

Planning & Transportation Commission Staff Report (ID # 7994)

Report Type: Action Items **Meeting Date:** 5/31/2017

Summary Title: 260 California Avenue: PTC Hearing Request

Title: PUBLIC HEARING / QUASI-JUDICIAL. 260 California Avenue

[16PLN-00289]: Request for a Hearing on the Tentative Approval of a Conditional Use Permit to Allow the Sale of Beer, Wine, and Liquor in Conjunction With a Restaurant With an Outdoor Seating Area. Environmental Assessment: Exempt From the Provisions of the California Environmental Quality Act (CEQA) in Accordance With Guideline Section 15301 (Existing Facilities). Zoning District: CC(2)(R)(P). For More Information, Please Contact the Project Planner Graham Owen

at graham.owen@cityofpaloalto.org

From: Hillary Gitelman

Recommendation

Staff recommends the Planning and Transportation Commission (PTC) take the following action(s):

- Recommend the City Council find the proposed project exempt from the California Environmental Quality Act (CEQA) in accordance with Section 15301 of the CEQA Guidelines.
- Recommend approval of the draft Record of Land Use Action to the City Council approving the proposed conditional use permit for alcohol sales, subject to findings and conditions of approval.

Background

Project Information

Owner: 260 Cal Partners, LLC

Architect: Keith Morris / Studio KDA

Representative: Mark Conroe
Legal Counsel: None Identified

City of Palo Alto Planning & Community Environment 250 Hamilton Avenue Palo Alto, CA 94301 (650) 329-2442 **Property Information**

Address: 260 California Avenue

Neighborhood: California Avenue Business District

Lot Dimensions & Area: 13,509 square feet

Housing Inventory Site: Not applicable
Located w/in a Plume: Yes, COE Plume

Protected/Heritage Trees: Yes, in City sidewalk fronting property

Historic Resource(s): Not a historic resource

Existing Improvement(s): 3-story mixed use building with basement garage; 37 feet in height;

c. 2015

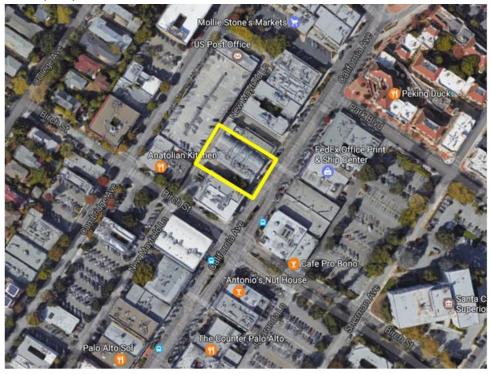
Existing Land Use(s): Ground floor retail/restaurant shell / 2nd and 3rd floor office space

Adjacent Land Uses & Northeast: CC(2)(R)(P) (California Avenue Business District)

Zoning: Northwest: PC-4172 (Parking Garage)

Southeast: CC(2)(R)(P) (California Avenue Business District)
Southwest: CC(2)(R)(P) (California Avenue Business District)

Aerial View of Property:



Source: Google Maps

Land Use Designation & Applicable Plans

Zoning Designation: CC(2)(R)(P)

Comp. Plan Designation: CC (Regional/Community Commercial)

Context-Based	
Design Criteria:	Not applicable
Downtown Urban	
Design Guide:	Not applicable
South of Forest Avenue	
Coordinated Area Plan:	Not applicable
Baylands Master Plan:	Not applicable
El Camino Real Design	
Guidelines (1976 / 2002):	Not applicable
Proximity to Residential	
Uses or Districts (150'):	Not applicable
Located w/in the Airport	
Influence Area:	Not applicable
Prior City Reviews & Action	
City Council:	None
PTC:	None
HRB:	None
ARB:	Minor Architectural Review to be reviewed by the Architectural
	Review Board (ARB) on June 1, 2017
Director:	Tentative Approval of Conditional Use Permit and Minor
	Architectural Review on April 6, 2017

Discussion

The subject application is a request for a Conditional Use Permit (CUP) for alcohol sales in conjunction with a proposed restaurant. The restaurant would occupy a ground floor lease area in an existing mixed-use building at 260 California Avenue.

Requests to sell alcohol for on- or off-sale consumption requires a CUP and are subject to the following findings:

- The proposed use, at the proposed location, will not be detrimental or injurious to property or improvements in the vicinity, and will not be detrimental to the public health, safety, general welfare, or convenience.
- The proposed use will be located and conducted in a manner in accord with the Palo Alto Comprehensive Plan and the purposes of the Zoning Ordinance.

Planning staff evaluates these requests and makes a tentative decision, which any person may challenge and request a hearing before the PTC. The Commission's review of an application is

similarly subject to the same findings above and based upon the evidence in the administrative record and testimony received at the hearing. Conditions may be imposed on the project to ensure compliance with the code, including the findings, and other applicable city policy documents.

Staff recommended findings and conditions of approval are included in the draft record of land use action in Attachment C. Conditions that have been revised since the tentative approval are included in bold font in the draft record of land use action.

The Commission's recommendation on the project is forwarded to the City Council and placed on the consent calendar where three or more council members may request a hearing on the application.

In addition to the CUP request, an application for a minor Architectural Review (AR) was filed and approved by the Director's designee. The planning department also received a hearing request for the AR application, which is going to the ARB on June 1, 2017.

Hearing Request

The request for hearing was based on concerns that the proposed outdoor dining area exceeded the permitted floor area and resulted in a parking deficiency. The hearing request letter is included in Attachment E and additional correspondence is included in Attachment F. A description of the gross floor area and parking issues is addressed below.

Gross Floor Area

Since the hearing request, staff determined that an error had been made by not including the covered outdoor service area of the proposed restaurant towards the gross floor area for the building. The outdoor seating area proposed for the restaurant would be located beneath a glass canopy cover and building eave, and in accordance with Section 18.04.030 of the Municipal Code, such covered service areas are included in the gross floor area. The hearing requestor also questioned the extent of the outdoor seating area as shown on the project plans, indicating that the plans understated the size of the area by not including covered areas in front of the building entrance and to the left of the building door. While the code does not specifically define the term "covered outdoor service area", staff understands the term to include areas for tables, seating, and the space needed to access such seating. The service area would not include areas where customers cannot be served, and therefore the areas immediately in front and to the left of the building entrance do not meet the intent of the term. The covered outdoor seating area shown in the project plans does not account for the building eave and is slightly more than 150 square feet. The revised conditions of approval include a provision to clarify the extent of the area with the plans submitted for building permit.

