino Real [L52]

POLICY L-23: Maintain and enhance the University Avenue/Downtown area as a major business district of the City, with a mix of commercial, civic, cultural, recreational and residential uses. Promote quality design that recognizes the regional and historical importance of the area and reinforces its pedestrian character. [Comp Plan Draft EIR Mitigation Measure AES-1] [L53]

New Program: Evaluate to what extent the City can and should specify the types and scale of commercial operations, development, manufacturing, etc., are appropriate for Downtown or California Avenue. [L55]

POLICY: Facilitate reuse of existing buildings downtown, where financially feasible. [formerly PROGRAM L-20] [L56]

POLICY L-24: Ensure that University Avenue/Downtown is pedestrian-friendly and supports bicycle use. Use public art, trees, bicycle racks and other amenities to create an environment that is inviting to pedestrians and cyclists. [L57]

POLICY L-27: Pursue redevelopment of the University Avenue Multi-modal Transit Station area to establish a link between University Avenue/Downtown and the Stanford Shopping Center. [L64]

PROGRAM L-26: Establish the following unranked community design priorities for the University Avenue Multi-modal Transit Station Area, consistent with the Rail Corridor Study:

- *Improving pedestrian, bicycle, transit, and auto connections to create an urban link between University Avenue/Downtown and Stanford Shopping Center.*
- *Creating a major civic space at the Caltrain Station that links University Avenue/Downtown and Palm Drive.*
- *Infilling underutilized parcels with a mix of uses such as shopping, housing, hotel, and arts and civic uses.*
- *Improving public park space.*
- *Protecting views of the foothills by guiding building heights and massing.[L66]*

Stanford Shopping Center

POLICY L-26: Maintain Stanford Shopping Center as one of the Bay Area's premiere regional shopping centers. Encourage any new development at the Center to occur through infill, including housing and mixed use development on existing surface parking lots, and to enhance access for bicyclists and pedestrians. [L61]

PROGRAM L-23: Identify strategies to reuse surface parking lots, while preserving adequate parking to meet demand, and improve pedestrian, bicycle, and transit connections at Stanford Shopping Center. [L62]

POLICY: Maintain a Stanford Shopping Center development cap of 80,000 square feet of additional development beyond that existing on June 14, 1996.[formerly PROGRAM L-24] [L63]

Comment [AJ5]:
Note to CAC: Narratives will reference the square footage remaining as of 2015.

Multi-Neighborhood Centers

California Avenue

POLICY L-28: Maintain the existing scale, character, and function of the California Avenue business district as a shopping, service, and office center intermediate in function and scale between Downtown and the smaller neighborhood business areas. [L67]

PROGRAM L-27: Create regulations for the California Avenue area that allow for the replacement or rehabilitation of smaller buildings while preventing buildings that are out of scale with existing buildings and retaining existing retail, particularly local, small businesses.[L68]

PROGRAM L-29: Revise the zoning of the California Avenue business district to reduce the non-residential development potential to levels comparable to other commercial areas in the City while retaining substantial residential development potential.[L71]

POLICY L-30: Improve the transition between the California-Cambridge area and the single family residential neighborhood of Evergreen Park. Avoid abrupt changes in scale and density between the two areas. [L72]

PROGRAM L-30: . [Replaced with new program calling for a Coordinated Area Plan for the California Avenue area [L52]]. [L74]

South El Camino Real

PROGRAM L-32: Prepare a Coordinated Area Plan for the South El Camino Real area. Use the Task Force recommendations from the Rail Corridor Study as a starting point for preparing this Plan, and emphasize adequate buffering from adjacent residential uses. [L80]

POLICY Enhance the pedestrian environment along South El Camino Real, redesigning the street to provide wider sidewalks, increased building setbacks, safe pedestrian crossings at key intersections, trees, and streetscape improvements, consistent with the recommendations in the Rail Corridor Study and the Grand Boulevard Design Guidelines. [Former PROGRAM L-33 to be transformed into ongoing policy. Consistent with Comp Plan Draft EIR Mitigation Measure AES-1] [L81]

