City of Palo Alto (ID # 7452)

City Council Staff Report

Report Type: Action Items **Meeting Date: 1/30/2017**

Summary Title: Comp Plan Update - Land Use and Transportation Elements

Title: Comprehensive Plan Update: City Council Review & Direction Regarding the Draft Land Use & Community Design Element and the Revised Draft Transportation Element

From: City Manager

Lead Department: Planning and Community Environment

Recommendation

Staff recommends that the City Council review the November 28, 2016 Draft Land Use & Community Design Element in Attachment A and the January 30, 2017 Draft Transportation Element in Attachment B, and provide the following direction to staff in order to facilitate preparation of a final draft of the Comprehensive Plan Update:

(*Note: These policy questions are generally organized by page number in the tracked changes version of each draft element. Those potentially affecting Stanford University interests are listed in subsection A, B, C, and D so they can be segregated and decided first if necessary due to a potential conflict of interest. If consultations with the state conflicts agency, which are pending at the time of publication of this report, result in an opinion that a conflict exists, staff will provide additional information explaining the requirements for segmentation and options to address the policy issues in a segmented manner.*)

A. **Cumulative Cap** (pp. L-33 through 34). Please select one or more of the following policies to carry forward into the final draft:

1. Policy L-1.9 and associated programs would eliminate the cumulative cap found in existing policy L-8 and focus on monitoring and controlling the impacts of development.
2. Policy L-1.10 would maintain a cumulative cap of 1.7 Million square feet, which is the square footage remaining under the existing cap, focus the cap on office/R&D uses and apply it citywide rather than only in "monitored areas." It would also exempt medical office uses in the SUMC area (the current cap does not apply to this geographic area), and require annual monitoring to assess the effectiveness of

development requirements and determine whether the cap and the development requirements should be adjusted.

3. Policy L-1.11 and the associated program are similar to Policy-L1.10, but would also apply a cap (the amount to be determined later) to hotel uses.
4. Policy L-1.12 addresses additional exemptions to the cap and could be combined with either Policy L-1.10 or Policy L-1.11 to exempt medical, governmental and institutional uses (which are yet to be defined) from the cumulative cap.

B. **Annual Limit** (Page L-35). Please select one or more of the following policies to carry forward into the final draft:

1. Policy L-1.13 would eliminate the annual limit of 50,000 square feet of office/R&D established via interim ordinance in the fall of 2015.
2. Policy L-1.14 would perpetuate the interim annual limit of 50,000 square feet of office/R&D and expand it to apply citywide, except that an additional (unspecified) square footage allocation would be provided for the Stanford Research Park, and that allocation could be carried forward to future years if unused. SUMC would be exempt from the annual limit. This exemption could be clarified to apply only to approved uses only if desired.
3. Policy L-1.15 is the same as Policy L-1.14 except the Stanford Research Park would be exempted "if a cap on peak period trips is established and enforced."
4. Policy L-1.16 could be combined with either Policy L-1.14 or Policy L-1.15 to perpetuate exemptions in the interim office limit that apply to public facilities, offices less than 5,000 square feet, and medical offices less than 2,000 square feet.

(Note: Stanford University has submitted an alternative to Policy L-1.14 and L-1.15 which would perpetuate the 50,000 square foot annual limit on office/R&D citywide, minus development at SUMC, and would provide another 50,000 square feet annual limit in the Stanford Research Park unless the City and Stanford agree on performance standards related to addressing auto trips. Under their proposal, unused annual allocations could be carried forward to future years indefinitely.)

C. **Housing Sites** (pp. L-31, L-52 and L-58). Please indicate one or more of the following options if you would like to modify sites for multifamily housing in the final draft:

1. Pursue multifamily housing at the Stanford Shopping Center, provided adequate parking is maintained, as alluded to in Policy L-4.7 (the language could be strengthened)
2. Pursue multifamily housing in the Stanford Research Park, particularly along the El Camino Real frontage as alluded to in Program L5.4.1 (the language could be strengthened)

3. Include a new program to eliminate housing sites along San Antonio Road and increase residential densities in Downtown and the California Avenue Area to replace potential units on the sites eliminated
4. Reinstate the language in previous Policy L-33 (now Policy L-4.12 and Program L1.12.3) about housing potential in the Town & Country area.
5. Include a new program to pursue multifamily housing near SUMC and/or in the western part of the Stanford Research Park.

D. **Building Heights** (pp. L-60 through 61). Please select one of the following options to carry forward into the final draft:

1. Policy L-6.7 would maintain the current 50 foot height limit.
2. Policy L-6.8 would retain the current 50 foot height limit but allow heights up to 55 (or potentially) 60 feet for retail and residential mixed-use projects to allow increased floor-to-ceiling heights.
3. Policy L-6.9 would allow building heights up to 65 feet to facilitate a mix of multifamily housing in areas served by transit, services, and retail.
4. Policy L-6.10 would allow (unspecified) building heights over 50 feet to facilitate a mix of multifamily housing in areas served by transit, services, and retail.

(*Note: On November 28, 2016, individual councilmembers suggested that the Comprehensive Plan remain silent on the height limit, that the height limit be expressed in terms of the number of stories, that height increases be subject to a vote of the people, and that current height exceptions allowed by the code be reevaluated*.)

E. **Downtown Cap** (pp. L-36 through 37). Please select one of the following programs to carry forward into the final draft:

1. Program L1.16.1 would eliminate the downtown cap found in existing program L-8 and focus on monitoring development and parking demand.
2. Program L1.16.2 would retain a downtown cap of about 45,000 square feet, which is the square footage remaining under the existing cap, and focus the cap on office/R&D uses.
3. Program L1.16.3 would be the same as Program L1.16.2 except that it would exempt offices that are less than 5,000 square feet.
4. Program L1.16.4 would retain a downtown cap of about 45,000 square feet for office/R&D similar to Program L1.16.2, and would also cap new hotel development at 50,000 square feet.

F. **Development Requirements and Community Indicators** (pp. L-37 through 43). Please select one of the following options:

1. The first option would articulate the purposes and topics for development requirements in the Comp Plan, but develop details later via an implementation program;
2. The second option would provide detail and specificity regarding development requirements in the Comp Plan as shown in Table L-1; and
3. The third option would not address development requirements in the Comp Plan.

(*Note: all three options relate to the development requirements, which would apply to new development. Under all three options, separate community indicators would be developed to monitor and evaluate the livability of the community over time. These community indicators would be used to inform revisions to – or elimination of – growth caps as provided for in Policy L-1.18 and Program L.1.18.2*)

G. **Child Care** (Page L-25). Please select one of the child care options to carry forward into the final draft:

1. The first option includes child care in the list of "typical uses" in neighborhood commercial areas, and
2. the second excludes child care from this list.

H. **Land Use Element Content based on a Councilmember comments on November 28, 2016** (summarized in Attachment C). Please confirm your support for the following items that appear to have the potential for consensus:

1. Reduce the number of programs overall and use the implementation section of the plan to indicate the relative cost and priority of each.
2. Create new opportunities for retail/residential mixed use and pursue conversion of some non-retail commercial FAR to residential FAR as alluded to in Policy L-6.12 (this policy will be separated into two…), Program L1.16.5, and Program L1.12.3.
3. Include Policy L-2.3 about encouraging a mix of housing types and sizes designed for greater affordability and Policy 3.4 about encouraging a mix of smaller housing types.
4. Include Policy L-3.5 and associated programs L3.5.1 regarding ways to minimize displacement of existing residents.
5. Include policies and programs like Policy L-4.1, Program L3.2.1, and Program L6.12.4 about preserving ground floor retail space.
6. Maintain Policy L-3.3 and/or Policy L-3.6 (some repetition can be eliminated) and associated program L3.3.1 about preserving existing housing that is affordable, such as small cottage clusters.
7. Include program L1.16-5 (we will fix the numbering problem here) or L7.12.1 (some repetition can be eliminated) to revise or consider revising the TDR program downtown to create bonus residential rather than commercial square footage.

8. Include a program to explore reducing hotel FAR from 2.0 to 1.75 or 1.5 in areas outside of downtown.
9. Maintain Policy L-4.10 regarding enhancing the pedestrian environment along El Camino Real and Program L9.4.1 specific to sidewalk widths and building design.
10. Eliminate Program L4.2.1 regarding preparation of a coordinated area plan for South El Camino (pp. L-48 through 49).
11. Restore existing Policy L-6 language about preserving neighborhood character ("*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 at mid-block locations rather than along streets wherever possible*.") This is in lieu of the new language proposed in Policy L-6.11.

I. **Alignment of the Land Use & Transportation Elements and changes based on Councilmember comments on September 19, 2016**. Please consider the extent to which policies of the Land Use Element (with the policy choices selected above) and the Transportation Element are in alignment and identify any needed adjustments.

   Also, please confirm your support for the tracked changes in the Draft Transportation Element included as Attachment B or identify needed revisions. The tracked changes are based on Councilmember comments summarized in Attachment D and also include clarifying editorial changes and a list of capital improvements expected during the planning period.

Executive Summary

Within the draft Land Use & Community Design Element of the Comprehensive Plan Update in Attachment A, the Comprehensive Plan Update Citizens Advisory Committee identified a number of policy options requiring City Council guidance before a final draft of the element can be prepared. Tonight's Council meeting is intended to obtain the City Council's guidance on these policy options and staff is hoping the Council's initial focus will be on the options outlined in the Recommendation section above.

The City Council is also invited to review the balance of the draft Land Use & Community Design Element and the revised draft Transportation Element in Attachment B. The draft Transportation Element has been modified to reflect the City Council's input on September 19, 2016. Tracked changes identify changes since then, and the Council's September 19th comments are summarized in Attachment D. The draft Land Use element in Attachment A has not been modified since the Council's introductory discussion on November 28, 2016, however the Council's initial input is summarized in Attachment C.

Following the City Council's review of these draft elements and three others (Safety, Natural Environment, and Business & Economics), staff will be asking the City Council to refer a full

draft of the Comprehensive Plan Update to the Planning & Transportation Commission for a recommendation, facilitating the City Council's consideration and adoption of a final version in the fall. Separately, the City will shortly be circulating a supplement to the Draft Environmental Impact Report (EIR) prepared in early 2016, and staff will be seeking the Council's input on that supplement and their preferred scenario(s) prior to preparing a Final EIR. The final draft Comprehensive Plan will synthesize the Council selected policies and programs, the Council selected EIR scenarios (i.e. 1-6 or hybrid thereof), as well as descriptive and explanatory text, photographs, maps and tables. The Comprehensive Plan Update may not be adopted until the Council has certified the Final EIR. (See the Background section below for further a discussion of the relationship between policy options and EIR scenarios.)

Background & Discussion

As described in the staff reports for September 19, 2016 and November 28, 2016, which are available at the links below, the Draft Land Use and Transportation Elements are the products of many, many meetings and substantial efforts by the full Comp Plan CAC, subcommittees of the CAC, staff and consultants. They were based on a close reading of the exiting Comprehensive Plan and the changes recommended by the Planning & Transportation Commission in early 2014, as well as public input received throughout the planning process.

Prior staff reports are located here:
http://www.cityofpaloalto.org/civicax/filebank/documents/53793, and
http://www.cityofpaloalto.org/civicax/filebank/documents/54761.

The Comp Plan and these specific elements are requirements of State law, and the drafts provided here have been crafted to meet State requirements. They are also intended to express the community's collective vision for Palo Alto, and the various perspectives reflected in the policy options identified will have to be reconciled to the extent feasible. That is the focus of tonight's discussion and further information is provided below to assist with the Council's consideration of these policy options.

(Please note that the Council's direction this evening is just that – direction – and is not a final decision on the Comp Plan Update. The Council's direction will allow the staff and consultants to prepare a final draft review by the Planning & Transportation Commission and consideration for final edits/changes and adoption by the City Council later this year. The Council's direction will also start to inform its selection of a preferred EIR scenario.)

The Cumulative Cap on Non-Residential Development

As the Council is aware, the City's cumulative cap on non-residential development is expressed in the Current Comp Plan as Policy L-8 and currently applies to "monitored areas" of the City identified on Map L-6 in the current Comprehensive Plan. The SUMC area was specifically excluded from the "monitored areas" via a Comprehensive Plan amendment in 2011.

The original cap of approximately 3.2 Million square feet in "monitored areas" has been tracked over time, as has development in the non-monitored areas. A description of this was provided to inform the City Council's deliberations regarding the interim annual limit on office/R&D and can be found in Attachment B from March 2, 2015 at: https://www.cityofpaloalto.org/civicax/filebank/documents/45984.

As explained here, the original cap of approximately 3.2 Million square feet was measured from a baseline of 1989, and about 1.7 million square feet are remaining. The Comp Plan CAC recommended using the amount remaining and using the baseline of 2015 going forward if the cumulative cap is maintained. If the cap is maintained, they also recommended that it apply Citywide minus SUMC, and focus on uses that the City wishes to monitor (office/R&D or office/R&D plus hotel). A summary of the existing and proposed cumulative cap is provided below:

Table 1. Cumulative Cap: Existing and Options Proposed

	Existing	Options Proposed
Baseline	1989	2015
Square Footage	Approx. 3.2 Million	Approx. 1.7 Million
Uses Monitored	All Non-Residential Uses	Office/R&D only or Office/R&D plus Hotel
Exemptions	Non-monitored areas	SUMC area
Square Footage Used (as of 2015)	1.4 Million in Monitored Areas (about 1 Million in non-monitored areas)	N/A

Source: Palo Alto Planning & Community Environment, January 2017

The Interim Annual Limit

The City Council reviewed the cumulative cap in early 2015 and understood that it was an outward limit on development that did not control the pace of growth. In fact, monitoring data showed the pace of growth varied greatly from year to year, with an average of about 38,000 square feet per year between 1989 and 2007, and an average of about 100,000 square feet per year between 2008 and 2015.

As a result, the Council adopted an interim ordinance establishing a 50,000 square foot annual limit on the amount of office/R&D space that could be approved in a given fiscal year within a subset of the City's commercial districts (including downtown, the California Avenue Area, and much of the El Camino Corridor). This interim annual limit is set to expire in November 2017 and some of the policy options presented by the CAC would institute a permanent limit and expand it to include all of the City's commercial districts minus the SUMC area, or all of the City's commercial districts minus the SUMC area and the Stanford Research Park.

The City Council's direction on the policy options articulated by the CAC will start to define the Council's "preferred" EIR scenario, because the annual limit is likely to control the pace of development and therefore influence the pace of job growth over the planning period. Options

which extend the annual limit citywide will tend to align with EIR Scenarios 2, 5, and 6, which have the lowest job growth. Options which exempt the Stanford Research Park from the annual limit or provide a separate annual limit in the Research Park where unused square footage can roll forward will tend to align with EIR Scenario 3, which has job growth in the mid-range. And options with no annual limit will tend to align with Scenario 4, which has job growth at the high end of the range.

Housing Sites

The recommendation section above poses policy options regarding housing sites that are not explicit in the CAC's work product, but that are alluded to in some of the draft policies, and that are inherent in the planning scenarios being analyzed in the EIR that is currently being prepared. City Council direction on these policy options would be appreciated at this time if feasible, and would start to define the Council's "preferred" EIR scenario.

Eliminating housing sites on San Antonio and South El Camino in exchange for increased residential densities in the downtown and California Avenue area is included in EIR Scenarios 3 and 5. Eliminating housing sites on San Antonio and South El Camino in exchange for increased residential densities in the downtown and California Avenue area *and* adding new housing sites along the El Camino corridor is included in EIR Scenario 4. Preserving housing sites on San Antonio and South El Camino is included in EIR Scenarios 2 and 6. Adding new housing sites along the El Camino corridor *and* near SUMC and possibly in the western part of the Research Park is included in EIR Scenarios 6.

(*Please note that in addition to policy options related to housing sites, the draft Land Use Element includes policies and programs that would tend to increase housing production in the City, and these have been highlighted for the Council's consideration by including them on the list in Recommendation H, above*.)

Building Heights

The current Comprehensive Plan does not contain a specific building height limit (although it is mentioned in the text under Program L-3), and instead contains policies regarding the scale of development and transitions between residential and commercial areas. Building heights are currently regulated in the Municipal Code (zoning ordinance) and the maximum height allowed is 50 feet (not including some permitted exceptions for mechanical space etc.).

Some of the policy options suggested by the CAC would insert an explicit height limit in the Comprehensive Plan and some would allow flexibility for design (to increase floor-to-ceiling heights for retail and residential mixed use) and for desired uses like multifamily housing.

Allowing for increased floor-to-ceiling heights would reflect contemporary design and practice, as shown in the diagram below.

Source: David Baker, FAIA. "*Why Can't New Buildings be As Nice As Old Buildings? It's the Ceiling Heights for One Thing"* from a SPUR publication, May 2004.

Allowing for increased height for multifamily housing would provide a valuable incentive -- that could be subject to City Council approval -- for a desired use.

Downtown Cap

The current cap on non-residential development in downtown is found in existing Comp Plan Program L-8 and progress towards the cap is monitored annually. The most recent annual report can be found at the link below and demonstrates that there is very little "room" left under the cap (about 45,000 square feet), even though there is estimated to be about 53,400 to 146,000 square feet in zoned capacity left, taking into account constraints like historic buildings, the value of current improvements, parking requirements, etc.[1]

Link to the April 2016 downtown cap report:
http://www.cityofpaloalto.org/civicax/filebank/documents/51729

Some of the policy options presented by the CAC would carry forward the remaining square footage under the downtown cap and use 2015 as the baseline going forward. These options would also modify the cap to apply to office/R&D square footage only (or office/R&D plus hotel), and would potentially include some exemptions for small offices. Other policy options

[1] Dyett & Bhatia and EPS, *Downtown Cap Evaluation*, prepared for the City of Palo Alto, November 2014.

would continue to monitor but not "cap" non-residential development downtown, which might be a desirable approach if there is an annual limit on office/R&D development and available non-residential FAR downtown is converted to residential FAR as discussed in proposed Program L1.16.5.

Current Development Requirements & Community Indicators

The Municipal Code includes regulations that shape new development, and the City routinely imposes additional requirements by imposing conditions of approval and mitigation measures resulting from review under the California Environmental Quality Act (CEQA). One of the policy options proposed by the CAC (Policy L-17.1 option two) would make the list of existing and new development requirements explicit in the Comprehensive Plan (Table L-1). One option (option three) would omit development requirements from the Comp Plan because of some CAC members concern that these could be used to avoid more appropriate project-specific mitigation measures in the future. The compromise approach (in Policy L-17.1 option one) would articulate the purpose of development requirements and list some examples, but leave the definition of specific requirements to another day.

All of the policy options presented by the CAC embrace the concept of community indicators (Policy L-1.18), which are growing in popularity as an approach to illustrating the connectedness of planning issues and how they contribute to community livability. A good example of community indicators has developed by the Metropolitan Transportation Commission and can be seen at www.vitalsigns.mtc.ca.gov. Importantly, community indicators allow policy makers to assess how changes in behavior by all current and future residents and businesses and technological advancements are manifesting themselves in a community, and recognize that real change cannot be accomplished solely by imposing requirements on new development. These community indicators would also be used to periodically consider whether to modify or eliminate growth caps.

Changes to the Draft Transportation Element

The tracked changes version of the draft transportation element in Attachment B has been prepared to address City Council comments received in September 2016, as well as some corrections/additions necessary to reflect ongoing initiatives and capital projects. For example, as requested by Councilmembers, existing Comprehensive Plan Policy T-47 "Protect residential areas from the parking impacts of nearby business districts" has been reinstituted (Policy T-5.10), recognizing that it will still take a number of years to reduce spillover employee parking demand in the Downtown and Evergreen Park/Mayfield Residential Preferential Parking districts.

Policy revisions include the addition of some specificity to the TDM requirements in Program T1.1.2, which is where the "no net trips" idea is advanced, and strong support for the Palo Alto TMA in Policy T-1.2. (Note that we have not incorporated a reference to the TMA's explicit goal

for reducing single occupant vehicles since the TMA may change their goal over time. The Council may wish to weigh in on whether this is desired.)

Revisions to the Element's background information (page T-14 in Attachment B) also include an updated list of capital projects expected during the life of the plan, and this list should be reviewed carefully. The capital projects that are included here will help to determine which of the planning scenarios in the EIR the Council prefers.

There were a number of City Council comments requesting additional information. These are responded to below:

- Lane Splitting. AB 51, which was effective January 1, authorizes the CHP to adopt "educational guidelines" about "lane splitting." In general, the State Vehicle Code preempts cities ability to adopt traffic regulations in conflict with State law. However we do not know whether the State will adopt regulations that apply to local streets or just to highways.
- East Meadow. Staff has confirmed that roadway designations have not been proposed for change.

Also there were Council comments on policies that have not been incorporated, either because staff was unsure whether there was Council agreement, or it was not clear how the comment could/should be incorporated. These are described below:

- Revisions do not include a specific threshold of significance for intersection Level of Service, but the element does include a program to develop one. This approach recognizes that due to changes in State law, the City Council will be asked to adopt new significance thresholds for CEQA purposes by resolution in the next two years, and that same resolution could contain desired policy thresholds (Program T-2.3.1). This approach will allow for further deliberations regarding the potential impacts to City projects like the recent effort to address traffic on Middlefield North if changes are made to the intersection LOS threshold that Palo Alto has used for many years.

- Revisions also do not address the old underpass at El Camino Real near Page Mill Road because of concerns that the underpass is not safe or accessible to persons with disabilities.

- We also did not delete the policy (Policy T-6.2) reference to "vision zero," which is a goal more and more communities are embracing related to traffic safety. The ten year time frame to achieve this goal was deleted.

- Finally, the revisions attempt to streamline the text somewhat and have eliminated some programs, but do not reduce the size of the element as much as some Councilmembers might wish. As explained in the section on Next Steps, below, there will still be an opportunity to consider elimination or consolidation of programs once an Implementation section is assembled with programs from all of the elements of the Comp Plan.

Timeline/Next Steps

Completing the Comp Plan Update has been a priority of the City for many years now, and the current schedule anticipates adoption in 2017. To make this possible, City Council direction on the policy options included in the draft Land Use Element in Attachment A will be required this spring, along with City Council input on drafts of the Natural Environment, Safety, and Business/Economics Elements, which will be coming to the Council in March or April. A summary schedule is provided in Table 2, below.

The Citizen's Advisory Committee will be completing their work in May with a review of the Governance section of the plan, and an Implementation section containing all of the programs from each of the draft elements. The Implementation section will attempt to communicate the relative level of effort and priority associated with each of the programs. (Typically general plans will identify programs for implementation in the first five years, the first ten years, and after the first ten years.) Given the number of programs included in the update thus far, staff expects that the list will be "unconstrained" in the sense that it will include programs that may prove to be too expensive to implement, or that will have to be deferred due to the number of higher priority items. The list of programs and the introductory text explaining how the list will be used will be important for the City Council to review.

Once City staff and consultants have received the City Council's direction on all of the draft elements and the citizens group has completed their work, the next step will be to prepare a complete, revised draft of the Comprehensive Plan Update for the City Council to refer to the Planning and Transportation Commission for review prior to the Council's summer break. Chapter 19.04 of the Palo Alto Municipal Code establishes requirements for the Commission's review.

In addition to completing the process of referring and reviewing proposed revisions to the Comprehensive Plan, the City must complete the CEQA process to enable consideration and adoption of a final Comprehensive Plan Update. In February or March, the analysis of the EIR Scenarios 5&6 requested by the City Council will be circulated for public review in the form of a Supplement to the February 2016 Draft EIR. A public hearing will be scheduled at the Planning & Transportation Commission and the City Council, allowing the City Council to select their preferred scenario prior to preparation of the Final EIR.

The Final EIR will respond to all substantive comments on the February 2016 Draft EIR and the forthcoming Supplement, and must be certified prior to adoption of the final Comprehensive Plan Update.

Table 2. Summary of Steps Required for Completion of the Comprehensive Plan Update

Citizens Advisory Committee	• Forward the City Council a recommendation on the Business/Economics Element (February) • Forward the City Council comments on a draft Governance/Users Guide section and a draft Implementation section (May)
City Council	• Provide direction to staff on draft Land Use Element policy options and draft Transportation Element changes (January) • Public hearing on the Supplement to the Draft EIR and identification of a preferred scenario (February/March) • Provide direction to staff on draft Natural Environment, Safety, and Business/Economics Elements (March /April) • Receive a draft of the Governance/Users Guide and Implementation sections and refer a final draft of the Comprehensive Plan Update to the Planning & Transportation Commission for review (May/June) • Receive the PTC's recommendation and the Final EIR for consideration and action (August/September).
Planning & Transportation Commission	• Public hearing on the Supplement to the Draft EIR and identification of a preferred scenario (February/March) • Review the completed draft of the Comprehensive Plan Update at a series of public hearings and forward a recommendation on the Plan and the Final EIR to the City Council (July/August) • Re-review following City Council action & report back to the Council (November/December)
Note: See Palo Alto Municipal Code Chapter 19.04 for requirements associated with the Planning & Transportation Commission's review and re-referral of changes made by the City Council.	

Source: Palo Alto Planning & Community Environment, January 2017

Resource Impacts

Comprehensive plan updates are significant undertakings for any jurisdiction and the City of Palo Alto has invested time and resources in the project since 2008. The need to allocate multiple members of City staff, significant time on the City Council's agenda, and financial

resources for consultant assistance and event/meeting programming will continue until the adoption of the updated Comprehensive Plan and its companion environmental document.

Environmental Review

A Draft Environmental Impact Report (DEIR) on the Comprehensive Plan Update was published on February 5, 2016 and the public comment period closed on June 8, 2016. Council has directed staff and the consultant team to prepare a supplemental analysis of a 5th and 6th planning scenario, which will be circulated for public review starting in February 2017. A Final EIR incorporating the DEIR, the supplemental analysis, substantive comments on the DEIR and supplemental analysis, as well as written responses to those comments, and needed changes to the text and analysis of the DEIR will be prepared for consideration concurrent with the final draft of the Comprehensive Plan Update. This Final EIR must be certified prior to adoption of the Comprehensive Plan Update.

Attachments:

- Attachment A: Draft Land Use Element (Tracked) Presented to Council November 2016
- Attachment B: Revised Draft Transportation Element (Tracked_no_photos)
- Attachment C: Summary of City Council Comments on Land Use Element November 2016
- Attachment D: Council Direction on the Draft Transportation Element
- Attachment E: Draft Land Use Element from 11_28_16 CLEAN
- Attachment F: Revised Draft Transportation Element CLEAN

This preliminary draft element was prepared by City staff on the basis of input from the CAC and members of the public received from December 2015 through July 2016. The Element will be reviewed by the full CAC ~~i~~n August and September~~16~~, 2016 and presented as a draft to Palo Alto City Council in ~~September~~ the fall of 2016.

LAND USE AND COMMUNITY DESIGN

3

VISION: *Palo Alto's land use decisions shall balance our future growth needs with the preservation of our neighborhoods, address climate protection priorities through sustainable development near neighborhood services, and enhance the quality of life of all neighborhoods.*

INTRODUCTION

The Land Use and Community Design Element sets the foundation for future preservation, growth, and change in Palo Alto and serves as the blueprint for the development of public and private property in the city. It includes policies and programs intended to balance natural resources with future community needs in a way that makes optimal use of available land, to create attractive buildings and public spaces that reinforce Palo Alto's sense of place and community, to preserve and enhance quality of life and services in Palo Alto neighborhoods and districts, and to maintain Palo Alto's role in the success of the surrounding region.

This Element meets the State-mandated requirements for a Land Use Element. It defines categories for the location and type of public and privates uses of land under the City's jurisdiction; it recommends standards for population density and building intensity on land covered by the Comprehensive Plan; and it includes a Land Use Map (Map L-6) and Goals, Policies, and Programs to guide land use distribution in the city. By satisfying these requirements, the Land Use and Community Design Element lays out the basic guidelines and standards upon which all of the other Comprehensive Plan elements rely and build. Other elements of the Plan correspond with the land use categories and policy direction contained in this Element, while providing more specialized guidance focused on particular topics, such as transportation or conservation.

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CONNECTIONS TO OTHER ELEMENTS

The Land Use and Community Design Element is replete with direct connections to all of the other elements of the Comprehensive Plan. Its guidance for land uses is strongly linked to the Housing Element's prescriptions for residential development, even though the Housing Element is cyclically updated on a separate State-mandated timetable. The inextricable tie between land use and transportation is clearly apparent both in this Element and the Transportation Element, as the co-location of land uses significantly affects the ability of transit, walking, and biking to replace vehicle travel, in addition to capitalizing on the presence of rail service in Palo Alto. The success of programs in the Natural and Urban Environment and Safety Element is largely dependent on land uses decisions that protect the environment as well as people and property. The Land Use Element dovetails with both the quality of life initiatives in the Community Services and Facilities Element, and the prosperity objectives of the Business and Economics Element.

PLANNING CONTEXT

NATURAL ENVIRONMENT

With a backdrop sweeping from forested hills to the Bay, Palo Alto is framed by natural beauty. Views of the foothills contribute a sense of enclosure and a reminder of the close proximity of open space and nature. Views of the baylands provide a strong connection to the marine environment and the East Bay hills. Together with the city's marshland, salt ponds, sloughs, creeks, and riparian corridors, these natural resources, clearly visible in the aerial photograph in Map L-1, are a major defining feature of Palo Alto's character.

Preserving the city's attractive and valuable natural features is important for a number of reasons. Ecologically, these areas provide key habitat for wildlife, create a buffer from developed areas, and act as a natural filtration system for storm water runoff. For the community, they represent an important facet of the look and feel of Palo Alto, contributing to a sense of place both through direct public access to natural areas and the views that establish Palo Alto's local scenic routes.

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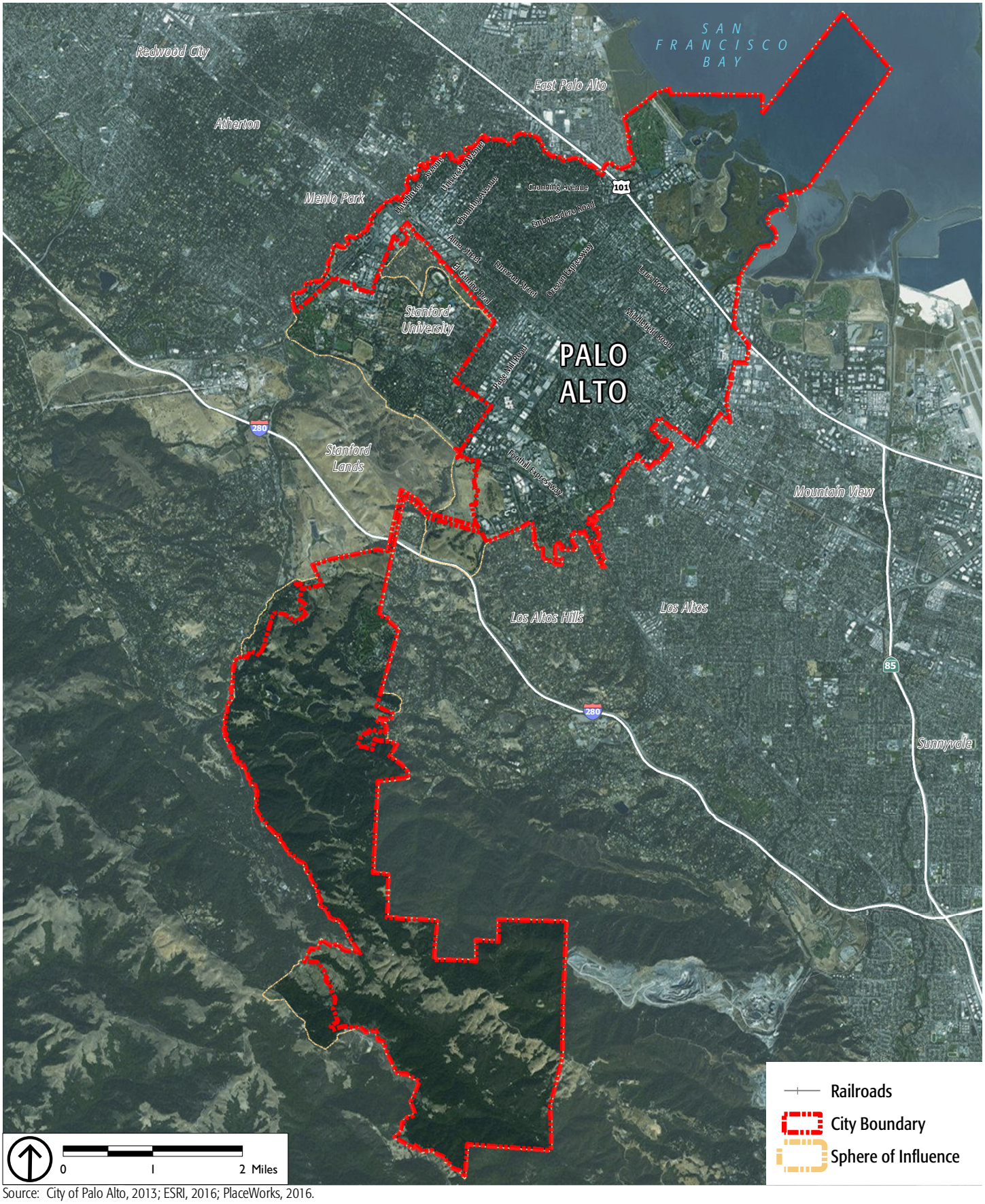

Source: City of Palo Alto, 2013; ESRI, 2016; PlaceWorks, 2016.

MAP L-1
PALO ALTO AERIAL VIEW

Regional Planning

Palo Alto cooperates with numerous regional partners on a range of issues of common interest. Regional planning partners include the California Department of Transportation (Caltrans) and other State agencies, Metropolitan Transportation Commission and Association of Bay Area Governments, Santa Clara Valley Transportation Authority, San Mateo County Transit District, Santa Clara County, San Mateo County, and neighboring cities. The City of Palo Alto works together with the cities of East Palo Alto and Menlo Park on a variety of shared programs relating to economic development, social services, education, public safety, and housing.

Palo Alto also works with Mountain View, Los Altos, and Los Altos Hills on joint ventures such as fire protection and water quality control. In addition, Palo Alto elected officials and staff participate in numerous countywide and regional planning efforts, including via both advisory and decision-making boards and commissions.

Palo Alto also maintains a strong relationship with Stanford University. Although the campus lies outside of the city limits, as shown in Map L-2, important Stanford-owned lands are within Palo Alto, including Stanford Shopping Center, Stanford Research Park, and the Stanford University Medical Center. The City, Santa Clara County, and Stanford maintain an inter-jurisdictional agreement regarding development on unincorporated Stanford lands and collaborate on selected land use and transportation projects.