Furthermore, the building's original entitlement excluded from gross floor area several storage areas in the basement parking garage. At the time of the building's entitlement in April 2013, these storage areas were incorrectly considered accessory to the parking facility and exempted

from gross floor area. Under a strict application of the code, these storage areas should have counted toward gross floor area. To remedy this condition, staff recommends two options:

- 1. Convert, to the extent necessary, existing fenced off storage areas to bicycle parking, which is exempt from gross floor area, or,
- 2. Remove the chain link fencing surrounding the storage areas to the extent necessary to comply with the maximum floor area for the site, including the proposed covered outdoor dining area. Removing the chain link fencing would convert the storage areas to interstitial garage space, which is exempt from gross floor area.

The property owner has expressed a willingness to implement either of the above options. The individual requesting the hearing, however, found option 1 objectionable due to concern about enforcement and ensuring the space remains dedicated to bicycle parking. It is unknown if the hearing requester has any objection to option 2 above.

A revised condition has been incorporated into draft Record of Land Use Action requiring compliance with either of the above options.

Parking

The hearing requestor also requested information on the parking for the building and the proposed use. The existing building was approved on April 22, 2013 with 97 parking spaces; 41 parking spaces onsite and an additional 56 spaces provided through payment into the California Avenue Parking Assessment District. The request to intensify the retail to restaurant use requires two additional parking spaces. The applicant proposes to meet this demand by adding mechanical parking lifts that would be used by the office tenant occupying the building. The City Council amended PAMC 18.54.020(b) to address and specifically authorize mechanical lifts under certain circumstances; use of the proposed lifts would comply with those recently adopted regulations.

With the draft, revised conditions of approval, staff has determined that the project is consistent with the applicable development standards in the Municipal Code.

Environmental Review

The subject project has been assessed in accordance with the authority and criteria contained in the California Environmental Quality Act (CEQA), the State CEQA Guidelines, and the environmental regulations of the City. Specifically, the project is categorically exempt from the provisions of CEQA per Section 15301 (Existing Facilities).

Public Notification, Outreach & Comments

The Palo Alto Municipal Code requires notice of this public hearing be published in a local paper and mailed to owners and occupants of property within 600 feet of the subject property at least ten days in advance. Notice of a public hearing for this project was published in the Palo Alto

Weekly on May 19, 2017, which is 12 days in advance of the meeting. Postcard mailing occurred on May 16, 2017, which is 15 days in advance of the meeting.

Public Comments

Staff has received public comments on the project which led to the hearing request, and these comments and staff's response are included in Attachment (F).

Alternative Actions

In addition to the recommended action, the Planning and Transportation Commission may:

- 1. Recommend project approval with modified findings or conditions;
- Continue the project to a date (un)certain; or
- 3. Recommend project denial based on revised findings.

Report Author & Contact Information

Graham Owen, Associate Planner (650) 329-2552

graham.owen@cityofpaloalto.org

ARB¹ Liaison & Contact Information

Jodie Gerhardt, AICP, Planning Manager (650) 329-2575

jodie.gerhardt@cityofpaloalto.org

Attachments:

Attachment A: Location Map (PDF)

• Attachment B: Staff Approval Letter (PDF)

• Attachment C: Draft Record of Land Use Action (DOCX)

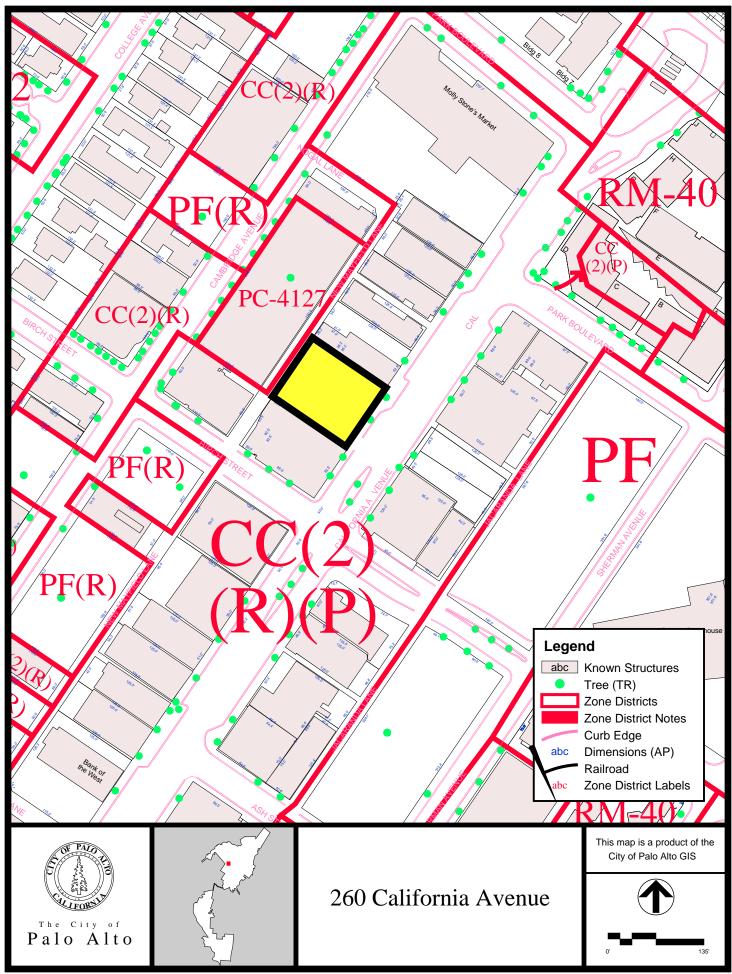
• Attachment D: CC(2) Zoning Comparison Table (DOCX)

• Attachment E: Hearing Request Letter (PDF)

Attachment F: Correspondence (PDF)

• Attachment G: Project Plans (DOCX)

¹ Emails may be sent directly to the PTC using the following address: planning.commission@cityofpaloalto.org



250 Hamilton Avenue, 5th Floor Palo Alto, CA 94301 **ALTO** 650.329.2441

April 6, 2017

Mark Conroe 260 Cal Partners, LLC 3609 Buchanan Street San Francisco, CA 94123

Subject:

260 California Avenue [16PLN-00289]; Conditional Use Permit and Architectural

Review

Dear Mr. Conroe:

The application referenced above was conditionally approved by the Director of Planning and Community Environment. The approval was granted pursuant to the Palo Alto Municipal Code (PAMC) Section 18.77. This determination is based on the review of all information contained within the project file, all public comments received, and the review of the proposal in comparison to applicable zoning and municipal code requirements.