PROGRAM L-34: Provide better connections across El Camino Real to bring the Ventura and Barron Park neighborhoods together and to improve linkages to local schools and parks.[L82]

Town and Country Village

POLICY L-32: Maintain Town and Country Village as an attractive retail center serving Palo Alto and residents of the wider region. Future development at this site should preserve its existing amenities, pedestrian scale, and architectural character while also improving safe

access for bicyclists and pedestrians and increasing the amount of bicycle and vehicle parking. [L76]

POLICY L-33: In Town and Country Village, encourage development consistent with a vibrant business environment and urban greening consistent with the Urban Forest Master Plan. [L77]

POLICY L-34: Encourage improvement of pedestrian and auto circulation and landscaping improvements, including maintenance of existing oak trees and planting additional trees with reference to the adopted Urban Forest Management Plan. [L78]

Neighborhood Centers

POLICY L-37: Maintain the scale and local-serving focus of Palo Alto's four Neighborhood Centers. Support their continued improvement and vitality. [L85]

PROGRAM L-36: Review and update the zoning code as needed to ensure it supports the types of uses and scale of buildings considered appropriate in Multi-Neighborhood Centers.[L86]

POLICY: Encourage property owners within Neighborhood Centers to prepare master plans, with the participation of local businesses, property owners, and nearby residents. [formerly PROGRAM L-37] [L87]

POLICY L-38: Encourage maximum use of Neighborhood Centers by ensuring that the publicly maintained areas are clean, well-lit, and attractively landscaped. [L88]

POLICY L-39: Facilitate opportunities to improve pedestrian-oriented commercial activity within Neighborhood Centers. [L89]

PROGRAM L-38: Revise land use and zoning designations as needed to encourage medium-density housing (20 to 25 units per acre) within or near Neighborhood Centers served by public transportation to support a more vital mix of commercial activities. [L90]

POLICY L-40: Maintain Midtown as an attractive, compact Neighborhood Center with diverse local-serving uses, a mix of one- and two-story buildings, adequate parking, and a network of pedestrian-oriented streets, ways and gathering places. Encourage retention of Midtown's grocery store and encourage a variety of neighborhood retail shops and services. [L91]

PROGRAM L-39: Prepare an area plan for Midtown with the participation of property owners, local businesses, and nearby residents. Address in the plan efficient parking, pedestrian and bicycle connectivity and safety along Middlefield Road. The plan should provide coherent urban design guidelines for the area including provision of adequate open space.

NEW POLICY: Support bicycle and pedestrian trail connections to and from Midtown.
(Formerly PROGRAM L-41) [L94]

Goal L-5: High Quality Employment Districts, Each With Their Own Distinctive Character And Each Contributing To The Character Of The City As A Whole.

Employment Districts

POLICY L-42: Encourage Employment Districts to develop in a way that encourages transit, pedestrian and bicycle travel and reduces the number of auto trips for daily errands. [L97]

POLICY L-43: Provide landscaping, trees, sidewalks, pedestrian paths, and connections to the citywide bikeway system within Employment Districts. Pursue opportunities to incorporate sidewalks, paths, landscaping, and trees in renovation and expansion projects. [L99]

POLICY: Design paths and sidewalks to be attractive and comfortable and consistent with the character of the area where they are located. [former PROGRAM L-44 to be recast as an ongoing policy rather than a one-time action.] [L100]

POLICY L-44: Foster compact employment centers served by a variety of transportation modes. [L101]

PROGRAM L-45: Create and apply zoning standards and design guidelines for commercial hotels, conference centers, and possible residential or mixed-use projects along the El Camino Real edge of the Stanford Research Park. [L102]

NEW POLICY: Preserve some open space within Stanford Research Park. [L189]

New Program: Evaluate the optimum number of future hotel rooms for Palo Alto and consider reductions in the allowable floor area ratio if necessary. [L103]

POLICY L-46: Maintain the East Bayshore and San Antonio Road/Bayshore Corridor areas as diverse business and light industrial districts, consistent with the approved East Meadow Circle Concept Plan (Appendix Y of this Comprehensive Plan). [L106]

New Policy: Implement the 2012 East Meadow Circle Concept Plan (Appendix Y of this Comprehensive Plan) in approving new development or other improvements within the Plan area. [L109]

GOAL L-6: Well-Designed Buildings That Create Coherent Development Patterns And Enhance City Streets And Public Spaces.

