



PLANNING DIVISION

STAFF REPORT

TO: PLANNING & TRANSPORTATION COMMISSION

FROM: Clare Campbell
Planner

DEPARTMENT: Planning &
Community Environment

DATE: October 11, 2006

SUBJECT: **195 Page Mill Road/2825, 2865, 2873, 2891 and 2901 Park Boulevard:**
Planning and Transportation Commission review and recommendation to City Council to adopt an Ordinance rezoning a 2.4 acre site located at 195 Page Mill Road and 2825, 2865, 2873, 2891 and 2901 Park Boulevard from General Manufacturing GM/GM(AD) to Pedestrian Transit Oriented Development (PTOD); and to adopt a Resolution amending the Comprehensive Plan designation from Light Industrial to Mixed Use. Environmental Assessment: PTOD Addendum to Comprehensive Plan Environmental Impact Report.

RECOMMENDATION

Staff recommends that the Planning and Transportation Commission (PTC) recommend that the City Council approve the proposed comprehensive plan map amendment from Light Industrial to Mixed Use and zone change from General Manufacturing (GM) and GM(AD) zones to the Pedestrian Transit Oriented Development (PTOD) based upon the findings outlined in the attached Ordinance (Attachment A) and Resolution (Attachment B).

BACKGROUND

The proposed project is a City-initiated rezoning of three parcels (approximately 2.5 acres) to apply the Pedestrian and Transit Oriented Development (PTOD) overlay to provide housing and mixed use opportunities for these parcels, and particularly to accommodate the parcels designated on the City's Housing Sites Inventory (Site Number: 8-11). The potential dwelling unit yield under the RM-40 zoning proposed in the Housing Element was anticipated to amount to approximately 46 to 62 residential units for these two designated parcels. The current proposal also includes one additional adjacent parcel, 2901 Park Boulevard, and a portion of 3045 Park Boulevard, which are not included in the Housing Sites Inventory, but which could also be developed for housing under the PTOD zoning. These additional sites are included in the proposal as a result of a recent Certificate of Compliance (November 2005) that incorporated both GM and GM(AD) zoning. The GM(AD) district applies to a small portion (approximately 0.4 acres) of the site (see attached map).

Staff notes that a major Architectural Review application for this project has been reviewed by staff and the Architectural Review Board (ARB). Although the ARB recommended approval with conditions on September 7, 2006, the Director of Planning and Community Environment denied the project on September 15, 2006 based on the project's non-compliance with the zoning requirements for the General Manufacturing (GM) district. The GM zone does not allow for mixed use and limits FAR to 0.5 (the project was proposed at a 1.5 FAR). The applicant contended that State law (SB1818) would allow for requested deviations, but staff did not concur. The applicant has appealed this decision and the project is tentatively scheduled for Council review on October 16, 2006. For details on this proposed project, the ARB staff report can be viewed online (<http://www.cityofpaloalto.org/cityagenda/publish/arb-meetings/documents/195PageMill09.07.06.pdf>).

KEY ISSUES

A draft ordinance (Attachment A) and resolution (Attachment B) to amend the zoning and Comprehensive Plan designation, respectively, are attached to the staff report.

Comprehensive Plan Designation

The current Comprehensive Plan designation of the project site is Light Industrial and allows for high density multiple-family residential and mixed use projects that are compatible with surrounding uses, but limits FAR to 0.5. In reviewing the City's land uses, staff recommends utilizing the Mixed Use designation, instead of Light Industrial, because it reflects more appropriately the proposed uses and FAR's outlined in the Comprehensive Plan, with FAR up to 2.0 allowed. This increased FAR would promote and facilitate well designed housing in accordance with the Comprehensive Plan.

On October 11, 2005, the City Council reviewed and adopted revisions to the Office, Research and Manufacturing Districts of the Zoning Ordinance, and amended the Zoning Ordinance to prohibit all residential uses (including mixed use) in the General Manufacturing (GM) district. The application of the PTOD to this GM zoned site listed on the Housing Sites Inventory would thus also provide consistency with the Housing Element of the Comprehensive Plan .

PTOD District Adoption and Rezoning

The second reading of the PTOD Combining District ordinance was approved by the City Council on September 11, 2006 and will take effect on October 11, 2006. The PTOD Combining District ordinance (Section 18.66.060) requires that the PTOD zone be established as an overlay that is available to be applied to any specific property within the PTOD boundary upon a rezoning request by the property owner or upon initiation by the City. As part of the rezoning process, the PTC and City Council review and determine the appropriate uses and intensities for that specific location. Subsequent to the rezoning, the Architectural Review Board (ARB) would review the design specifics of proposed projects and assure compliance with PTOD development and design standards and any other conditions placed on the project by the PTC or Council. Environmental review would also be assessed on a project-specific basis.