PROJECT DESCRIPTION: Request for a Conditional Use Permit to allow the sale of beer, wine, and liquor in conjunction with a new full service restaurant, and Architectural Review of seating and planters in an outdoor dining area. Environmental Assessment: Exempt from the provisions of the California Environmental Quality Act per Section 15301. Zoning District: CC(2)(P).

This Director's decision shall become final fourteen (14) calendar days from the postmark date of this mailing (or on the next business day if it falls on a weekend or holiday) unless a request for hearing is filed pursuant to PAMC Section 18.77.060. The request for hearing shall be in writing and submitted to the Planning Division, prior to the end of the business day of the fourteenth day. If a hearing is not requested the Director's decision will become final. A Conditional Use Permit that has not been used for any period of one (1) year or more shall become null and void (PAMC 18.77.100).

Should you have any questions regarding the Director's decision, please do not hesitate to contact me at graham.owen@cityofpaloalto.org or by calling (650) 329-2552.

Associate Planner

Attachments: Findings and Conditions of Approval

ARCHITECTURAL REVIEW FINDINGS

- The approval is based upon the finding that the proposed façade improvements comply with the design guidelines adopted by the Architectural Review Board, and that the applicable Findings set forth in PAMC 18.76.020(d) have been met.
- 2. The approval of this project shall be subject to the attached conditions of approval.

CONDITIONAL USE PERMIT FINDINGS

Conditional Use Permit approval is based on the findings indicated under PAMC Section 18.76.010:

The proposed use, at the proposed location, will not be detrimental or injurious to property
or improvements in the vicinity, and will not be detrimental to the public health, safety,
general welfare, or convenience.

The sale of beer, wine, and liquor with a permitted eating and drinking service is a compatible use in the California Avenue area. The proposed ancillary alcohol service will be conducted within an existing building and in a dedicated outdoor seating area that will not be injurious to property or improvements in the vicinity or detrimental to the public health, safety, general welfare, or convenience.

2. The proposed use will be located and conducted in a manner in accord with the Palo Alto Comprehensive Plan and the purposes of the Zoning Ordinance.

The restaurant use, with the ancillary alcohol service, is compatible with the site's land use designation of Neighborhood Commercial and with its CC(2)(P) zoning designation. Eating and drinking establishments will serve to enliven the mix of businesses along California Avenue and contribute to the area's economic vitality.

CONDITIONS OF APPROVAL

Planning

- CONFORMANCE WITH PLANS. Except as modified by these conditions of approval, development and operation shall conform to the approved plans entitled, "Protégé Restaurant, 260 California Avenue, Palo Alto, CA 94301", stamped as received by the City on April 5, 2017. The approved plans are on file with the Planning Department, 250 Hamilton Avenue, Palo Alto, CA, 94301.
- 2. PARKING LIFTS. The project plans include the use of puzzle-style mechanical parking lifts to provide four (4) additional parking spaces in the on-site parking garage. The lifts shall provide independently-accessible spaces, and provide sufficient vertical clearance to accommodate a mid-sized sports utility vehicle.
- 3. USE AND OCCUPANCY PERMIT. A valid Use and Occupancy permit issued by the Building Department is required for the Protégé restaurant.
- 4. APPROVAL LETTER. This approval letter, including the Conditions of Approval, shall be printed on the plans submitted for building permit review, as applicable.
- RESTAURANT USE. This conditional use permit allows the sale of beer, wine, and liquor service, in conjunction with a restaurant use, to be located within an existing building and dedicated outdoor seating area. A full service food menu shall be provided during all business hours.
- 6. KITCHEN FACILITIES. Suitable kitchen facilities shall be maintained for the eating and drinking establishment.
- 7. HOURS. Alcohol services shall not be served beyond the hours of operation. The use is allowed to operate from 6:00 a.m. to 10:00 p.m. per Zoning Code Section 18.16.040(b). All clean up or set up activities shall be conducted within these approved business hours.
- 8. SIGNAGE. This approval does not include new signage or adjustments to existing signage.
- 9. INTENSIFICATION. Any intensification of use shall require an amendment to the Conditional Use Permit and any other entitlements as specified in the Palo Alto Municipal Code.
- 10. EXPIRATION. The project approval shall be valid for a period of one year from the original date of approval. In the event a building permit(s) is not secured for the project within the time limit specified above, the approval shall expire and be of no further force or effect.
- 11. GENERAL OPERATION. This conditional use permit allows indoor and outdoor sales and service of alcohol in conjunction with a restaurant use. The consumption of beer, wine and

- liquor shall be consistent with the established hours of operation and permitted functions of the restaurant. A full service menu selection shall be available during all operating hours.
- 12. ENTERTAINMENT. This permit does not allow any operations associated with a nightclubtype use and live entertainment shall not be permitted. There shall be no live entertainment, live music dancing or other amusement facilities or devises. An amendment to this use permit shall be required to permit these uses at the restaurant.
- 13. CODE COMPLIANCE. The current and proposed uses shall be comply with all applicable City codes, including Titles 9 (Public Peace, Moral and Safety) and 15 (Uniform Fire Code) of the Palo Alto Municipal Code and Titles 4 (Alcoholic Beverage Business regulations) and 19 (Public Safety) of the State of California Administrative Code.
- 14. AGREEMENT. The consumption of alcoholic beverages under this use permit shall be deemed an agreement on the part of the applicant, their heirs, successors, and assigns to comply with all terms and conditions of this Conditional Use Permit.
- 15. NUISANCES AND NOISE. The business shall be operated in a manner to protect any nearby residential properties from excessive noise, odors, lighting or other nuisances from any sources during the business hours. Noise levels emanating from the restaurant use shall not exceed the maximum level established in the PAMC Chapter 9.10.
- 16. REVOCATION OR MODIFCATION OF APPROVALS: The director may issue a notice of noncompliance for any failure to comply with any condition of this permit approval, or when a use conducted pursuant to a Conditional Use Permit is being conducted in a manner detrimental to the public health, safety and welfare.
- 17. INDEMNITY: To the extent permitted by law, the Applicant shall indemnify and hold harmless the City, its City Council, its officers, employees and agents (the "indemnified parties") from and against any claim, action, or proceeding brought by a third party against the indemnified parties and the applicant to attack, set aside or void, any permit or approval authorized hereby for the Project, including (without limitation) reimbursing the City for its actual attorneys' fees and costs incurred in defense of the litigation. The City may, in its sole discretion, elect to defend any such action with attorneys of its own choice.