Design of Buildings and Public Space

POLICY L-48: Promote high quality design and site planning that is compatible with surrounding development and public spaces. [Comp Plan Draft EIR Mitigation Measure AES-1] [L110]

POLICY : Use the Zoning Ordinance, design review process, design guidelines, and Coordinated Area Plans to ensure high quality residential and commercial design. [formerly PROGRAM L-48][L111]

NEW PROGRAM: Develop guidelines for bird-friendly building design that minimizes hazards for birds and reduces the potential for collisions.[L190]

POLICY: In areas of the City having a historic or consistent design character, design new development to maintain and support the existing character. [This is labeled as a program in the existing Comp Plan but should more accurately be a policy since it is an ongoing statement to guide design. It is included in the Comp Plan Draft EIR as Mitigation Measure AES-1.] [L112]

POLICY L-49: Design buildings to revitalize streets and public spaces; to promote personal safety, public health and well-being; and to enhance a sense of community and personal safety. Provide an ordered variety of entries, porches, windows, bays and balconies along public ways where it is consistent with neighborhood character; avoid blank or solid walls at street level; and include human-scale details and massing. [L113]

POLICY L-50: Encourage high quality signage that is attractive, energy-efficient, appropriate for the location and balances visibility needs with aesthetic needs.[L117]

PROGRAM L-53: Promote awards programs and other forms of public recognition for projects of architectural merit that contribute positively to the community. [L118]

GOAL L-7: Conservation And Preservation Of Palo Alto's Historic Buildings, Sites, And Districts.

Historic Resources

POLICY L-51: Encourage public and private upkeep and preservation of resources that have historic merit, including residences listed in the City's Historic Resource Inventory. [L119]

PROGRAM L-54: Update and maintain the City's Historic Resource Inventory to determine all historic resources that are eligible for the California Register as well as important examples of California history or prehistory. Historic resources may consist of a single building or structure or a district. [Comp Plan Draft EIR Mitigation Measure CULT-1b][L120]

PROGRAM L-55: Reassess the Historic Preservation Ordinance to ensure its effectiveness in the maintenance and preservation of historic resources, particularly in the University Avenue/Downtown area.[L121]

NEW POLICY: If a proposed development would affect a potential historic resource that has not been evaluated for inclusion into the City's Historic Resources Inventory, require an evaluation prior to the issuance of a demolition or alterations permit. [Comp Plan Draft EIR Mitigation Measure CULT-1b] [L122]

PROGRAM L-56: Prepare and adopt an ordinance that would regulate the demolition or alteration of a historic resource listed on the National and/or California Register, or listed on the City's Historic Inventory, if alterations would significantly alter the historic value and/or character defining features of the historic resource. Discourage demolition of historic resources and severely restrict demolition of Landmark resources. [Comp Plan Draft EIR Mitigation Measure CULT-1a][L123]

POLICY L-53: Actively seek state and federal funding for the preservation of buildings of historical merit and consider public/private partnerships for capital and program improvements. [L127]

POLICY L-54: Support the goals and objectives of the Statewide Comprehensive Historic Preservation Plan for California. [L128]

POLICY L-55: Relocation may be considered as a preservation strategy when consistent with State and National Standards regarding the relocation of historic resources. [L129]

POLICY L-56: To reinforce the scale and character of University Avenue/Downtown, promote the preservation of significant historic buildings. [L130]

POLICY: Promote awards programs and other forms of public recognition for exemplary Historic Preservation projects. [formerly PROGRAM L-62] [L135]