CITY EVOLUTION

Early History

There is evidence in the archaeological record of people living along San Francisquito Creek as far back as 4000 BC, and the first widely recognized inhabitants are the Costanoan people starting in about 1500 BC. The Costanoan are Ohlone-speaking Native Americans who lived near the water from San Francisco Bay to Carmel. Costanoan and earlier artifacts have been identified in the city, particularly along the banks of San Francisquito Creek. Preservation of these resources is a high priority for the City and essential to defining the character of the community.

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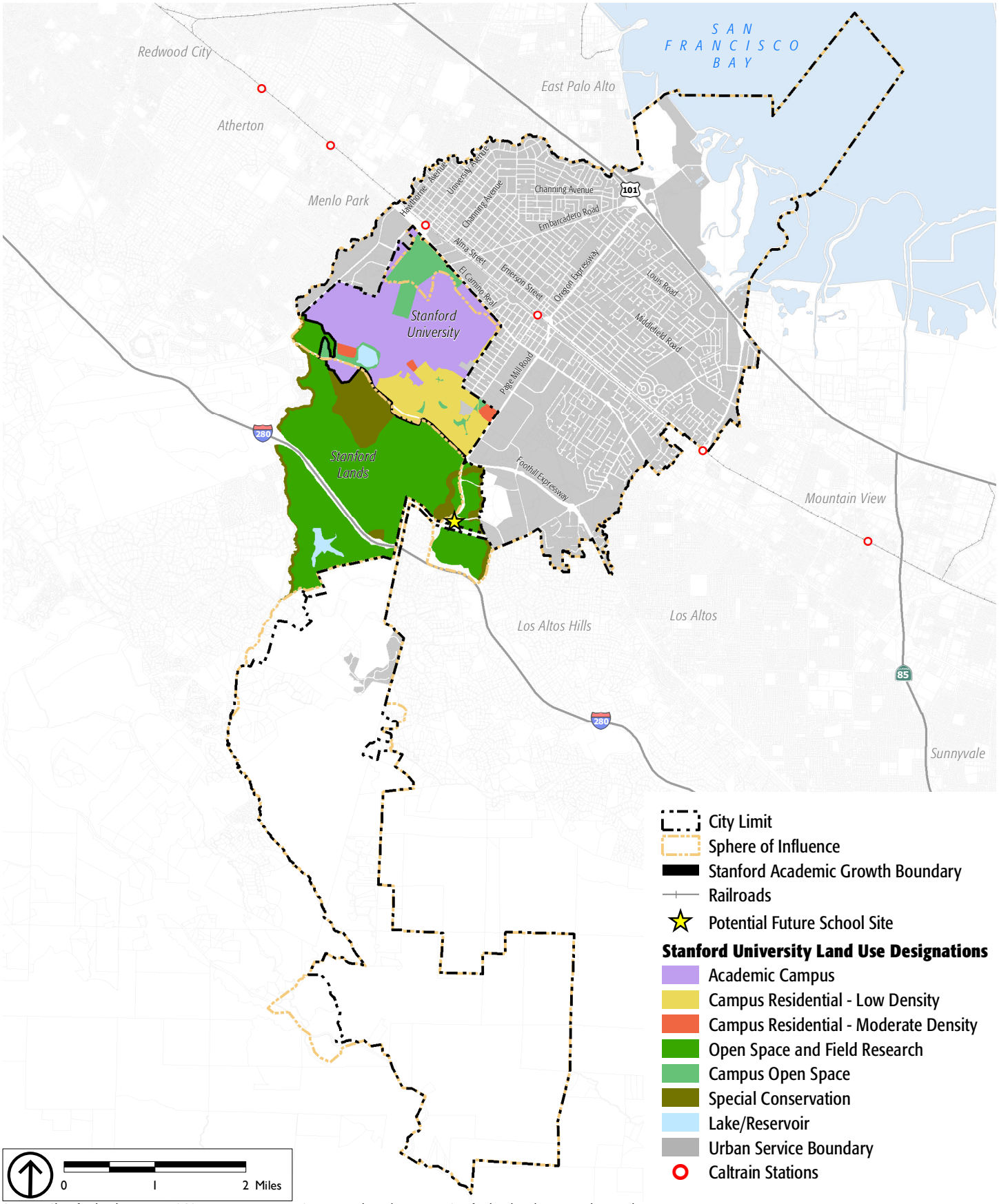

Source: City of Palo Alto, 2013; USGS, 2010; NHD 2013; ESRI, 2010; Tiger Lines, 2010; Stanford University, 2000; PlaceWorks, 2014.

MAP L-2

SPHERE OF INFLUENCE, URBAN SERVICE AREA, AND STANFORD UNIVERSITY LANDS

City Development

From its earliest days, Palo Alto has been a world-class center of knowledge and innovation. The city incorporated in 1894 on land purchased with the specific intent of serving the newly established Stanford University. Originally centered on University Avenue, Palo Alto grew south and east, incorporating the older town of Mayfield and its California Avenue district in 1925. By the 1970s, the city had almost doubled in size, stretching into the foothills and south to Mountain View, with commercial centers along Middlefield Road in Midtown and El Camino Real through formerly unincorporated Barron Park, and research and development areas at the city's outskirts.

Today, Palo Alto covers almost 26 square miles (16,627 acres) of land, about a third of which is open space, including 34 city-owned parks and 1,700 acres of protected baylands. Ensuring that activities in and around the baylands, including airport operations, occur with minimal environmental impacts is of major importance to the City and region.

Compact Development

Palo Alto was an early adopter of compact development principles, as embodied in the Urban Service Area designated to manage growth in the current Comprehensive Plan. Through this strategy, the City has endeavored to direct new development into appropriate locations—such as along transit corridors and near employment centers—while protecting and preserving neighborhoods as well as the open space lands that comprise about half of the city.

Sustainability and Resilience

Palo Alto is regarded as a leader in sustainability, having adopted its first Climate Action Plan in 2007 and continuing through the City's multi-faceted efforts to

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eliminate the community's dependence on fossil fuels and adapt to the potential effects of climate change. Through the direct provision of public utility services by the City to the community, Palo Alto is able to achieve truly outstanding energy efficiency and water conservation. The City and community also are leaders in promoting non-automobile transportation, waste reduction and diversion, and high-quality, low-impact development.

Together, all of these efforts make Palo Alto a more resilient community, able to adjust behaviors and actions in an effort to protect and preserve environmental resources.

CITY STRUCTURE

COMPONENTS

The city is composed of unique neighborhoods and distinct but connected places. Understanding how these different components of the city structure support one another and connect to the region can help inform land use planning. By reflecting the existing structure in its policies, Palo Alto will ensure that it remains a community that encourages social contact and public life and also maintains quality urban design.

RESIDENTIAL NEIGHBORHOODS

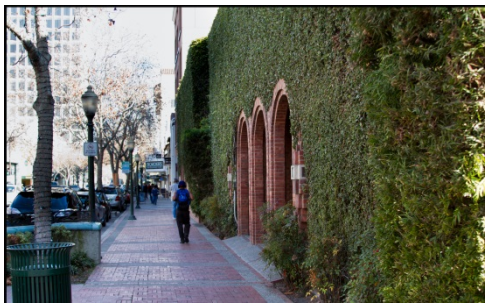
Palo Alto's 35 neighborhoods are characterized by housing, parks, and public facilities. Their boundaries are based on land use and street patterns and community perceptions. Most of the residential neighborhoods have land use classifications of single-family residential with some also including multiple-family residential, and transitions in scale and use often signify neighborhood boundaries.

Each neighborhood is a living reminder of the unique blend of architectural styles, building materials, scale, and street patterns that were typical at the time of its development. These characteristics are more intact in some neighborhoods than in others. The City strives to complement neighborhood character when installing streets or public space improvements and to preserve neighborhoods through thoughtful development review to ensure that new construction, additions, and remodels reflect neighborhood character.

Neighborhoods built prior to the mid-1940s generally have a traditional pattern of development with relatively narrow streets, curbside parking, vertical curbs, and street trees between the curb and sidewalk. Many homes are oriented to the street with parking often located to the rear of the lot.

Many later neighborhoods were shaped by Modernist design ideas popularized by builder Joseph Eichler. The houses are intentionally designed with austere facades and oriented towards private backyards and interior courtyards, where expansive glass walls "bring the outside in." Curving streets and cul-de-sacs further the sense of house as private enclave, and flattened curbs joined to the sidewalk with no planting strip create an uninterrupted plane on which to display the house. Some neighborhoods built during this period contain other home styles such as California ranch.

Both traditional and modern Palo Alto neighborhoods have fine examples of multi-unit housing that are very compatible with surrounding single-family homes, primarily because of their high-quality design characteristics, such as entrances and gardens that face the street rather than the interior of the development. Examples include duplexes and small apartment buildings near Downtown, as well as second units and cottage courts in other areas of the city.



DOWNTOWN

Downtown Palo Alto is widely recognized for its mix of culture, architecture, and atmosphere of innovation, which make it a uniquely special place. Downtown plays a key role in concentrating housing, employment, shopping, and entertainment near each other and regional rail and other transit, exemplifying and supporting citywide sustainability and resiliency.

CENTERS

Centers are commercial and mixed use areas that serve as focal points of community life. These commercial centers are distributed throughout the city, within walking or bicycling distance of virtually all Palo Alto residents, as shown in Map L-3. There are three basic types of Centers in Palo Alto:

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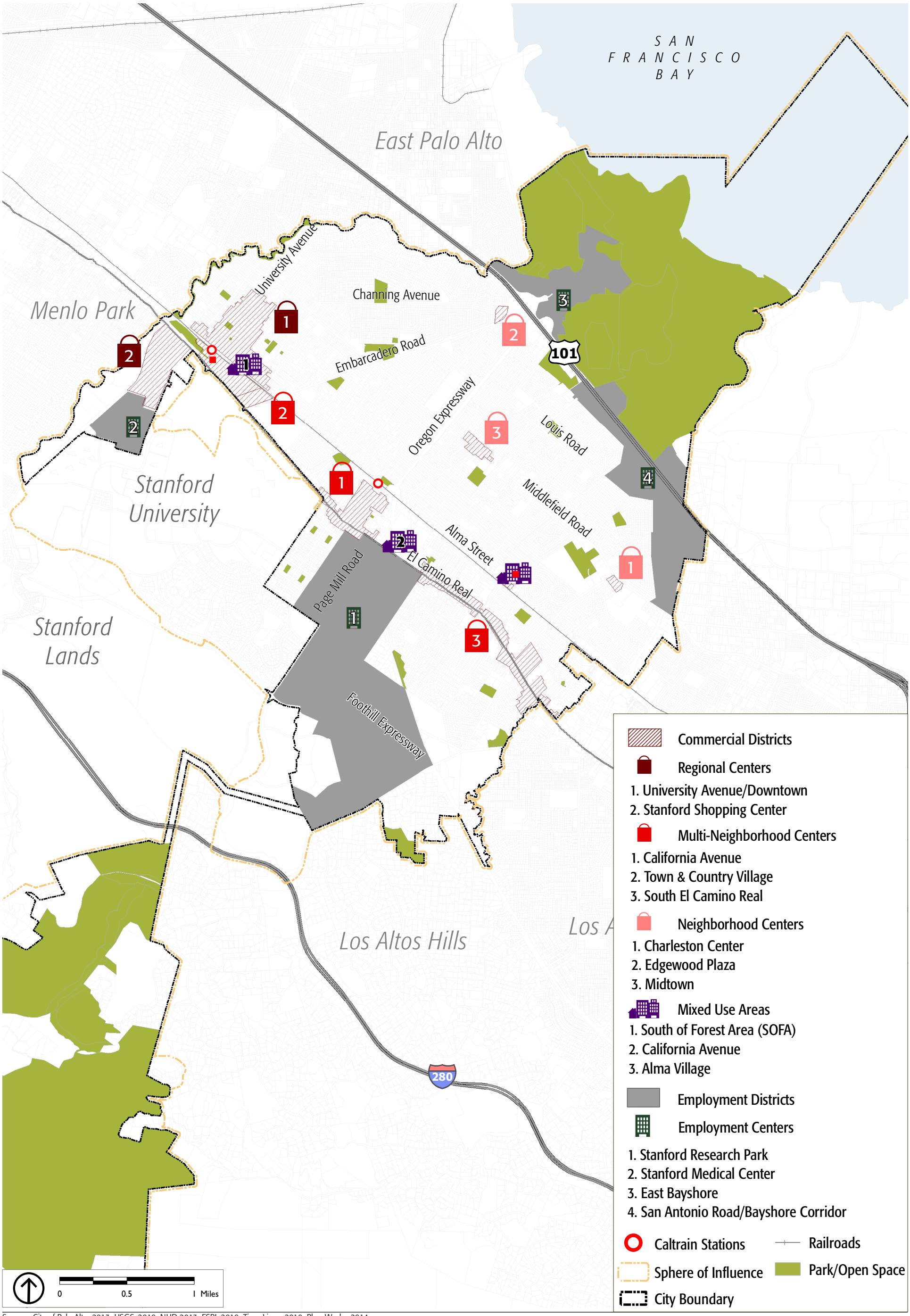

Source: City of Palo Alto, 2013; USGS, 2010; NHD 2013; ESRI, 2010; Tiger Lines, 2010; PlaceWorks, 2014.

MAP L-3
CITY STRUCTURE

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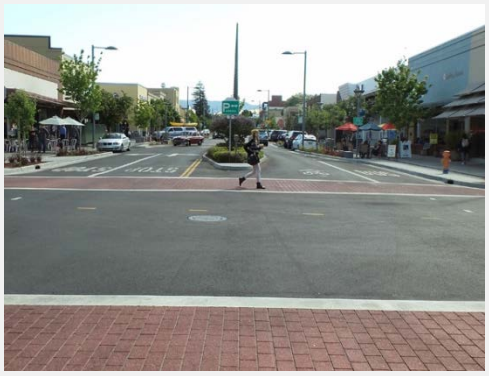

- **Regional Centers** include University Avenue/Downtown and Stanford Shopping Center. These areas are commercial activity hubs of citywide and regional significance, with a mix of shopping, offices, and some housing. Downtown is characterized by two- and three-story buildings with ground floor shops. Trees, benches, outdoor seating areas, sidewalks, plazas, and other amenities make the streets pedestrian-friendly. Transit is highly accessible and frequent. Stanford Shopping Center has evolved from its original auto-oriented design into a premier open-air pedestrian environment known for extensive landscaped areas surrounded by retail and dining.
- **Multi-Neighborhood Centers**, including California Avenue, Town and Country Village, and South El Camino Real, are retail districts that serve more than one neighborhood with a diverse mix of uses including retail, office, and residential. They feature one- to three--story buildings with storefront windows and outdoor seating areas that create a pedestrian-friendly atmosphere. These centers also contain retail uses clustered around plazas and parks that provide public gathering spaces. They can be linked to other city Centers via transit.
- **Neighborhood Centers**, such as Charleston Shopping Center, Edgewood Plaza and Midtown Shopping Center, are small retail areas drawing customers from the immediately surrounding area. These centers are often anchored by a grocery or drug store and may include a variety of smaller retail shops and offices oriented toward the everyday needs of local residents. Adjacent streets provide walking, biking, and transit connections.

Employment Districts

Palo Alto's employment districts, such as Stanford Research Park, Stanford Medical Center, East Bayshore, and San Antonio Road/Bayshore Corridor, represent a development type not found in other parts of the city. These Districts are characterized by large one- to four-story buildings, with some taller buildings, separated by parking lots and landscaped areas. The Districts are accessed primarily by automobile or employer-supported transit, though future changes in land use and tenancy could support a shift toward transit, pedestrian, and bicycle travel.

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GROWTH MANAGEMENT

(Note to readers: this section reflects the range of options being reviewed by the CAC as of September 2016. It will be updated as those options evolve, and will ultimately be refined to accurately describe the suite of growth management tools selected by the City Council. Text shown [in brackets] represents possible choices still under consideration.)

The pace of non-residential growth and development in Palo Alto has been moderated by a citywide cap on non-residential development first adopted by the City Council in 1989. Based on the demonstrated and continuous strength of the city's economy, and recent changes in the approach to growth management throughout California, this Plan presents an updated cumulative growth management and monitoring system. This system moderates the overall amount of new office/R&D [*option:* and hotel] development, the pace of development, and its impacts on Palo Alto's livability.

CUMULATIVE GROWTH CAP

This updated approach uses 2015 as the baseline from which to monitor new development and establishes a cumulative, citywide] cap on office/R&D [*option:* and hotel] uses, including conversions of existing square footage to office/R&D space. It also establishes clear guidance to address what the City should do as the cap is approached. The cumulative cap would restrict development to less than what would otherwise be allowed under the existing Service Commercial (CS) and Community Commercial (CC) zoning designations. To address this issue, the City will assess non-residential development potential in these zones and consider converting some of the non-residential development potential into residential capacity.

ANNUAL LIMITS

[*Option: No annual limits will be applied, and this section would be omitted*.]

In addition to regulating the overall amount of development, community consensus has emerged that it is important to regulate the pace of development to avoid sharp spikes in construction and resulting rapid changes in the urban fabric and natural environment. In 2015, the City Council adopted an interim ordinance that established annual limits on new office/R&D space in the City's fastest-changing commercial districts to 50,000 square feet per year. This plan expands that cap to encompass the entire City, excluding the Stanford University Medical Center, which is subject to a development agreement. Stanford Research Park is subject to a separate

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annual limit of _____ square feet per year, but may carry unused capacity forward to future years. [*Option:* Stanford Research Park is subject to a trip cap rather than an annual limit on development.]

DEVELOPMENT ~~PERFORMANCE MEASURES~~ REQUIREMENTS

For many years, the City has carefully regulated new development in Palo Alto; the sidebar on page LU-38**Error! Unknown switch argument.** lists examples of ordinances and requirements. This Plan adds [a program to create] new "better, stronger, and faster" development ~~performance measures~~requirements, applied to proposed projects at the time of City review and approval, which will help the City be ensure the highest quality development with the least environmental impacts. Development ~~performance measures~~requirements will require new projects to reduce trips, preserve affordable housing, and protect the urban forest and other natural vegetation. The development requirements ~~performance measures~~ will be regularly re-evaluated in order to monitor their effectiveness, and may be adjusted or removed as necessary.

COMMUNITY ~~PERFORMANCE MEASURES~~ INDICATORS

Maintaining and improving Palo Alto's livability will ~~require~~ demand more than applying ~~measures~~ requirements to and evaluating the performance of new development in Palo Alto, because new development represents a small proportion of the buildings that will be on the ground in 2030. Existing businesses, institutions and residents also play a role in creating a more sustainable Palo Alto. These efforts will involve changes in behavior and new technologies as current conditions evolve over the planning period. In response to these anticipated changes, and in parallel with the development ~~performance measures~~requirements, this Element introduces [a program to develop] a group of community ~~performance measures~~indicators that will measure progress towards stated targets and will inform the City's decision-making process on growth management. Each community ~~performance measure~~indicator is [would be] monitored ~~either annually or every four years~~regularly, based on the specific identified target and the data available.

DOWNTOWN CAP

A recent cycle of economic growth has brought increased pressure for additional office space in Downtown Palo Alto, which combines a desirable address with a beautiful urban environment, access to transit, and proximity to dining and shopping. In recent years, the demand has become so strong that other important

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uses that contribute to Downtown's vitality, such as storefront retail, are at risk of being pushed out. To ensure that Downtown remains a regional center with a diversity of destinations, new office development Downtown is limited to just over 45,000 square feet. This is the amount remaining in a cap originally established in the 1998 Comprehensive Plan. "New" development includes conversions from another use to an office use, so it is likely that the cap will be reached within the horizon of this Plan. In addition to capping office development, the City will monitor parking demand and commute trips by single-occupant vehicle. [*Option:* To ensure that Downtown remains a regional center with a diversity of destinations, non-residential development, single-occupant vehicle commute trips, and parking demand Downtown will be monitored annually.]

URBAN DESIGN

The look and feel of Palo Alto is shaped by urban design, which encompasses the wide variety of features that together form the visual character of the city. These elements range from aesthetic to functional and include the design of buildings, the historic character of structures and places, public spaces where people gather, gateways or entrances to the city, street trees lining neighborhoods, art decorating public spaces, as well as parking lots and essential infrastructure. Key community design features are illustrated on Map L-4.

BUILDINGS

Palo Alto has many buildings of outstanding architectural merit representing a variety of styles and periods. The best examples of these buildings are constructed with quality materials, show evidence of craftsmanship, fit with their surroundings, and help make neighborhoods comfortable and appealing. To help achieve quality design, the Architectural Review Board reviews buildings and site design for commercial and multi-family residential projects. Palo Alto's commercial and residential buildings have received regional and national design recognition. Design issues in residential neighborhoods include sympathetic restoration and renovation of homes, protection of privacy if second stories are added, and efforts to make streets more inviting to pedestrians.

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Historic Resources

Palo Alto has a rich stock of historic structures and places that are important to the city's heritage and preserving and reusing these historic resources contributes to the livability of Palo Alto. The City's Historic Inventory lists approximately 400 buildings of

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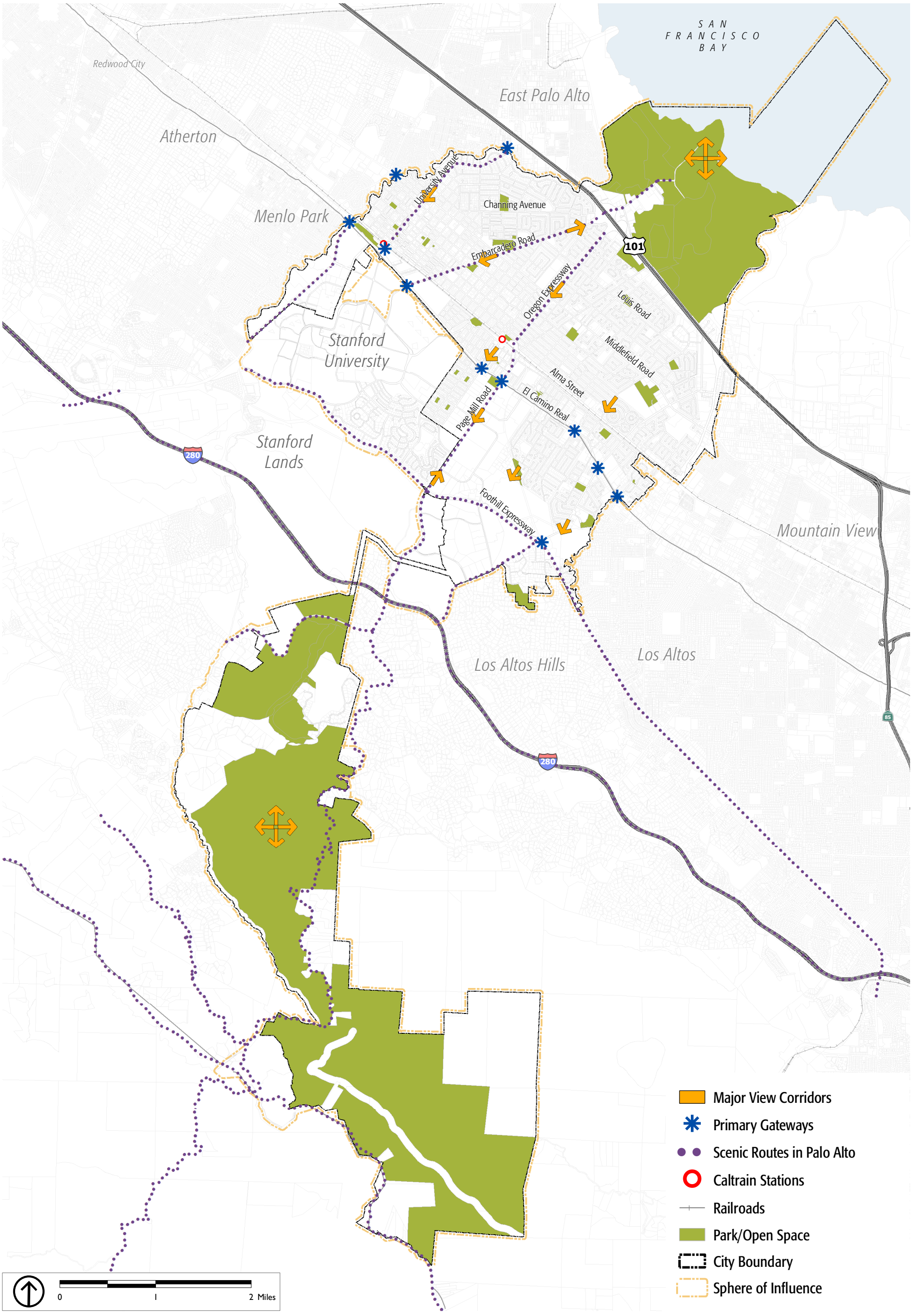

Source: City of Palo Alto, 2013; USGS, 2010; NHD 2013; ESRI, 2010; Tiger Lines, 2010; PlaceWorks, 2014.

MAP L-4
COMMUNITY DESIGN FEATURES

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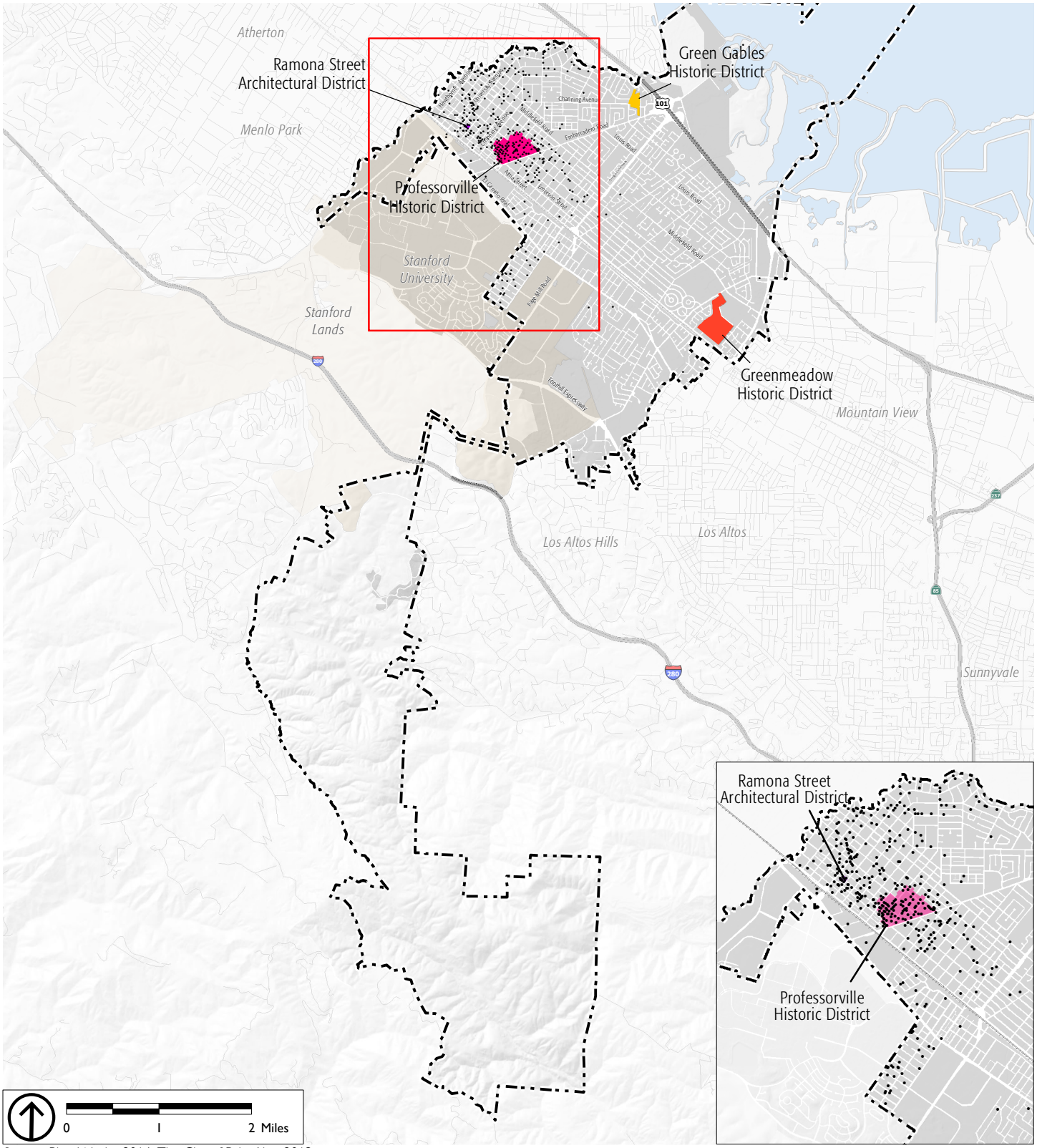

Source: PlaceWorks, 2016; The City of Palo Alto, 2013.

- Cultural or historic resource*
- Highways
- City Limit

*Cultural and historic resources include Historic Structures on the City of Palo Alto Historic Inventory (categories I, II, III, or IV), and/or Buildings on the National Register of Historic Places, and/or California Registered Historic Landmarks, and/or Points of Historical Interest.

This map is for illustrative purposes only and does not depict the full inventory of historic structures, landmarks, or other cultural resources in Palo Alto. For a more complete listing, please refer to the content of the Palo Alto Comprehensive Plan and the associated environmental review documents.

MAP L-5

HISTORIC RESOURCES

historical merit, with more than a dozen buildings on the National Register of Historic Places, as well as two historic districts: Ramona Street and Professorville. Map L-5 illustrates historic resources in Palo Alto.

Historic sites include the El Palo Alto redwood, believed to be the site of a 1776 encampment of the Portola Expedition and one of 19 California Points of Historical Interest in the city. The garage at 367 Addison that was the birthplace of Hewlett-Packard is one of seven sites or structures listed on the California Register of Historic Landmarks. The length of El Camino Real from San Francisco to San Diego, including the section that passes through Palo Alto, is a State Historic Landmark. Many historic buildings in the city have been rehabilitated and adaptively reused as office or commercial spaces, including former single-family homes in and near downtown.

Public Spaces, Streets, and Parking

Throughout Palo Alto are a variety of public spaces from parks and schools to plazas and sidewalks, to cultural, religious, and civic facilities. Each of these can increasingly serve as centers for public life with gathering places, bicycle and pedestrian access, safety-enhancing night-time lighting and clear visual access, and, in some cases, small-scale retail uses such as cafes.

Well-designed streets also invite public use and enhance quality of life. Palo Alto's reputation as a gracious residential community is due not only to its fine street trees and attractive planting areas, but also to appropriate street width for neighborhood character, accommodation of pedestrians and bicycles, height and setbacks of buildings, and color and texture of paving materials. These components help to ensure that streets are pleasant and safe for all travelers.

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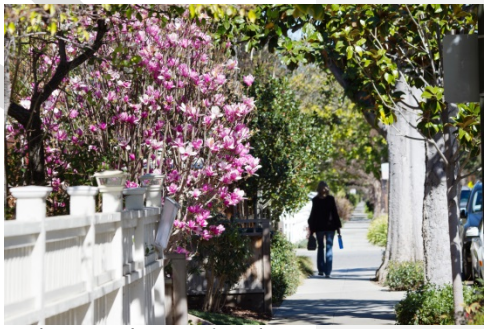
Parking lots occupy large amounts of surface area in the city. Well-designed parking lots make efficient use of space while contributing positively to the appearance of the surrounding area. A parking lot can provide an opportunity for open space and outdoor amenities rather than just a repository for cars. Many parking lots in Palo Alto include trees, landscaping and public art.

Gateways

Community identity is strengthened when the entrances to the city are clear and memorable. In Palo Alto, these entrances or gateways include University Avenue, El Camino Real, Middlefield Road, Oregon Expressway/Page Mill Road, San Antonio Road and Embarcadero Road, and the Palo Alto and California Avenue Caltrain stations. Well-designed gateways are defined by natural and urban landmarks that complement the character and identity of the neighborhood.

Urban Forest



Palo Alto's urban forest–including both public and privately owned trees–is a key part of the community's history, identity, and quality of life. It offers enormous social, environmental, and financial benefits and is a fundamental part of Palo Alto's sense of place. Regular spacing of trees that are similar in form and texture provides order and coherence and gives scale to the street. A canopy of branches and leaves provides shade for pedestrians and creates a sense of enclosure and comfort. On the city's most memorable streets, trees of a single species extend historic character to the corners of blocks, reducing the apparent width of streets and intersections and defining the street as a continuous space. Protecting, maintaining, and enhancing the urban forest, as called for in the 2015 *Urban Forest Master Plan*, is among the most effective ways to preserve Palo Alto's character.

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Public Art

Public art helps create an inviting atmosphere for gathering, fosters economic development, and contributes to vital public spaces. Palo Alto's public art program reflects the City's tradition of enriching public spaces with works of art, ranging from the subtle inclusion of handcrafted artifacts into building architecture to more traditional displays of sculpture at civic locations. The Municipal Code requires both public and private projects to incorporate public art.

Utilities and Infrastructure

A city is supported by its infrastructure–features such as paving, signs, and utilities. These features represent substantial public investments and are meant to serve all community members. Infrastructure improvements must meet current needs and keep pace with growth and development. While the purpose of infrastructure is usually utilitarian or functional, attention to design details can add beauty or even improve urban design. For example, replacing a sidewalk can provide an opportunity to create larger tree wells and provide new street trees.

PALO ALTO AIRPORT

Palo Alto Airport (PAO) is a general aviation airport owned and operated by the City of Palo Alto. PAO occupies 102 acres of land east of Highway 101 in the baylands and has one paved runway. The airport functions as a reliever to three Bay Area airports. PAO facilities include an air traffic control tower operated by the Federal Aviation Administration and a terminal building. Flight clubs and fixed base operators operate on-site, offering fuel sales, flight lessons, pilot training, and aircraft sales, rentals, maintenance, and repair. From 1967 to 2015, PAO was operated by Santa Clara County under a lease agreement. Operations and control have since been transferred to the City and key challenges ahead include addressing deterioration of

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runway conditions, addressing noise impacts and hours of operation, and the relationship between the Airport and the Baylands Master Plan.

LAND USE MAP AND LAND USE DESIGNATIONS

Map L-6 shows each land use designation within the city of Palo Alto. The land use designations translate the elements of city structure into a detailed map that presents the community's vision for future land use development and conservation on public and private land in Palo Alto through the year 2030. Residential densities are expressed in terms of dwelling units per acre.

Building intensities for non-residential uses are expressed in terms of floor area ratio (FAR), which is the ratio of gross building floor area (excluding areas designated for parking, etc.) to net lot area, both expressed in square feet. FAR does not regulate building placement or form, only the spatial relationship between building size and lot size; it represents an expectation of the overall intensity of future development.