PUBLIC WORKS

18. TABLES & CHAIRS: Restaurant tables and chairs may be placed on the sidewalk in the public right-of-way if the restaurant owner first applies to the Planning Division for architectural review and, upon approval, applies for and receives an encroachment permit from Public Works at the Development Center. To obtain an encroachment permit, a scaled site plan must be provided showing the proposed locations of the tables and chairs and any other existing obstructions on the sidewalk, such as street trees, signs, power poles, streetlights, newsracks, bike racks, benches, planters, pots, etc. An 8-ft wide pedestrian pathway clear of

all obstructions, including the tables and chairs, must be maintained along the frontage. The restaurant owner will be required to provide an insurance certificate and pay a one-time fee.

FIRE

19. FIRE SPRINKLER COVERAGE. Fire sprinkler protection is required under any covered outside seating areas.

Draft ACTION NO. 2017-

RECORD OF THE COUNCIL OF THE CITY OF PALO ALTO LAND USE ACTION FOR 260 CALIFORNIA AVENUE: CONDITIONAL USE PERMIT (16PLN-00289)

On XXXXXX, 20XX, the Council of the City of Palo Alto approved the Conditional Use Permit application for alcohol sales in conjunction with a restaurant in the CC(2)(R)(P) Zoning District, making the following findings, determination and declarations:

SECTION 1. Background. The City Council of the City of Palo Alto ("City Council") finds, determines, and declares as follows:

- A. A conditional use permit was tentatively approved with conditions by Planning staff on behalf of the Director of Planning and Community Environment on April 6, 2017.
- B. A timely request for a hearing was received on April 19, 2017 due to concerns regarding the outdoor dining area and parking associated with the proposed restaurant use.
- C. The Planning and Transportation Commission (Commission) reviewed and recommended approval of the Project on May 31, 2017. The Commission's recommendations are contained in CMR #XXXX and the associated attachments.

SECTION 2. Environmental Review. The proposed project has been determined to be Categorically Exempt per section 15301 of the California Environmental Quality Act (Existing Facilities).

SECTION 3. Conditional Use Permit Findings

Conditional Use Permit approval is based on the findings indicated under PAMC Section 18.76.010:

- 1. The proposed use, at the proposed location, will not be detrimental or injurious to property or improvements in the vicinity, and will not be detrimental to the public health, safety, general welfare, or convenience.
 - The sale of beer, wine, and liquor with a permitted eating and drinking service is a compatible use in the California Avenue area. The proposed ancillary alcohol service will be conducted within an existing building and in a dedicated outdoor seating area that will not be injurious to property or improvements in the vicinity or detrimental to the public health, safety, general welfare, or convenience.
- 2. The proposed use will be located and conducted in a manner in accord with the Palo Alto Comprehensive Plan and the purposes of the Zoning Ordinance.

The restaurant use, with the ancillary alcohol service, is compatible with the site's land use designation of Neighborhood Commercial and with its CC(2)(R)(P) zoning designation. Eating and drinking establishments will serve to enliven the mix of businesses along California Avenue and contribute to the area's economic vitality.

SECTION 6. Conditions of Approval.

Planning

- 1. CONFORMANCE WITH PLANS. Except as modified by these conditions of approval, development and operation shall conform to the approved plans entitled, "Protégé Restaurant, 260 California Avenue, Palo Alto, CA 94301", stamped as received by the City on April 5, 2017. The approved plans are on file with the Planning Department, 250 Hamilton Avenue, Palo Alto, CA, 94301.
- PARKING LIFTS. The project plans include the use of puzzle-style mechanical parking lifts to
 provide two (2) additional parking spaces in the on-site parking garage. The lifts shall provide
 independently-accessible spaces, and provide sufficient vertical clearance to accommodate a midsized sports utility vehicle. The property owner shall ensure that the lift system complies with
 Palo Alto Municipal Code Section 18.54.020(b)4.
- 3. USE AND OCCUPANCY PERMIT. A valid Use and Occupancy permit issued by the Building Department is required for the Protégé restaurant. The outdoor seating area for the restaurant shall be limited to 150 square feet of covered service area, including the glass awning and roof eave. Gross floor area in the basement garage shall be limited to 232 square feet. All other existing garage storage areas shall be converted to either dedicated bicycle parking areas or removed.
- 4. APPROVAL LETTER. This approval letter, including the Conditions of Approval, shall be printed on the plans submitted for building permit review, as applicable.
- **5.** RESTAURANT USE. This conditional use permit allows the sale of beer, wine, and liquor service, in conjunction with a restaurant use, to be located within an existing building and dedicated outdoor seating area. A full service food menu shall be provided during all business hours.
- 6. KITCHEN FACILITIES. Suitable kitchen facilities shall be maintained for the eating and drinking establishment.
- 7. HOURS. Alcohol services shall not be served beyond the hours of operation. The use is allowed to operate from 6:00 a.m. to 10:00 p.m. per Zoning Code Section 18.16.040(b). All clean up or set up activities shall be conducted within these approved business hours.
- 8. SIGNAGE. This approval does not include new signage or adjustments to existing signage.

- 9. INTENSIFICATION. Any intensification of use shall require an amendment to the Conditional Use Permit and any other entitlements as specified in the Palo Alto Municipal Code.
- 10. EXPIRATION. The project approval shall be valid for a period of one year from the original date of approval. In the event a building permit(s) is not secured for the project within the time limit specified above, the approval shall expire and be of no further force or effect.
- 11. GENERAL OPERATION. This conditional use permit allows indoor and outdoor sales and service of alcohol in conjunction with a restaurant use. The consumption of beer, wine and liquor shall be consistent with the established hours of operation and permitted functions of the restaurant. A full service menu selection shall be available during all operating hours.
- 12. ENTERTAINMENT. This permit does not allow any operations associated with a nightclub-type use and live entertainment shall not be permitted. There shall be no live entertainment, live music dancing or other amusement facilities or devises. An amendment to this use permit shall be required to permit these uses at the restaurant.
- 13. CODE COMPLIANCE. The current and proposed uses shall be comply with all applicable City codes, including Titles 9 (Public Peace, Moral and Safety) and 15 (Uniform Fire Code) of the Palo Alto Municipal Code and Titles 4 (Alcoholic Beverage Business regulations) and 19 (Public Safety) of the State of California Administrative Code.
- 14. AGREEMENT. The consumption of alcoholic beverages under this use permit shall be deemed an agreement on the part of the applicant, their heirs, successors, and assigns to comply with all terms and conditions of this Conditional Use Permit.
- 15. NUISANCES AND NOISE. The business shall be operated in a manner to protect any nearby residential properties from excessive noise, odors, lighting or other nuisances from any sources during the business hours. Noise levels emanating from the restaurant use shall not exceed the maximum level established in the PAMC Chapter 9.10.
- 16. REVOCATION OR MODIFICATION OF APPROVALS: The director may issue a notice of noncompliance for any failure to comply with any condition of this permit approval, or when a use conducted pursuant to a Conditional Use Permit is being conducted in a manner detrimental to the public health, safety and welfare.
- 17. PLANNING FINAL INSPECTION. A Planning Division Final inspection will be required to determine substantial compliance with the approved plans prior to the scheduling of a Building Division final inspection. Contact your Project Planner, Graham Owen, to schedule this inspection. Additionally, access to the below-grade parking garage shall be provided in

perpetuity upon request by City Staff for the purpose of monitoring compliance with Conditions #2 and #3.