POLICY: Streamline, to the maximum extent feasible, any future processes for design review of historic structures to eliminate unnecessary delay and uncertainty for the applicant and to encourage historic preservation. [formerly PROGRAM L-63] [L136]

POLICY L-59: Follow the procedures established in the State Public Resources Code for the protection of designated historic buildings damaged by earthquake or other natural disaster.[L139]

PROGRAM L-65: Seek additional innovative ways to apply current codes and ordinances to older buildings. Use the State Historical Building Code for designated historic buildings. [L140]

Rehabilitation and Reuse

POLICY L-58: Promote adaptive reuse of old buildings. [L138]

PROGRAM L-66: Revise existing zoning and permit regulations as needed to minimize constraints to adaptive reuse, particularly in retail areas.[L141]

POLICY: Allow compatible nonconforming uses for the life of historic buildings.[formerly PROGRAM L-61] [L134]

POLICY L-52: Ensure the preservation of significant historic resources owned by the City of Palo Alto. Allow such resources to be altered to meet contemporary needs only if the preservation standards adopted by the City Council are satisfied. [L126]

PROGRAM L-58: For proposed exterior alterations or additions to designated Historic Landmarks, require design review findings that the proposed changes are in compliance with the Secretary of the Interior Standards for Rehabilitation.[L125]

POLICY: Allow parking exceptions for historic buildings to encourage rehabilitation. Require design review findings that the historic integrity of the building exterior will be maintained. Formerly PROGRAM L-59] [L131]

PROGRAM L-60: Continue to use a TDR Ordinance to allow the transfer of development rights from designated buildings of historic significance in the Commercial Downtown (CD) zone to

Comment [AJ6]:

Note to CAC: The location of receiver sites will be updated based on the decision regarding coordinated area plans outlined above.

Comment [AJ7]:

Note to Staff: Many CAC members do not support TDRs and our understanding is this program has basically reached completion. Can we delete?

non-historic receiver sites in the CD zone. Planned Community (PC) zone properties in the Downtown also qualify for this program.[L132]

PROGRAM: Develop incentives for the retention and rehabilitation of buildings with historic merit in all zones.[formerly POLICY L-57] [L133]

POLICY: Encourage and assist owners of historically significant buildings in finding ways to adapt and restore these buildings, including participation in state and federal tax relief programs.[formerly PROGRAM L-64] [L137]

PROGRAM L-57: Consider creating incentives to encourage salvage and reuse of discarded historic building materials. [L124]

Archaeological Resources

POLICY L-60: Protect Palo Alto's archaeological resources, including natural land formations, sacred sites, the historical landscape, historic habitats, and remains of settlements here before the founding of Palo Alto in the nineteenth century. [Comp Plan Draft EIR Mitigation Measure CULT-1c] [L142]

NEW POLICY: Require that areas found to contain significant prehistoric artifacts be examined by a qualified consulting archaeologist for appropriate protection and preservation. [Comp Plan Draft EIR Mitigation Measure CULT-3] [L143]

NEW POLICY: Require that if cultural resources, including archaeological or paleontological resources, are uncovered during grading or other on-site excavation activities, construction shall stop until appropriate mitigation is determined and implemented. [Comp Plan Draft EIR Mitigation Measure CULT-3] [L144]

NEW POLICY: Require that any archaeological or paleontological resources on a development project site, as a condition of project approval, be either preserved at their location or adequately documented as a condition of removal. When a development project has sufficient flexibility, avoidance and preservation of the resource shall be the primary mitigation measure, unless the City identifies a superior mitigation. If resources are documented, their preservation should be coordinated with descendants and/or stakeholder groups, as warranted. [Comp Plan Draft EIR Mitigation Measure CULT-3] [L145]

NEW POLICY: Continue to consult with tribes as required by California Government Code Section 65352.3. In doing so, use appropriate procedures to accommodate tribal concerns when a tribe has a religious prohibition against revealing precise information about the location or

previous practice at a particular sacred site. [Comp Plan Draft EIR Mitigation Measure CULT-3] [L146]