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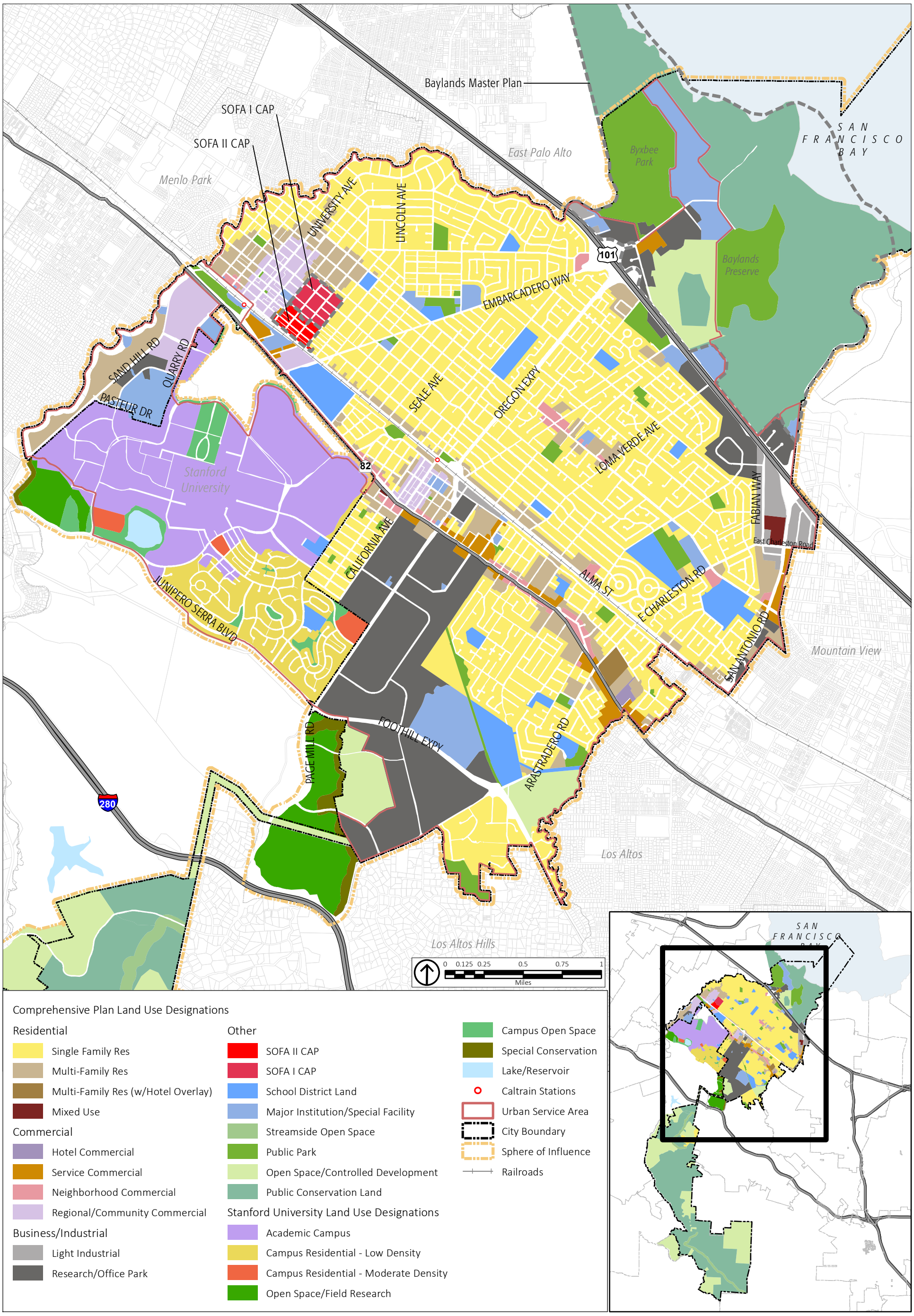

Source: ESRI, 2010; Tiger Lines, 2010; USGS, 2010; NHD, 2013; City of Palo Alto, 2013; PlaceWorks, 2015.

MAP L-6
COMPREHENSIVE LAND USE DESIGNATIONS

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The maximums assigned to the land use designations below do not constitute entitlements, nor are property owners or developers guaranteed that an individual project, when tested against the General Plan's policies, will be able or permitted to achieve these maximums.

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.

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

Streamside Open Space: This designation is intended to preserve and enhance corridors of riparian vegetation along streams. 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 where some development may be allowed on private properties. 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.

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RESIDENTIAL

Single-Family Residential: This designation applies to residential neighborhoods primarily characterized by detached single-family homes, typically with one dwelling unit on each lot. Private and public schools and churches are conditional uses requiring permits. Second units or duplexes may be allowed in select, limited areas where they would be compatible with neighborhood character and do not create traffic and parking problems. The net density in single family areas will range from 1 to 7 units per acre, but rises to a maximum of 14 units on parcels 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-oOriented Residential: Allows higher density residential dwellings in the University Avenue/Downtown and California Avenue commercial centers within a walkable distance, approximately 2,5000 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~~requirements 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.

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COMMERCIAL

Neighborhood Commercial: Includes shopping centers with off-street parking or a cluster of street-front stores that serve the immediate neighborhood. Examples include ~~Alma Plaza,~~ 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 along El Camino Real and Alma Street, residential and mixed use projects may also locate in this category. Non-residential floor area ratios will range up to 0.4.

Child Care Options – Choose One to Carry Forward

- Typical uses include supermarkets, bakeries, drugstores, variety stores, barber shops, restaurants, self-service laundries, dry cleaners, child care and hardware stores.
- Typical uses include supermarkets, bakeries, drugstores, variety stores, barber shops, restaurants, self-service laundries, dry cleaners, ~~child care~~ and hardware stores. Child care is an acceptable use except in Charleston Center, Edgewood Center, and Midtown.

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 ~~offices and~~ banks. Non-retail uses such as medical and dental offices may also locate in this designation. 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

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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: The Mixed Use designation is intended to promote pedestrian-oriented places that layer compatible land uses, public amenities and utilities together at various scales and intensities. The designation allows for multiple functions within the same building or adjacent to one another in the same general vicinity to foster a mix of uses that encourages people to live, work, play, and shop in close proximity. Most typically, mixed use developments have retail on the ground floor and residences above. 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, and 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~~where higher FAR would be an incentive to meet community goals such as providing affordable housing. The FAR above 1.15 ~~will~~ must be used for residential purposes. FAR between 0.15 and 1.15 *may* be used for residential purposes. As of the adoption of this Comprehensive Plan, the Mixed Use designation is currently only applied in the SOFA area.

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~~1.5~~ for the hotel portion of the site.

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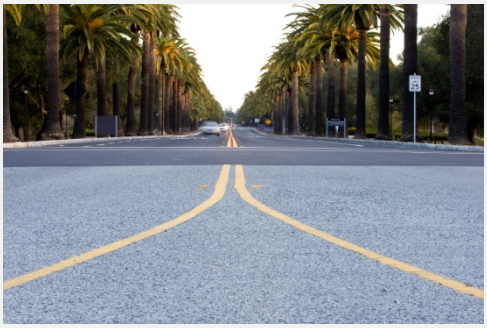
Research/Office Park: Office, research, and manufacturing establishments whose operations are buffered from adjacent residential uses. Stanford Research Park is an example. Other uses that may be included are educational institutions and child care facilities. Compatible commercial service uses such 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.

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- **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.

GOALS, POLICIES, AND PROGRAMS

~~Local Land Use and~~ Growth Management

GOAL L-1 ~~A Well-Designed,~~ compact~~,~~ and resilient city~~,~~ providing residents a~~a~~nd visitors with attractive neighborhoods, work places, shopping districts, public facilities, and open spaces.

~~Extent of Urban~~Concentrating Development Within The Urban Service Area

Policy L-1.1 ~~Continue current City policy limiting~~ Limit 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~~ land northeast of Highway 101 as open space. [Previous Policy L-1] [L1]

Policy L-1.2 Maintain and strengthen 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.~~[Previous Policy L-4] [L2]

POLICY L-1.3 Promote infill development in the urban service area that is, compatible with its surroundings and the overall scale and character of the city to ensure a compact, efficient development pattern. ~~Maintain the scale and character of the City Avoid land uses that are overwhelming and unacceptable due to their size and scale.~~ [(Previous Policy L-5)(PTC Policy L1.7)] [L3]

PROGRAM L1.3.1 ~~Maintain a list of vacant and underutilized properties.~~ Work with ~~property owners and developers,~~ and ~~neighbors, and neighborhood~~ associations, ~~property owners, and developers to identify barriers to infill development of affordable,~~ below market rate and ~~more affordable market~~ rate housing ~~on these properties~~ and ~~actions that address~~to remove these barriers. Work with these same stakeholders to identify sites and facilitate opportunities for below market rate housing and housing that is affordable [(PTC Program L1.7.10) (Edited)] [L4]

POLICY L-1.4 Ensure that future development addresses potential risks from climate change and sea level rise. *[Note: the revised Safety Element will include a much more extensive discussion of this issue along with policies and programs to respond.]* [NEW POLICY] [L5]

~~**PROGRAM L1.3.1**~~**PROGRAM L1.4.1** Review development standards applicable in areas susceptible to flooding from sea level rise, including east of Highway 101, West Bayshore and East Meadow Circle, and the area east of San Antonio Road and north of East Charleston, and update requirements as needed to ensure that new development is designed and located to provide protection from potential flooding impacts. [(NEW PROGRAM)(Comp Plan Draft EIR Mitigation Measure GHG-3.)] *[Note: The revised Safety Element will include additional mitigation measures to address sea level rise and climate change adaptation]* [L6]

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REGIONAL COOPERATION

~~POLICY L-1.4~~POLICY L-1.5 Maintain an active ~~cooperative working relationship~~ engagement with Santa Clara County, San Mateo County, neighboring cities, ~~,~~ other public agencies including school districts and Stanford University regarding land use and transportation issues. [Previous Policy L-2] [L7]

~~PROGRAM L1.4.1~~ 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. [Previous Program L-1] [L8]

~~PROGRAM L1.4.2 City staff will monitor Stanford development proposals and traffic conditions within the Sand Hill Road Corridor and annually report to the Planning Com- mission and City Council.[Note: Conflicts with current City practice - annual Mayfield and SUMC reporting requirements] [Previous Program L-2A]~~

~~PROGRAM L1.4.3 City staff will review development proposals within the Airport Influence Area to ensure consistency with the guidelines of the Palo Alto Airport Comprehensive Land Use Plan, and when appropriate, will refer development proposals to the Santa Clara County Airport Land Use Commission for review and comment. [Previous Program L-2B]~~

PROGRAM L1.5.1 ~~Evaluate changes in land use in the context of regional needs, overall City welfare and objectives, as well as the desires of surrounding neighborhoods.[Previous Policy L-7]~~

~~POLICY L-1.5~~POLICY L-1.6 Participate in regional strategies to address the interaction of jobs, housing balance and transportation issues. [NEW POLICY] [L9]

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~~MAINTAIN AND STRENGTHEN CITY CHARACTER[NOTE: THIS SECTION RENAMED "GUIDING BUILDING DESIGN," AND MOVED TO GOAL L-6 PER 6/24/16 LAND USE SUBCOMMITTEE DISCUSSION.]~~

~~COMMERCIAL GROWTH LIMITS~~ GROWTH MANAGEMENT AND MONITORING

~~POLICY L-1.6~~POLICY L-1.7 Encourage land uses that address the needs of the community and manage change and development to benefit the community. [NEW POLICY] [L10]

PROGRAM L1.7.1 Review regulatory tools available to the City and identify actions to enhance and preserve the livability of residential neighborhoods and the vitality of commercial and employment districts, including improved code enforcement practices. [NEW PROGRAM] [L11]

~~POLICY L-1.7~~POLICY L-1.8 Sites within or adjacent to existing commercial areas and corridors are suitable for hotels. Give preference to housing versus hotel use on sites adjacent to predominantly single family neighborhoods. [NEW POLICY] [L12]

CUMULATIVE CAP OPTIONS CHOOSE ONE OR MORE TO CARRY FORWARD

POLICY L-1.9 (no cumulative cap on non-residential uses) A well designed, compact, and resilient City maintains a healthy mix of non-residential uses. The City will monitor non-residential development over time in addition to applying development requirements and community indicators designed to ensure the highest quality of development with the least possible impacts. [NEW POLICY] [L13]

PROGRAM L1.9.1 (no cumulative cap; trigger for evaluation of development requirements)When new Office & R&D development approved since January 1, 2015 reaches 500,000 square feet citywide, evaluate the success of adopted development requirements and community indicators. [NEW PROGRAM] [L14]

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POLICY L-1.10 (citywide cap on office/R&D minus SUMC plus development requirements) Maintain a citywide cap of 1.7 million new square feet of office/R&D development, exempting medical office uses associated with SUMC. Use January 1, 2015 as the baseline and monitor development towards the cap on an annual basis. Regularly assess the effectiveness of requirements applied to development and other community performance measures and remove or adjust the cap and/or development requirements accordingly. [NEW POLICY] [L15]

POLICY L-1.11 (citywide cap on office/R&D and hotel, minus SUMC, plus development requirements) Maintain a citywide cap of 1.7 million new square feet of office/R&D and an appropriate additional amount of hotel development using January 1, 2015 as the baseline and monitor development towards this cap on an annual basis. Regularly assess the effectiveness of development requirements applied to development and community indicators and remove or adjust the cap and/or development requirements accordingly. [NEW POLICY] [L16]

PROGRAM L1.11.1 (possible Citywide hotel cap) Study demand and potential impacts in order to determine whether the Citywide cap should include a cap on hotel development and what an appropriate development cap would be. [NEW PROGRAM] [L17]

POLICY L-1.12 (cumulative cap exemptions) Exempt medical, governmental, and institutional uses from the cap on office/R&D development. [NEW POLICY] [L18]

CUMULATIVE CAP AND DEVELOPMENT REQUIREMENTS – IMPLEMENTATION PROGRAMS

PROGRAM L1.12.1 (citywide cap re-evaluation) Reevaluate the cumulative cap when the amount of new office/R&D [and hotel] square footage entitled since January 1, 2015 reaches 67 percent of the allowed square footage, or 1,139,000 square feet. Concurrently consider removal or potential changes to the cap and/or to the amount of additional development permitted by the City's zoning ordinance. [NEW PROGRAM] [L19]

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PROGRAM L1.12.2 (development requirements reevaluation) Regularly assess the effectiveness of development requirements and revise them as necessary. [NEW PROGRAM] [L20]

PROGRAM L1.12.3 (adjust development potential to reflect citywide cap) Assess non-residential development potential in the CC, CN, and CS zoning districts, and convert non-retail commercial FAR to residential FAR, where appropriate. Conversion to residential capacity should not be considered in Town and Country Village. [NEW PROGRAM] [L21]

ANNUAL LIMIT OPTIONS – CHOOSE ONE OR MORE TO CARRY FORWARD

POLICY L-1.13 (no annual limit) Use performance requirements to assure that new development adds to the quality of the community and addresses or avoids new impacts. [NEW POLICY] [L22]

POLICY L-1.14 (citywide annual limit) Limit the amount of new office/R&D square footage permitted in the City on an annual basis to 50,000 square feet outside the Stanford Research Park and ___ square feet inside Stanford Research Park. Allow unused development capacity within Stanford Research Park only to be carried forward to future years. Stanford University Medical Center shall be exempt from this annual limit. [NEW POLICY] [L23]

POLICY L-1.15 (citywide annual limit with SRP exemption) Limit the amount of new office/R&D square footage permitted in the City on an annual basis to 50,000 square feet, exempting new square footage in Stanford University Medical Center, and exempting the Stanford Research Park if a cap on peak period auto trips to the Research Park is established and enforced. [NEW POLICY] [L24]

POLICY L-1.16 (annual limit exemptions) Exempt public facilities, offices less than 5,000 square feet., and medical offices of less than 2,000 square feet from the annual limit. [NEW POLICY] [L25]

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DOWNTOWN CAP – CHOOSE ONE OR MORE TO CARRY FORWARD

PROGRAM L1.16.1 (no downtown cap) Monitor non-residential development in Downtown on an annual basis, tracking new square footage by use, as well as commute trips by SOV and parking demand. [NEW PROGRAM] [L26]

PROGRAM L1.16.2 (retain downtown cap) Limit new office development in Downtown to 45,619 square feet, using January 1, 2015 as the baseline. Monitor this development on an annual basis, tracking new square footage as well as commute trips by SOV and parking demand. Reevaluate this Downtown development cap when the amount of new office and hotel square footage entitled since January 1, 2015 reaches 67 percent of the remaining allowed square footage and concurrently consider potential changes to the cap and/or to the amount of additional development permitted by the City's zoning ordinance. [NEW PROGRAM] [L27]

PROGRAM L1.16.3 (exempt small offices from downtown cap) Limit new office development in Downtown to 45,619 square feet, using January 1, 2015 as the baseline. Small offices, where the design clearly demonstrates that the space is intended for use by one or more tenants that occupy less than 5,000 square feet total, shall be exempt. Monitor this development on an annual basis, tracking new square footage as well as commute trips by SOV and parking demand. Reevaluate this Downtown development cap when the amount of new office square footage entitled since January 1, 2015 reaches 67 percent of the remaining allowed square footage, or 30,564 square feet. Concurrently consider potential changes to the cap and/or to the amount of additional development permitted by the City's zoning ordinance. [NEW PROGRAM] [L28]

PROGRAM L1.16.4 (limit both office and hotels Downtown) Limit new office development in Downtown to 45,619 square

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feet square feet and limit new hotel development to 50,000 square feet, using January 1, 2015 as the baseline. Monitor this development on an annual basis, tracking new square footage as well as commute trips by SOV and parking demand. Reevaluate this Downtown development cap when the amount of new office and hotel square footage entitled since January 1, 2015 reaches 67 percent of the remaining allowed square footage, or 30,564 square feet. Concurrently consider potential changes to the cap and/or to the amount of additional development permitted by the City's zoning ordinance. [NEW PROGRAM] [L29]

DOWNTOWN CAP – IMPLEMENTATION PROGRAMS

~~PROGRAM L1.7.1~~ (adjust downtown development potential to reflect the cap) Update the CD district zoning to convert some non-retail commercial FAR to residential FAR Downtown and consider revising the TDR program to create bonus residential, rather than commercial square footage.[NEW PROGRAM] [L30]

PROGRAM L1.16.5

PROGRAM L1.16.6 (character of downtown) Evaluate and adjust the zoning definition of office uses allowed in downtown to and consider ways to prioritize for small business and startups. [NEW PROGRAM] [L31]

DEVELOPMENT REQUIREMENTS AND COMMUNITY INDICATORS

Option 1 – Articulate the Purpose and the Topics for the development requirements in the Comp Plan but develop details through a later program.

POLICY L-1.17 (development requirements) Hold new development to the highest development standards in order to maintain Palo Alto's livability and achieve the highest quality development with the least impacts. These development requirements are intended to promote sustainability, a

high quality of life and ensure that the City consists of well-designed and livable neighborhoods and centers. [NEW POLICY] [L32]

PROGRAM L1.17.1 Review and refine both new and existing development requirements that address topics such as energy, water and other natural resource conservation, parking, open space and parkland, landscaping, tree protection and neighborhood compatibility to ensure they are effective at achieving the highest quality development with the least impacts. Publish the results of the review in a clear and readable document. [NEW PROGRAM] [L33]

PROGRAM L1.17.2 Create development requirements that protect livability and the environment by addressing additional topics such as reducing trips, preserving and facilitating affordable housing and preservation of the tree canopy. [NEW PROGRAM] [L34]

POLICY L-1.18 (community indicators) The city will monitor key community indicators on a regular basis to determine whether the policies of this plan and the efforts of the Palo Alto residents and businesses are effective at promoting livability. Collect the data on the community indicators in a transparent manner, and publish the results in a clear, user-friendly, easy-to-understand document. [NEW POLICY] [L35]

PROGRAM L1.18.1 Develop community indicators for topics such as greenhouse gas emissions, transportation, jobs, housing, schools, parks, the tree canopy, the natural environment and diversity. Create a list of community indicators and a schedule for monitoring these indicators. [NEW PROGRAM] [L36]

PROGRAM L1.18.2 Based on monitoring the community indicators data over time, periodically consider whether to retain, revise downward or upward, or eliminate the annual limits on growth, the growth caps in individual areas, and/or the Citywide cumulative growth caps in this Land Use and Community Design Element. [NEW PROGRAM] [L37]

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Option 2 – Provide detail and specificity of the Development Requirements in the Comp Plan.

POLICY L-1.17 (development requirements) Hold new development to the highest development standards in order to maintain Palo Alto's livability and achieve the highest quality development with the least impacts. These development requirements are intended to promote sustainability, a high quality of life and ensure that the City consists of well-designed and livable neighborhoods and centers. [NEW POLICY] [L38]

PROGRAM L1.17.1 Review and refine both new and existing development requirements that address topics such as energy, water and other natural resource conservation, parking, open space and parkland, landscaping, tree protection and neighborhood compatibility in Table L-1 to ensure they are effective at achieving the highest quality development with the least impacts. Publish the results of the review in a clear and readable document. [NEW PROGRAM] [L39]

~~**PROGRAM L1.7.2**~~**PROGRAM L1.17.2** Create development requirements that protect livability and the environment by addressing additional topics such as reducing trips, preserving and facilitating affordable housing and preservation of the tree canopy as shown on Table L-1. [NEW PROGRAM] [L40]

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TABLE L-1 DEVELOPMENT REQUIREMENTS

These requirements are new tools strongly focused on ensuring the highest quality development with the least impacts. .

1. ***Reducing Trips**: a specific percent of typical single-occupant vehicle (SOV) commuter trips.*
2. ***Alleviating Traffic Congestion**: minimize impact on intersection Level of Service (LOS)*
3. ***Connectivity**: enhancing connections to transportation infrastructure or services.*
4. ***Reserving Affordable Housing**: no net loss of affordable dwelling units, no displacement of residents of Below Market Rate (BMR) units, and discouraging loss of smaller homes such as cottages.*
5. ***Facilitating Affordable Housing:** Facilitate a mix of multi-family housing, including affordable units, and housing for seniors and people with special needs.*
6. ***Protecting the Natural Environment**: Create a resilient landscape by preserving or increasing the tree canopy and natural understory, landscaped/open space areas planted with native plantings, creating or restoring a resilient landscape, and bird-friendly design.*
7. ***Providing Parking:** do not allow parking spillover onto residential neighborhood streets.*
8. ***Preserving Affordable Office Space:** Encourage the provision of new small office space and the preservation of existing low-cost office space.*

EXISTING DEVELOPMENT STANDARDS

The City already regulates many aspects of development. The City will review these existing regulations to ensure they are consistent with current targets and effective in achieving the highest quality development with the least impacts.

- ***Green Building:** Conserving energy, water, and resources through meeting specific requirements in the City's mandatory green building ordinance, as periodically amended. It covers topics such as:*
  - *Energy Efficiency and Conservation*
  - *Materials and Waste*
  - *Light Pollution Reduction*
  - *Emissions*
  - *Electric Vehicle Charging*
  - *Water Efficiency, Conservation, and Reuse*
  - *Permeable Surface Area For Groundwater Recharge*
  - *Native, Drought-Tolerant Planting*
  - *Indoor Air Quality*
- ***Parking**: Meeting need without providing excess:*
  - *Bike Parking*
  - *Vehicle Parking*
- ***Parkland:** Providing common open space and contributing to Citywide park need:*
  - *Provision of parkland or payment of fees*
  - *Private open space*
- ***Landscaping and Amenities:** Making Palo Alto more beautiful:*
  - *Tree protection and retention*
  - *Public Art*
- ***Neighborhood compatibility and building design**: Avoiding negative impacts and improving the surroundings:*
  - *Glare*
  - *Noise*
  - *Shade*
  - *Utility Undergrounding*
  - *High-quality architecture*
  - *Support for historic resources*

TABLE L-2 COMMUNITY INDICATORS ~~(SEPTEMBER 6TH VERSION)~~

Measure	Metric	Recommended Monitoring Frequency
Greenhouse Gas Emissions	80% below 1990 emissions by 2030 (S/CAP goal)	At least every 2 years
Vehicle Miles Traveled (VMT) per Capita	5% decrease per year	At least every 2 years
Percent of Commute Trips to Employment Centers by Single Occupant Vehicle (SOV)	50% trips by SOV, based on employee survey responses	Annually
Number of Commute Trips to Employment Centers	40% below ITE standards for Downtown and 30% below ITE standards for SRP.	Annually
Corridor Travel Times	Typical PM peak hour travel time along 2 major north-south corridors and 2 major east-west corridors	At least every 2 years
Commercial District Parking Overflow into Neighborhoods	Non-resident parking on sampled residential neighborhood streets	Annually
Air Pollutant Levels	Maximum 24-hour concentrations of criteria pollutants identified by the Bay Area Air Quality Management District, as reported at the monitoring stations closest to Palo Alto	Annually
Groundwater Contamination	Acres of City underlain by shallow groundwater contamination	Every 4 years
Jobs/Housing Balance (Expressed as a Ratio of Jobs to Employed Residents)	Ratio of jobs to employed residents	Every 4 years
Housing Cost Burden	Percentage of owners and renters paying more than 50% of household income for housing	Every 4 years
Affordability of Housing Stock	Number of housing units affordable to moderate-income, low-income, and very-low-income households	Every 4 years
Economic Diversity	Percentage of households at various household income levels [see Fig. 2-3 in adopted 2015 HE]	Every 4 years
Below Market Rate (BMR) Units	Number of units	Every 4 years
Progress toward Housing Element goals	Annual Report to State Housing and Community Development Department	Annually
Existing Resident Displacement	Number of existing units demolished	Every 4 years

Comment [PW1]: M Note: has been slightly re-ordered per CAC direction to group like topics.

TABLE L-2 COMMUNITY INDICATORS ~~(SEPTEMBER 6TH VERSION)~~

Measure	Metric	Recommended Monitoring Frequency
Unoccupied Homes	Number of homes vacant/unoccupied for longer than 3 months per year	Annually
Age Diversity	Percentage of population in various age cohorts	Every 4 years
PAUSD Class Size	Class size	Annually
PAUSD Satisfaction with Schools	Satisfaction ratings as reported by Strategic Plan Survey	Annually
Park Acreage per Capita	Ratio of district and neighborhood parks per 1,000 population	Every 4 years
Urban Tree Canopy	Canopy cover – percent of city covered by trees	Every 4 years
Biodiversity	Species counted in spring and fall bird counts	Biannually
Infrastructure or Acres Affected by Sea Level Rise	Number of key facilities, major infrastructure, and/or acres of land within the City limits directly affected by sea level rise	Every 4 years
Wastewater Reuse	Percent of wastewater recycled	Every 4 years
Impermeable Surfaces and Stormwater Infiltration in Urbanized Area	(Need to determine how this can be measured)	Every 4 years

Comme Note: has been slightly re-ordered per CAC direction to group like topics.

POLICY L-1.18 (community indicators) The city will monitor key community indicators on a regular basis to determine whether the policies of this plan and the efforts of the Palo Alto residents and businesses are effective at promoting livability by using community indicators. Suggested indicators and monitoring frequency are listed in Table L-2 related to greenhouse gas emissions, vehicle miles traveled, commute trips by single occupant vehicle, jobs/housing balance, and community diversity. Collect the data on the community indicators in a transparent manner, and publish the results in a clear, user-friendly, easy-to-understand document. [NEW POLICY] [L41]

PROGRAM L1.18.1 Develop community indicators for topics such as greenhouse gas emissions, transportation, jobs, housing, schools, parks, the tree canopy, the natural environment and diversity as shown in Table L-2.

Create a list of community indicators and a schedule for monitoring these indicators. [NEW PROGRAM] [L42]

~~PROGRAM L1.7.3~~PROGRAM L1.18.2 Based on monitoring the community indicators data over time, periodically consider whether to retain, revise downward or upward, or eliminate the annual limits on growth, the growth caps in individual areas, and/or the Citywide cumulative growth caps in this Land Use and Community Design Element. [NEW PROGRAM] [L43]

Option 3: Use community indicators along with a cumulative cap, annual limit, and downtown cap, but do not use development requirements.

~~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. [Previous Policy L-8]~~

~~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. [Previous Program L-7]~~

~~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. [Previous Program L-8]~~

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

GOAL L-2

An enhanced sense of "community" with development designed to foster public life, ~~and~~ meet citywide needs, and embrace the principles of sustainability.

POLICY L-2.1 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. [Previous Policy L-10] [L44]

POLICY L-2.2 ~~Promote increased compatibility, interdependence, and support~~Enhance connections between commercial and mixed use centers and the surrounding residential neighborhoods by promoting walkable and bikable connections and a diverse range of retail and services that caters to the daily needs of residents. [Previous Policy L-11] [L45]

PROGRAM L2.2.1 ~~Consider siting~~Explore whether there are appropriate locations to allow small-scale neighborhood-serving retail facilities such as coffee shops and corner stores in ~~existing or new~~ residential areas. [(Previous Policy L-16) (Converted to Program)] [L46]

POLICY L-2.3 As a key component of a diverse, inclusive community, allow and encourage a mix of housing types and sizes, designed for greater affordability, particularly smaller units and senior housing. [NEW POLICY] [L47]

~~POLICY L-2.3~~POLICY L-2.4 Facilitate reuse of existing buildings. [Previous Program L 20] [NEW POLICY] [L48]

POLICY L-2.5 Encourage ~~In conjunction with~~ new development and redevelopment to incorporate greenery and natural features through the use of features such as green rooftops, pocket ~~proposals, pursue creation of~~ parks, plazas, ~~or other public gathering places that meet neighborhood need~~and rain gardens.[(NEW POLICY) (Combined with Previous Program C26)] [L49]

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~~RESIDENTIAL~~ DISTINCT NEIGHBORHOODS

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 COMPATIBILITY

~~POLICY L-3.1~~ ~~Preserve the character of residential neighborhoods by encouraging~~Ensure that new or remodeled structures ~~to be~~are compatible with the neighborhood and adjacent structures. [(Previous Policy L-12) (Comp Plan Draft EIR Mitigation Measure AES-1)] [L50]

~~POLICY L-3.2~~ ~~Establish pedestrian-oriented design guidelines for residences that encourage features that enliven the street. [(Previous Program L-11)(Complete)]~~

~~POLICY L-3.3~~POLICY L-3.1 ~~Where compatible with neighborhood character, use Zoning and the Home Improvement Exception process to create incentives or eliminate obstacles to remodel houses with features that add street life and vitality. [Previous Program L-12]~~

POLICY L-3.2 Preserve residential uses from conversion to office or short-term rentals. [NEW POLICY] [L51]

PROGRAM L3.2.1 Evaluate and implement strategies to prevent conversion of residential and neighborhood-serving retail space to office or short-term vacation rentals. [NEW PROGRAM] [L52]

POLICY L-3.3 Support efforts to retain and encourage housing units that are more affordable, such as cottages, other small homes, and rental housing units in existing neighborhoods. [NEW POLICY] [L53]

PROGRAM L3.3.1 Review development standards to discourage the loss of housing units, and the replacement of rental housing units with ownership housing units. [NEW PROGRAM] [L54]

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POLICY L-3.4 Support the creation of affordable housing units for middle to lower income level earners, such as City and school district employees, as feasible. [NEW POLICY] [L55]

PROGRAM L3.4.1 Collaborate with PAUSD in exploring opportunities to build housing that is affordable to school district employees. [NEW PROGRAM] [L56]

POLICY L-3.5 When considering infill redevelopment, work to minimize displacement of existing residents. [NEW POLICY] [L57]

PROGRAM L3.5.1 Conduct a study to evaluate various possible tools for preventing displacement of existing residents. [NEW PROGRAM] [L58]

PROGRAM L3.5.2 Develop and implement a system to inventory the characteristics of existing housing units and track changes in those characteristics on a regular basis. Make the information publicly available. [NEW PROGRAM] [L59]

MIX OF HOUSING TYPES

~~**POLICY L-3.4**~~ ~~Evaluate alternative types of housing that increase density and~~In appropriate locations, encourage a mix of smaller housing types such as studios, co-housing, cottage, clustered housing and secondary dwelling units, to provide a more diverse range of housing opportunities and preserve existing housing units of these types. [(Previous Policy L-13) (Note: Program H3.3.5 of the adopted Housing Element is to explore modifications to development standards to further encourage second unit development.)] [L60]~~Create and apply 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. [Previous Program L-13]~~

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~~Create and apply zoning standards for Transit-Oriented Residential housing prototypes, including consideration of minimum density standards. Develop design guidelines that ensure that such housing is compatible with the University Avenue/Downtown and California Avenue centers where it may be permitted. [(Previous Program L-14) (Replaced by new Programs L67 and L68 calling for Coordinated Area Plans)]~~

POLICY L-3.6 Recognize the contribution of cottage cluster housing to the character of Palo Alto and retain and encourage this type of development. [NEW POLICY] [L61]

RESIDENTIAL DESIGN

~~**POLICY L-3.5**~~**POLICY L-3.7** ~~Design and arrange~~Ensure that new multifamily buildings, ~~including~~ entries and outdoor spaces are designed and arranged~~,~~ so that each ~~unit~~ development has a clear relationship to a public street. [Previous Policy L-14] [L62]

POLICY L-3.8 Avoid negative impacts of basement construction for single-family homes on adjacent properties public resources and the natural environment. [NEW POLICY] [L63]

PROGRAM L3.8.1 Develop a program to assess and manage both the positive and negative impacts of basement construction in single family homes on the community and the environment, including:

- Land use issues. Evaluate the City's policy of excluding basements from the gross floor area and maximum floor area ratio limits in the zoning ordinance. Consider zoning revisions, including greater setbacks, to limit basement size and increase basement setbacks from adjacent properties.
- Impacts to the natural environment, such as potential impacts to the tree canopy, groundwater supply or quality, and soil compaction.
- Safety issues such as increased surface flooding, increased groundwater intrusion with

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sea level rise, emergency access and egress, or sewage backflows. [NEW PROGRAM] [L64]

COMMERCIAL CENTERS

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-4.1~~ 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. [Previous Policy L-18] [L65]

~~POLICY L-4.2~~POLICY L-4.1 ~~Establish a planning process for Centers that identifies the desired character of the area, its role within the City, the locations of public gathering spaces, appropriate land uses and building forms, and important street and pedestrian connections to surrounding Residential Neighborhoods. [Previous Program L-15]~~

~~PROGRAM L4.2.1~~ 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. [NEW PROGRAM] [L66]

~~Encourage a mix of land uses in all Centers, including housing and an appropriate mix of small-scale local businesses. [Previous Policy L-19]~~

POLICY L-4.2 Use coordinated area plans to guide development in areas of Palo Alto where significant change is foreseeable. Address both land use and transportation, 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; include broad community involvement in the planning process. [NEW POLICY] [L67]

~~PROGRAM L4.2.2~~PROGRAM L4.2.1 Prepare a coordinated area plan for the South El Camino corridor from Curtner