18. INDEMNITY: To the extent permitted by law, the Applicant shall indemnify and hold harmless the City, its City Council, its officers, employees and agents (the "indemnified parties") from and against any claim, action, or proceeding brought by a third party against the indemnified parties and the applicant to attack, set aside or void, any permit or approval authorized hereby for the Project, including (without limitation) reimbursing the City for its actual attorneys' fees and costs incurred in defense of the litigation. The City may, in its sole discretion, elect to defend any such action with attorneys of its own choice.

PUBLIC WORKS

19. TABLES, CHAIRS, AND PLANTERS: Restaurant tables, chairs, and planters may be placed on the sidewalk in the public right-of-way if the restaurant owner first applies to the Planning Division for architectural review and, upon approval, applies for and receives an encroachment permit from Public Works at the Development Center. An 8-ft wide pedestrian pathway clear of all obstructions, including the tables, chairs, and planters, must be maintained along the frontage.

FIRE

20. FIRE SPRINKLER COVERAGE. Fire sprinkler protection is required under any covered outside seating areas.

<u>SECTION 7</u>. <u>Term of Approval</u>.

Conditional Use Permit Approval. In the event actual construction of the project is not commenced within twelve months of the date of council approval, the approval shall expire and be of no further force or effect, pursuant to Palo Alto Municipal Code Section 18.77.090

PASSED:	
AYES:	
NOES:	
ABSENT:	
ABSTENTIONS:	
ATTEST:	APPROVED:

City Clerk	Director of Planning and Community Environment
APPROVED AS TO FORM:	
Senior Asst. City Attorney	

ATTACHMENT D ZONING COMPARISON TABLE

260 California Avenue, 16PLN-00289

Table 1: COMPARISON WITH CHAPTER 18.16 (CC(2) DISTRICT) Exclusively Non-residential Development Standards

Regulation	Required	Existing	Proposed
Minimum Site Area, width and depth	No Requirement	13,509 sf	No change
Minimum Front Yard	0-10 feet to create an 8-12 foot effective sidewalk width (1), (2), (8)	0 feet	No change
Rear Yard	No Requirement	0 feet	No change
Interior Side Yard (right)	No Requirement	0 feet	No change
Street Side Yard (left)	No Requirement	0 feet	No change
Min. yard for lot lines abutting or opposite residential districts or residential PC districts	10 feet ⁽²⁾	Not applicable	Not applicable
Build-to-lines	50% of frontage built to setback	77%	No change
Max. Site Coverage	No Requirement	Unknown	Unknown
Max. Building Height	37 feet ⁽⁴⁾	37 feet	No change
Max. Floor Area Ratio (FAR)	2.0:1 (27,018 sf)	27,343 sf	27,013 sf with revised Conditions of Approval
Daylight Plane for lot lines abutting one or more residential zone districts other than an RM-40 or PC Zone	None ⁽⁶⁾	Not applicable	Not applicable

⁽¹⁾ No parking or loading space, whether required or optional, shall be located in the first 10 feet adjoining the street property line of any required yard.

- (6) The initial height and slope shall be identical to those of the most restrictive residential zone abutting the site line in question.
- (7) 25 foot driveway access permitted regardless of frontage, build-to requirement does not apply to CC district.
- (8) A 12 foot sidewalk width is required along El Camino Real frontage

⁽²⁾ Any minimum front, street side, or interior yard shall be planted and maintained as a landscaped screen excluding areas required for access to the site. A solid wall or fence between 5 and 8 feet in height shall be constructed along any common interior lot line..

⁽⁴⁾ As measured to the peak of the roof or the top of a parapet; penthouses and equipment enclosures may exceed this height limit by a maximum of five feet, but shall be limited to an area equal to no more than ten percent of the site area and shall not intrude into the daylight plane.

Table 2: CONFORMANCE WITH CHAPTER 18.52 (Off-Street Parking and Loading) for Office and Restaurant Uses

Туре	Required	Existing	Proposed
Vehicle Parking	1 space per 310 sf for	41 spaces on site, 56	99 spaces
	office: 75 spaces	spaces in Assessment	
	1 space per 155 sf for	District, Total of 97	
	restaurant: 25 spaces	spaces	
	Total: 99 spaces		
Bicycle Parking	1 per 3,100 sf for office	10 spaces (6 long term,	Additional bicycle
	(40% long term and	4 short term)	areas to be provided
	60% short term): 7		per Revised Conditions
	spaces		of Approval
	1 per 1,500 sf for		
	restaurant (no class		
	requirement): 3 spaces		
	Total: 10 spaces		
Loading Space	1 space for 10-99,999	1 space	No change
	sf for office		
	0 loading spaces for 0 -		
	4,999 sf of restaurant		

I would like to request a hearing for the Conditional Use Permit referenced in the April 6, 2017 letter from Graham Owen for 260 California Avenue, Palo Alto, CA.

The covered outdoor customer seating area in the plans appears to be floor area, per §18.04.030(a)(65)(A)(vii), which says that Gross Floor Area includes, "Permanently roofed, but either partially enclosed or unenclosed, building features used for sales, service, display, storage or similar use." Adding 150 sq. ft. of such floor area exceeds the building's limit of 2.0 FAR.

Furthermore, the 150 sq. ft. size of the outdoor area appears to be understated. If you consider all three permanent coverings (2nd floor overhang, glass panels, and top roof piece) that extend over the proposed outdoor seating area and include the outdoor entrance area that will be used by restaurant staff serving outdoor customers, the covered square footage is approximately 344 sq. ft. Thus the building is further over its legal FAR and also underparked by one space, even after the addition of the lifts.

Please note that this is not an objection to the restaurant nor to outdoor seating. Rather, the intent is to ensure the plans comply with the city's FAR and parking laws. The California Avenue area already has a critical shortage of parking and we should not make it worse for other businesses that are properly parked.