POLICY: Assess the need for archaeological surveys and mitigation plans on a project by project basis, consistent with the California Environmental Quality Act and the National Historic Preservation Act.[Note: the referenced figure will likely be removed from the Comp Plan to protect the integrity of known and undiscovered archaeological resources.] [formerly PROGRAM L-67] [L147]

New Policy: Require that a records search of the California Historical Resources Information System be conducted and reviewed by a cultural resources professional for proposed new development to determine whether the site contains known prehistoric or historic cultural resources and the potential for as-yet-undiscovered cultural resources. [Comp Plan Draft EIR Mitigation Measure CULT-1c] [L148]

GOAL L-8: Attractive And Safe Civic And Cultural Facilities Provided In All Neighborhoods And Maintained And Used In Ways That Foster And Enrich Public Life.

Civic Uses

NEW POLICY: Facilitate creation of new parkland to serve Palo Alto's residential neighborhoods, with reference to the Parks, Trails, Open Space and Recreation Master Plan, while maintaining adequate land for affordable housing.[L191]

NEW PROGRAM: Explore ways to encourage dedication of new land for parks, including regulations and incentives for new development and programs to solicit bequests of land in single-family neighborhoods.[L192]

NEW PROGRAM: Pursue opportunities to create linear parks over the Caltrain tracks in the event the tracks are moved below grade.[L193]

NEW PROGRAM: Explore ways to dedicate a proportion of in-lieu fees towards acquisition of parkland, not just improvements.

NEW PROGRAM: Explore opportunities to dedicate City-owned land as parkland to protect and preserve its community serving purpose into the future. [L194]

POLICY L-74: Encourage use of data driven, design thinking tactics to evaluate how people use public space.[L170]

POLICY L-62: Provide comfortable seating areas and plazas with places for public art adjacent to library and community center entrances. [L153]

POLICY L-63: Encourage small-scale local-serving retail services, such as small cafes, delicatessens, and coffee carts, in Civic Centers. [L154]

NEW POLICY: Create facilities for civic and intellectual life, such as better urban public spaces for civic programs and speakers. [L195]

POLICY L-72: Recognize public art and cultural facilities as a community benefit. Encourage the development of new and the enhancement of existing public art and cultural facilities throughout Palo Alto. Ensure that such projects are compatible with the character and identity of the surrounding neighborhood. [L168]

POLICY L-64: Seek potential new sites for art and cultural facilities, public spaces, open space, and community gardens that encourage and support pedestrian and bicycle travel and person-to-person contact, particularly in neighborhoods that lack these amenities. [L155]

POLICY L-65: Encourage religious and private institutions to provide facilities that promote a sense of community and are compatible with the surrounding neighborhood. [L156]

GOAL L-9: Attractive, Inviting Public Spaces And Streets That Enhance The Image And Character Of The City.

Streets and Parking

POLICY L-69: Preserve the scenic qualities of Palo Alto roads and trails for motorists, cyclists, pedestrians, and equestrians. [L160]

POLICY: Recognize Sand Hill Road, University Avenue, Embarcadero Road, Page Mill Road, Oregon Expressway, Interstate 280, Arastradero Road (west of Foothill Expressway), Junipero Serra Boulevard/Foothill Expressway, and Skyline Boulevard as scenic routes.[formerly PROGRAM L-71] [L161]

POLICY L-78: Encourage development that creatively integrates parking into the project, including by locating it behind buildings or underground wherever possible, by providing for shared use of parking areas. Encourage other alternatives to surface parking lots that minimize the amount of land devoted to parking while still maintaining safe streets, a vibrant local economy, and sufficient parking to meet demand. [L180]

POLICY L-70: Enhance the appearance of streets and other public spaces through regular maintenance as well as tree and landscape planting and care of the existing canopy with reference to the Urban Forest Master Plan. [L162]