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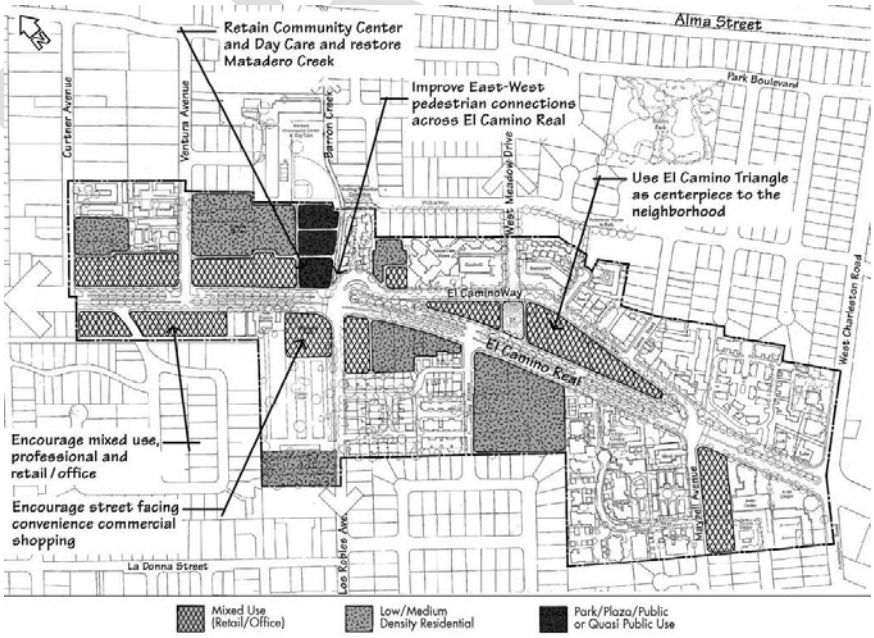
Avenue to West Charleston Road, as shown in the diagram below. The plan should articulate a vision for the corridor as a well-designed complete street with an enhanced pedestrian environment including wider sidewalks, increased building setbacks, public open spaces, safe pedestrian crossings at key intersections, trees and streetscape improvements. Mixed use residential and retail development on shallow parcels should be encouraged to support a more walkable and bikable environment along the corridor, with appropriate transitions to the surrounding single-family neighborhoods. The plan should also foster improved connections to surrounding destinations. [NEW PROGRAM] [L68]

~~Program L4.2.3~~ Prepare a coordinated area plan for the Fry's site and surrounding California Avenue area. The plan should describe a vision for the future of the Fry's site as a walkable neighborhood with multi-family housing, ground floor retail, a public park, creek improvements, and an interconnected street grid. [NEW PROGRAM] [L69]



POLICY L-4.3 Encourage street frontages that contribute to retail vitality in all Centers. Reinforce street corners ~~with buildings that come up to the sidewalk~~in a way that enhances the pedestrian realm or that form corner plazas. Include trees and landscaping. [Previous Policy L-20] [L70]

~~POLICY L-4.3~~POLICY L-4.4 ~~Provide~~ Ensure all Regional Centers and Multi-Neighborhood Centers provide ~~with~~ centrally located gathering spaces that create a sense of identity and encourage economic revitalization. Encourage public amenities such as benches, street trees, kiosks, restrooms and public art. [Previous Policy L-21] [L71]

~~PROGRAM L4.3.1~~PROGRAM L4.4.1 Study the feasibility of using public and private funds to provide and maintain landscaping and public spaces such as parks, plazas, ~~and~~ sidewalks and public art within commercial areas. [Previous Program L-16] [L72]

~~PROGRAM L4.3.2~~PROGRAM L4.4.2 Through public/private cooperation, provide ~~obvious~~well-signed, clean, and accessible restrooms ~~available for use during normal business hours~~. [Previous Program L-17] [L73]

~~PROGRAM L4.3.3~~PROGRAM L4.4.3 Collaborate with merchants to e~~E~~nhance the appearance of streets and sidewalks within all Centers. Encourage the formation of business improvement districts and undertake a proactive program of ~~through an aggressive~~ maintenance, repair, landscaping and enhancement. ~~and cleaning program; street improvements; and the use of a variety of paving materials and landscaping.~~ [Previous Policy L-22] [L74]

~~PROGRAM L4.3.4~~PROGRAM L4.4.4 Identify priority street improvements that could make a substantial contribution to the character of Centers, ~~including~~ such as widening sidewalks, narrowing travel lanes, creating medians, restriping to allow diagonal parking, and planting ~~street~~ trees. [Previous Program L-18] [L75]

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REGIONAL CENTERS

University Avenue/Downtown

POLICY L-4.5 Maintain and enhance the University Avenue/Downtown area as ~~the central~~a major ~~business district~~ commercial center 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. [(Previous Policy L-23) (Comp Plan Draft EIR Mitigation Measure AES-1)] [L76]

~~Support implementation of the Downtown Urban Design Guide. [(Previous Program L-19)~~

POLICY L-4.6 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 bicyclists. [Previous Policy L-24] [L77]

~~**PROGRAM L4.3.5** Improve the University Avenue/Downtown area by adding landscaping and bicycle parking and encouraging large development projects to benefit the public by incorporating public art. [Previous Program L-21]~~

~~**POLICY L-4.4** Enhance the character of the South of Forest Area (SOFA) as a mixed use area. [Previous Policy L-25]~~

~~**PROGRAM L4.4.1** Prepare a Coordinated Area Plan for the SOFA and the Palo Alto Medical Foundation (PAMF) site. [(Previous Program L-22)(Completed)]~~

PROGRAM L4.6.1 Pursue redevelopment of pedestrian, bicycle, and transit connections to and from between the University Avenue Multi-modal Transit Station area, ~~to establish a link between~~ University Avenue/Downtown, and the Stanford Shopping Center. [Previous Policy L-27] [L78]

PROGRAM L4.6.2 Prepare a Coordinated Area Plan for Downtown, encompassing the University Avenue Multi-modal Transit Station Area. [Previous Program L-25][L79]

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~~Establish the following unranked community design priorities for the University Avenue Multi-modal Transit Station Area:~~

~~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, office, hotel, and medical facilities.~~

~~Improving public park space.~~

~~Protecting views of the foothills by guiding building heights and massing. [Previous Program L-26]~~

Stanford Shopping Center

POLICY L-4.7 Maintain Stanford Shopping Center as one of the Bay Area's premiere regional shopping centers. Promote ~~Encourage~~ bicycle and pedestrian use and encourage ~~–~~any new development at the Center to occur through infill, potentially including housing and mixed use development on existing surface parking lots, while continuing to supply adequate parking. [Previous Policy L-26] [L80]

PROGRAM L4.7.1 While preserving adequate parking to meet demand, i~~I~~dentify strategies to reuse surface parking lots ~~and improve pedestrian and transit connections at Stanford Shopping Center~~. [(Previous Program L-23)(Merged with Previous Policy L-27)] [L81] ~~Maintain a Stanford Shopping Center development cap of 80,000 square feet of additional development beyond that existing on June 14, 1996. [Previous Program L-24]~~

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MULTI-NEIGHBORHOOD CENTERS

California Avenue

POLICY L-4.8 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. [Previous Policy L-28] [L82]

PROGRAM L4.8.1 Create a Coordinated Area Plan for ~~Develop~~ the Cal~~-Ventura~~ifornia Avenue area to guide its development as a well-designed mixed use district with diverse land uses~~, two- to three-story buildings,~~ and a network of pedestrian-oriented streets providing links to California Avenue. [(Previous Policy L-31) (Converted to Program)] [L83]

PROGRAM L4.8.2 Create regulations for the California Avenue area that encourage the retention of smaller buildings to provide spaces for existing retail, particularly local, small businesses, including to allow for their re-placement or rehabilitation~~ of smaller buildings while preventing buildings that are out of scale with existing buildings~~. [Previous Program L-27] [L84]

~~**POLICY L-4.5** Work with merchants, property owners, and City representatives to create an urban design guide for the California Avenue business district. [Previous Program L-28]~~

~~Encourage residential and mixed use residential development in the California Avenue area. [Previous Policy 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. [Previous Program L-29]~~

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~~POLICY L-4.6~~ 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. [Previous Policy L-30] [L85] ~~Prepare a Coordinated Area Plan for the Cal-Ventura area. Use the landuse diagram from the Community Design Workshop as the starting point for preparing this Plan.~~ [Previous Program L-30]

~~POLICY L-4.7~~ ~~Establish the following unranked priorities for redevelopment within the Cal-Ventura area:~~

~~POLICY L-4.8~~ ~~Connect the Cal-Ventura area with the Multi-modal Transit Station and California Avenue. Provide new streets and pedestrian connections that complete the street grid and create a walkable neighborhood.~~

~~POLICY L-4.9~~ ~~Fry's Electronics site (300 Portage): Continued retail activity is anticipated for this site until 2019. A program should be developed for the future use of the site for mixed density multi- family housing and a park or other open space.~~

~~POLICY L-4.10~~ ~~Hewlett-Packard: Uses that are compatible with the surrounding area and a site plan that facilitates pedestrian use of Park Boulevard.~~

~~POLICY L-4.11~~ ~~North of Sheridan Avenue: Development of one or more of the City-owned parking lots with primarily residential uses, provided that public parking spaces are replaced.~~

~~POLICY L-4.12~~POLICY L-4.9 ~~Park Boulevard: Streetscape improvements. [Previous Program L-31]~~

South El Camino Real

~~POLICY L-4.13~~ ~~Establish the South El Camino Real area as a well-designed, compact, vital, Multi-neighborhood Center with diverse uses, a mix of one-, two-, and three-story buildings, and a network of pedestrian-oriented streets and ways.~~ [Previous Policy L-35]

~~POLICY L-4.14~~ ~~Prepare a Coordinated Area Plan for the South El Camino Real area. Use the land use map from the Community Design Workshop as a starting point for preparing this Plan.~~ [Previous Program L-32]

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POLICY L-4.10 ~~Study ways to make~~ Enhance the pedestrian environment along South El Camino Real ~~more pedestrian-friendly~~, ~~including~~ redesigning the street to provide wider sidewalks, increased building setbacks, safe pedestrian crossings at key intersections, ~~street~~ trees, and streetscape improvements, consistent with the recommendations in the Grand Boulevard Design Guidelines. [(Previous Program L-33) (Converted to Policy) (Consistent with Comp Plan Draft EIR Mitigation Measure AES-1)] [L86]

PROGRAM L4.10.1 Provide better east-west connections across El Camino Real to bring ~~the Ventura and Barron Park~~ neighborhoods together and to improve linkages to local schools and parks. [Previous Program L-34] [L87]

~~Allow a full range of office and retail uses on shallow parcels along South El Camino Real, subject to adequate buffering from adjacent residential uses. [Previous Policy L-36]~~

~~Consider Transfer of Development Rights (TDR) as a tool to encourage re-development and/or community-serving amenities along South El Camino Real. [Previous Program L-35]~~

Town and Country Village

POLICY L-4.11 Recognize and preserve ~~Maintain~~ Town and Country Village as an attractive ~~community-serving~~ retail center serving Palo Altans 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 parking. [Previous Policy L-32] [L88]

POLICY L-4.12 In Town and Country Village, encourage ~~housing development consistent with~~ a vibrant ~~business~~ retail environment and urban greening. [Previous Policy L-33] [L89]

POLICY L-4.13 In Town and Country Village, e~~E~~ncourage improvement of pedestrian, bicycle, and auto circulation and landscaping improvements, ~~,~~ including maintenance of existing oak trees and planting additional ~~oak~~ trees. [Previous Policy L-34] [L90]

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NEIGHBORHOOD CENTERS

POLICY L-4.14 ~~Maintain the scale,~~ Improve the ~~and~~ local-serving focus, and provide safe pedestrian, bicycle, and multimodal access to all three Palo Alto~~'s four~~ Neighborhood Centers – Charleston Shopping Center, Edgewood Plaza, and Midtown Shopping Center. Support their continued improvement and vitality. [Previous Policy L-37] [L91]

~~Evaluate current zoning to determine if it supports the types of uses and scale of buildings considered appropriate in Neighborhood Centers. [Previous Program L-36]~~

~~**POLICY L-4.15** Encourage property owners within Neighborhood Centers to prepare master plans, with the participation of local businesses, property owners, and nearby residents. [Previous Program L-37]~~

POLICY L-4.15 Encourage maximum use of Neighborhood Centers by ensuring that the publicly maintained areas are clean, well-lit, and attractively landscaped. [Previous Policy L-38] [L92]

~~Facilitate opportunities to improve pedestrian-oriented commercial activity within Neighborhood Centers. [Previous Policy L-39]~~

~~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. [Previous Program L-38]~~

~~**POLICY L-4.16** Revitalize~~ Maintain Midtown Shopping Center 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~~s~~ and encourage a variety of neighborhood retail shops and services. [Previous Policy L-40] [L93]
~~Prepare a plan for Midtown with the participation of property owners, local businesses, and nearby residents. Consider the Midtown Economic Study and the land use concepts identified during the 1994 Community Design Workshop in developing the plan. The plan should have a special emphasis on public improvements, including parking, street furniture and signage. [Previous Program L-39]~~

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~~POLICY L-4.17~~POLICY L-4.16 ~~Make improvements to Middlefield Road in Midtown that slow traffic, encourage commercial vitality, make the street more pedestrian-friendly, and unify the northeast and southwest sides of the commercial area, with consideration given to traffic impacts on the residential neighborhood. (Previous Program L-40)]~~

~~Support bicycle and pedestrian trail improvements along a restored Matadero Creek within Hoover Park. [Previous Program L-41]~~

~~Maintain existing residential uses within the Midtown area and encourage additional residential development. [Previous Policy L-41]~~

~~Retain the existing housing along Colorado Avenue and consider increasing the density to allow townhouses, co-housing, and/or housing for the disabled. [(Previous Program L-42) (Complete)]~~

EMPLOYMENT DISTRICTS

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.**

POLICY L-5.1 Encourage Employment Districts to develop in a way that ~~encourages~~ facilitates transit, pedestrian and bicycle travel. ~~and~~ Pprovide mixed uses to reduces the number of auto trips ~~for daily errands~~. [Previous Policy L-42] [L94]

~~POLICY L-5.2~~ ~~Modify existing zoning regulations and create incentives for employers to pro- vide employee services in their existing buildings—for example, office support services, restaurants, convenience stores, public gathering places, and child care facilities—to reduce the need for employees to drive to these services. [Previous Program L-43]~~

POLICY L-5.2 Provide landscaping, trees, sidewalks, pedestrian paths, and connections to the citywide bikeway system within Employment Districts. Pursue opportunities to ~~build~~ include sidewalks, paths, low water use landscaping, reclaimed water, and trees and remove grass turf in renovation and expansion projects. [Previous Policy L-43] [L95]

POLICY L-5.3 Design ~~the~~ paths and sidewalks to be attractive and comfortable and consistent with the character of the area where they are located. [(Previous Program L-44) (Converted to Policy)] [L96]

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POLICY L-5.4 ~~Develop the Stanford Research Park as a~~ Foster compact employment centers served by a variety of transportation modes. [Previous Policy L-44] [L97]

PROGRAM L5.4.1 Create and apply zoning standards and design guidelines for commercial hotels, ~~and~~ conference centers, and possible residential or mixed-use projects in Stanford Research Park, particularly near El Camino Real. [Previous Program L-45] [L98]

~~**PROGRAM L5.3.1**~~**PROGRAM L5.4.2** Evaluate the optimum number of future hotel rooms for Palo Alto and consider reductions in the allowable floor area ratio as appropriate. [NEW PROGRAM] [L99]

~~**POLICY L-5.4** Develop Stanford Medical Center in a manner that recognizes the citywide goal of compact, pedestrian-oriented development as well as the functional needs of the Medical Center. [Previous Policy L-45]~~

~~**POLICY L-5.5** Work with Stanford to prepare an area plan for the Stanford Medical Center. [(Previous Program L-46)(Complete)]~~

~~**POLICY L-5.6**~~**POLICY L-5.5** 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). [Previous Policy L-46] [L100] ~~Consider the East Meadow Circle Area as a potential site for higher density housing that provides a transition between existing housing and nearby industrial development. [Previous Policy L-47]~~

~~Undertake a Community Design Workshop for the East Meadow Circle Area. [Previous Program L-47]~~

~~**PROGRAM L5.6.1**~~ Implement the 2012 East Meadow Circle Concept Plan (Appendix Y of this Comprehensive Plan) when approving new development or other improvements within the Plan area. [NEW PROGRAM] [L101]

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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-6.1 Promote high quality~~, creative~~ design and site planning that is compatible with surrounding development and public spaces. [(Comp Plan Draft EIR Mitigation Measure AES-1) (Previous Policy L-48)] [L102]

PROGRAM L6.1.1 Promote awards programs and other forms of public recognition for projects of architectural merit that contribute positively to the community. [Previous Program L-53] [L103]

POLICY L-6.2 Use the Zoning Ordinance, design review process, design guidelines, and Coordinated Area Plans to ensure high quality residential and commercial design and architectural compatibility. [Previous Program L-48] [L104]

POLICY L-6.3 Require bird-friendly design. [NEW POLICY] [L105]

~~PROGRAM L6.2.1~~**PROGRAM L6.3.1** Develop guidelines for bird-friendly building design that minimizes hazards for birds and reduces the potential for collisions. [NEW PROGRAM] [L106]

~~POLICY L-6.3~~**POLICY L-6.4** In areas of the City having a historic or consistent design character, encourage the design of new development to maintain and support the existing character. *[Note: 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.]* [(Previous Program L-49) (Converted to Policy) (Comp Plan Draft EIR as Mitigation Measure AES-1.)] [L107]

~~POLICY L-6.4~~**POLICY L-6.5** Guide development to respect views of the foothills and East Bay hills from public streets in the developed portions of the City.[Previous Policy L-3] [L108]

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~~POLICY L-6.5~~POLICY L-6.6 Design buildings to ~~revitalize~~ complement streets and public spaces; ~~and~~ 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.~~ [Previous Policy L-49] [L109]

~~PROGRAM L6.5.1~~PROGRAM L6.6.1 Ensure that the zoning ordinance encourages 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. [NEW PROGRAM] [L110]

~~Undertake a comprehensive review of residential and commercial zoning requirements to identify additional architectural standards that should be incorporated to implement Policy L-49. [(Previous Program L-50) (Complete)]~~

~~Use illustrations and form code methods for simplifying the Zoning Ordinance and to promote well-designed buildings. [(Previous Program L-51) (Complete)]~~

~~PROGRAM L6.5.2 Maintain and periodically review height and density limits to discourage single uses that are inappropriate in size and scale to the surrounding uses. [Previous Program L-3]~~

POLICY L-6.7 (BUILDING HEIGHTS - OPTION 1-7 "approval" votes) Maintain the current 50-foot height limit on building heights in Palo Alto. [NEW POLICY] [L111]

POLICY L-6.8 (BUILDING HEIGHTS - OPTION 2-4 "approval" votes) Maintain a 50-foot height 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 allow flexibility in floor to ceiling heights and enhance the livability in multi-family residential units. [NEW POLICY] [L112]

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POLICY L-6.9 (BUILDING HEIGHTS - OPTION 3-7 "approval" votes) Building height limits up to a maximum of 65 feet may be considered for areas well-served by transit, services and retail as a way to facilitate a mix of multifamily housing, including affordable units, units targeted to seniors and other special needs populations, and micro-units designed to accommodate younger members of the workforce. [NEW POLICY] [L113]

PROGRAM L6.9.1 Revise the Zoning ordinance to establish criteria and conditions that must be met in order to allow building heights up to 65 feet. Criteria shall address affordability of the residential units; compatibility with surrounding land uses; sensitivity to context; proximity to transit, services and retail; and mitigation or avoidance of adverse impacts on traffic and parking conditions. [NEW PROGRAM] [L114]

POLICY L-6.10 (BUILDING HEIGHTS - OPTION 4-10 "approval" votes) Building height limits over 50 feet may be considered for areas well-served by transit, services and retail 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 younger members of the workforce. [NEW POLICY] [L115]

PROGRAM L6.10.1 Revise the Zoning Ordinance to establish criteria and conditions that must be met in order to allow building heights higher than 50 feet. Criteria shall address affordability of the residential units; compatibility with surrounding land uses; sensitivity to context; proximity to transit, services and retail; and mitigation or avoidance of adverse impacts on traffic and parking conditions. [NEW PROGRAM] [L116]

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~~POLICY L-6.6~~POLICY L-6.11 Promote gradual transitions in the scale of development where residential districts abut more intense uses in order to minimize negative impacts where land use transitions occur. ~~Where possible,~~ aAvoid 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 at mid-block locations rather than along streets wherever possible.~~ [Previous Policy L-6] [L117]

~~PROGRAM L6.6.1~~ Implement architectural standards to assure they effectively address land use transitions. [NEW PROGRAM] [L118]

~~PROGRAM L6.6.2 Review and change zoning regulations promote gradual transitions in the scale of development where residential districts abut more intense uses. [Previous Program L-4]~~

~~PROGRAM L6.6.3 Establish new performance and architectural standards that minimize negative impacts where land use transitions occur. [Previous Program L-5]~~

~~PROGRAM L6.6.4~~PROGRAM L6.11.1 ~~Revise the City's Neighborhood Commercial (CN) and Service Commercial (CS) zoning requirements to better address land use transitions. [(Previous Program L-6) (Complete)]~~

~~POLICY L-6.7~~ Support existing regulations that preserve exposure to natural light for single-family residences. [NEW POLICY] [L119]

~~POLICY L-6.8~~POLICY L-6.12 ~~Enhance desirable characteristics in~~ Create ~~mixed use areas. Use the planning and zoning process to create~~ opportunities for new mixed use development ~~that includes~~consisting of housing and retail. [Previous Policy L-9] [L120]

~~PROGRAM L6.8.1~~PROGRAM L6.12.1 Update the municipal code to include zoning changes that allow a mix of retail and residential uses but no office uses. The intent of these changes would be to encourage a mix of land uses that contributes to the vitality and

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walkability of commercial centers and transit corridors. [NEW PROGRAM] [L121]

~~PROGRAM L6.8.2~~PROGRAM L6.12.2 ~~Create and apply the following four new Mixed Use zoning standards: A "Live/Work" designation that permits individuals to live on the same site where they work by allowing housing and other uses such as office, retail, and light industrial to co-exist in the same building space; and "Retail/ Office, "Residential/Retail," and "Residential/Office" designations that permit a mix of uses on the same site or nearby sites. Develop~~ Modify design standards for ~~all~~ mixed use projects ~~designations providing for~~ to promote a pedestrian-friendly relationship to the street, including elements such as ~~buildings with one to three stories,~~ screened ~~rear~~ parking or underground parking, street-facing windows and entries, and landscaping, and trees along the street~~zero setback along the street, except that front gardens may be provided for ground floor residential uses~~. [Previous Program L-10] [L122]

PROGRAM L6.12.3 Consider revising development standards in the Community Commercial, Service Commercial, and Downtown Commercial Districts (CC, CS, and CD) and the Neighborhood Commercial District (CN) along El Camino Real to incentivize the conversion of non-retail commercial FAR to residential use. [NEW PROGRAM] [L123]

~~PROGRAM L6.8.3~~PROGRAM L6.12.4 Update the zoning code to preserve ground-floor retail and limit the displacement of existing retail from neighborhood centers. [NEW PROGRAM] [L124]

~~PROGRAM L6.8.4 Discourage the use of fences that obscure the view of houses. [Previous Program L-52]~~

~~POLICY L-6.9~~POLICY L-6.13 Discourage the use of fences that obscure the view of the front of houses from the street. [(Previous Program L-52)(Converted to Policy)] [L125]

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~~POLICY L-6.10~~POLICY L-6.14 Encourage high quality signage that is attractive, energy-efficient, appropriate for the location and balances visibility needs with aesthetic needs. [Previous Policy L-50] [L126]

GOAL L-7 Conservation and preservation of Palo Alto's historic buildings, sites, and districts.

HISTORIC ~~CHARACTER~~RESOURCES

POLICY L-7.1 Encourage public and private upkeep and preservation of resources that have historic merit, including residences listed in the City's Historic Resource Inventory, the California Register of Historical Resources, or the National Register of Historic Places. [Previous Policy L-51] [L127]

PROGRAM L7.1.1 ~~Review and update the City's Inventory of historic resources including City-owned structures.~~ 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. [(Previous Program L-54)(Draft EIR Mitigation Measure CULT-1b)] [L128]

PROGRAM L7.1.2 Reassess the Historic Preservation Ordinance to ensure its effectiveness in the maintenance and preservation of historic resources, particularly in the University Avenue/Downtown area. [Previous Program L-55] [L129]

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

POLICY L-7.2 If a proposed development would affect a potential historic resource that has not been evaluated for inclusion into the City's Historic Resources Inventory, consider whether it is eligible for inclusion in the City's Inventory prior to the issuance of a demolition or alterations permit. [(NEW POLICY) (Comp Plan Draft EIR Mitigation Measure CULT-1b)] [L130]

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~~Maintain and strengthen the design review procedure for exterior remodeling or demolition of historic resources. Discourage demolition of historic resources and severely restrict demolition of Landmark resources. [Previous Program L-56]~~

POLICY L-7.3 Actively seek state and federal funding for the preservation of buildings of historical merit and consider public/private partnerships for capital and program improvements. [Previous Policy L-53] [L131]

~~Support the goals and objectives of the Statewide Comprehensive Historic Preservation Plan for California. [Previous Policy L-54]~~

POLICY L-7.4 Relocation may be considered as a preservation strategy when consistent with State and National Standards regarding the relocation of historic resources. [Previous Policy L-55] [L132]

POLICY L-7.5 To reinforce the scale and character of University Avenue/Downtown, promote the preservation of significant historic buildings. [Previous Policy L-56] [L133]

POLICY L-7.6 Promote awards programs and other forms of public recognition for exemplary Historic Preservation projects. [(Previous Program L-62)(Converted to Policy)] [L134]

POLICY L-7.7 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. [(Previous Program L-63) (Converted to Policy)] [L135]

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

REHABILITATION AND REUSE

POLICY L-7.8 Promote adaptive reuse of old buildings. [Previous Policy L-58] [L136]

~~PROGRAM L7.8.1 Revise existing zoning and permit regulations as needed to minimize constraints to adaptive reuse, particularly in retail areas. [Previous Program L-66]~~

~~PROGRAM L7.8.2~~PROGRAM L7.8.1 Develop incentives for the retention and rehabilitation of buildings with

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historic merit in all zones and revise existing zoning and permit regulations as needed to minimize constraints to adaptive reuse, particularly in retail areas [(Previous Policy L-57) (Converted to Program)] [L137]

~~PROGRAM L7.8.3~~PROGRAM L7.8.2 Create incentives to e~~E~~ncourage salvage and reuse of discarded historic building materials. [Previous Program L-57] [L138]

~~PROGRAM L7.8.4~~PROGRAM L7.8.3 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. [Previous Program L-58] [L139]

POLICY L-7.9 Allow compatible nonconforming uses for the life of historic buildings. [(Previous Program L-61) (Converted to Policy)] [L140]

POLICY L-7.10 Ensure ~~encourage~~ the preservation of significant historic resources owned by the City of Palo Alto. Allow such resources to be altered to meet contemporary needs- consistent with the Secretary of the Interior Standards for Rehabilitation~~only if, provided that the preservation standards adopted by the City Council are satisfied~~. [Previous Policy L-52] [L141]

POLICY L-7.11 Maintain the historic integrity of building exteriors. ~~Allow~~ Consider parking exceptions for historic buildings to encourage rehabilitation. ~~Require design review findings that the historic integrity of the building exterior will be maintained~~. [(Previous Program L-59)(Converted to Policy)] [L142]

PROGRAM L7.11.1 Review parking exceptions for historic buildings in the Zoning Code to determine if there is an effective balance between historic preservation and meeting parking needs [NEW PROGRAM] [L143]

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POLICY L-7.12 Encourage and assist owners of historically significant buildings in finding ways to adapt and ~~restore~~ rehabilitate these buildings, including participation in state and federal tax relief programs.[(Previous Program L-64) (Converted to Policy)] [L144]

PROGRAM L7.12.1 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 non-historic receiver sites in the CD zone. Revise the TDR Ordinance so that transferred development rights may be used only for residential development on the receiver sites. ~~Planned Community (PC) zone properties in the Downtown also qualify for this program.~~ [Previous Program L-60] [L145]

ARCHAEOLOGICAL RESOURCES

POLICY L-7.13 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. [(Previous Policy L-60)(Comp Plan Draft EIR Mitigation Measure CULT-1c)] [L146]

POLICY L-7.14 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. [(NEW POLICY) (Comp Plan Draft EIR Mitigation Measure CULT-3)] [L147]

POLICY L-7.15 ~~Using the archaeological sensitivity map in the Comprehensive Plan as a guide, continue to a~~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.]* [(Previous Program L-67) (Converted to Policy)] [L148]

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~~POLICY L-7.15~~POLICY L-7.16 Ensure that developers understand their obligation to meet state codes regarding the identification and protection of archaeological and paleontological deposits. [NEW POLICY] [L149]

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.

POLICY L-8.1 Facilitate creation of new parkland to serve Palo Alto's residential neighborhoods, as consistent with the Parks, Trails, Open Space and Recreation Master Plan. [NEW POLICY] [L150]

PROGRAM L8.1.1 Encourage dedication of new land for parks through regulations and incentives for new development and programs to solicit bequests of land within the city. [NEW PROGRAM] [L151]

PROGRAM L8.1.2 Pursue opportunities to create linear parks over the Caltrain tracks in the event the tracks are moved below grade. [NEW PROGRAM] [L152]

PROGRAM L8.1.3 Explore ways to dedicate a portion of in-lieu fees towards acquisition of parkland, not just improvements. [NEW PROGRAM] [L153]

~~PROGRAM L8.1.1~~ Explore opportunities to dedicate City-owned land as parkland to protect and preserve its community serving purpose into the future. [NEW PROGRAM] [L154]

~~PROGRAM L8.1.2 Promote the use of community and cultural centers, libraries, local schools, parks, and other community facilities as gathering places. Ensure that they are inviting and safe places that can deliver a variety of community services during both daytime and evening hours. [Previous Policy L-61]~~

~~PROGRAM L8.1.3 To help satisfy present and future community use needs, coordinate with the School District to educate the public about and to plan for the future use of school sites, including providing space for~~

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~~public gathering places for neighborhoods lacking space. [Previous Program L-68]~~

~~**PROGRAM L8.1.4** Enhance all entrances to Mitchell Park Community Center so that they are more inviting and facilitate public gatherings. [(Previous Program L-69) (Complete)]~~

~~**PROGRAM L8.1.5**~~**PROGRAM L8.1.4** ~~Study the potential for landscaping or park furniture that would promote neighborhood parks as outdoor gathering places and centers of neighborhood activity. [Previous Program L-70]~~

~~**POLICY L-8.2**~~ Encourage use of data driven, innovative design methods tactics and use data to understand to evaluate how different community members use public space. [NEW POLICY] [L155]

POLICY L-8.2 ~~Use the work of artists, craftspeople, architects, and landscape architects in the design and improvement of public spaces. [Previous Policy L-74]~~

POLICY L-8.3 Provide comfortable seating areas and plazas with places for public art adjacent to library and community center entrances. [Previous Policy L-62] [L156]

POLICY L-8.4 Encourage small-scale local-serving retail services, such as small cafes, delicatessens, and coffee carts, in c~~C~~ivic c~~C~~enters: Mitchell Park, Rinconada Library, and Cubberly Community Center. [Previous Policy L-63] [L157]

POLICY L-8.5 Create facilities for civic and intellectual life, such as better urban public spaces for civic programs and speakers, cultural, musical and artistic events. [NEW POLICY] [L158]

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POLICY L-8.6 ~~Promote and maintain~~ Recognize public art and cultural facilities as a community benefit. Encourage the development of new and the enhancement of existing public and private art and cultural facilities throughout Palo Alto. Ensure that such projects are compatible with the character and identity of the surrounding neighborhood. [Previous Policy L-72] [L159]

POLICY L-8.7 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~~. [Previous Policy L-64] [L160]

POLICY L-8.8 Encourage religious and private institutions to ~~provide facilities that promote a sense of~~collaborate with the community and ~~are compatible with~~ the surrounding neighborhood. [Previous Policy L-65] [L161]~~Public Ways~~

~~GOAL L-9~~ ~~Attractive, inviting public spaces and streets that enhance the image and character of the city.~~

~~GOAL L-10~~ ~~Maintain an aesthetically pleasing street network that helps frame and define the community while meeting the needs of pedestrians, bicyclists, and motorists.[(Previous Policy L-66]~~

~~GOAL L-11~~GOAL L-9 ~~Balance traffic circulation needs with the goal of creating walkable neighborhoods that are designed and oriented towards pedestrians. [Previous Policy L-67] [Covered in Transportation Element]~~

~~*[Note: concepts above covered in more detail in the Transportation Element under Goal T-3: Streets. To avoid redundancy, extra length, and potential confusion, we suggest keeping them in Transportation and deleting here].*~~

~~Integrate creeks and green spaces with the street and pedestrian/bicycle path system. [Previous Policy L-68] [Covered in Transportation Element Policy T-1.18]~~

STREETS AND PARKING

~~Preserve the scenic qualities of Palo Alto roads and trails for motorists, cyclists, pedestrians, and equestrians. [Previous Policy L69]~~

POLICY L-9.1 Recognize Sand Hill Road, University Avenue between Middlefield Road and San Francisquito Creek, 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 and preserve their scenic qualities. [(Previous Policy L-69) (Previous Program L-71)] [L162]

~~PROGRAM L11.1.1~~PROGRAM L9.1.1 Evaluate existing zoning code setback requirements to ensure they are appropriate for scenic routes. [NEW PROGRAM] [L163]

POLICY L-9.2 Encourage development that creatively integrates parking into the project, including by locating it behind buildings or underground wherever possible, or 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, street trees, a vibrant local economy, and sufficient parking to meet demand. [Previous Policy L-78] [L164]

~~POLICY L-11.2~~POLICY L-9.3 Require new or redesigned parking lots to optimize pedestrian and bicycle safety. [NEW POLICY] [L165]

~~POLICY L-11.3~~POLICY L-9.4 Enhance tree health and the appearance of streets and other public spaces through regular ~~by expanding and maintain~~maintenance~~ing~~ as well as ~~Palo Alto's street~~ tree and landscape planting and care of the existing canopy. ~~system.~~. [Previous Policy L-70] [L166]

PROGRAM L9.4.1 Continue to use the El Camino Real Design Guidelines and the Zoning Ordinance 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. Consider whether sidewalk widths and

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building setback should also be addressed along other major thoroughfares such as Alma Street and Charleston Road. [(NEW PROGRAM) (Comp Plan Draft EIR Mitigation Measure AES-1)] [L167]

~~Program L-11.4.2~~Program L9.4.2 Involve tree owners in tree maintenance programs. [NEW PROGRAM] [L168]

Public Spaces

~~Policy L-11.4~~Policy L-9.5 Maintain and enhance existing public gathering places and open spaces and integrate new public spaces at a variety of scales. [NEW POLICY] [L169]

[Note: This Section Moved From Goal L-3 Residential Design]