Respectfully,

Jeff Levinsky

1682 Hamilton Ave.

Palo Alto, CA 94303

650 328-1954

jeff @levinsky.org

Received

APR 1 9 2017

Department of Planning & Community Environment From: Owen, Graham

To: "Jeff Levinsky"; "Paul Machado"; "Neilson Buchanan"

Subject: 260 Cal Ave - Meeting Followup

Date: Thursday, May 11, 2017 12:54:00 PM

Attachments: <u>image001.png</u>

260 California Avenue - ARB Approved Plans.pdf DRAFT REVISED CONDITIONS OF APPROVAL.docx

Hi Jeff, Paul, and Nielsen,

I've looked into the questions that were outstanding from our meeting last week, and have the following responses. I hope I've addressed everything, but if anything remains please let me know.

Bicycle Parking: I've reviewed the project with the Transportation Division, and the section of the code that you've referenced (18.54.060) contains standards for bicycle parking that is a component of a new building, addition, or change in use requiring the provision of additional bicycle parking spaces per Section 18.52.060. The project would dedicate these areas for bicycle parking in excess of the minimum required number of bicycle spaces, and therefore this section does not apply. As we discussed in the meeting, another option would be to remove the existing chain link fences entirely. From the City's perspective, it would be preferable for the project to dedicate these areas for bicycle parking in order to encourage cycling for the office and restaurant employees, rather than revert these areas to interstitial garage space which would be exempt but, due to the design of the garage, would serve no function. The applicant has indicated their willingness to do either, and I've amended the conditions of approval to allow for either scenario.

Code Enforcement: As a condition of approval, the City will reserve the right to inspect the garage areas for conformance with the bicycle parking conversion requirement and the lift operation. This condition has been added in the attached draft (Condition #17).

Parking Assessment Spaces: The original development was credited with 56 parking spaces in the assessment district (see attached ARB plans). This number is associated with the most recent assessment of the site prior to the redevelopment, and is shown in the approval for the building. With the expiration of the assessment district the City considers the site to remain credited for these 56 spaces, and the intensification of the use from retail to restaurant requires additional parking for the delta.

Planters: The planters are permitted to encroach into the sidewalk, and this allowance has been added to the Public Works condition of approval requiring an encroachment permit. As I had assumed in our meeting, Public Works will indeed require that the planters be rolled indoors at the end of each evening.

Seating area: The area in front of and to the immediate left of the front door is not considered a service area as there is no proposed seating. As you referenced in the meeting, Section 12.12.020 of the Municipal Code permits encroachments for the eating areas of eating and drinking establishment uses. Public Works handles encroachment permits and has their own language to describe the areas that are permitted encroachments, and they are not equivalent to the covered service areas that Planning defines for the purpose of determining the Gross Floor Area of the site.

Regardless, the draft revised conditions of approval include a provision to explicitly allow no more than 150 square feet of covered outdoor service area, which will be clarified on the building permit plans to include the areas under both the glass cover and the red roof eave at the top of the building.

I have included a second draft revision to the Conditions of Approval here for your review, which captures the added condition for garage and lift inspections, and affirms that planters are permitted encroachments. If you wish to withdraw the hearing requests please let me know and we will issue the revised approval letter accordingly.

Best, Graham



Graham Owen | Associate Planner | P&CE Department 250 Hamilton Avenue | Palo Alto, CA 94301 D: 650.329.2552 | E: graham.owen@cityofpaloalto.org

Please think of the environment before printing this email – Thank you!

From: <u>Jeff Levinsky</u>
To: <u>Owen, Graham</u>

 Cc:
 Neilson Buchanan; Paul Machado

 Subject:
 Re: 260 California Avenue Status Request

 Date:
 Wednesday, May 03, 2017 7:58:51 AM

 Attachments:
 1998-1999 92-13 Assessment Roll.pdf

Hi Graham:

Thanks again for meeting with us yesterday.

As you requested, please find attached a city record for the California Avenue Assessment District. There's an entry for 260 Cal Ave on the top of PDF page 6 (document page 3). It shows that the property was required to have 62 spaces in 1968 but was providing 54 (via an adjacent lot, per our research), and so only had to pay for 8 spaces.

In 1986, it was providing just 5 spaces and thus needed to pay for 57 spaces. It then adjusted a bit again in 1987 (more intense use?) and again in 1995. The final numbers of needing 62 and having just 6 equals the 56 spaces you are crediting the building with.

There's also an entry at the bottom of the prior page for the vacant lot -- which didn't have to provide any parking.

If you skim through the report, you'll see many other such examples of buildings whose contribution to the assessment district varied over the years.

Since the City credits 260 Cal Ave with 56 spaces when for many years it paid for fewer spaces, my question is where is the policy that governs how many spaces to credit it with? Would a building that paid for many spaces in most years but just a few in the final year only get credit for the few? That doesn't seem fair. So I was hoping to find our City has a written policy that addresses all this.

For the Downtown Assessment District, the Municipal Code actually dictates what report to use to determine how many spaces to credit a building with. That rule had a problem that we protested and staff and the Council fixed a few years ago. There's nothing in the Code though for Cal Ave.

Thanks,

Jeff

From: Owen, Graham
To: "Jeff Levinsky"

Subject: RE: 260 California Avenue Status Request Date: Monday, May 01, 2017 3:59:00 PM

Attachments: <u>image001.png</u>

Hi Jeff.

That's fine, I'll see you tomorrow at noon. Our conference room is on the 5th floor of City Hall, so just check in with our receptionist Phyllis Davis when you arrive.

Best,

Graham

From: Jeff Levinsky [mailto:jeff@levinsky.org] Sent: Monday, May 01, 2017 2:55 PM

To: Owen, Graham

Subject: Re: 260 California Avenue Status Request

Hi Graham:

No -- let's go ahead and meet at noon tomorrow. It's certainly not necessary from our perspective that the applicant be present. We would really like to discuss the issues with you and I'd hope you could convey to the applicant anything relevant that arises.

Thanks very much,

Jeff

---- Original Message -----

From: Owen, Graham
To: Jeff Levinsky

Sent: Monday, May 1, 2017 2:50 PM

Subject: RE: 260 California Avenue Status Request

Hi Jeff,

Thanks. I've checked with the applicant and they can make a meeting on Wednesday or Thursday afternoon. I'm looking at the meeting room schedules and 4pm or 5pm on Wednesday or Thursday could work. Would either day/time work for you and the others with PAN?