In most cases, staff expects the applicant to initiate rezoning and to present at least a conceptual plan for preliminary ARB review prior to the PTC and Council hearings. In this instance, however, since the applicant's plans are not designed to comply with the PTOD regulations, the PTC and Council should determine the allowable uses and intensity for the site, which should be

reflected in the ordinance (Attachment A). At a minimum, staff recommends the following standards and process be incorporated into this zone amendment:

1. The project shall comply with the provisions of the PTOD district uses and regulations, including allowances for mixed use and development standards as depicted in Table 2 of Section 18.66.040 of the Zoning Ordinance (e.g., 40 units per acre maximum, 40 foot height limit, and 1.25 FAR for mixed use development). See Attachment D.
2. A Transportation Demand Management (TDM) program for the project shall be developed to address measures proposed to minimize single-occupancy vehicle trips for employees and residents of the proposed project. The TDM program shall target a 20% trip and parking reduction for both the employee and resident components of the project, and shall include enforceable mechanisms to assure implementation of the proposed measures. The TDM program must be submitted and approved to the satisfaction of the Department of Planning and Community Environment prior to final review by the Architectural Review Board (ARB).
3. Environmental review for the project shall be conducted prior to final review by the Architectural Review Board and all required mitigation measures shall be incorporated as conditions of project approval.
4. The project shall be submitted for Major Architectural review by the ARB, and shall incorporate all staff conditions of approval.
5. A Below Market Rate (BMR) Program shall be developed to the satisfaction of the Director of Planning and Community Environment prior to any subdivision map approval or submittal of applications for building permits.
6. The FAR for the project may be increased to a maximum of 1.5:1, with a maximum non-residential component of 0.5:1 FAR and a maximum residential component of 1.0:1, if the applicant provides financial justification under SB1818 that the increased non-residential floor area is needed to provide for the affordable units.

Zone Change Process

The process for a City-initiated zone change is outlined in the Palo Alto Municipal Code under Section 18.98. The steps are summarized as follows:

- The City Council or Planning and Transportation Commission (PTC) directs the Planning Director to initiate a zoning amendment.
- The PTC sets a date for a regular or special meeting, including a public hearing and notice to the property owner and surrounding property owners. The Commission may recommend to the City Council approval of the rezoning, modification of the area to be rezoned, application of more or less restrictive zoning, or denial of the rezoning.
- The decision of the Commission is forwarded to the City Council, including the Commission's findings and determinations for the requested zone change. Upon notice and a public hearing, the City Council takes final action regarding the zoning.

ENVIRONMENTAL REVIEW

An Addendum to the Comprehensive Plan Final Environmental Impact Report (FEIR) was prepared for establishment of the Pedestrian and Transit Oriented Development (PTOD) Combining District. The addendum was prepared in conformance with Section 15164 of the California Environmental Quality Act (CEQA) Guidelines and was approved with the ordinance changes on September 11, 2006. An Addendum to the Comprehensive Plan EIR was also

approved for the Housing Element and included this site as part of the Housing Sites Inventory. That addendum was approved by the City Council on December 2, 2003. Additional project specific environmental review will be required when a development application is submitted.

ATTACHMENTS

- A. Ordinance (to be provided at places)
- B. Comprehensive Plan Resolution (to be provided at places)
- C. Location Map
- D. Development Standards Table for PTOD