~~Policy L-11.5~~Policy L-9.6 Create, p~~P~~reserve and enhance parks and publicly accessible, shared outdoor ~~the public~~ gathering spaces within walking and biking distance of residential neighborhoods. ~~Ensure that each residential neighborhood has such spaces.~~ [Previous Policy L-15] [L170]

~~Program L-11.5.1~~Program L9.6.1 Analyze existing neighborhoods and determine where publicly accessible shared, outdoor gathering spaces are below the citywide average. Create new public spaces, including public squares, parks and informal gathering spaces in these neighborhoods. [NEW PROGRAM] [L171]

Policy L-9.7 Treat residential streets as both public ways and neighborhood amenities. Provide and maintain continuous sidewalks, healthy ~~street~~ trees, benches, and other amenities that promote walking and "active" transportation. ~~favor pedestrians.~~ [Previous Policy L-17] [L172]

~~Program L-11.5.2~~Program L9.7.1 Review standards for streets and signage and update as needed to foster natural, tree-lined streets with a minimum of signage. [NEW PROGRAM] [L173]

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GATEWAYS

~~POLICY L-11.6~~POLICY L-9.8 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; ~~and~~ Embarcadero Road at El Camino Real, and between Palo Alto and Stanford.[Previous Policy L-71] [L174]

~~PROGRAM L11.6.1~~PROGRAM L9.8.1 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. [Previous Program L-72] [L175]

~~Consider public art and cultural facilities as a public benefit in connection with new development projects. Consider incentives for including public art in large development projects. [Previous Policy L-73]~~

Photo by Scott Haefner–Courtesy of Canopy

~~Minimize the negative physical impacts of parking lots. Locate parking behind buildings or underground wherever possible. [Previous Policy L-75]~~

~~Revise the Zoning Ordinance to require the location of parking lots behind buildings rather than in front of them, under appropriate conditions. [Previous Program L-73]~~

~~Modify zoning standards pertaining to parking lot layout and landscaping for land uses within Employment Districts. [Previous Program L-74]~~

URBAN FOREST

~~POLICY L-11.7~~POLICY L-9.9 Incorporate the goals of the Urban Forest Master Plan, as periodically amended, into the Comprehensive Plan by reference in order to assure that new land uses recognize the many benefits of trees in the urban context and foster a healthy and robust tree canopy throughout the City. [NEW POLICY] [L176]

~~PROGRAM L11.7.1~~PROGRAM L9.9.1 Establish incentives to encourage native trees, and low water use plantings

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in new development throughout the city. [NEW PROGRAM] [L177]

~~PROGRAM L11.7.2~~PROGRAM L9.9.2 ~~Require~~ Update City requirements regarding trees and other landscaping that capture and filter stormwater within surface parking lots to take advantage of new technology. [(Previous Policy L-76) (Converted to Program)] [L178]

POLICY L-9.10 Involve the Urban Forester, or appropriate City staff, in development review. [NEW POLICY] [L179]

~~POLICY L-11.8~~ Recognize the urban forest as City infrastructure to be maintained in accordance with applicable guidelines and requirements. [NEW POLICY] [L180]

~~POLICY L-11.9 Consider Zoning Ordinance amendments for parking lot landscaping, including requiring a variety of drought-tolerant, relatively litter-free tree species capable of forming a 50 percent tree canopy within 10 to 15 years. Consider further amendments that would require existing nonconforming lots to come into compliance wherever possible. [(Previous Program L-75) (Complete)]~~

~~POLICY L-11.10 Encourage alternatives to surface parking lots to minimize the amount of land that must be devoted to parking, provided that economic and traffic safety goals can still be achieved. [Previous Policy L-77]~~

~~POLICY L-11.11 Evaluate parking requirements and actual parking needs for specific uses. Develop design criteria based on a standard somewhere between average and peak conditions. [Previous Program L-76]~~

~~POLICY L-11.12~~POLICY L-9.11 ~~Revise parking requirements to encourage creative solutions such as valet parking, landscaped parking reserves, satellite parking, and others that minimize the use of open land for parking. [Previous Program L-77]~~

~~*[Note: Concepts above such as Parking requirements and creative parking solutions addressed in Transportation Element under Goal T-5: Motor Vehicle and Bicycle Parking]*~~

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~~Encourage the use of Planned Community (PC) zoning for parking structures Downtown and in the California Avenue area. [(Previous Program L-78) (inconsistent with current City practice)]~~

UTILITIES AND INFRASTRUCTURE

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. [Previous Policy L-79] [L181]

~~POLICY L-11.13~~POLICY L-9.12 ~~Undertake a coordinated effort by the Public Works, Utilities, and Planning Departments to establish design standards for public infrastructure and examine the effectiveness of City street, sidewalk and street tree maintenance programs. [(Previous Program L-79) (Complete)]~~

~~PROGRAM L11.13.1~~PROGRAM L9.12.1 Continue the citywide undergrounding of utility wires. Minimize the impacts of undergrounding on street tree root systems and planting areas. [Previous Program L-80] [L182]

~~PROGRAM L11.13.2~~PROGRAM L9.12.2 Encourage the use of compact and well-designed utility elements, such as transformers, switching devices, ~~and~~ backflow preventers, and telecommunications infrastructure. Place these elements in locations that will minimize their visual intrusion. [Previous Program L-81] [L183]

POLICY L-9.13 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. [(NEW POLICY) (PTC Policy L2.9, edited)] [L184]

PROGRAM L9.13.1 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

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effectiveness. [(NEW PROGRAM) (PTC Program L2.9.1)] [L185]

PROGRAM L9.13.2 Implement the findings of the City's Infrastructure Blue Ribbon Committee and its emphasis for rebuilding our civic spaces. [(NEW PROGRAM) (PTC Program L2.9.8)] [L186]

~~**PROGRAM L11.13.3**~~**PROGRAM L9.13.3** Identify City-owned properties where combinations of wireless facilities can be co-located, assuming appropriate lease agreements are in place. [(NEW PROGRAM)(PTC Program L2.9.5)] [L187]

BAYLANDS

POLICY L-9.14 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. [NEW POLICY] [L188]

~~**POLICY L-11.14**~~**POLICY L-9.15** Palo Alto is committed to preservation of the Baylands as called for in the Baylands Master Plan, which is incorporated here by reference. [NEW POLICY] [L189]

~~GOAL L-12~~GOAL L-10 Maintain an economically viable local airport with minimal environmental impacts.

PALO ALTO AIRPORT

~~**POLICY L-12.1**~~**POLICY L-10.1** ~~Support the continued~~ Operate Palo Alto Airport (PAO) as a vitali~~ty~~ and effici~~entectiveness~~ facility at its current level of operation ~~of the Palo Alto Airport~~ without ~~significantly increasing its intensity or~~ intruding into open space areas. PAO ~~The Airport~~ should remain limited to a single runway and ~~two fixed base operators~~minor expansion shall only be allowed in order to meet federal and State airport design and safety standards. [(Previous Policy T-57)] [L190]

~~**PROGRAM L12.1.1**~~**PROGRAM L10.1.1** ~~Encourage Santa Clara County to R~~relocate the terminal building away from the Runway 31 clear zone and closer to the hangars, allowing for construction of a ~~new~~ replacement terminal. [(Previous Program T-58)] [L191]

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PROGRAM L10.1.2 Update the Airport Layout Plan in accordance with Federal Aviation Administration requirements, as needed, while ensuring conformance with the Baylands Master Plan to the maximum extent feasible. [NEW PROGRAM] [L192]

~~**PROGRAM L12.1.2**~~**PROGRAM L10.1.3** Identify and pursue funding to address maintenance, safety and security improvements needed at PAO. [NEW PROGRAM] [L193]

POLICY L-10.2 Minimize the environmental impacts associated with PAO operations, including adverse effects on the character of surrounding open space, noise levels, and the quality of life in residential areas, as required by federal and State requirements. [NEW POLICY] [L194]

PROGRAM L10.2.1 Establish and implement a system for processing, tracking and reporting noise complaints regarding local airport operations on an annual basis,. [NEW PROGRAM] [L195]

PROGRAM L10.2.2 Work with the airport to pursue opportunities to enhance the open space and habitat value of the airport. These include:

- maintaining native grasses;
- reconstructing levees to protect the airport from sea level rise while enhancing public access and habitat conservation; and
- evaluating the introduction of burrowing owl habitat. This program is subject to federal wildlife hazard requirements and guidelines for airports. [NEW PROGRAM] [L196]

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~~POLICY L-12.2~~POLICY L-10.3 Provide public access to the Airport for bicyclists and pedestrians. [NEW POLICY] [L197]

~~PROGRAM L12.2.1~~PROGRAM L10.3.1 Continue to p~~P~~rovide a ~~planting strip and~~ bicycle/pedestrian path adjacent to Embarcadero Road, ~~that is~~ consistent with the Baylands Master Plan and open space character of the baylands subject to airport federal and State regulations. [(Previous Program T-57)] [L198]

POLICY L-10.4 Address the potential impacts of future sea level rise through reconstruction of the Bayfront levee in a manner that provides protection for the Airport and greater habitat along the San Francisco Bay frontage. [NEW POLICY] [L199]

POLICY L-10.5 Encourage the use of alternatives to leaded fuel in aircraft operating in and out of Palo Alto Airport. [NEW POLICY] [L200]

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This Element has been prepared by City staff on the basis of input from the CAC, the Transportation subcommittee and members of the public received between October 2015 and July 2016. Additionally, this revised draft Element presents changes made in response to City Council review on September 19, 2016.

TRANSPORTATION

2

VISION: *Palo Alto will build and maintain a sustainable network of safe, accessible and efficient transportation and parking solutions for all users and modes, while protecting and enhancing the quality of life in Palo Alto ~~neighborhoods~~. Programs will include alternative and innovate transportation processes, and the adverse impacts of automobile traffic on the environment in general and residential streets in particular will be reduced. Streets will be safe, attractive and designed to enhance the quality and aesthetics of Palo Alto neighborhoods. Palo Alto recognizes the regional nature of our transportation system, and will be a leader in seeking regional transportation solutions, prioritizing Caltrain service improvements and railroad grade separations.*

INTRODUCTION

~~Meeting the transportation needs of residents, visitors, and businesses will demand innovative and forward-looking solutions. The Transportation Element provides a policy framework for these solutions, recognizing that future growth in transportation needs cannot be met by the automobile alone. Strong dependence on the automobile has resulted in air and water pollution, excess noise, increased energy use, and visual degradation in Palo Alto and throughout the San Francisco Bay Area. There have also been impacts on Palo Alto neighborhoods, as motorists have used local streets as alternatives to overcrowded arterials.~~

This Element addresses transportation and mobility ~~these~~ issues comprehensively and acknowledges that the future will be different than the present and the past. Recognizing changing demographics and travel preferences, new technologies, and new opportunities, the Element provides a policy framework which includes

solutions for implementation today in order to lay the groundwork for the future. Together with investments in infrastructure, these solutions policy framework seeks to reduce reliance on single occupant vehicles, address congestion, and reduce through traffic and non-resident parking in Palo Alto neighborhoods, leading will lead to an integrated transportation system that serves local, regional, and intercity travel.

This Element meets the State requirement for a Circulation Element, addressing the various aspects of circulation, including complete streets, expressways and freeways, transit, walking, bicycling, parking, and special transportation needs.

CONNECTIONS TO OTHER ELEMENTS

Transportation choices and options are shaped by many factors including land use, economics, and community values. TAs such, the Transportation Element is strongly influenced by the Land Use Element and Housing Element because the distribution and density of residential, commercial, and office uses have a direct correlation to the type, frequency, and use of transportation options a community employs. In a jobs-rich community like Palo Alto that imports significant numbers of workers, adding housing could be one strategy to reduce the number of people who have to drive into the city each day. The Transportation Element also supports the objectives of the Business and Economics Element, the Community Services and Facilities Element, and the Natural Environment Element, and the Safety and Noise Element by paving the way for a transportation system that supports economic development, helps people get to and from community gathering places, emphasizes walkable neighborhoods and access services in a manner that limits impacts to the natural environment.

SUSTAINABLE TRANSPORTATION

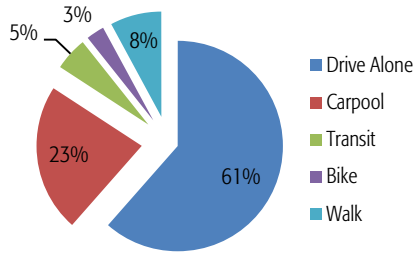
In 2014, more than 60 percent of all trips made each day in Palo Alto involved single-occupant motor vehicles. Although the drive alone rate this ratio is a lower than in many other Bay Area communities, road travel to, from, and within the city is still the greatest single largest source of local greenhouse gas (GHG) emissions and derives from local (internal) trips as well as commute trips. As a major regional employment center, Palo Alto attracts commuters from throughout the Bay Area on a daily basis, but US Census data also show that Palo Alto residents make most of their trips by car. Building a more sustainable transportation system will require

addressing regional and local travel patterns, as well as trips made for work, school, errands or entertainment.

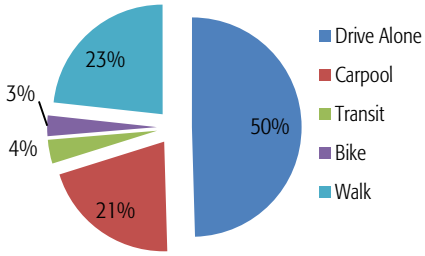
The key to a sustainable transportation system lies in providing more options and more convenience so that people will more readily choose not to drive. Palo Altans recognize that, at times, driving is necessary, but to address congestion, ~~keep neighborhood streets safe, reduce air quality and noise impacts, lessen the effects of~~ climate change, and improve overall quality of life, the policies and programs in this Element must focus on providing convenient, affordable alternatives to the automobile.

Facilitating a shift to alternative modes of transportation will require creative collaboration among transit agencies, employers, and local jurisdictions as well as residents and commuters themselves. Technology also has a role to play, whether providing up-to-the minute information to inform choices or in delivering new and better modes of travel. Improvements to the bicycling and pedestrian environment will help encourage more people to bike and walk on a regular basis.

PALO ALTO DAILY MODE SHARE - ALL TRIPS (2014)



PALO ALTO DAILY MODE SHARE - INTERNAL TRIPS (2014)



~~INNOVATION AND COLLABORATION~~

~~Palo Alto is currently pursuing a number of innovative tools to increase transportation options for residents and workers.~~

TRANSPORTATION DEMAND MANAGEMENT

Transportation d~~D~~emand m~~M~~anagement (TDM) refers to strategies that improve transportation system efficiency and reduce congestion by shifting trips from single-occupant vehicles to collective forms of transport, including mass transit, carpools and private shuttles. TDM is a critical component of a comprehensive strategy to reduce traffic congestion. TDM programs are typically required of new development and can include a range of requirements ~~infrastructure investments~~ and incentives for the use of alternatives to the automobile, as well as parking management strategies ~~initiatives~~ and marketing. Employers and local governments often collaborate in developing and implementing ~~TDM~~ area-wide TDM programs aimed at reducing single occupant vehicle use by existing employees. ~~These, and~~ activities can be coordinated through a t~~T~~ransportation m~~M~~anagement a~~A~~ssociation (TMA) made up of local businesses in a commercial district or industrial park. Stanford University operates ~~one of the most~~ a comprehensive and successful TDM programs in the country for the University, ~~Hospital~~ and the Medical Center, and a program is in development for the ~~and~~ Research Park ~~campuses. The program includes a~~

~~commute club, the Marguerite Shuttle, EcoPass/GoPass and bicycle and vehicle rentals, among others, and encourages more efficient use of transportation infrastructure.~~ In January 2015, the City of Palo Alto supported ~~began the process to~~ establishment ~~a~~of a TMA for the downtown area, in collaboration with local businesses and residents. The success of this effort and its potential to expand to other areas of the City will depend on securing ongoing funding and on the committed participation of employers who face parking and traffic challenges in downtown.

ALTERNATIVE FUEL VEHICLES

Alternative fuel vehicles–those that run on electricity, biodiesel, compressed natural gas and other alternatives to petroleum fuels–help reduce GHG emissions by utilizing cleaner fuels or zero emission alternatives. In 2014, the City of Palo Alto adopted an ordinance that requires electric vehicle (EV) – ready infrastructure for all new commercial construction to encourage the use of electric vehicles and develop the infrastructure for this growing market. As the City continues this effort, additional infrastructure may be necessary. However, while alternative fuel vehicles do reduce GHGs, they are still a contributor to congestion and delay.

MOBILITY AS A SERVICE

~~In this context mobility refers to the options that Palo Alto residents, employees and visitors have for getting to and from their destinations.~~ The use of transportation services is beginning to replace private vehicle ownership in the region, led by a number of prominent ride sharing and e-hailing car services like Uber and Lyft (the process of ordering transportation services via mobile device). Originating in Europe, the concept of "Mobility as a Service" (MaaS), allows on-demand trip planning enabled by smartphones and mobile devices and provided by "pop up" bus-, car-, and bike-sharing services. Palo Alto is partnering with Joint Venture Silicon Valley, the Santa Clara Valley Transportation Authority (VTA), and the City of San Jose to develop a MaaS/smartphone app (Commuter Wallet) that combines access to multiple transportation modes and employer commute benefits, incentivizing non-single-occupant vehicle travel.

PUBLIC TRANSIT

Residents, workers, and visitors to Palo Alto have an array of transit options within the city and to the surrounding region. Maps T-1 and T-2 show the range of

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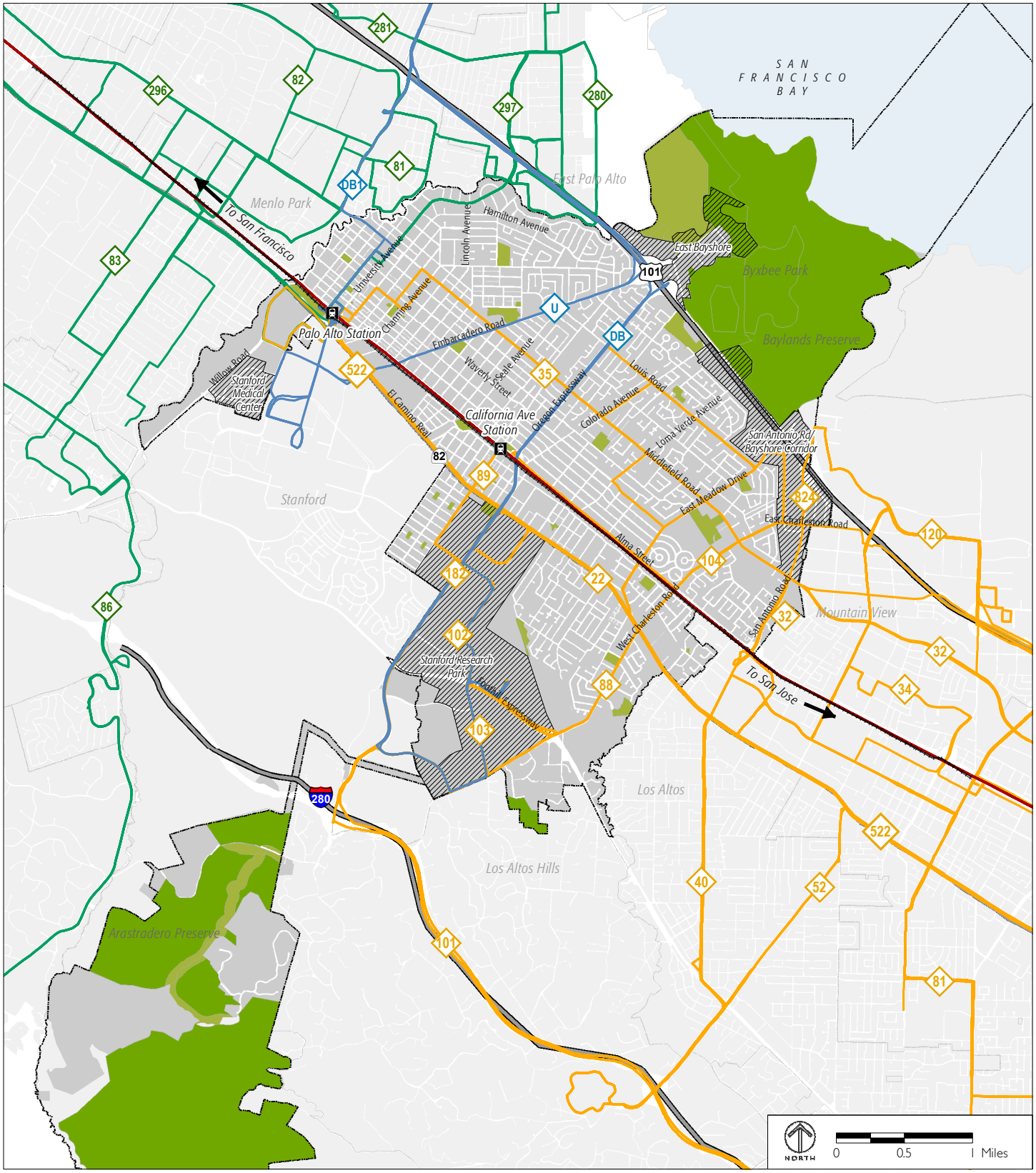
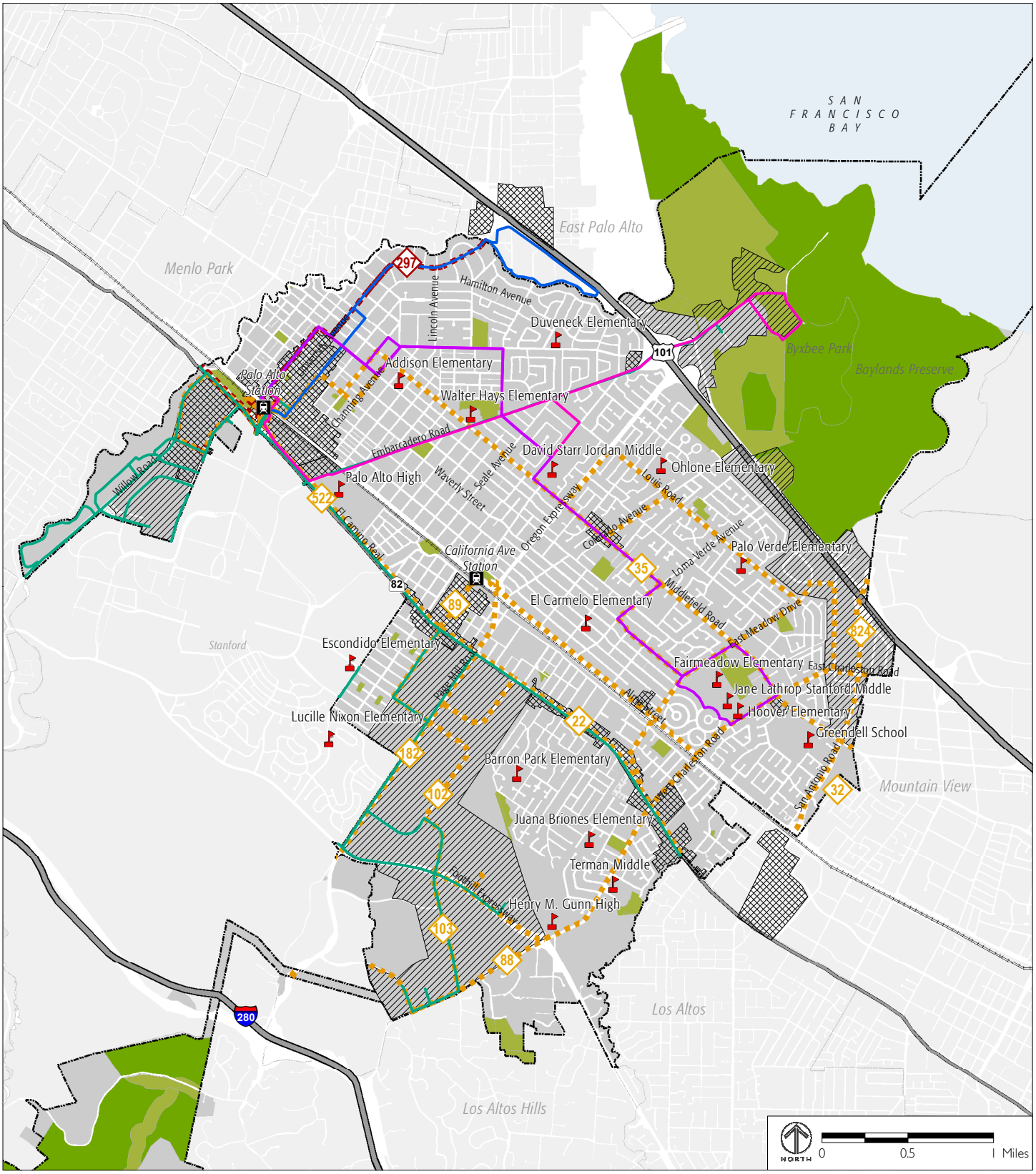


Source: City of Palo Alto, 2016; Santa Clara VTA, 2016; SamTrans, 2016; PlaceWorks, 2016.

- Alameda-Contra Costa Transit District (AC Transit)
- Santa Clara Valley Transportation Authority (VTA)
- San Mateo County Transit (SamTrans)
- Caltrain
- Caltrain Stations
- Employment Districts
- Railroads
- Park/Open Space
- Public Conservation Land
- City Limit

PRELIMINARY DRAFT MAP T-1

REGIONAL TRANSIT CONNECTIONS IN PALO ALTO



Source: Palo Alto Unified School District, 2012; Santa Clara VTA, 2015; SamTrans, 2015; City of Palo Alto, 2015; Caltrain, 2015; PlaceWorks, 2015.

- Crosstown Shuttle
- Embarcadero Shuttle
- East Palo Alto Caltrain Shuttle
- Stanford Marguerite Shuttle
- Santa Clara Valley Transportation Authority (VTA)
- San Mateo County Transit (SamTrans)
- Caltrain Stations
- Schools
- Railroads
- Employment Districts
- Commercial Centers
- Park/Open Space
- Public Conservation Land
- City Limit

PRELIMINARY DRAFT MAP T-2

PALO ALTO LOCAL TRANSIT CONNECTIONS

transit services in Palo Alto. Map T-1 focuses on regional transit options, ~~which~~ and Map T-2 illustrates local transit options. Overall, regional transit is heavily used, while public transit services serving the local area are below capacity levels. Policies in this Element support i~~I~~mproving local services like shuttles to increase ridership and support traditional transit providers with first and last mile connections~~better match ridership needs could be one strategy to increase ridership and make more effective use of available capacity~~.

RAIL SERVICE

Caltrain is Palo Alto's primary regional transit service, with riders traveling between San Francisco and Gilroy. Since introduction of the baby bullet limited express trains in 2003, ridership has more than doubled and today, Palo Alto's University Avenue station is the second largest generator of weekday Caltrain trips, behind San Francisco's 4th and King Street station. Long-range plans for the Palo Alto Station and the adjacent University Avenue underpass area will enhance the pedestrian experience and improve circulation and access for all modes~~the station's visibility of the transit station~~. The planned Caltrain extension to the Transbay Terminal in downtown San Francisco will improve regional transit connections, and Caltrain electrification will speed service and increase capacity while decreasing noise and air pollution.

As of late 2015, the San Mateo County Transit District (SamTrans) has re-initiated study of possible ~~future rail~~transit service along the Dumbarton corridor, to link ~~the~~ Alameda ~~County communities of Newark, Union City and Fremont~~ with ~~the~~ San Mateo and Santa Clara Counties.~~y communities of Redwood City, Menlo Park, and East Palo Alto via an existing, unused rail bridge across the San Francisco Bay. The study will also evaluate connections to Palo Alto and other cities in Santa Clara County.~~

In November 2015, Palo Alto City Council adopted a c~~C~~omplete s~~S~~treets resolution affirming the City's longstanding commitment to design and construction of a comprehensive, integrated transportation network that allows safe and convenient travel along and across streets for all users, including pedestrians, bicyclists, persons with disabilities, motorists, movers of commercial goods, users and operators of public transportation, emergency vehicles, seniors, children, youth, and families.

Council also adopted National Association of City Transportation Officials (NACTO) guidelines for bikeway and urban street design, which incorporate c~~C~~omplete s~~S~~treets best practices.

BUS SERVICE

Three transit providers, VTA, SamTrans, and AC Transit, provide bus service in Palo Alto, connecting residents to both local and regional destinations. The VTA operates local bus service within the city, with 14 bus routes in Palo Alto and an express bus network that serves the Stanford Research Park. VTA~~, and~~ also offers connections to VTA light rail, Caltrain, Altamont Corridor Express (ACE) and AMTRAK Capitol Corridor. SamTrans operates bus service throughout San Mateo, San Francisco, and Santa Clara counties, helping to connect Palo Alto to other parts of the Peninsula and

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Silicon Valley. AC Transit's Dumbarton Express provides express bus service between the East Bay and communities on the Peninsula.

The VTA's proposed El Camino Real Bus Rapid Transit (BRT) project aims to improve transit operations and increase transit ridership along the El Camino Real Corridor. Policies in this Element support enhanced bus service in shared travel lanes w~~W~~ith curbside stations and signal priority with (~~"~~queue jump lanes ~~ing"), BRT in shared travel lanes will~~ to provide faster, more reliable service with target stops and specialized transit vehicles and facilities. ~~The El Camino Real BRT Corridor extends from Downtown San Jose (Arena Station) to Downtown Palo Alto (Palo Alto Transit Center) passing through the cities of Santa Clara, Sunnyvale, Mountain View and Los Altos.~~

SHUTTLE SERVICE

There are four types of shuttle services operating in Palo Alto, including the Stanford University Marguerite shuttle, the VTA shuttle, the City-operated Palo Alto Shuttle, and private employee shuttles which transit through Palo Alto offering transportation for employees to other job centers on the Peninsula. The Marguerite, run by Stanford University Parking and Transportation Services, is a free ~~public~~ service that connects the Stanford campus to the Palo Alto ~~Caltrain Station~~Transit Center and Downtown. The VTA provides low cost fare based service for residents of Santa Clara County. The Palo Alto Free Shuttle is free wheelchair-accessible shuttle provided by the City to connect important destinations in the community, including Caltrain stations; the City is developing plans for enhanced service in response to community input. Marguerite and Palo Alto Shuttle routes are shown on Map T-1.

FIRST/LAST MILE CONNECTIONS

~~The concept of first/last mile connections refers to the level of accessibility to and from transit stations.~~ Many people live or work within a mile from a transit station or, bus stop; however, distance, perception of safety, and inconvenience may deter them from using transit, so the entire trip is made by single-occupant vehicle simply for lack of convenience of a small but crucial segment of the trip. Currently, ~~T~~the Palo Alto shuttle, biking, and walking are ~~also provides first/last mile connections to and from Caltrain stations, as does the provision of bike share facilities. For now, walking and biking remain~~ the best first/last mile option for most of Palo Alto. Future improvements should focus on making walking, ~~and~~ bicycling, shuttle service, and ridesharing more efficient, comfortable and safe. ~~In addition, improved shuttle~~

~~service, ridesharing and other on-demand transportation services could be integrated into the City's overall first/last mile connection strategy and beyond, through MaaS.~~

~~BICYCLING AND WALKING~~

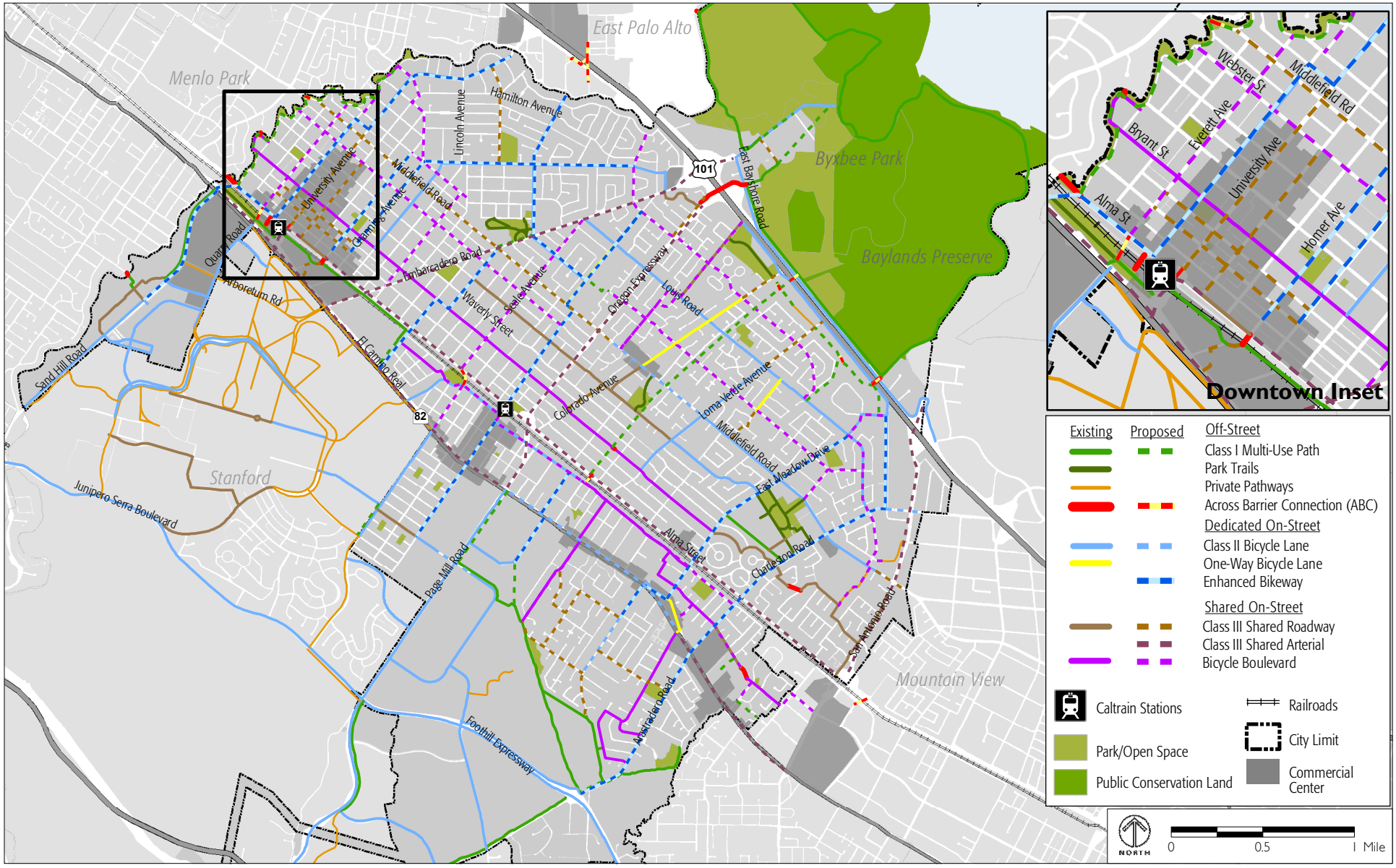
~~California's Complete Streets Act requires local jurisdictions to plan for land use transportation policies that reflect a "complete streets" approach to mobility. Complete streets policies and street design principles provide for the needs of all road users, including pedestrians, bicyclists, transit operators and riders, children, the elderly, and people of all ability levels.~~

BIKING

Palo Alto dedicated its formal bikeway system—one of the nation's first—in 1972. Bikeways have since become commonplace and considerable progress has been made in overcoming barriers to bicycle travel in and around Palo Alto. Palo Alto's bikeway network consists of on-road bicycle lanes, bicycle boulevards and bicycle routes, off-roadway shared-use paths and bridges, and bicycle parking facilities. Fourteen underpasses and bridges span barriers such as freeways, creeks, and railroad tracks. Map T-3 shows the existing and planned bikeway network in Palo Alto.