Best, Graham

From: Jeff Levinsky [mailto:jeff@levinsky.org]
Sent: Monday, May 01, 2017 9:26 AM

To: Owen, Graham

Subject: Re: 260 California Avenue Status Request

Hi Graham:

That sounds fine. Tomorrow at noon sounds best -- I checked and I think one or more other PAN people involved in the hearings request can be there then as well.

Jeff

---- Original Message -----

From: Owen, Graham
To: Jeff Levinsky

Sent: Monday, May 1, 2017 9:17 AM

Subject: RE: 260 California Avenue Status Request

Hi Jeff.

I'm happy to meet, it might make sense for the applicant to be there as well so everyone can be on the same page. Are there any times that work best for you? I could do tomorrow at 12pm or 4pm, Wednesday at 9am or 12pm, or Thursday at 12pm or 4pm.

Thanks, Graham

From: Jeff Levinsky [mailto:jeff@levinsky.org]

Sent: Friday, April 28, 2017 11:10 AM

To: Owen, Graham

Subject: Re: 260 California Avenue Status Request

Hi Graham:

Thanks for the note. I do have a bunch of questions and remaining concerns. The draft revised conditions don't seem adequate and others neighborhood leaders involved with this agree. Would it be possible to meet with you next week to review the plans and issues in more detail? If so, please let me know what times might be possible. And I may try to bring along another person as well.

Thanks again,

Jeff

---- Original Message -----

From: Owen, Graham
To: Jeff Levinsky

Sent: Thursday, April 27, 2017 2:42 PM

Subject: RE: 260 California Avenue Status Request

Hi Jeff

Just following up to see if you had any questions and if the draft revised conditions are satisfactory.

Thanks, Graham

From: Owen, Graham

Sent: Tuesday, April 25, 2017 2:31 PM

To: 'Jeff Levinsky'

Subject: RE: 260 California Avenue Status Request

Hi Jeff,

Please see my responses to your questions below in red and the attached parking/FAR calculation sheet for reference. Let me know if you have any questions regarding this. If you would like to withdraw the appeal we will issue revised conditions of approval for the project to reflect the changes below. I have included a draft of the revised conditions here for your reference, with the changes in bold to conditions #2 and #3.

Best.

Graham

From: Jeff Levinsky [mailto:jeff@levinsky.org] Sent: Thursday, April 13, 2017 8:43 PM

To: Owen, Graham; Neilson Buchanan; Paul Machado; Rebecca Sanders

Subject: Re: 260 California Avenue Status Request

Hi Graham:

Thanks very much for sending us the materials and offering to answer questions. I do have a few questions:

1. Item 2 in the conditions of approval does not state that the puzzle lifts must remain in proper working condition. Furthermore, there is no provision for what happens if they are not working. Will the restaurant cease operating

until the lifts are repaired?

If need be there is a code enforcement process for bringing an applicant into compliance. If it is determined that the lift is not functioning we would inform the applicant of the violation of the required parking, and provide a timeframe for bringing the lift system back on line. To ensure compliance, we will clarify in Condition #2 that the lifts must be maintained in proper working condition.

- 2. The lifts are to be located in the publicly-accessible rear parking area. Is the intent that the customers of the restaurant will park in the puzzle lift system? Your letter says the lifts will be, "independently-accessible spaces that can be used by the building tenants or restaurant customers" The city in general has frowned on retail usage of puzzle lifts. Furthermore, the ground floor parking area is currently only for the office tenants.
- I've spoken with the applicant on this to get further clarity on the use of the proposed lift system, and it makes the most sense for it to be used by the building employees rather than customers.
- 3. Condition 7 on page 3 of the conditions of approval seems to limits all restaurant activities, not just alcohol service, to operating from 6 am to 10 pm. Is that the intent?

 Yes, these are the permitted hours of operation for the restaurant proper, although the applicant has indicated that they would open at lunch (11:30am 2:30pm) and dinner (5:30pm 10:00am) only. If the restaurant wishes to extend these permitted hours to allow late night operations, they would need to amend the CUP through a new planning application.
- 4. Has the city recently denied any conditional use permit requests for restaurant alcohol use? If so, on what grounds did the city deny the permits?
- I don't believe that we have denied any alcohol-relate CUPs in the past few years, but we actually don't get that many alcohol applications to begin with. We certainly look at the specific circumstances of each proposed site and use when evaluating the applications, and request changes to proposals to ensure that the findings can be met.
- 5. The plans and parking analysis state that there will be 150 square feet of restaurant out in front. Municipal Code §18.04.030(a)(65)(A)(vii) says that Gross Floor Area includes, "Permanently roofed, but either partially enclosed or unenclosed, building features used for sales, service, display, storage or similar use." The 150 square feet appear to be under the overhang of the second floor, which extends for over 5 feet, and having customer seating there definitely seems to be sales and service activities. So that 150 square feet seems to qualify as Gross Floor Area. Doesn't that extra 150 square feet of Gross Floor Area then put the building over its 2.0 FAR limit?

I've looked into this and you are correct, the outdoor seating area counts towards GFA. I had incorrectly considered this area as counting towards parking but not towards GFA. This 150 SF of outdoor seating is offset by 172 SF of area in the trash/recycling room on the first floor, which was included in the GFA for the building's original entitlement but should have been excluded. However, there are currently caged-off areas in the garage which are used for storage, and as these areas are not used for parking they also count towards GFA. The original entitlement plans for the building showed these storage areas, and it had been our interpretation at that time that such areas were considered accessory to parking and therefore excluded from GFA. We no longer interpret the code in this fashion, and as a result, most of these storage areas will need to be converted to an excluded function in order to fit under the 2.0:1 FAR. I will issue a revised approval letter with the attached draft conditions to ensure that these storage areas may only be used for bicycle parking, which the applicant has agreed to and is exempt from GFA. The applicant had previously proposed to use 430 SF of basement storage area, which had been counted towards their GFA and parking, and this area will be reduced to 232 SF through the revised conditions of approval. As a result of this smaller

storage area for the restaurant, the total number of required additional spaces would drop from 4 to 2.

- 6. Furthermore, the 150 square foot number appears to understate the actual covered area being added in front of the restaurant in both depth and width:
 - o **Depth**: In addition to the overhang, there are permanent overhead glass plates above the area and a red outrigger on the top of the building. The latter appears to extend out for about 3 feet beyond the second floor overhang, so much of the outdoor seating area will be under it.
 - o **Width**: The plans show the 150 square feet excluding an area in front of the restaurant entrance. But that area will be traversed by restaurant staff serving customers sitting outside. Hence, it is part of the service area of the restaurant and thus constitutes gross floor area as well. That widens the outdoor area to about 43 feet.