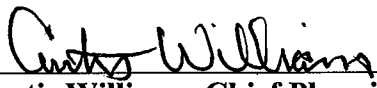
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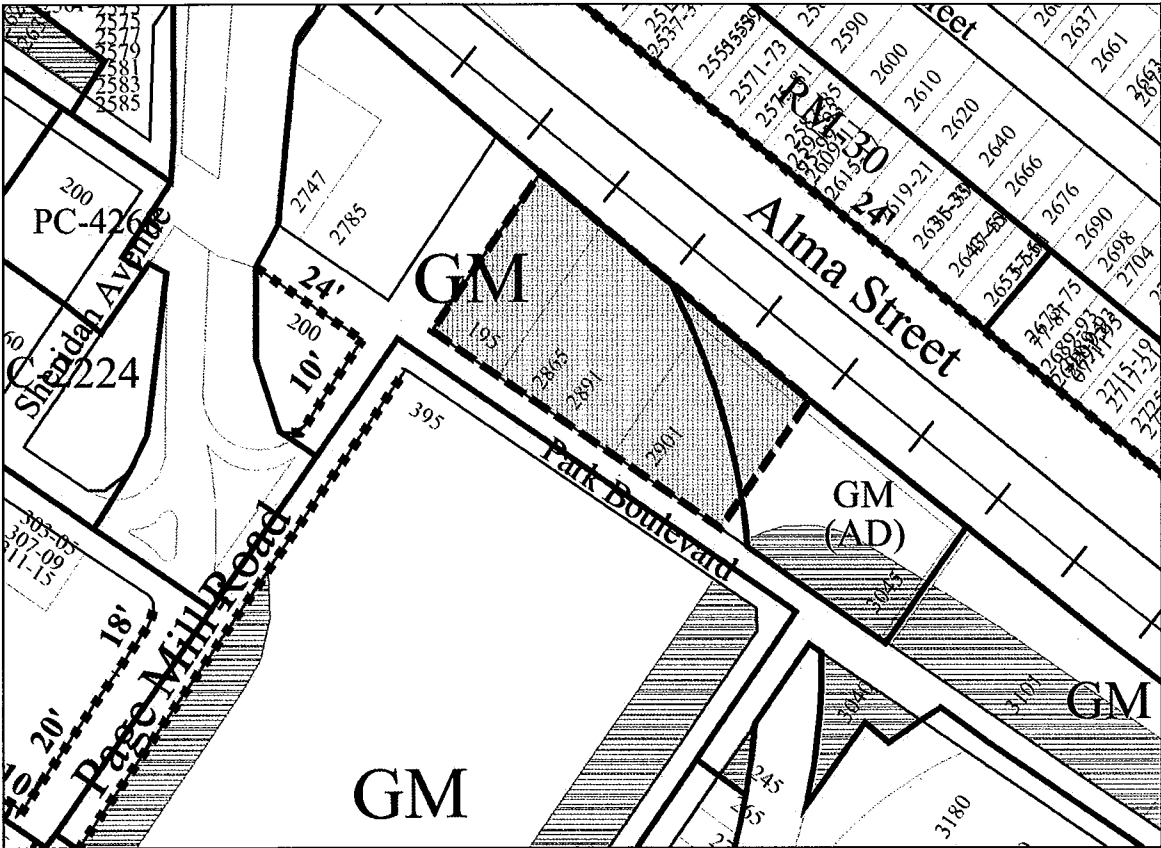
ATTACHMENTS

A & B

WILL BE PROVIDED

“AT PLACES”

Location Map



195 Page Mill Rd & 2865/2891 Park Blvd:

Listed on the Housing Sites Inventory

2901 & portion of 3045 Park Blvd:

- Certificate of Compliance approved to consolidate into one parcel
- Rear portion zoned GM(AD)

Development Standards Table for PTOD

Standards ¹	PTOD – California Ave
Max Dwelling Units:	40 DU/AC ²
Max FAR:	
100% Residential FAR	1.0:1 ²
Mixed Use FAR	1.25:1 ^{2,3}
Mixed Use Non-Residential FAR Cap	Total: 0.35 ⁴ Office and research and development uses: 0.25 FAR
Hotels	2.0
Height:	40 feet ²
Open Space	
Minimum area required	5 or fewer units: 200 s.f. per unit 6 or more units: 150 s.f. per unit
Minimum dimensions	Private open space: 6 feet Common open space: 12 feet
Parking:	Rates established by use, per Section 18.83.050
Parking Adjustments:	See Section 18.66.040 (d)
Setbacks and daylight plane requirements for properties adjacent to R-1 and R-2 zones:	
Setbacks	On portion of site that abuts: 1. Interior side yard: 6 feet 2. Rear yard: 20 feet
Daylight Plane	On portion of site that abuts: 1. Interior side yard: a. Initial height at interior side lot line: 10 feet b. Angle (degrees): 45 2. Rear yard: a. Initial height at rear setback line: 16 feet b. Angle (Degrees): 45

Setbacks and daylight and daylight plane requirements for properties adjacent to Caltrain Right-of-Way:	
Setbacks	On portion of site that abuts Caltrain right-of-way: 5 feet (landscaped)
Daylight Plane	On portion of site that abuts Caltrain right-of-way: a. Initial height at property line w/Caltrain right-of-way: 16 feet b. Angle (Degrees): 45
¹ Non-residential development that is not consistent with the mixed-use limitations set forth above, with the exception of Hotels, must be developed per the underlying zoning district regulations. ² See Section 18.66.040(e) for Below Market Rate (BMR) bonus provisions. ³ The residential component of the mixed use may not exceed 1.0:1. ⁴ The non-residential component of a mixed use project shall not exceed 50% of the total square-footage of the project.	