Palo Alto is in a position to build on the existing network, significantly increasing its proportion of travel by bicycle and is actively pursuing an expanded bike share program.

The *Palo Alto Bicycle + Pedestrian Transportation Plan*, adopted in 2012 (BPTP 2012), contains a policy framework, design guidance, and specific recommendations to increase walking and biking rates over the next decade and beyond. BPTP 2012 encourages planning, construction, and maintenance of complete streets that are safe and accessible to all modes and people of all ages and abilities~~, incorporating best practices from the National Association of Transportation Officials (NACTO) *Bikeway Design Guide*. Future challenges include more routes for northeast-southwest travel and overcoming physical barriers like railroads and freeways. Better provisions for bicycles on transit enables bicycles as a first/last mile option, promoting the use both modes by increasing convenience and accessibility of destinations.~~



Source: City of Palo Alto, 2016; PlaceWorks, 2016.

MAP T-3

BIKEWAYS IN PALO ALTO

WALKING

Mode share data indicate that walking accounts for more trips than public transit in Palo Alto each day, yet is an often overlooked means of transportation. As shown on Map T-4, Palo Alto's pedestrians are generally well served by current facilities and will benefit from the attention given to street trees, walkable neighborhoods, and pedestrian- oriented design. The most needed improvements are to fill in the gaps in the sidewalk system, make intersection crossings "friendlier," and overcome barriers to northeast-southwest travel.

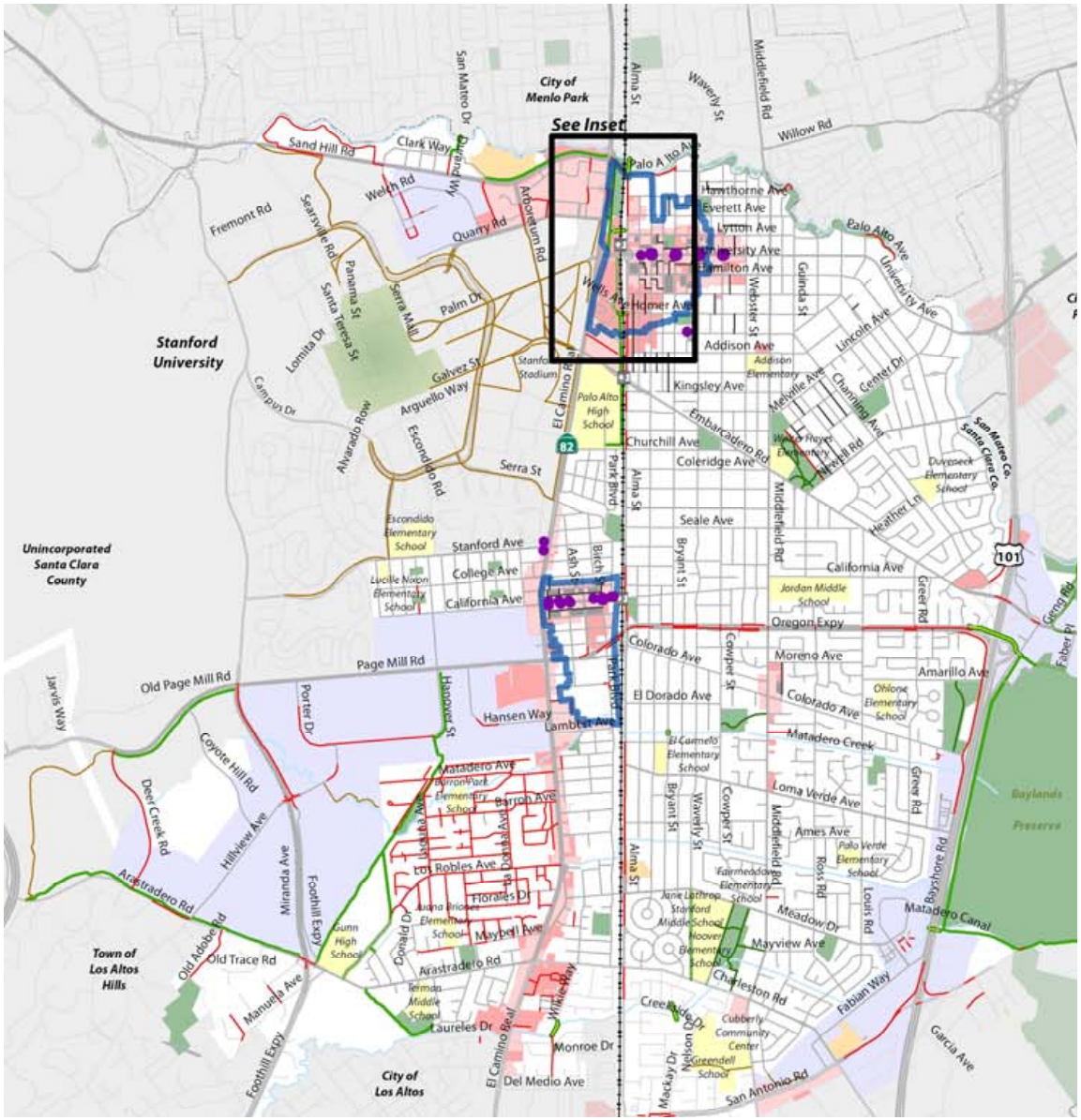
~~FUNDING IMPROVEMENTS~~

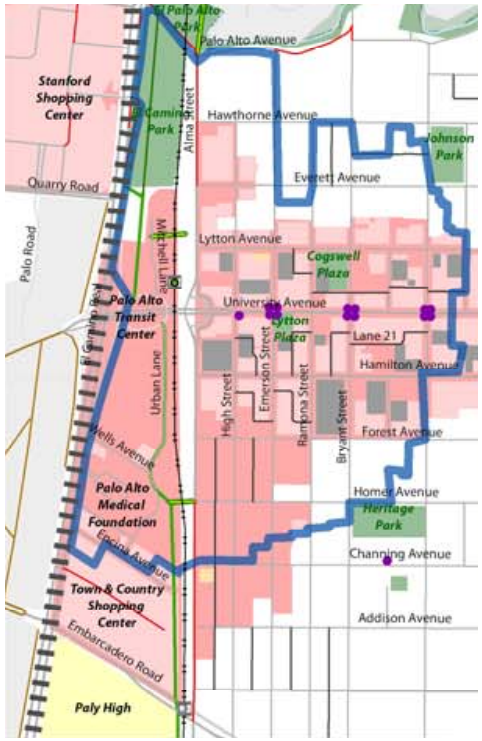
~~Transportation infrastructure in Palo Alto is supported through the City's Capital Improvement Program (CIP) and impact fees on new development. The CIP is approved on an annual basis by the City Council and may include projects such as roadway and other improvements to the circulation system. The Citywide Transportation Impact Fee, adopted in 2007 and in effect through 2025, is designed to recover a portion of the costs associated with relieving traffic congestion associated with new development; the fee is calculated based on the number of additional vehicle trips generated. Three area-specific transportation impact fees also apply to portions of the city where high traffic volumes occur. These areas include San Antonio/West Bayshore, Stanford Research Park/El Camino Real CS Zone, and Charleston/Arastradero. A separate fee is charged in the Downtown Parking Assessment District (for parking impacts).~~

~~The goals, policies and programs contained in this Element seek to mitigate the impacts of future development, protect Palo Alto residents' quality of life, and address region-wide transportation issues. In order to implement these policies and programs, the City is committed to evaluating additional funding options on a regular basis. Regular evaluation and assessment of transportation-related needs and resources can help ensure that Palo Alto achieves these goals.~~

STREETS

All modes of transportation in Palo Alto depend to some degree on the street network. The City's street network has remained essentially unchanged since the 1960s, except for projects along the Sand Hill Road corridor~~, yet overall traffic volumes have increased. In the future, prioritizing multimodal transportation solutions and traffic calming can support a shift towards alternative transportation, thus increasing walking and biking on local streets.~~





Downtown Inset

- Curb Extensions
- Caltrain Station
- Caltrain Rail
- Pedestrian Transit-Oriented Development Zoning Overlay (PTOD)
- Streets Without Sidewalks
- Alleys/Lanes
- Streets With Sidewalks
- Class I Multi-Use Path
- Pedestrian/Bicycle Grade-Separated Crossing
- Private Paths
- Park Paths
- Stanford Pedestrian Zone
- Parking Garage
- Schools

Local Trip Attractors and Generators

- Commercial
- Neighborhood Commercial
- Mixed Use
- Employment District or Other High-Intensity Uses
- Parks and Open Space

Source: City of Palo Alto, 2012.

MAP T-4

EXISTING PEDESTRIAN FACILITIES

STREET CLASSIFICATIONS

Palo Alto's streets are categorized according to purpose, design and the volume of traffic they carry. This street hierarchy is defined below and is illustrated on Map T-5. Improvements to road surfaces, curbs, crossings, signage, landscaping, and sight lines must make streets safer for vehicles, but must consider the needs and safety of pedestrians and cyclists as well.

PALO ALTO'S STREET HIERARCHY

- ***Freeway***: *Major roadway with controlled access; devoted exclusively to traffic movement, mainly of a through or regional nature.*
- ***Expressway***: *Major roadway with limited access to adjacent properties; devoted almost exclusively to traffic movement, mainly serving through-traffic.*
- ***Arterial***: *Major roadway mainly serving through-traffic; takes traffic to and from expressways and freeways; provides access to adjacent properties.*
- ***Residential Arterial***: *Major roadway mainly serving through-traffic; takes traffic to and from express- ways and freeways; provides access to adjacent properties, most of which are residential properties located on both sides of the roadway with direct frontages and driveways on that roadway.*
- ***Collector***: *Roadway that collects and distributes local traffic to and from arterial streets, and provides access to adjacent properties.*
- ***Local***: *Minor roadway that provides access to adjacent properties only.*

ROADWAY AND INTERSECTION IMPROVEMENTS

~~[To be updated when Preferred Alternative and associated roadway improvements are identified].~~ Efficient traffic circulation on major streets is a priority in Palo Alto, as is minimizing the diversion of through-traffic onto local residential streets. Intersections are the most constricted points on the network and tend to see the highest levels of congestion during the peak morning and afternoon commute periods. For that purpose, several key intersections and roadways segments, as shown on Map T-6, have been identified for monitoring.

A challenge is to balance the free flow of traffic with the safety of pedestrians and cyclists of all abilities, as well as with residents' desire to maintain low traffic speeds on residential arterials. Most future improvements will be made within existing rights-of-way ~~at intersections~~ and will provide for traffic calming or relatively small increases in roadway capacity by adding turn lanes or making other intersection ~~.~~ adjustments. ~~Intersection improvements are planned only at the major intersections noted below.~~

~~*Vehicle miles traveled (VMT) is an indicator of the level of traffic on the roadway system by motor vehicles. VMT is estimated for the given period of time - for example daily or annually. The estimate is based on both traffic volume counts and roadway length. As population increases, so does VMT; however, other factors that contribute to a rise in VMT include economic growth, relatively affordable auto travel costs, tourism, low levels of public transit, and sprawl. As the amount of auto travel increases, the time wasted on congested roadways, the energy used by the vehicles and total costs of auto travel increase accordingly.*~~

~~Additional turning lanes and other related changes are proposed at the following major intersections in Palo Alto: [list to be determined based on final decisions about the locations of future development]~~

Most future improvements will be made within existing rights-of-way and will provide for traffic calming or relatively small increases in roadway capacity by adding turn lanes or making other intersection adjustments. Other, specific local and regional transportation investments envisioned are:

- Full grade separations for automobiles, pedestrians, and bicyclists at Caltrain crossings,
- Retrofit/improvements to existing grade separated Caltrain crossings for pedestrians and bicyclists at California Avenue and University Avenue,
- Construction of new pedestrian and bicycle grade separated crossing of Caltrain in South Palo Alto and in North Palo Alto,
- Pedestrian and bicycle improvements derived from the 2012 Bicycle and Pedestrian Plan as amended over time,
- The US 101/Adobe Creek bicycle and pedestrian bridge,
- El Camino Real intersection and pedestrian safety/streetscape improvements,
- Downtown mobility and safety improvements,
- Geng Road extension to Laura Lane,
- Middlefield Road corridor improvements.

Other agencies, including Santa Clara County, VTA, and Caltrans, are responsible for other major roadway projects that will directly affect Palo Alto streets, but are not under the jurisdiction of the City. Specifically:

- The County will implement elements of Expressway Plan 2040 in or near Palo Alto, including widening Oregon-Page Mill with HOV lanes and a bicycle/pedestrian trail between I-280 and Foothill Expressway, intersection improvements along Oregon-Page Mill between Porter and Hansen and at El Camino Real, reconfiguration of the interchange at I-280/Oregon-Page Mill Road, and an ITS/signal system Countywide,
- US 101 southbound improvements from San Antonio Road and Rengstorff Avenue.

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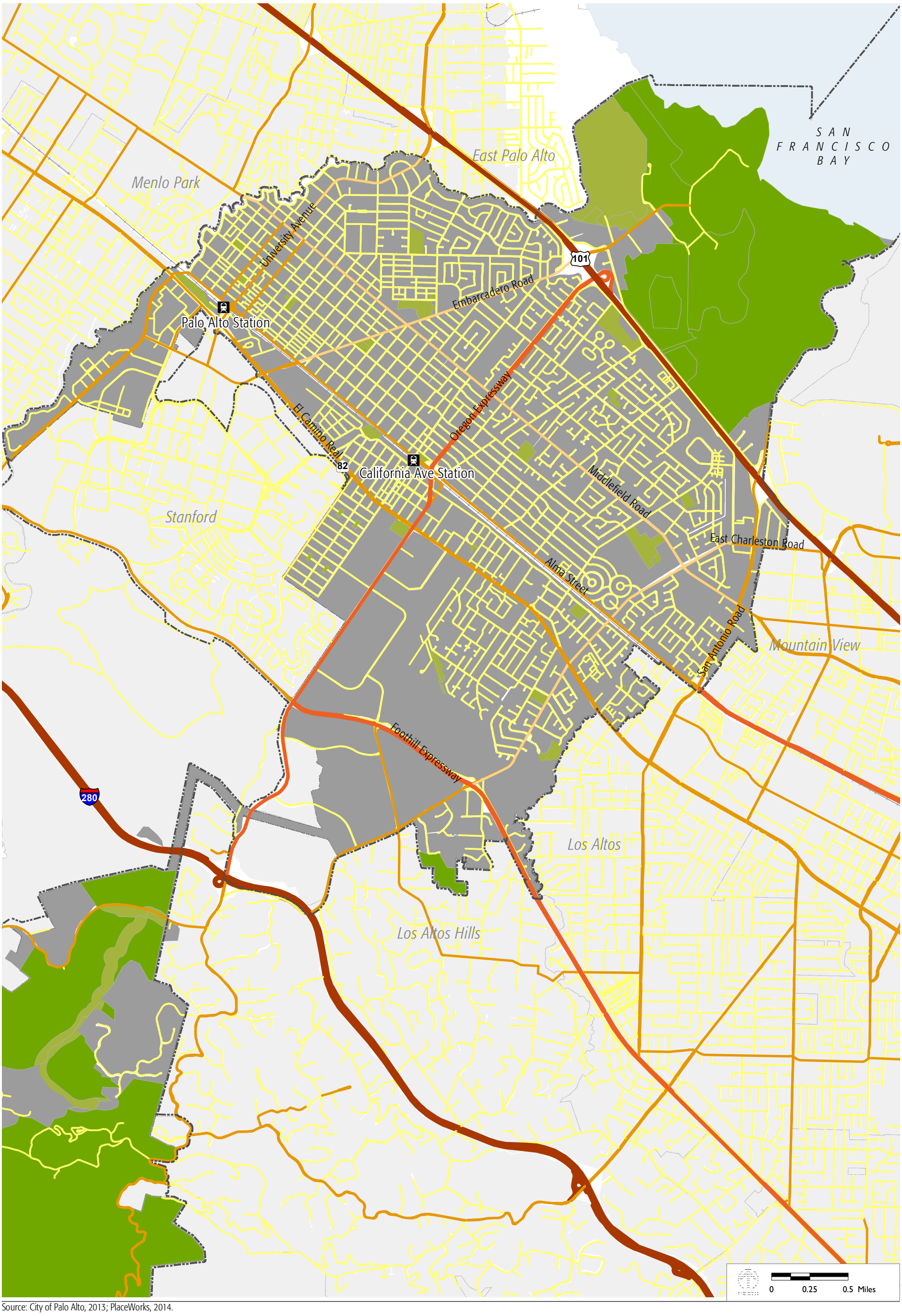

Source: City of Palo Alto, 2013; PlaceWorks, 2014.

Local/Collector · Residential Arterial · Arterial · Expressway · Freeway · Railroads

Caltrain Stations · Parks · Public Conservation Land · Sphere of Influence · City Boundary

PRELIMINARY DRAFT MAP T-5
ROADWAY NETWORK

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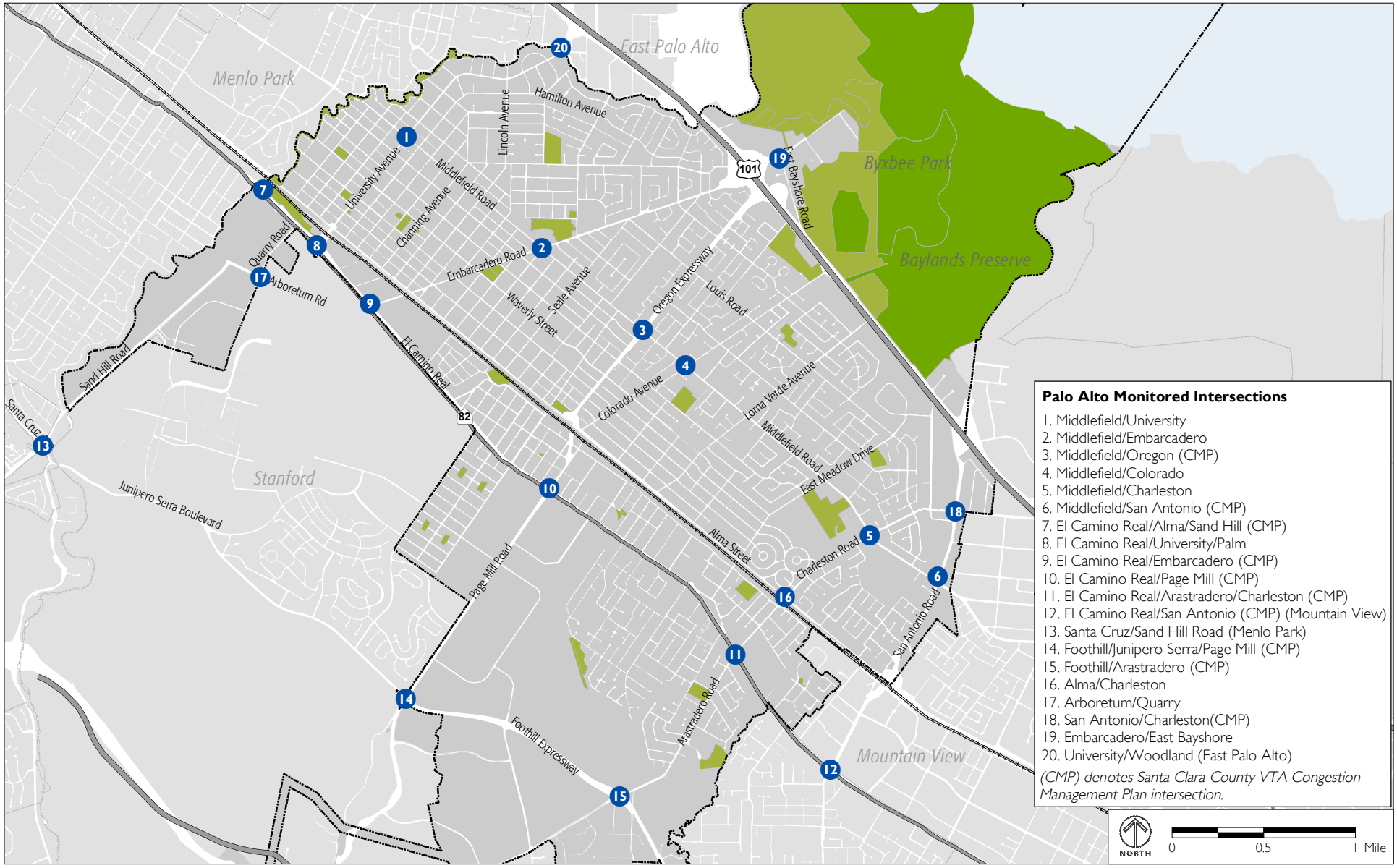

Source: City of Palo Alto, 2016; PlaceWorks, 2016.

MAP T-6

MONITORED INTERSECTIONS

These investments would be complemented by local and regional investments in transit and transportation demand management, as well as parking supply and parking management.

LEVEL OF SERVICE &AND VEHICLE MILES TRAVELLED

Motor vehicle lLevel of sService (LOS) is a way of measuring traffic congestion based on average control delay per vehicle, and in some analyses, based on the ratio of the volume of traffic to the capacity of the road. LOS A is a free-flowing condition for cars and LOS F is an extreme congestion condition, with traffic volumes at or over capacity. LOS definitions for signalized intersections are shown in Table T-1. Policies in the Element ensure that Intersections in the city are subject to its LOS standards, and the City will continue to use vehicular LOS at local intersections when evaluating development applications, including a project's potential contribution to cumulative overall LOS.

TABLE T-1 SIGNALIZED INTERSECTION LOS DEFINITIONS BASED ON AVERAGE DELAY

LOS	Average Control Delay Per Vehicle (Seconds)
A	10.0 or less
B	10.1 to 20.0
C	20.1 to 35.0
D	35.1 to 55.0
E	55.1 to 80.0
F	Greater than 80.0

Source: Transportation Research Board, 2000 Highway Capacity Manual. Washington, D.C. 2000.

VEHICLE MILES TRAVELED (VMT)

Transportation planning analyses used by cities to describe traffic and roadway and intersection operation, both for infrastructure planning and for new development projects, are evolving away from the traditional Vehicle Level of Service (LOS) metric towards a multi-modal perspective based on Vehicle Miles Traveled (VMT). California Senate Bill 743, passed in 2013, requires impacts from new development on transportation network performance to be viewed through a filter that promotes the

reduction of greenhouse gas emissions, the development of multi-modal transportation networks, and a diversity of land uses. ~~This evolution acknowledges the fact that designing roadways primarily to serve vehicle travel is not a sustainable transportation approach and can have negative consequences for those travelling by other modes.~~ This Bill will ~~also~~ shift the State away from LOS as the metric for evaluating transportation impacts under the California Environmental Quality Act (CEQA) and towards use of vehicle miles travelled (VMT) or VMT per capita. This shift recognizes that prioritizing the free flow of cars over any other roadway user contradicts State goals to reduce GHGs.

~~Utilizing both LOS and VMT metrics provides the City with a comprehensive view to address traffic and to reflect its sustainability goals. Shorter and fewer vehicle trips to, from and within Palo Alto become an important measure in relation to greenhouse gas emissions.~~ While LOS describes local-level impacts at a specific location, VMT describes network-wide impacts by measuring the number of miles traveled by motor vehicles within an area. VMT per capita divides the total amount of VMT by the population living and working in a community. ~~In the Bay Area, a common pattern in jobs-rich communities like Palo Alto is that community-wide VMT is high because many workers must travel into the City from far away, and not all can meet their needs by using transit. VMT per capita is used to account for changes in population and employment over time and helps measure how far people travel to get to work, get home, and meet daily needs, while adjusting for increases in VMT due only to increased housing or employment. In summary, VMT can help identify how new development projects may influence accessibility and emissions, while vehicle LOS can still help identify impacts on users of the local roadway network.~~ Together, these measures can inform efforts to reduce commute lengths and enhance the availability of alternative transportation options.

~~MULTIMODAL LEVEL OF SERVICE~~

~~Some communities are exploring how to apply the concept of level of service, which has focused exclusively on cars for the past several decades, to transit, bikes, and pedestrians in order to better understand and support alternative modes of transportation.~~ Multi-modal level of service (MMLOS) is another analytical approach endorsed by policies in this Element, and applies the concept of LOS to all modes of travel. Within Santa Clara County, ~~in response to State laws that require planning for complete streets and deprioritize vehicular LOS as a metric for transportation analysis,~~ VTA is developing guidelines for multi-modal transportation planning to include in all transportation studies, and the City of Palo Alto will have an

opportunity to participate in this effort. One possible outcome could be the adoption of metrics for safety, convenience, and delay for transit, bicycles, and pedestrians similar to the LOS standards the City has adopted for motor vehicles~~cars~~.

RAIL CORRIDOR

Palo Alto is bisected by the Caltrain rail corridor, which provides important connections to the wider Bay Area; however, it also creates a significant barrier to local connectivity and circulation. Policies in this Element address these issues as well as safety and desired service expansions to better serve the California Avenue Caltrain station.

~~GRADE SEPARATION~~

To enhance local connectivity, improve pedestrian and bicycle circulation, and increase safety, the City of Palo Alto is also committed to pursuing grade separation for pedestrians, bicyclists, and automobiles at Caltrain crossings within the City and is considering conceptual grade separation alternatives ~~for a portion of the Caltrain right-of-way~~. Recent studies have focused on three existing at-grade crossings at West Charleston Road, Meadow Drive, and Churchill ~~,~~Avenue; however there is significant interest in analyzing and pursuing grade separations at Alma Street as well, in addition to possible establishment of ~~a~~ "quiet zones" for the near term.

~~Trenching the Caltrain corridor from San Antonio to the Oregon Expressway is the City's preferred option for grade separation. Although the potential cost of this option to reroute existing creeks and add infrastructure pump stations would be higher than the option of submerging the roadway at key intersections, grade separation would prevent the taking of existing homes and partial property acquisitions, elimination of turning movements, and would result in less visual impacts at each intersection than submerging the roadway at key intersections due to the large footprint of the submerged segments.~~

NEIGHBORHOOD IMPACTS

Most Palo Alto streets are bordered by residential land uses. Citizens' concerns reflect chronic problems like speeding, regional traffic on local streets, ~~commuter shortcutting,~~ and too much motor vehicle traffic. The City has designated some streets as residential arterials to recognize that they carry large volumes of through-traffic but also have residential uses on both sides of the street. The objective is to address the desires of residents of these streets who would like to have slower speeds, safer conditions for bicycles and pedestrians, and aesthetic improvements.

The Traffic Infusion on Residential Environment (TIRE) index is a measure of the effect of traffic on the safety and comfort of human activities, such as walking, cycling, and playing on or near a street and on the freedom to maneuver vehicles in and out of residential driveways. The TIRE index scale ranges from 0 to 5 depending on daily traffic volume. An index of 0 represents the least infusion of traffic and 5 the greatest, and thereby, the poorest residential environment.

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This must be done economically and without appreciably reducing traffic capacity or diverting traffic onto other local neighborhood streets.

Additionally, to address community concerns, the City has developed a Traffic Intrusion on Residential Environments (TIRE) methodology that estimates resident perception of traffic impacts based on anticipated average daily traffic growth. Although not required under the California Environmental Quality Act or pursuant to VTA guidelines, the City of Palo Alto uses the TIRE index to measure the impact of traffic on residents along a street.

~~Traffic C~~Calming

Policies in this Element support t~~T~~raffic calming, which refers to projects that make permanent, physical changes to streets to slow traffic and/or reduce volumes, thus improving their safety and addressing residents' concerns. Traffic calming measures can reduce speeds and return some through-traffic from local streets and collector streets to nearby arterials, something that may be of increased importance given the advent of Google Maps and Waze. Traffic calming also includes education and enforcement measures that promote changes in driver behavior. ~~Where warranted by traffic conditions and residents' desires, Palo Alto's policy is to implement physical changes to local and collector streets that slow traffic close to the 25 miles per hour (mph) residential speed limit. Physical changes implemented are safe and take into account the needs of all road users.~~ Some examples of traffic calming measures include:

- **Curb and Sidewalk Design**. In many of the areas of Palo Alto built since World War II, an integral curb and sidewalk design was used, resulting in sidewalks immediately next to traffic lanes. Adding planting pockets and street trees would promote pedestrian use and also provide visual cues to drivers to reduce speeds. Curb extensions at intersections and crosswalks can also slow traffic speeds.

- **Reducing and Narrowing Lanes~~Lane Reductions~~**. In commercial areas, it may be feasible to reduce the number of lanes for through-traffic with~~-~~out losing too much traffic handling capacity. In these areas, curb lanes are often not very useful for through-traffic since they may be blocked or slowed by cars turning into and out of driveways and parking spaces. In other areas, narrowing the travel lanes is a technique that can be used to reduce motor vehicle speeds.~~**Street Closures**. Street closures are effective at eliminating through-~~

~~traffic, especially when safety issues are involved. They may be a necessary design element for a bicycle boulevard or transit mall, but closures can often be controversial because they disrupt the traditional neighborhood street grid, and may shift traffic to adjacent streets.~~

- ~~Roundabouts~~Traffic Circles. A traffic circle is a raised island in the center of an intersection that helps reduce speeding by forcing drivers to slow. Traffic circles have been shown to dramatically reduce collisions and are considered more bicycle-friendly than traditional two- or four-way stops controls. Because they don't require stops, traffic circles also reduce local air and noise pollution from stop–and-go traffic, and offer opportunities for added landscaping and tree planting. Traffic circles are already used in Palo Alto's residential neighborhoods, and the 2012 *Bicycle + Pedestrian Transportation Plan* calls for greater use of traffic circles, particularly along bicycle boulevards.

PARKING

Effectively managing~~A comprehensive~~ parking supply and demand can ~~strategy is an important component of the overall effort to~~ reduce traffic congestion, protect the livability of residential neighborhoods, and support local businesses. ~~The overarching objective of the strategy is to provide parking as needed to sustain economic vitality in the commercial centers and employment districts, while over time implementing initiatives to reduce motor vehicle parking demand and provide new bicycle parking facilities.~~

~~MOTOR VEHICLE PARKING~~

The parking-related policies ~~strategy articulated~~ in this plan articulate ~~involves~~ a phased approach. In the near-term, the focus will be on ~~optimizing the use of existing parking spaces and~~ conducting needs assessments, which establish a baseline for adequate parking in each of the city's commercial centers and employment districts under current conditions, and creating parking management strategies, which optimize the use of existing parking spaces. In the mid- to long-term, as it becomes easier and more convenient to walk, bike, rideshare and use transit, and as the effectiveness of parking management programs can be measured, the focus will shift to recalibrating parking supply. Bridging between these two phases will require identifying performance standards for transit, walking, ridesharing and bicycling that represent the thresholds at which point mechanisms to phase in

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updated parking requirements and reduce space allocated to parking over time should be considered.

Parking management can be done in a number of ways, including optimizing use of existing spaces and incentivizing use of alternatives to the automobile. Technology is central to optimizing the use of existing spaces, and ~~the City is already committed to installing parking guidance systems that give drivers real-time information on the number and location of available spaces, and to developing clear logos and wayfinding signage to help people access public parking efficiently. S~~shared parking arrangements that allow different users to use the same spaces at alternate times ~~- for example, employees in the daytime and restaurant patrons at night -~~ can also optimize the use of existing spaces. Improving transit service, providing safe, convenient bicycle parking and enhancing the pedestrian realm can incentivize the use of transportation modes that don't require vehicle parking, while charging for parking makes it more likely that people will carpool, take transit, walk or bike.

The City has already begun to pilot new programs and gauge the effectiveness of parking management strategies in coordination with other transportation demand management initiatives. This plan seeks to set the stage for continued innovation and experimentation in both the public and private sectors to develop effective solutions. Over time, carefully managing parking supply can significantly reduce the number of parking spaces needed, moderate traffic congestion, reduce the costs of providing parking, encourage transit and sustainable transportation choices and support Palo Alto's goals for livable neighborhoods.

~~BICYCLE PARKING~~

Policies also support ~~As the City continues to implement its parking strategy over the mid- to long-term of this plan, bicycle use will be promoted by~~ increasing the number of safe, attractive, and well-designed bicycle parking spaces in Palo Alto, as well as bike share hubs and bike stations at Caltrain stations. Priority areas of the city for enhanced bike parking include heavily travelled mixed-use areas, commercial centers, employment districts, recreational/cultural facilities, multi-modal transportation facilities and ride share stops. ~~In addition, the City will identify ways to incentivize the provision of bicycle parking near existing shops, services and places of employment in collaboration with private sector partners, and in City-owned parking lots and rights of ways. Further actions will be guided through implementation of the 2012 *Bicycle + Pedestrian Transportation Plan*.~~

ROAD SAFETY

Traffic safety will continue to be among the City's top priorities in the future. City officials, city employees and community members are committed to working together to build better and safer streets, educate the public on traffic safety, enforce traffic laws, and adopt policy changes that save lives. The City is undertaking a comprehensive traffic safety program, and partners with Palo Alto Unified School District and the Palo Alto Parent Teacher Association (PTA) on a Safe Routes to School Program that encourages families to walk, bike, take transit and use other alternatives to driving to school more often and to reduce the risk of collisions for students.

A new approach to ~~roadway safety that has proven to be successful in~~ substantially reducing traffic-related fatality rates without compromising mobility is the Vision Zero Initiative, which is being implemented in cities throughout the US and Europe.~~developed in Sweden~~. At the core of this approach is the pursuit of ~~concept of shifting responsibility for safety from roadway users to the design of the roadway system. While local conditions and traffic culture in Palo Alto are different than in Sweden, the Vision Zero Initiative could potentially offer ideas and lessons for Palo Alto to draw on in pursuing the goal of~~ roadway safety for all users.

TRANSIT-DEPENDENT COMMUNITIES~~Y~~

Young people, seniors, people with low incomes, and people with limited mobility all have special transportation needs. Palo Alto is committed to providing reasonable accessibility and mobility for all members of the community, including those who depend on transit because they cannot drive or choose not to.