New Program: Continue to use the El Camino Real Design Guidelines, the Zoning Ordinance and the Urban Forest Master Plan to enhance the visual character of this corridor by addressing appropriate sidewalk widths and encouraging building forms, massing, and setbacks that relate to the street and the pedestrian, whether through traditional architectural forms or innovative new designs. [Comp Plan Draft EIR Mitigation Measure AES-1] Consider whether sidewalk widths and building setback should also be addressed along other major thoroughfares such as Alma Street and Charleston Road.[L167]

Public Spaces

NEW POLICY: Maintain and enhance existing public gathering places and open spaces and integrate new public spaces at a variety of scales. [L163]

NEW PROGRAM: Develop an ordinance that will require development projects of a certain size or location to prepare an analysis of potential shade/shadow impacts to public open spaces (other than public streets and adjacent sidewalks) between 9:00 a.m. and 3:00 p.m. from September 21 to March 21. Projects that are shown to shadow open spaces during these times shall mitigate these impacts through building and site design features. [Comp Plan ER Mitigation Measure AES-4][L164]

Gateways

POLICY L-71: Strengthen the identity of important community-wide gateways, including the entrances to the City at Highway 101, El Camino Real and Middlefield Road; the Caltrain stations; entries to commercial districts; Embarcadero Road at El Camino Real, and between Palo Alto and Stanford. In addition, improve the gateways to the Mixed-Use Centers. [L165]

PROGRAM L-72: Develop a strategy to enhance gateway sites with special landscaping, art, public spaces, and/or public buildings. Emphasize the creek bridges and riparian settings at the entrances to the City over Adobe Creek and San Francisquito Creek.[L166]

Urban Forest

NEW POLICY: Recognize the many benefits of trees in the urban context and foster a healthy and expanded tree canopy throughout the City.[L196]

NEW PROGRAM: Establish incentives to encourage trees, plantings, and "green infrastructure" in new development throughout the city.[L197]

NEW PROGRAM: Update the municipal code to require trees and other landscaping within parking lots which can serve to capture and filter stormwater. [L174] (Formerly POLICY L-76)

Utilities and Infrastructure

POLICY L-79: Design public infrastructure, including paving, signs, utility structures, parking garages and parking lots to meet high quality urban design standards and embrace technological advances. Look for opportunities to use art and artists in the design of public infrastructure. Remove or mitigate elements of existing infrastructure that are unsightly or visually disruptive. [L181]

[Complete] [L182]

PROGRAM L-80: Continue the citywide undergrounding of utility wires. Minimize the impacts of undergrounding on street tree root systems and planting areas. [L183]

PROGRAM L-81: Encourage the use of compact and well-designed utility elements, such as transformers, switching devices, and backflow preventers. Place these elements in locations that will minimize their visual intrusion.[L184]

NEW POLICY: Provide utilities and service systems to serve all urbanized areas of Palo Alto and plan infrastructure maintenance and improvements to adequately serve existing and planned development. (From PTC recommendations POLICY L2.9 edited) [L198]

NEW PROGRAM Develop an Infrastructure Master Plan that projects the future needs of streets, underground utilities, and all City assets and plans for the incorporation of new technology that improves efficiency and effectiveness. (PTC PROGRAM L2.9.1) [L199]

NEW PROGRAM Implement the findings of the City's Infrastructure Blue Ribbon Committee and its emphasis for rebuilding our civic spaces. (PTC PROGRAM L2.9.8) [L200]

NEW PROGRAM Identify City-owned properties where combinations of wireless facilities can be co-located, assuming appropriate lease agreements are in place. (PTC PROGRAM L2.9.5)[L202]

NEW POLICY: Encourage public participation in the City's Capital Improvement Program (CIP) planning process to obtain public input on the City's infrastructure priorities. (PTC PROGRAM L2.9.7) [L201]

Baylands

NEW POLICY: Regulate land uses in the Airport Influence Area to ensure consistency with the Palo Alto Airport Comprehensive Land Use Plan and the Baylands Master Plan. [L185]

NEW POLICY: Palo Alto is committed to preservation of the Baylands as called for in the Baylands Master Plan, which is incorporated here by reference. [L186]