Using the revised numbers, the covered outdoor area is then roughly 344 square feet of Gross Floor Area. Doesn't that put the building even further over its 2.0 FAR limit?

The 150 SF of covered service area does need to be parked. See Section AB in sheet A300 of the project plans for clarity on the extent of the outdoor seating area. The area to the left of the seating area is indeed covered but isn't part of the service area, so there is no need to provide parking for these areas. Tables and chairs are not proposed in the area in front of the door and would not be considered service area. To ensure that there is no confusion on this, the conditions of approval will be revised to specifically allow no more than 150 SF of outdoor seating.

7. Gross Floor Area for restaurant use needs to be parked. Based on the prior point, the plans should show approximately 344 rather than 150 square feet of outdoor area in the parking calculation. Doesn't that mean the building needs another parking space and the current proposal leaves it underparked?

See above

8. Does the city have a formal written policy as to how to treat parking requirements for new and rebuilt square footage in the California Avenue Assessment District? I could not find any such policy.

Please see section 18.52.060 of the Municipal Code for more information on parking requirements in the Cal Ave Assessment District.

- 9. Because the Director's decision entails both a Conditional Use Permit and an Architectural Review, should I request a hearing for each of them if I wish to protest the above issues? Any guidance would be appreciated. For example, do all the parking and FAR issues fall under the Architectural Review?
- 10. Does the city have any official forms I should use to request the hearing(s)? Thank you again,

Jeff Levinsky

1682 Hamilton Ave.

Palo Alto, CA 94303

650 328-1954

---- Original Message -----

From: Owen, Graham

To: Jeff Levinsky; Neilson Buchanan; Paul Machado; Rebecca Sanders

Sent: Thursday, April 6, 2017 6:00 PM

Subject: RE: 260 California Avenue Status Request

Mr. Levinsky,

I wanted to update you on the application for the Protégé Restaurant at 260 California Avenue. The applicant has proposed to add the four parking spaces required to covert the existing retail space to a restaurant in their garage through the use of "puzzle"-style mechanical parking lifts. The lift system specifications are included in the revised plan set

(page 9), and allow for independently-accessible spaces that can be used by the building tenants or restaurant customers. Given this change to the plans we have tentatively approved the CUP/ARB application, and I have attached the approval letter, conditions, and revised project plans in this email for your reference. If you have any questions let me know. Thanks.

Graham



Graham Owen | Associate Planner | P&CE Department 250 Hamilton Avenue | Palo Alto, CA 94301 D: 650.329.2552 | E: graham.owen@cityofpaloalto.org

Please think of the environment before printing this email – Thank you!

From: Owen, Graham

Sent: Monday, December 12, 2016 4:40 PM

To: 'Jeff Levinsky'; Neilson Buchanan; Paul Machado; Rebecca Sanders

Subject: RE: 260 California Avenue Status Request

Mr. Levinsky,

I have received your messages and will respond to your query once I have finished reviewing the project.

Thank you, Graham



Graham Owen | Associate Planner | P&CE Department 250 Hamilton Avenue | Palo Alto, CA 94301

D: 650.329.2552 | E: graham.owen@cityofpaloalto.org

Please think of the environment before printing this email – Thank you!

From: Jeff Levinsky [mailto:jeff@levinsky.org]
Sent: Friday, December 09, 2016 3:03 PM

To: Hernandez, Victoria; Neilson Buchanan; Paul Machado; Rebecca Sanders; Owen, Graham

Subject: Re: 260 California Avenue Status Request

Hi Everyone:

It's been two days and we haven't heard back from Graham, so I left a voice message for him as well just now.

Jeff

650 328-1954

---- Original Message -----

From: Hernandez, Victoria

To: Jeff Levinsky

Cc: Neilson Buchanan; Paul Machado; Rebecca Sanders; Owen, Graham

Sent: Wednesday, December 7, 2016 4:37 PM **Subject:** RE: 260 California Avenue Status Request

Dear Jeff,

I am writing to let you know that the application for 260 California Avenue has been reassigned to a different Planner, Graham Owen. I have included Graham's contact information below and have copied him in this e-mail. Please direct any questions or concerns you may have to Graham.

Graham Owen | Associate Planner | P&CE Department

250 Hamilton Avenue | Palo Alto, CA 94301

D: 650.329.2552 | E: graham.owen@cityofpaloalto.org

Thank you,

Victoria Hernandez | Associate Planner | P&CE Department 250 Hamilton Avenue | Palo Alto, CA 94301

T: 650.329.2662 | E: victoria.hernandez@cityofpaloalto.org

From: Jeff Levinsky [mailto:jeff@levinsky.org]
Sent: Tuesday, November 29, 2016 5:24 PM

To: Hernandez, Victoria

Cc: Neilson Buchanan; Paul Machado; Rebecca Sanders

Subject: 260 California Avenue Status Request

Dear Ms. Hernandez:

I'm writing to you on behalf of the PAN (Palo Alto Neighborhoods) Zoning Committee, which looks at zoning issues and violations on behalf of Palo Alto residents.

We'd like to know the status and city's position on the use of the ground floor of 260 California Avenue as a restaurant. We are aware that a restaurant application has been filed with the city. However, restaurant use of the retail space on the building's ground floor in addition to the building's other office use appears to require more parking than the building has provided onsite and via payment into the assessment district. Hence, we don't understand why the restaurant application is proceeding at all. Can you explain?

Furthermore, we see that an Architectural Review of outdoor seating has been requested. Can you tell us if that will be before some or all of the Architectural Review Board? And when is that review scheduled for? As you likely know, the California Avenue area already has an extreme parking shortage, leading to complaints from both existing merchants and nearby residents. Therefore, any new use on California Avenue that fails to comply with legal parking requirements is of grave concern.

We look forward to your reply.

Thanking you in advance,

Jeff Levinsky

Chair, PAN Zoning Committee

Project Plans

Hardcopies of project plans are provided to PTC Members. These plans are available to the public online and by visiting the Planning and Community Environmental Department on the 5th floor of City Hall at 250 Hamilton Avenue.

Directions to review Project plans online:

- 1. Go to: https://paloalto.buildingeye.com/planning
- 2. Search for "260 California Avenue" and open record by clicking on the green dot
- 3. Review the record details and open the "more details" option
- 4. Use the "Records Info" drop down menu and select "Attachments"
- 5. Open the attachment named "260 Cal, updated restaurant plans, 4.5.17".