Households that don't own a car are dependent on transit to reach work, including evening, nighttime, and weekend shifts, and to meet other daily needs. At the same time, in a 2016 survey of workers in downtown Palo Alto, 40 percent of service workers reported that they would take transit to work if it was less expensive. Improving mobility for low-income residents and workers could mean both expanding transit and shuttle service to off-peak hours and supporting programs to provide free or discounted transit passes.

~~SENIORS~~

As the baby boomer generation (i.e., those born between 1946 and 1964) ages, more and more people will forego driving or become unable to drive. Without proper access to affordable transit or families, friends, and/or neighbors who can provide rides, seniors face an increased risk of social and physical isolation. VTA offers seniors 65 and over a discounted Regional Transit Connection Card. In addition, Outreach, a non-profit organization that serves seniors and people with disabilities, offers transportation services in Santa Clara County, including a subsidized transit pass and subsidized taxi rides. While Outreach provides an important service to the community, there is a daily cap on the number of rides offered so all user requests may not be accommodated.

~~People with Limited Mobility~~

VTA's paratransit services are also provided by Outreach. Riders may reserve paratransit trips from one to three days in advance, between 8:00 a.m. and 5:00 p.m. for service the next day. However, paratransit services are limited to a ¾-mile corridor around the VTA bus routes and light rail stations. For travel outside of the service area, customers must arrange a transfer to the paratransit operator.

~~Universal Design~~

The policies in this Element support these and other efforts to serve transit dependent communities and also embrace the principle of universal design ~~for mobility is~~ to achieve roadways and sidewalks that can accommodate people of all abilities and all users, including automobiles, pedestrians, bicyclists. Examples of universal design to support people with disabilities include placing pedestrian push buttons at wheelchair level, audible pedestrian crossing systems, sidewalk curb ramps, including wider ramps for strollers, increasing pedestrian crossing times, sidewalk widths of ~~6~~ six feet or greater, roadway and sidewalk materials that reduce slipping and add stability, minimizing driveway crossings and obstructions, and avoiding steep grades and slopes.

~~Economic Disadvantage~~

~~In 2012, HUD considered a household (family of four) earning $75,700 or less and living in Santa Clara County to be low-income, $52,500 or less to be very low-income, and $31,500 or less to be extremely low income. As described in the adopted Housing Element (2014-2023), approximately 21 percent of households in Palo Alto are low, very low, or extremely low income; 2 percent do not own a car.[1] These households rely on transit to reach work, including evening, nighttime and weekend shifts, and to meet other daily needs. Expanding access to public transportation services in Palo Alto during off-peak hours, including the Shuttle, is one strategy that can improve accessibility and mobility.~~

REGIONAL COLLABORATION

Increasing population and traffic congestion over the past 20 years have required an increased emphasis on regional solutions to transportation issues. A regional approach is needed to avoid local solutions that simply shift the problem elsewhere or produce unintended results. Transportation facilities like Caltrain or the Bayshore

~~[1] U.S Census Bureau, 2014 ACS 5-year estimate.~~

Freeway need to be managed ~~on a~~ regional ~~basis~~ly. Palo Alto is actively participating with other communities and Caltrain on ~~Caltrain~~ electrification, ~~formally~~ known as the Peninsula Corridor Electrification Project (PCEP), which will replace existing diesel trains with electric ones along the 51-mile Caltrain corridor and enable Caltrain to both increase the number of trains it runs and run longer trains. While these changes offer benefits to regional commuters, they will ~~are also expected to~~ increase ~~crossing~~ delays and congestion at rail crossings until they are grade separated~~at local intersections in Palo Alto~~.

~~Congestion Management Plan~~

~~Palo Alto has been an active participant in t~~The Santa Clara County VTA Congestion Management Program (CMP)~~. The CMP~~ is the ~~primary mechanism~~venue for transportation planning in the County and the conduit for most transportation~~and~~ funding. Palo Alto representatives ~~also~~ participate on VTA advisory committees as well as ~~leadership in~~ numerous other Bay Area regional bodies affecting transportation, including the Metropolitan Transportation Commission (MTC), Association of Bay Area Governments (ABAG), and the Bay Area Air Quality Management District (BAAQMD)~~, and the California Department of Transportation (Caltrans)~~.

~~HOV LANES~~

High Occupancy Vehicle (HOV) lanes and express lanes are regional ~~used as a~~ traffic management strategies~~y~~ aimed at ~~to reduce~~ reducing congestion on freeways and improving~~e~~ air quality. HOV lanes are reserved at peak travel times or longer for the exclusive use of vehicles with a driver and one or more passengers; although motorcycles and some alternative fuel and transit vehicles may also use the lanes. There are about 174 miles of freeway carpool lanes in Santa Clara County, including 84 miles along US 101 between the Palo Alto and Morgan Hill.

GOALS, POLICIES, AND PROGRAMS

SUSTAINABLE TRANSPORTATION

GOAL T-1 Create a sustainable transportation system, complemented by a mix of land uses, that emphasizes walking, bicycling, use of public transportation, and other methods to reduce greenhouse gas emissions and the use of single occupancy motor vehicles.

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REDUCING RELIANCE ON SINGLE-OCCUPANT VEHICLES

POLICY T-1.1 Take a comprehensive approach to reducing single-occupant vehicle trips by involving those who live, work and shop in Palo Alto in developing strategies that make it easier and more convenient not to drive.

POLICY T-1.2 Collaborate with Palo Alto employers and business owners to develop, implement and expand comprehensive programs like the Transportation Management Association (TMA) to reduce single-occupant vehicle commute trips, including through incentives.

Program T1.2.1 Create a long-term education program to change the travel habits of residents, visitors, shoppers, and workers by informing them about transportation alternatives, incentives, and impacts. Work with the Palo Alto Unified School District and with other public and private interests, such as the Chamber of Commerce and Commuter Wallet partners, to develop and implement this program.

Program T1.2.2 Formalize ~~the City's~~ Transportation Demand Management (TDM) ~~program~~ requirements by establishing an ordinance that outlines when ~~TDM~~ should be applied to new development should be required to prepare and implement a TDM Plan, ~~what~~and the performance standards. ~~metrics are required, and how compliance will be measured and enforced.~~ Require regular monitoring/reporting and provide for enforcement with meaningful penalties for non-compliance. The ordinance should also:

- Establish a list of ~~acceptable~~ effective TDM measures that include transit ~~use~~promotion, prepaid transit passes, commuter checks, car sharing, carpooling, parking cash-out, ~~bicycling~~bicycle lockers and showers, shuttles to Caltrain ~~walking,~~ and education and outreach to support the use of these modes.

~~*Transportation Demand Management Strategies are also referenced under Program T-5.2.3.*~~

Transportation Demand Management (TDM)

The term Transportation Demand Management (TDM) encompasses a coordinated set of strategies that are designed to reduce the use of single occupancy vehicles, and thereby reduce both traffic and parking demand. TDM programs include investments in alternative transportation improvements; incentives for local employees to take transit, walk, or bike; parking management; and marketing. In Palo Alto, the Transportation Management Authority (TMA), an independent non-profit organization that works collaboratively with the City and the business community, is responsible for coordinating TDM programs. Transportation Demand Management Strategies are also referenced under Program T-5.2.3.

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- Require TMA membership and p~~P~~rovide a system for incorporating alternative measures as new ideas for TDM are developed.
- Establish a mechanism to monitor the success of TDM measures and track the cumulative reduction of peak period motor vehicle trips~~through the following methods:~~. TDM measures should achieve the following reduction in peak period motor vehicle trips from the rates included in the Institute of Transportation Engineers' Trip Generation Manual for the appropriate land use category:
  - 45 percent reduction in the Downtown district
  - 35 percent reduction in the California Avenue area
  - 30 percent reduction in the Stanford Research Park
  - 30 percent reduction in the El Camino Real Corridor
  - 20 percent reduction in other areas of the city
- Establish a system that allows new development to achieve "no net new vehicle trips" by reducing trips to the site through TDM measures, and then ~~Allow contracting between developments or organizations so that trips to/from one site can be~~ offsetting remaining trips via ~~by~~ enforceable agreements with other entities or organizations like the TMA that are committed to reducing existing vehicle trips~~reductions on another for a net reduction within Palo Alto~~.

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Program T1.2.3 Evaluate the performance of pilot programs implemented by the Palo Alto ~~Downtown~~ Transportation Management Association and ~~consider~~ pursue ~~expanding~~ expansion from Downtown to California Avenue and other areas of the city ~~as~~ when appropriate.

Program T1.2.4 Site City facilities near high-capacity transit and ~~r~~Review revise existing regulations, policies, and programs to ~~identify revisions that~~ encourage telecommuting, satellite office concepts, and work-at-home options.

Reducing Greenhouse Gas Emissions

Policy T-1.3 Reduce GHG and pollutant emissions associated with transportation by reducing vehicle miles traveled and per-mile emissions through increasing transit options and through the use of zero-emission vehicle technologies to meet City and State goals for GHG reductions by 2030.

Program T1.3.1 Develop an electric vehicle promotion program that identifies policy and technical issues, barriers and opportunities to the expansion of electric vehicles.

Program T1.3.2 Use low-emission vehicles for the Palo Alto Free Shuttle and w~~W~~ork with transit providers, including SamTrans and VTA, to encourage the adoption of electric, fuel cell or other zero emission vehicles. Also work with private bus and shuttle providers, delivery companies, and ride services.

Policy T-1.4 Ensure that electric vehicle charging infrastructure, including infrastructure for charging e-bikes, is available citywide.

Program T1.4.1 ~~Review~~ Update the Zoning Ordinance ~~and update as needed~~ to ensure compatibility with the electric vehicle infrastructure ordinance., ~~including parking technology improvements such as vehicle lifts and electronic monitoring.~~

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Program T1.4.2 ~~Further encourage the installation of facilities that support alternative fuel vehicles by p~~Periodically review~~ing~~ requirements for electric and plug-in vehicle infrastructure in new construction. Consider and periodically review requirements for electric and plug-in infrastructure for remodels. Consider costs to the City, including identifying payment options.

INCREASING TRANSIT USE

POLICY T-1.5 ~~Improve and support~~ Encourage innovation and expanded transit access to regional destinations, multi-modal transit stations, employment centers and commercial centers, including those within Palo Alto through the use of efficient public and/or private transit options such as rideshare services, on-demand local shuttles, and other first/last mile connections.

Program T1.5.1 Collaborate with transit providers, including Caltrain, bus operators and rideshare companies, to develop first/last mile connection strategies that boost the use of transit and shuttle service for local errands and commuting. ~~Focus on connections to/from major corridors such as East and West Bayshore Road, Alma Street, El Camino Real and Embarcadero Road.~~

Program T1.5.2 Use bike share to enhance first/last mile connections and locate bike stations at transit hubs. Also continue to work with Caltrain, Amtrak, and public bus operators to expand bicycle storage on public transit vehicles during both peak and off-peak hours.

POLICY T-1.6 ~~Support efforts~~ Advocate for transit providers to coordinate train, bus, and shuttle schedules at multi-modal transit stations, and other transit information centers, to enable efficient transfer among public transit modes.

POLICY T-1.7 Work to ensure public and private school commute patterns are accommodated in the local transit system, including through schedule and route coordination.

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POLICY T-1.8 Continue to encourage the provision of amenities such as seating, lighting, and signage, including real-time arrival information, at bus and shuttle stops and train stations to increase rider comfort, safety, and convenience.

ENHANCING RAIL AND BUS SERVICE

POLICY T-1.9 Support Caltrain modernization and electrification, capacity and service enhancements and extension to Downtown San Francisco.

POLICY T-1.10 ~~Support~~ Encourage continued enhancement of the Caltrain stations as important transportation nodes for the city.

Program T1.10.1 Collaborate with Stanford University, VTA, Caltrain and other agencies ~~Stanford University, per existing agreements with the City, to explore station improvements~~pursue improvements to the Palo Alto Station/Transit Center area aimed at enhancing pedestrian experience and improving~~, including maintenance and~~ circulation and access ~~improvements~~ for all modes.

~~**Program T1.10.2** Work with Caltrain to address commuter parking intrusion into surrounding neighborhoods. Prioritize solutions such as shuttle services, considering parking structures only as an option of last resort.~~

Program T1.10.2 In collaboration with Caltrain and Stanford Research Park, pursue expansion of ~~study the feasibility of baby bullet~~ service to the California Avenue Caltrain Station ~~,~~and creation of an enhanced transit center at the Station, including connections to VTA bus service, the Palo Alto Free Shuttle, the Marguerite, and other private shuttles serving the Research Park. ~~supplemented by connections from the station to the Stanford Research Park, as a way to incentivize use of transit by employees commuting to jobs in the Research Park. Baby bullet trains stopping at California Avenue should complement baby bullets stopping at Palo Alto Station., and be connected to shuttle routes and other first-mile/last-mile solutions.~~

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POLICY T-1.11 Collaborate with transit agencies in planning and implementing convenient, efficient, coordinated and effective bus service in Palo Alto that addresses the needs of all segments of our population.

Program T1.11.1 Strongly recommend that VTA maintain existing service and coverage levels in Palo Alto.

Program T1.11.2 Work with VTA to explore VTA express bus service routes that would serve the Stanford Research Park, California Avenue, Stanford University, and Downtown.

Program T1.11.3 Study the feasibility of, and if warranted provide, traffic signal prioritization for buses at Palo Alto intersections, focusing first on regional transit routes. Also, advocate for bus service improvements on El Camino Real such as queue jump lanes and curbside platforms.

SHUTTLE SERVICE, RIDESHARING AND FIRST/LAST MILE CONNECTIONS

POLICY T-1.12 Encourage services that complement and enhance the transportation options available to help Palo Alto residents and employees make first/last mile connections and travel within the city for daily needs without using a single occupancy vehicle, including shuttle, taxi and ridesharing services.

Program T1.12.1 Investigate a pilot program to subsidize a taxi, rideshare, or transit program for Palo Altans to get to/from d~~D~~owntown, including offering education and incentives to encourage users.

POLICY T-1.13 Continue the Palo Alto Free Shuttle p~~P~~rogram and work with partners to enhance service by increasing frequency and prioritizing destinations of value to the community, including health centers, parks, schools, senior centers, and shopping areas and other places where residents gather.

Program T1.13.1 Conduct a comprehensive study of the shuttle system in collaboration with community members, people with special needs, and PAUSD to:

- Evaluate current routes and ridership;

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- Identify potential service improvements, including new or modified routes; expanded schedules that accommodate daytime, evening, and weekend demand; facilitating transit connections, and improvements to the safety and appearance of shuttle stops;
- Explore partnerships with other services that could complement and supplement the Palo Alto Shuttle;
- Develop clear and engaging materials to explain and promote shuttle use with the purpose of reducing barriers to use; and
- Establish a schedule for regular evaluation and reporting to optimize shuttle system use and effectiveness.

POLICY T-1.14 Encourage employers to develop shared shuttle services to connect employment areas with the multi-modal transit stations and City amenities, and to offer employees education and information on how to use shuttles.

BICYCLING AND WALKING

POLICY T-1.15 Promote bicycle use as an alternative way to get to work, school, shopping, recreational facilities and transit stops.

Program T1.15.1 Allocate funding for regular surveys of bicycle use across the city, by collecting bicycle counts on important and potential bicycle corridors.

Program T1.15.2 Consider marketing strategies, such as a recurring Palo Alto ~~Sunday~~ Open Streets program of events~~,~~ potentially in coordination with local business groups, which would include street closures and programming.

Program T1.15.3 Encourage private schools within the community to develop Walk and Roll Maps as part of Transportation Demand Management strategies to reduce vehicle trips.

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Program T1.15.4 ~~Support~~ Participate in local and regional encouragement events such as Palo Alto Walks ~~&~~ and Rolls, Bike to Work Day, and Bike Palo Alto! that encourages a culture of bicycling and walking as alternatives to single occupant vehicle trips.

POLICY T-1.16 Require new office, commercial, and multi-family residential developments to provide improvements that improve bicycle and pedestrian connectivity as called for in the 2012 Bicycle + Pedestrian Transportation Plan.

POLICY T-1.17 Increase cooperation with surrounding communities and other agencies to establish and maintain off-roadway bicycle and pedestrian paths and trails that are integrated with creek, utility, railroad rights-of-way and green spaces in a manner that helps enhance and define the community and avoids environmental impacts.

POLICY T-1.18 Provide facilities that encourage and support bicycling and walking.

Program T1.18.1 Adjust the street evaluation criteria of the City's Pavement Management Program to ensure that areas of the road used by bicyclists are maintained at the same standards as, or at standards higher than, areas used by motor vehicles. Include bicycle and e-bike detection in intersection upgrades.

Program T1.18.2 Prioritize investments for enhanced pedestrian access and bicycle use within Palo Alto and to/from surrounding communities, including by incorporating improvements from related City Plans, for example the 2012 *Bicycle + Pedestrian Transportation Plan* and the Parks, Trails & Open Space Master Plan, as amended, into the capital improvements plan.

Program T1.18.3 Increase the number of east-west pedestrian and bicycle crossings ~~along~~ across Alma Street and the Caltrain corridor, particularly south of Oregon Expressway.

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Program T1.18.4 Encourage the use of bike sharing, and ~~support~~ the provision of ~~bike share stations~~required infrastructure throughout Palo Alto, especially at ~~adjacent to~~ transit stations and stops, job centers, community centers, and other destinations.

Program T1.18.5 Improve amenities such as seating, lighting, bicycle parking, street trees, and interpretive stations along bicycle and pedestrian paths and in City parks to encourage walking and cycling and enhance the feeling of safety.

POLICY T-1.19 Regularly maintain off-roadway bicycle and pedestrian paths, including sweeping, weed abatement, and surface maintenance.

Program T1.19.1 Develop cooperative programs with the City and businesses that promote good community stewardship by keeping sidewalks clean in the University Avenue/Downtown and California Avenue business districts, and other centers.

POLICY T-1.20 Maintain pedestrian- and bicycle-only use of alleyways Downtown and in the California Avenue area where appropriate ~~.~~ to provide connectivity between businesses and parking and transit stops, and consider public art in the alleyways as a way to encourage walking.

MONITORING PROGRESS

POLICY T-1.21 Continue to measure the effectiveness of the City's transportation network to make better decisions on transportation issues.

Program T1.21.1 Collect, analyze and report transportation data through surveys and other methods, to evaluate implementation of related policies on a regular basis. Also track progress on build-out of the *Bicycle + Pedestrian Plan* network.

POLICY T-1.22 Monitor VMT per capita and citywide greenhouse gas (GHG) emissions from mobile sources as a measure of progress toward ~~sustainability goals~~the City's goal of reducing GHG 80% below 1990 levels by 2030.

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POLICY T-1.23 Monitor and publicly report on the level of service at critical intersections (as shown on Map T-5) on a regular basis and consider additional intersections to add to this list to monitor the effectiveness of the City's growth management policies. Also monitor multi-modal level of service for arterials and residential arterials.

FUNDING IMPROVEMENTS

POLICY T-1.24 Evaluate transportation funding measures periodically for ongoing transportation improvements that will help mitigate the impacts of future development and protect residents' quality of life.

Program T1.24.1 As part of the effort to reduce traffic congestion, regularly evaluate the City's current Transportation Impact Fee to implement transportation projects, and consider new fees that new development projects must pay to the City for use in reducing motor vehicle trips to the extent feasible through the provision of transit services, shuttles, carpool/rideshare incentives, bicycle lanes, and similar programs and improvements.

POLICY T-1.25 Collaborate with adjacent communities to ensure that Palo Alto and its immediate neighbors receive their fair share of regional transportation funds, proportional to the need and demand for transportation improvements within these communities to address region-wide transportation issues.

Program T1.25.1 In collaboration with regional agencies and neighboring jurisdictions, identify and pursue funding for rail corridor improvements and grade separation.

POLICY T-1.26 Collaborate with public interest groups as well as federal, State, and local governments to study and advocate for transportation regulatory changes, such as an increase in the gasoline tax.

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TRAFFIC DELAY AND CONGESTION

GOAL T-2 Decrease delay, congestion, and vehicle miles travelled with a priority on our worst intersections and our peak commute times, including school traffic.

POLICY T-2.1 Working with congestion management authorities including the Valley Transportation Authority (VTA) and the City/County Association of Governments of San Mateo County (C/CAG), implement traffic management strategies and technologies, such as signal coordination, centralized traffic control, red-light, and speed enforcement cameras, and real-time travel information, to reduce traffic congestion in and around Palo Alto.

Program T2.1.1 Implement computerized traffic management systems to improve traffic flow when feasible.

Program T2.1.2 Implement a program to monitor, coordinate, and optimize traffic signal timing a minimum of every five two years along arterial and residential arterial streets.

POLICY T-2.2 As part of the effort to reduce traffic congestion, seek ongoing funding and engage employers to operate and expand support the establishment and operation of Transportation Management Associations (TMAs) to address transportation and parking issues as appropriate in the City's employment districts.

Program T2.2.1 Work in partnership with the Downtown TMA and Stanford University to aggregate data and realize measurable reductions in single-occupant vehicle commuting to and from Downtown and in the Stanford Research Park.

POLICY T-2.3 Use vehicular motor vehicle level of service (LOS) at signalized intersections to evaluate the potential impact of proposed projects, including contributions to cumulative congestion. Use signal warrants and other metrics to evaluate impacts at unsignalized intersections, when evaluating development applications.

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Program T2.3.1 When adopting new CEQA significance thresholds for compliance with SB 743 (2013), also adopt desired standards for ~~Regularly update~~ LOS at signalized intersections for use in evaluating the consistency of proposed project with the Comprehensive Plan.~~regulations~~

POLICY T-2.4 Consistent with the principles of Complete Streets adopted by the City, work to achieve and maintain acceptable levels of service for transit vehicles, bicyclists, pedestrians and automobiles on roads in Palo Alto.

Program T2.4.1 Establish and maintain thresholds for acceptable multi-modal levels of service for intersections in Palo Alto.

Program T2.4.2 Revise protocols for office, commercial, and multi-family residential development proposals to evaluate multi-modal level of service and identify gaps in the low stress bicycle and pedestrian network. ~~for transit vehicles, bicyclists, and pedestrians.~~

SCHOOLS AND CHILDCARE FACILITY CONGESTION

POLICY T-2.5 Encourage the location of childcare facilities near major employment hubs to reduce traffic congestion associated with child pick-up and drop-off.

POLICY T-2.6 Work with PAUSD to ensure that decisions regarding school assignments are analyzed to reduce peak period motor vehicle trips to and from school sites.

POLICY T-2.7 Work with the PAUSD to resolve traffic congestion issues associated with student drop-off and pick-up. Address pedestrian and bicycle access, circulation, and related issues such as coordinating bell schedules on City rights-of-way adjacent to schools and on PAUSD property.

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STREETS

GOAL T-3 Maintain an efficient roadway network for all users.

EFFICIENT CIRCULATION

POLICY T-3.1 Maintain a hierarchy of streets that includes freeways, expressways, arterials, residential arterials, collector streets, and local streets, balancing the needs of all users in a safe and appropriate manner.

Program T3.1.1 Identify desired routes for transit, cycling and regional traffic as well as priorities for study and investments.

POLICY T-3.2 Enhance connections to, from and between parks, community centers, recreation facilities, libraries and schools for all users.

POLICY T-3.3 Avoid major increases in single occupant vehicle ~~street~~ capacity when constructing or modifying roadways unless needed to remedy severe congestion or critical neighborhood traffic problems. Where capacity is increased, balance the needs of motor vehicles with those of pedestrians and bicyclists.

POLICY T-3.4 Regulate truck movements and large commercial buses in a manner that balances the efficient movement of trucks and buses while preserving the residential character of Palo Alto's street system.

~~**Program T3.4.1** Evaluate the feasibility of changes to Palo Alto's through truck routes and weight limits to consider such issues as relationship to neighboring jurisdictions, lower weight limits, increased number of routes, and economic and environmental impacts.~~

STREET DESIGN AND MODIFICATION PROJECTS

POLICY T-3.5 When constructing or modifying roadways, plan for use of the roadway ~~space~~ by all users.

Program T3.5.1 Update the comprehensive roadway design standards and criteria to be consistent with c~~C~~omplete s~~S~~treets best practices and the Urban

Forest Master Plan, focusing on bicycle and pedestrian safety and multi-modal uses. Consider opportunities to incorporate best practices from the National Association of City Transportation Officials guidelines for urban streets and bikeways, tailored to the Palo Alto context.

Program T3.5.2 Establish procedures for considering the effects of street design on emergency vehicle response time.

POLICY T-3.6 Consider pedestrians, ~~and~~ bicyclists, e-bikes, and motorcycles when designing road surfaces, curbs, crossings, signage, landscaping, and sight lines.

POLICY T-3.7 Encourage pedestrian-friendly design features such as sidewalks, street trees, on-street parking, gathering spaces, gardens, outdoor furniture, art, and interesting architectural details.

~~**Program T3.7.1** Conduct a study of Palo Alto roadways to identify needed pedestrian improvements, including on El Camino Real, Alma Street and other locations.~~

POLICY T-3.8 Add planting pockets with street trees to ~~increase the tree canopy,~~ provide shade, calm traffic and enhance the pedestrian realm.

POLICY T-3.9 ~~Identify and establish performance measures for the road network in Palo Alto to support city-wide sustainability efforts, includin~~Support city-wide sustainability efforts by preserving and enhancing ~~g~~ the tree~~street~~ canopy where feasible within the public right of way, consistent with the Urban Forest Management Plan, as amended.

POLICY T-3.10 Participate in the design and implementation of comprehensive solutions to traffic problems near Stanford Shopping Center and Stanford Medical Center.

Program T3.10.1 Support increased public transit, traffic management and parking solutions to ensure safe, convenient access to and from the Stanford Shopping Center/ Medical Center area.

Program T3.10.2 Implement and monitor Development Agreement traffic mitigations at Stanford Medical Center.

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Program T3.10.3 Provide safe, convenient pedestrian, bicycle, and transit connections between the Stanford Shopping Center/Medical Center areas and housing along the Sand Hill Road/Quarry Road corridors to Palo Alto Station, Downtown Palo Alto, and other primary destinations.

Program T3.10.4 Study extension of Quarry Road for transit, pedestrians and bicyclists to access the Palo Alto ~~Station~~ Transit Center from El Camino Real. Also study the feasibility of another pedestrian and bicycle ~~Caltrain~~ underpass of Caltrain at Everett Street.

POLICY T-3.11 Consider the objectives of the Grand Boulevard Initiative and the South El Camino Boulevard Design Guidelines when designing roadway and pedestrian improvements along El Camino Real. Pursue wide sidewalks, pedestrian friendly building design, and planting pockets with street trees.

POLICY T-3.12 Coordinate roadway improvements with other transportation and utility infrastructure improvements such as sewer and water.

POLICY T-3.13 Work with Caltrans, Santa Clara County and VTA to improve east and west connections in Palo Alto and maintain a circulation network that binds the city together in all directions.

POLICY T-3.14 Continue to prioritize the safety of school children in street modification projects that affect school travel routes, including during construction.

RAIL CORRIDOR

POLICY T-3.15 Pursue grade separation of rail crossings along the rail corridor as a City priority~~, including a below-grade alignment between San Antonio and the Oregon Expressway for both high speed rail and Caltrain~~.

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Program T3.15.1 Undertake studies and outreach necessary to advance grade separation of Caltrain to become a "shovel ready" project and strongly advocate for adequate State, regional, and federal funding for design and construction of railroad grade separations.

Program T3.15.2 Conduct a study to evaluate the implications of grade separation on bicycle and pedestrian circulation.

POLICY T-3.16 Keep ~~all four~~ existing at-grade rail crossings open to motor vehicles, pedestrians, and bicyclist, consistent with results of a focused circulation study and a context sensitive alternatives analysis. ~~vehicular traffic.~~

POLICY T-3.17 Until grade separation is completed, improve existing at-grade rail crossings to ensure the highest feasible level of safety along the corridor and provide additional safe, convenient crossings.

Program T3.17.1 Commission a Palo Alto Avenue~~n Alma Street~~ crossing study to identify potential near-term safety and accessibility ~~opportunities to~~ improvements, including implementation of a "quiet zone."

Program T3.17.2 Work with Caltrain to ensure that the rail tracks are safe and secure with adequate fencing and barriers. ~~Incorporate neighborhood input in planning and implementation of crossing improvements.~~

POLICY T-3.18 Improve safety and minimize adverse noise, vibrations and visual impacts of operations in the Caltrain rail corridor on adjoining districts, public facilities, schools and neighborhoods with or without the addition of High Speed Rail.

NEIGHBORHOOD IMPACTS

GOAL T-4 Protect local ~~neighborhood~~ streets that contribute to neighborhood ~~support residential~~ character and provide a range of local transportation options.

POLICY T-4.1 Keep all neighborhood streets open as a general rule.

POLICY T-4.2 Implement traffic calming measures to slow traffic on local and collector residential streets, and prioritize traffic calming measures for safety over congestion management.

Program T4.2.1 Identify specific improvements that can be used to discourage drivers from using local, neighborhood streets to bypass traffic congestion on arterials.

Program T4.2.2 Periodically ~~review~~ evaluate residential areas for traffic impacts~~,~~ and use the results of that ~~review~~ evaluation to prioritize traffic calming measures.

POLICY T-4.3 Maintain the following roadways as residential arterials, treated with landscaping, medians, and other visual improvements to distinguish them as residential streets, in order to improve safety:

- Middlefield Road (between San Francisquito Creek and San Antonio Road)
- University Avenue (between San Francisquito Creek and Middlefield Road)
- Embarcadero Road (between Alma Street and West Bayshore Road)
- East and West Charleston Road/Arastradero Road~~s~~ (between Miranda Avenue and Fabian Way).

Program T4.3.1 Use landscaping and other improvements to establish clear "gateways" at the points where the Oregon Expressway, University Avenue and Embarcadero Road transition from freeways to neighborhoods.

POLICY T-4.4 Minimize the danger of increased commercial ingress/egress adjacent to major intersections, and noticeable increases in traffic from new development in residential neighborhoods, through traffic mitigation measures.

POLICY T-4.5 Require project proponents to e~~E~~mploy the Traffic Impact on Residential Environments (TIRE) ~~analysis~~ methodology to measure potential street impacts from proposed new development of all types in residential neighborhoods.

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POLICY T-4.6 Require new residential development projects to implement best practices for street design, stormwater management and green infrastructure.

MOTOR VEHICLE AND BICYCLE PARKING

GOAL T-5 **Encourage attractive, convenient, efficient and innovative parking solutions for all users.**

MANAGING PARKING SUPPLY

POLICY T-5.1 All new development projects should meet parking demand generated by the project, without the use of on-street parking, consistent with the established parking regulations. As demonstrated parking demand decreases over time, parking requirements for new construction should decrease.

Program T5.1.1 ~~For each commercial center and employment district in Palo Alto, conduct a parking needs assessment in consultation with business owners, employers and local residents to establish a baseline for parking need.~~ Evaluate the need to update parking standards in the municipal code, based on local conditions, different users' needs and baseline parking need. Allow the use of parking lifts for Office/R&D and multi-family housing as appropriate.

Program T5.1.2 Consider reducing parking requirements for retail and restaurant uses as a way to encourage new businesses and the use of alternative modes.~~In parallel with each parking needs assessment, establish performance standards which represent the conditions that must be met before parking requirements for new development can be reduced. In establishing performance standards, consider metrics such as vehicle trips, transit frequency, transit capacity and bicycle parking~~.

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Program T5.1.3 Work with stakeholders in each commercial center and employment district to monitor conditions and determine the appropriate timing for revisions to parking requirements.

Program T5.1.4 Study the feasibility of unbundled parking for office, commercial, and multi-family residential developments (including senior housing developments) that are well-served by transit and demonstrated walking and biking connections~~, including senior housing developments~~.

POLICY T-5.2 Continue to implement a comprehensive program of parking supply and demand management strategies citywide to optimize the use of existing parking spaces.

Program T5.2.1 Use technology to help identify parking availability and make it easy to pay any parking fees.

Program T5.2.2 In the Downtown, work with the TMA to ~~,~~ implement pilot projects ~~to~~ that test the effectiveness of strategies for ~~such as~~ employees, such as ~~transportation programs, including~~ reduced cost transit passes and ridesharing programs. Review pilot project results and consider expanding to other areas of the city, such as California Avenue.

Program T5.2.3 Consider applying a pricing strategy to address public parking shortages citywide that is flexible in response to demand and supply. Conduct a feasibility study that considers the potential impact of a pricing strategy for retail and commercial areas, and potential benefits for TDM.

Program T5.2.4 Implement Council-adopted recommendations from the parking management study for the Downtown area, which ~~included~~ address the feasibility of removing color-coded parking zones, and dynamic pricing and management policies to prioritize short-term parking spaces closest to the commercial core for customers, garage parking for

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employees, and neighborhood parking for residents.

POLICY T-5.3 Work with merchants ~~to~~ when designating~~e~~ dedicated employee (long term) parking areas in public parking lots and garages.

POLICY T-5.4 Encourage shared parking where complementary demand timing is demonstrated in order to optimize parking spaces in commercial centers and employment districts.

Program T5.4.1 Explore incentives to encourage privately initiated shared parking among individual property owners when developments have excess parking that can be available for other businesses to use.

POLICY T-5.5 Minimize the need for employees to park in and adjacent to commercial centers, employment districts and schools.

PARKING INFRASTRUCTURE AND DESIGN

POLICY T-5.6 Strongly encourage the use of below-grade or structured parking instead of surface parking for new developments of all types while minimizing negative impacts including groundwater and landscaping where feasible.

POLICY T-5.7 Promote vehicle parking areas designed to reduce stormwater runoff, increase compatibility with street trees and add visual interest to streets and other public locations. Encourage the use of photovoltaic panel or tree canopies in parking lots or on top of parking structures to provide cover, consistent with the Urban Forest Master Plan.

Program T5.7.1 Study the feasibility of retrofitting City-owned surface parking lots to implement best management practices for stormwater management and urban heat island mitigation, including green infrastructure, permeable pavement and reflective surfaces.

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Program T5.7.2 Identify incentives to encourage the retrofit of privately owned surface parking areas to incorporate best management practices for stormwater management and urban heat island mitigation as well as incentives for the provision of publicly accessible bicycle parking in privately owned lots.

POLICY T-5.8 Promote safety for pedestrians in City-owned parking lots by adopting standards for landscaping, signage, walkways and lighting that reduce crime and ensure a safe and orderly flow of traffic.

POLICY T-5.9 Encourage the use of adaptive design strategies in new parking facilities in order to facilitate reuse in the future if and when conditions warrant.

RESIDENTIAL PARKING

POLICY T-5.10 Protect residential areas from parking impacts of nearby businesses. ~~In residential neighborhoods, work with neighborhood associations to prioritize residential street parking and minimize spill over parking from commercial centers and employment districts.~~

Program T5.10.1 Coordinate with neighborhood groups to evaluate the need for a residential parking permit program in areas outside Downtown Palo Alto and College Terrace.

BICYCLE PARKING

POLICY T-5.11 To promote bicycle use, increase the number of safe, attractive and well-designed bicycle parking spaces available in the city, including spots for bicycle trailers, prioritizing heavily travelled areas such as commercial and retail centers, employment districts, recreational/cultural facilities, multi-modal transit facilities and ride share stops for bicycle parking infrastructure.

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Program T5.11.1 Work with private sector partners, including employers, merchants and community service providers, to identify ways to ~~incentivize the provision~~provide more ~~of~~ bicycle parking, including e-bike parking with charging stations, near existing shops, services and places of employment.

Program T5.11.2 Consider installing secure electronic bike lockers such as the BikeLink system, at high theft locations, including transit stations and parking garages.

Program T5.11.3 Assess the need to provide additional bicycle parking in City-owned parking lots and rights-of-way.

ROAD SAFETY

GOAL T-6 **Provide a safe environment for motorists, pedestrians, and bicyclists on Palo Alto streets.**

POLICY T-6.1 Continue to make safety the first priority of citywide transportation planning. Prioritize pedestrian, bicycle, and automobile safety over motor vehicle level-of-service at intersections and motor vehicle parking.

Program T6.1.1 Follow the principles of the safe routes to schools program to implement traffic safety measures that focus on Safe Routes to work, shopping, downtown, community services, parks, and schools.

Program T6.1.2 Develop, distribute and aggressively promote maps and apps showing ~~of~~ safe routes to work, shopping, community services, parks and schools within Palo Alto in collaboration with stakeholders, including PAUSD, major employers, TMAs, local businesses and community organizations.

Program T6.1.3 Address pedestrian safety along Alma Street between ~~University Avenue~~ Embarcadero Road and Lytton Street.

Program T6.1.4 Address pedestrian safety on shared-use paths through the use of signs, pavement markings, and outreach to users, encouraging them to be safe and courteous. ~~bicycle and pedestrian trails.~~

POLICY T-6.2 Pursue the goal of zero severe injuries and roadway fatalities o~~i~~n Palo Alto city streets ~~within 10 years~~.

Program T6.2.1 Regularly collect severity and location data on roadway collisions for all modes of travel, including fatalities and severe injuries. In collaboration with Santa Clara County, develop an up-to-date, public database for this information.

POLICY T-6.3 Continue to work with Caltrain to increase safety at train crossings, including improving gate technology, and signal coordination.

POLICY T-6.4 Continue the Safe Routes to School partnership with PAUSD and the Palo Alto Council of PTAs.

Program T6.4.1 Periodically update the Adopted School Commute Corridors Network to include updated school commute routes. Ensure these routes are prioritized for safety improvements and considered in land use planning decisions.

Program T6.4.2 Establish standards and procedures for maintaining safe bicycling routes, including signage for warnings and detours during construction projects.

Program T6.4.3 In collaboration with PAUSD, p~~P~~rovide adult crossing guards at school crossings that meet adopted criteria.

POLICY T-6.5 Support PAUSD adoption of standard Safe Routes to School policies and regulations that address the five E's of education, encouragement, enforcement, engineering, and evaluation.

POLICY T-6.6 Use engineering, enforcement, and educational tools to improve traffic safety on City roadways.

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Program T6.6.1 Periodically evaluate safety on roadways and at intersections and enhance conditions through the use of signal technology and physical changes. Consider the construction of traffic circles for improved intersection safety.

Program T6.6.2 Continue to provide educational programs for children and adults, in partnership with community-based educational organizations, to promote the safe use of bicycles, including the City-sponsored bicycle education programs in the public schools and the bicycle traffic school program for juveniles.

Program T6.6.3 Work with PAUSD and employers to promote roadway safety for all users, including motorized alternatives to cars and bikes such as mopeds and e-bikes, through educational programs for children and adults.

Program T6.6.4 Complete a mobility and safety study for downtown Palo Alto, looking at ways to improve circulation and safety for all modes.

Program T6.6.5 Identify and implement safety improvements for underpasses, including on Embarcadero Road.

Program T6.6.6 Improve pedestrian crossings by creating protected areas and better pedestrian and traffic visibility. Use a toolbox including bulb outs, small curb radii, high visibility crosswalks, and landscaping.

Program T6.6.7 Establish standards and procedures ~~with Utilities and Public Works~~ to maintain safe bicycling routes and adequately and safely sign warnings and detours during construction projects.

Program T6.6.8 Establish a program to educate residents to keep sidewalks clear of parked cars, especially on narrow local streets in neighborhoods with rolled curbs. Survey for compliance annually.

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POLICY T-6.7 Use appropriate technology to monitor and improve circulation safety throughout the City.

Program T6.7.1 Evaluate the performance of safety improvements and identify methods to encourage alternative transportation modes.

POLICY T-6.8 Vigorously and consistently enforce speed limits and other traffic laws~~,~~ ~~including~~ for both motor vehicle and bicycle traffic.

TRANSIT-~~-~~DEPENDENT COMMUNITY

GOAL T-7 **Provide mobility options that allow people who are transit dependent to reach their destinations.**

POLICY T-7.1 Support mobility options for all groups in Palo Alto who require transit for their transportation.

Program T7.1.1 Expand transportation opportunities for transit-dependent riders by supporting ~~a variety of methods, such as by funding~~ discounts for taxi fares, rideshare services, and transit, by coordinating transit systems to be shared by multiple senior housing developments, and by maintaining ~~supporting a volunteer program to expand the supply of drivers, creating~~ a database of volunteer drivers, and other transit options.

Program T7.1.2 Coordinate with social service agencies and transit agencies to fill gaps in existing transportation routes and services accessible to transit-dependent riders no matter their means and design new bus routes that enable them to access those services.

Program T7.1.3 Pursue expanded evening and night time bus service to enhance mobility for all users during off-peak times.

POLICY T-7.2 Utilize the principles of Universal Design, and local and State design standards, to guide the planning and implementation of transportation and parking improvement projects to ensure the needs of community members with limited mobility, including some seniors and people with disabilities, are addressed.

POLICY T-7.3 Continue to partner with transit providers, including VTA, to support demand-responsive paratransit service for eligible participants in Palo Alto and maintain existing paratransit services, particularly where bus service is discontinued. Emphasize service quality and timeliness when contracting for paratransit services.

POLICY T-7.4 Collaborate with transit and shuttle providers including VTA, AC Transit, SamTrans, Stanford Marguerite Shuttle, Palo Alto Free Shuttle, Dumbarton Express Bus Service and Caltrain in the provision of service that is accessible to seniors and people with disabilities.

POLICY T-7.5 Support transit providers in implementing or continuing reduced fare or no fare voucher systems for selected populations, including seniors and people with disabilities.

POLICY T-7.6 Encourage transit service providers to provide subsidized transit passes for low income riders and other transit-dependent communities.

REGIONAL COLLABORATION AND COORDINATION

GOAL T-8 **Influence the shape and implementation of regional transportation policies and technologies to reduce traffic congestion and greenhouse gas emissions.**

POLICY T-8.1 Engage in regional transportation planning and advocate for specific transit improvements and investments, such as Caltrain service enhancements and grade separations, Dumbarton Express service, enhanced bus service on El Camino Real with queue jumping and curbside platforms, HOV/HOT lanes, and additional VTA bus service.

POLICY T-8.2 Participate in regional planning initiatives for the rail corridor and provide a strong guiding voice.

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POLICY T-8.3 Collaborate effectively with and engage in regional partnerships and solutions with a range of stakeholders, including regional agencies, neighboring jurisdictions and major employers, on issues of regional importance such as traffic congestion, reduced reliance on single-occupant vehicles, and sustainable transportation.

Program T8.3.1 Continue to participate in regional efforts to develop technological solutions that make alternatives to the automobile more convenient and thereby contribute to reducing congestion.

POLICY T-8.4 Coordinate with local, regional agencies, and Caltrans to support regional efforts to maintain and improve transportation infrastructure in Palo Alto, including the Multi-Modal Transit Center.

POLICY T-8.5 Support the efforts of the Metropolitan Transportation Commission (MTC) to coordinate transportation planning and services for the Mid-Peninsula and the Bay Area that emphasize alternatives to the automobile. ~~Encourage MTC to base its Regional Transportation Plan (RTP) on compact land use development assumptions.~~

POLICY T-8.6 ~~Support~~ Advocate for efforts by Caltrans and the Valley Transportation Authority to reduce congestion and improve traffic flow on ~~area~~ existing freeway facilities consistent with Statewide GHG emissions reduction initiatives.

Program T8.6.1 ~~Support~~ Advocate for provision of a new southbound entrance ramp to Highway 101 from San Antonio Road, in conjunction with the closure of the southbound Charleston Road on-ramp at the Rengstorff Avenue interchange in Mountain View.

Program T8.6.2 ~~Encourage~~ Advocate for ~~VTA to~~ improved connectivity to transit to serve workers who live in the South Bay and work in Palo Alto.

POLICY T-8.7 Support the application of emerging freeway information, monitoring, and control systems that provide non-intrusive driver assistance and reduce congestion.

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POLICY T-8.8 Where appropriate, support the conversion of existing traffic lanes to exclusive bus and high-occupancy vehicle (HOV) lanes or Express/HOT lanes on freeways and expressways, including the Dumbarton Bridge, and the continuation of an HOV lane from Redwood City to San Francisco.

POLICY T-8.9 Support State and federal legislation to reduce motor vehicle emissions, noise, and fuel consumption.

POLICY T-8.10 Support plans for intra-county and transbay transit systems that link Palo Alto to the rest of Santa Clara County and adjoining counties. Ensure that these systems and enhancements do not adversely impact the bay.

Program T8.10.1 Work with regional transportation providers, including BART and Caltrain, to improve connections between Palo Alto and the San Francisco International Airport and Norman Y. Mineta San Jose International Airport.

POLICY T-8.11 Support regional plans to complete development of the Bay Trail and Bay-to-Ridge Trail.

POLICY T-8.12 Support the development of the Santa Clara County Countywide Bicycle System, and other regional bicycle plans.

Program T8.12.1 Identify and improve bicycle connections to/from neighboring communities in Santa Clara and San Mateo counties to support local trips that cross city boundaries. Also advocate for reducing barriers to bicycling and walking at freeway interchanges, expressway intersections, and railroad grad crossings.

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CITY COUNCIL – REVIEW OF LAND USE ELEMENT – NOVEMBER 28, 2016

A. OVERALL ORGANIZATION AND STRUCTURE FEEDBACK

- Editing will be a challenge. Many programs and policies. (DuBois)
- Too much is in the Comp Plan. Concerned about number of policies and programs and that Council has not had chance to discuss. (Scharff)
- Add more to the Introduction and Planning Context regarding community character and tone down the "city development" section. (Holman)
- Socioeconomic diversity is a community value and we need a strategic approach to address and preserve this. There is lots of work to do. (Berman)
- If Palo Alto grows, we must add families, or we will become an urban center like San Francisco with few families. (Schmid)
- School impacts should be addressed in the Land Use Element instead of Community Facilities and Services. (DuBois, Holman, Filseth)

B. LAND USE DEFINITIONS

- Support the no child care option in neighborhood commercial areas and small scale retail (kiosk) in residential areas. (Holman)

C. GOAL L-1: GROWTH MANAGEMENT

- Reinstate "well-designed" in Goal L-1. (Holman)
- On packet page 240 (Policy L-1.2), wording "efficient development pattern" is unclear; wording from previous Policy L-5 regarding retaining the scale and character of the city should be reinstated. (Holman, Filseth)

CUMULATIVE CAP ON NON-RESIDENTIAL GROWTH

- 1988 Citywide Land Use and Transportation Study is an important foundational document and should be carefully considered. The intent of growth monitoring was to monitor traffic. Concern that SUMC traffic still has impacts, even though SUMC would be exempt. (Schmid)
- Intent of cap is to address traffic, parking, pollution, etc., so a citywide approach makes sense. 100% mitigation is not possible but Stanford Research Park has best chance of being able to mitigate. (Filseth)
- Does the SUMC exemption cover a specific area/site, or does it cover a specific amount of square footage? This should be considered an open question for further discussion. (Burt)
- 1.7 million sf should exclude current SUMC project, not the whole area. (Holman)
- OK with 1.7 million sf. (Berman)

- Historic growth rate has been an average of 53,000 sf of office space per year. A 1.7 million sf cap would equal twice that amount. (Schmid)
- The way to achieve housing affordability is to restrict office buildings. (Schmid)
- Caps should remain in place if we get close. (Filseth)
- Find new sites for housing. Do not necessarily reduce commercial FAR. Add an idea of using some land in non-residential areas such as the Stanford Shopping Center and Stanford Research Park to support alternative transportation, such as for bike paths and transit hubs, but do not subtract that land from the basis for calculating allowable FAR. (Burt)
- More clarity on 1.7 Msf. Send them the original study. (Kniss)
- How much FAR would be freed up by converting allowed FAR from office to housing? (Holman)
- Data on conversions of basement/storage space to office space Downtown. (Burt)
- Clarify SUMC issue, specifically the basis for excluding the SUMC area rather than the SUMC approved development.

HOTELS

- Hotels should be encouraged, especially near Stanford Shopping Center or Stanford Research Park. Hotels are an important source of funding for infrastructure and have relatively low traffic impacts. Hotels generate fewer peak hour trips. Comp Plan should include an explicit statement that the City supports and wants hotels. (Scharff)
- Open to a hotel at Stanford Research Park. Hotel FAR should be reduced from 2.0 to 1.5. (Holman)
- Hotels aren't bad and should not count against office cap. (Berman)
- Hotels are one of the City's best revenue sources and lowest traffic generators, but 2.0 FAR is too dense, except in Downtown and along Cal Ave. Maybe 1.75 or 1.5 FAR would achieve a mass and scale that would feel better. (Burt)
- Supports 1.5 FAR for hotels, except 2.0 FAR for hotels Downtown. (DuBois)
- Hotels are attractive financially, but too many hotels result in people who are just passing through and not participating in the community. (Schmid)
- What percent of commercial development is hotel? (Burt)
- Hotels will come downtown because office is basically over. Future development Downtown will be mostly residential with some hotels. (Burt)

ANNUAL LIMIT ON NON-RESIDENTIAL GROWTH

- The annual limit should not include Stanford Research Park or hotels. (Scharff)
- Allow flexibility between office and R&D uses in the Stanford Research Park. The Research Park should not be included in annual limit. But we do need to have serious discussions about trip counts and discouraging SOV trips. (Scharff)

- Stanford Research Park is under one owner and has a better likelihood of success with its TDM Plan. (Kniss)
- Agrees with excluding Stanford Research Park from annual limit as long as trips are incrementally reduced and monitored on an annual basis. (Holman)
- Does not favor allowing Stanford Research Park annual limit to rollover. (Holman)
- Supports separate annual caps for Stanford Research Park and the rest of the City. Supports annual limit in Stanford Research Park with some rollover for 3-4 years, but not unlimited rollover. Stanford Research Park can reduce trips. (Berman)
- Consider whether an annual limit is really worth it. There may be some benefit to frontloading/concentrating new development rather than dragging out construction. (Wolbach)
- Stanford Research Park doesn't have the same impacts on parking, and character, but is not accessible by transit or walking. Stanford Research Park should embrace trip controls; trip reduction is feasible there. Allow a rolling annual cap that can roll over for up to 3 to 5 years to allow flexibility. (Burt)

DOWNTOWN CAP ON NON-RESIDENTIAL GROWTH

- Conversions of basements/storage space to office space Downtown should trigger parking requirements, at the least, or should be prohibited without a CUP. (Burt, with verbal agreement from Holman)
- Clarify zoning language on allowed uses Downtown. Language regarding Downtown does not/should not be interpreted to allow R&D type uses that are permitted in Stanford Research Park. Downtown should be about startups and business support. We have lost Downtown as a de facto incubator district. Grandfather in existing businesses and cap size of new businesses going forward. (Burt)
- Disagree. It's not correct to say software development is not an allowed use Downtown. There are startups Downtown. (Scharff)
- Using numbers is awkward. In 30 years we have not reached the cap. This is a sign that the Comp Plan should not seek to be too prescriptive. (Kniss)
- Concerned about the exceptions suggested for the Downtown cap – it wouldn't work to exempt small offices or medical offices, although I would support limiting the size of businesses downtown. (DuBois)
- Not sure about limiting size of companies Downtown. Big companies have been there since the 1990s. What rational number could the City give a company to kick them out? (Kniss)
- Unsure about regulating big companies (size) Downtown, but interested in restoring startup culture. (Wolbach)
- 47,000 sf Downtown over 15 years is too little, too prescriptive. Palantir and A9 are large companies and 70-80% of workers do not drive. Support their achievement of City's goals to reduce SOV trips. (Scharff)

- Agree with Mayor Burt on land uses and basement conversions downtown. We should also not allow business cafeterias. (Holman)
- Program language on Downtown cap should reference the State Historical Building Code (packet p. 246) (Holman)

DEVELOPMENT REQUIREMENTS AND COMMUNITY INDICATORS

- Development requirements and indicators are good. Don't use performance-based zoning to replace existing zoning, but measuring things is good. (Filseth)
- Indicators will need to be tweaked. (DuBois)
- Development requirements and community metrics look ok. (Filseth)

D. GOAL L-2: CITYWIDE STRUCTURE

MIXED USE DESIGNATION

- Encourage/incentivize mixed use projects with a substantial, not token, amount of housing. (Schmid)
- Supports Mixed Use definition change to mean Residential + Retail. (DuBois, Wolbach, Scharff, Burt, Schmid)
- Look at converting a good amount of Office FAR in the Mixed Use designation to Housing. (Holman)
- Rezone to encourage retail under residential. Less office, more housing. Be flexible about FAR, even up to 3.0, in transit-served areas, for affordable housing. (Wolbach)

E. GOAL L-3: RESIDENTIAL DESIGN

- Agree on the need to preserve cottage clusters. (Holman)
- There is not enough on the ages and stages of different neighborhoods. (Holman)

HOUSING SUPPLY

- Require retention of existing housing that is affordable like small cottages, possibly through the use of TDRs. (Burt)
- Add something to address short-term rentals. (DuBois)
- Big issue: how to create housing in the Downtown area? Add height, change the mixed use designation, and provide development rights. PC zoning and TDRs should be reconsidered as tools for residential development and could help retain existing affordable housing, for example by transferring allowable density from College Terrace elsewhere to preserve quad-plexes. (Burt)
- Consider PC zones for affordable housing. (DuBois)
- Come up with some terminology for "housing people can afford" to distinguish from "subsidized housing." (Kniss)

- There is a need for market rate housing. Supports housing that is "attainable" at the low end of the market not just affordable housing or housing for disadvantaged groups. (Wolbach)
- Need mix of unit sizes in new housing developments (Holman)
- We are not producing enough housing when compared to others in the region. We are a leader in reducing greenhouse gas emissions even though one jurisdiction alone cannot make a difference. With housing, we shouldn't let the argument that one jurisdiction alone cannot make a difference stop us from leading. (Scharff)
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F. GOAL L-4: COMMERCIAL CENTERS

- Don't think we should delete the policy about property owners coordinating about retail plans. (DuBois)
- We should consider utility discounts for retail uses. (Du Bois)
- Why did the CAC recommend deleting the program about a downtown design guide? (Filseth)
- Please be more explicit about widening of sidewalks on El Camino based on colleagues' memo. (Holman)
- Add something about retail attraction. The City needs a strong Economic Development Manager to help property owners. (Holman)

ADDING HOUSING IN COMMERCIAL CENTERS

- Add a Program to open serious dialog with Stanford to explore mixed use opportunities, without making any commitments. (Wolbach)
- We have lots of work to do on housing. Need to increase number to make it affordable. Supports idea of housing at Stanford Research Park and Stanford Shopping Center. (Berman)
- Housing would be good in back of Town & Country. (DuBois)
- Would consider housing at Town and Country, not in Alma Plaza. (Scharff)
- Find areas to apply a residential overlay in non-residential areas such as Stanford Research Park, Stanford Shopping Center, East Bayshore/along Bayshore, and the Town & Country Shopping Center. Would not force housing here. Would apply a "sculpted approach" to target housing for specific locations within these areas. (Burt)

COORDINATED AREA PLANS

- Be realistic on how many Coordinated Area Plans the City can accomplish. Finish Cal Ave and don't add a lot more. Supports a Fry's Coordinated Area Plan. (DuBois)
- Be realistic about Coordinated Area Plans. Support use of Coordinated Area Plan over Planned Community Zoning. (Wolbach)
- The map and concept for the South El Camino Real Coordinated Area Plan seem incorrect. Existing uses here should not be displaced by gentrification. (DuBois)

- Fry's is the largest big housing site and the City should do a Precise Plan or Specific Plan now. (Kniss)
- Coordinated Area Plans take time but can be successful. (Berman)
- University Avenue is in good shape now; California Avenue should not become another University Avenue. (Filseth)

G. GOAL L-6: URBAN DESIGN

- Reinstate original wording from existing policy L-6 about character. (DuBois, Holman, Filseth)
- Should be more emphasis on urban design and references to single story overlays. (Holman)
- Supports improved code enforcement. (Holman)

HEIGHT LIMITS

- Consider basing height limits on stories rather than on number of feet. (Scharff)
- Should be regulated by stories rather than feet. High-quality retail needs higher ground-floor ceilings. Two decisions to make: a) do we need a different height limit for ground floor retail with residential above? And b) if so, how many stories are appropriate? (Burt)
- Room to add an extra floor really matters. Mountain View recently approved a 57-foot affordable housing project. Holding fast to the 50-foot limit and rejecting meaningful projects is disingenuous. Allow opportunities to gently exceed 50 feet in certain areas for certain projects where community can benefit from additional housing. Provide specific guidance and allow 55-60 feet. (Berman)
- Add further restrictions on mechanical equipment if we go up to 55 feet, and require (not allow) better use of roofs, such as solar arrays and rooftop gardens. (Burt)
- Maintain 50 foot height limit or only exceed up to 55 feet for senior housing, with a vote of the public. (DuBois)
- Retain 50' height limit with exceptions for affordable housing or senior housing. (Holman)
- Keep 50-foot limit with exceptions to allow up to 55 feet limited to ground floor retail, in order to increase quality of life through better retail. (Scharff)
- 50-foot limit is extremely helpful to maintaining an open environment for startups. Keep. (Schmid)
- Height limit is not currently in the Comp Plan. Maybe it shouldn't be. Going up to 55 or 60 feet won't make a difference. Maybe going up to 100 feet would – is there a slippery slope? (Filseth)
- Not excited about change to height limit. Hasn't heard overwhelming support from community. (Wolbach)

H. GOAL L-7: HISTORIC RESOURCES

- There are four historic districts not two (edit to packet page 228) (Holman)

- City's historic resources inventory should be based on resources eligible for local listing, not State listing; (Holman)
- Reinstate Program L-65 regarding applying codes to historic buildings (Holman)
- There should be certainty about what is considered a historic resource and what is not so people know before they apply for an alteration don't want to prevent a kitchen remodel (reference to policy L7.2). (Filseth)
- Reinstate Program L-56 regarding design review procedures, but remove reference to non-existent "Landmark" designation. (Holman)
- We already have incentives – need to promote existing incentives for retention and rehabilitation rather than add more (Program L7.8.1). (Holman)

I. GOAL L-8: CIVIC AND CULTURAL FACILITIES

- Need reality on parkland acquisition. Even buying a small parcel can cost $5M, not including maintenance. (Kniss)
- Take any opportunity for new park and rec space. (Wolbach)

J. GOAL L-9: PUBLIC SPACES AND STREETS

- The Urban Forest section lacks emphasis on water conservation. (Holman)
- Allow housing to pay into parking in-lieu fees like commercial does. Be flexible on parking requirements; one size does not fit all. (Wolbach)

K. GOAL L-10: AIRPORT

- Expand on the issues addressing Palo Alto Airport. (Holman)
- Figure out how to regulate unleaded airplane fuel. Other communities are doing it. (DuBois)

L. 11/28 EMAIL COMMENTS FROM COUNCILMEMBER DUBOIS

- Policy L-1.5 and L-1.6 seem to be duplicates
- L1.8 - Should prohibit hotels next to R1
- L1.12.3 - Prohibit housing in Midtown and Charleston retail centers
- L.3.31 Says we should discourage the replacement of rental housing with ownership housing. I think that needs to be deleted and we should be encouraging home ownership.
- L-4.10.1 Issue of wider sidewalks - discussion in 2014 at Council that still needs to come back on setbacks on El Camino. Issue wasn't resolved then - business community was concerned.
- Restore policy L-4.15 on page L-56. Having property owners coordinate on Retail master plans makes a ton of sense.
- Several items are separate policies appearing as 1, should be separated as 2
- L-4.2 split from L66, L67
- L-6.12 split from L119
- Comment on Packet page 157, intro says that "pace of non-residential growth has been moderated by citywide cap…" I'm not sure that is true as cap has never come into effect. If our caps are higher than our historical building rates they really haven't come into effect.
- Childcare clarification - concern about our small neighborhood retail. Encourage childcare elsewhere, but not there.
- Against L2.2.1 - Retail inside retail neighborhoods. We are doing a lot to protect retail in our retail areas. I don't think we should expand into R1, R2 zones.
- Add Policy or Program on conversion of basements or other units with a single home to non-conforming uses.

CITY COUNCIL – REVIEW OF TRANSPORTATION ELEMENT - SEPTEMBER 19, 2016

No motion was adopted by the Council, however the following individual comments were provided to staff together with a request that the draft element be brought back for additional review in conjunction with the draft land use element. The Council also requested further explanation and discussion regarding the EIR scenarios and how the final draft element will reflect the preferred scenarios.

A. OVERALL ORGANIZATION AND STRUCUTRE

- Ensure the element conveys our readiness for changing technologies ("poised for change") and emphasize flexibility/our willingness to embrace the big transformation that's on the horizon. (Burt)
- Need to recognize that we will need to improve the flow of vehicles and reduce congestion even when we have electric vehicles and self-driving cars. (Du Bois)
- Reduce the number of programs by half and pare down the narrative. (DuBois)
- Ensure that we are advancing the idea of addressing cumulative impacts and "no net trips." (Holman, Filseth)
- Improve correlation with the SCAP, including cross references, and explain that a livable quality of life is aligned with our sustainability goals – they support each other. (Burt)
- Include our goals for the TMA and the goal of reducing SOV and VMT in the City. (Burt)
- Use concrete language about what we should do instead of "support," review," etc. (Burt)

B. "TO DO" ITEMS

- Investigate whether local agencies have discretion regarding "lane splitting." (Burt)
- Confirm that roadway designations (est. for East Meadow) have not changed (DuBois)
- Investigate reuse of the pedestrian underpass under El Camino Real at Page Mill Road. (Holman)

C. VISION AND INTRODUCTION

- Eliminate the word "neighborhoods" from the vision statement. (Holman, Scharff)
- Narrative description of TMA/TDM on packet p. 390 should be more assertive (Holman)
- More emphasis on TDM plan in the Downtown. (Kniss)

D. GOAL T-1: SUSTAINABLE TRANSPORTATION

REDUCING RELIANCE ON SINGLE-OCCUPANT VEHICLES

- Need more emphasis on TDM/TMA & Shuttle (Wolbach)

- Should follow VTA Guidelines for strict TDM plans and ensure our traffic studies don't give credit for TDM plans unless they're strict and enforceable (Schmid)
- Let's be clear that new development must address their trips through TDM plans and that existing commute trips will be addressed through activities of the TMA. (Burt)
- Program T1.2.2 regarding TDM plans: "…how compliance will be measured and enforced with impactful consequences (teeth)." (Burt) Also "…Establish a list of acceptable effective TDM measures…" (Holman) Also, revise wording in Program T1.2.1 "allow contracting between developments…" on packet page 414 so the idea of offsetting is clear. "Cap and Trade" would be a can of worms. Program T1.2.1 add "adopt effective TDM measures…" in place of "establish a list…" (Holman)
- Support the concept of off-setting new trips of new development (if they cannot be eliminated) to achieve a "no net new trips" goal. (Wolbach, Burt)
- Don't want to lose the concept of locating high-density development near transit (Program T-3) in the Transportation Element. (Scharff)

REDUCING GREENHOUSE GAS EMISSIONS

- Program T1.3.2 – also include private busses/shuttles, UPS, FedEx, etc. (Burt)
- Program T1.4.1 – don't allow parking lifts for retail. (Holman)

INCREASING TRANSIT USE

- Need to encourage innovation when it comes to transit. (DuBois)

BICYCLING AND WALKING

- Policy T-1.21 – consider public art in alleys to encourage walking and provide connectivity between businesses, parking, and transit locations. (Holman)

MONITORING PROGRESS

- Policy T-1.23 – include a reference to the 80x30 SCAP goal.

E. GOAL T-2: TRAFFIC DELAY AND CONGESTION

- By seeking to reduce SOV, are we agreeing to higher densities? (Schmid)
- Not every street can be a complete street. Avoid over-reliance on the NACTO Guidelines (DuBois)
- Policy T 2.1 – delete red light and speed enforcement cameras. (Scharff)
- Add a program to reduce our LOS threshold for cumulative impacts. (DuBois)
- Let's be more explicit about extending the TMA to Cal Ave or having another TMA there. (Scharff)
- Awkward wording on Goal T2 including school traffic. (Holman)

F. GOAL T-3: STREETS

- Policy T-3.3 Include language from the existing Comp Plan, including "unless needed to remedy severe congestion." (DuBois, Filseth, Scharff, others)
- Program T3.41. – edit so we're clear that we're not expanding truck routes to more streets. (Holman)
- Policy T3.3 - The previous policy, T27, was much stronger than that and clearer in intention. (Holman)
- Review Policy T3.7 through 3.11 to ensure we get three things: wider sidewalks consistent with the Grand Boulevard, pedestrian friendly building design, and planting pockets with street trees. Reconsider or rephrase Policy T3.9. (Holman) [Note: Also, Councilmember Filseth suggested it was premature to embrace the Grand Boulevard Initiative in Policy T3.11.]
- Clarify meaning of Policy T-3.9 "…including the street canopy" is disconnected from "Identify and establish…" (Burt)

G. GOAL T-4: NEIGHBORHOOD IMPACTS

- Use Policy T-47 from the existing Comp Plan in lieu of proposed policy T-4.1 and clarify the wording of goal T-4. (Holman)

H. GOAL T-5: MOTOR VEHICLE AND BICYCLE PARKING

- Re-evaluate parking requirements for retail to encourage retail. (Scharff)
- We should have a policy about adequate bike racks, not about incentives for bike racks. (Burt)
- Use Policy T-47 from the existing Comp Plan in lieu of proposed policy T-5.10 and be clearer about the purpose of RPP programs. (Filseth)
- Address charging/parking for e-bikes. (Wolbach)

I. GOAL T-6: ROAD SAFETY

- We need to make sure that Caltrain Safety is addressed, without mentioning track watch specifically. (Burt)
- Not sure about committing to Vision Zero (Policy T-6.2), although we agreed to support the League of City's position. (Filseth)
- Use apps not maps in Program T6.1.2. (Scharff)
- Add "in collaboration with PAUSD" to Program T6.4.3. (Burt)
- Address road safety for motorcycles, e-bikes, scooters, and skateboards. (Wolbach)
- Ensure that traffic sensors are designed to recognize bicycles, motorcycles and scooters. (Wolbach)
- Adult crossing guards, add language to provide with the School District. (Scharff)

J. GOAL T-7: TRANSIT-DEPENDENT COMMUNITY

- Consider more discounts or subsidies than those for low-income riders (Policy T-7.89). (Scharff)
- Policy T7.2 doesn't talk about taxis or ridesharing services. (Scharff)

K. GOAL T-8: REGIONAL COLLABORATION AND COORDINATION

- Eliminate encouragement of MTC from Policy T-8.5. (Scharff)
- Use "Advocate" instead of "Encourage" or "support" when discussing VTA in Policy T8.6 and related programs. (Holman)

This preliminary draft element was prepared by City staff on the basis of input from the CAC and members of the public received from December 2015 through July 2016. The Element will be reviewed by the full CAC in August and September, 2016 and presented as a draft to Palo Alto City Council in the fall of 2016.

LAND USE AND COMMUNITY DESIGN

3

VISION: *Palo Alto's land use decisions shall balance our future growth needs with the preservation of our neighborhoods, address climate protection priorities through sustainable development near neighborhood services, and enhance the quality of life of all neighborhoods.*

INTRODUCTION

The Land Use and Community Design Element sets the foundation for future preservation, growth, and change in Palo Alto and serves as the blueprint for the development of public and private property in the city. It includes policies and programs intended to balance natural resources with future community needs in a way that makes optimal use of available land, to create attractive buildings and public spaces that reinforce Palo Alto's sense of place and community, to preserve and enhance quality of life and services in Palo Alto neighborhoods and districts, and to maintain Palo Alto's role in the success of the surrounding region.

This Element meets the State-mandated requirements for a Land Use Element. It defines categories for the location and type of public and privates uses of land under the City's jurisdiction; it recommends standards for population density and building intensity on land covered by the Comprehensive Plan; and it includes a Land Use Map (Map L-6) and Goals, Policies, and Programs to guide land use distribution in the city. By satisfying these requirements, the Land Use and Community Design Element lays out the basic guidelines and standards upon which all of the other Comprehensive Plan elements rely and build. Other elements of the Plan correspond with the land use categories and policy direction contained in this Element, while providing more specialized guidance focused on particular topics, such as transportation or conservation.

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CONNECTIONS TO OTHER ELEMENTS

The Land Use and Community Design Element is replete with direct connections to all of the other elements of the Comprehensive Plan. Its guidance for land uses is strongly linked to the Housing Element's prescriptions for residential development, even though the Housing Element is cyclically updated on a separate State-mandated timetable. The inextricable tie between land use and transportation is clearly apparent both in this Element and the Transportation Element, as the co-location of land uses significantly affects the ability of transit, walking, and biking to replace vehicle travel, in addition to capitalizing on the presence of rail service in Palo Alto. The success of programs in the Natural and Urban Environment and Safety Element is largely dependent on land uses decisions that protect the environment as well as people and property. The Land Use Element dovetails with both the quality of life initiatives in the Community Services and Facilities Element, and the prosperity objectives of the Business and Economics Element.

PLANNING CONTEXT

NATURAL ENVIRONMENT

With a backdrop sweeping from forested hills to the Bay, Palo Alto is framed by natural beauty. Views of the foothills contribute a sense of enclosure and a reminder of the close proximity of open space and nature. Views of the baylands provide a strong connection to the marine environment and the East Bay hills. Together with the city's marshland, salt ponds, sloughs, creeks, and riparian corridors, these natural resources, clearly visible in the aerial photograph in Map L-1, are a major defining feature of Palo Alto's character.

Preserving the city's attractive and valuable natural features is important for a number of reasons. Ecologically, these areas provide key habitat for wildlife, create a buffer from developed areas, and act as a natural filtration system for storm water runoff. For the community, they represent an important facet of the look and feel of Palo Alto, contributing to a sense of place both through direct public access to natural areas and the views that establish Palo Alto's local scenic routes.

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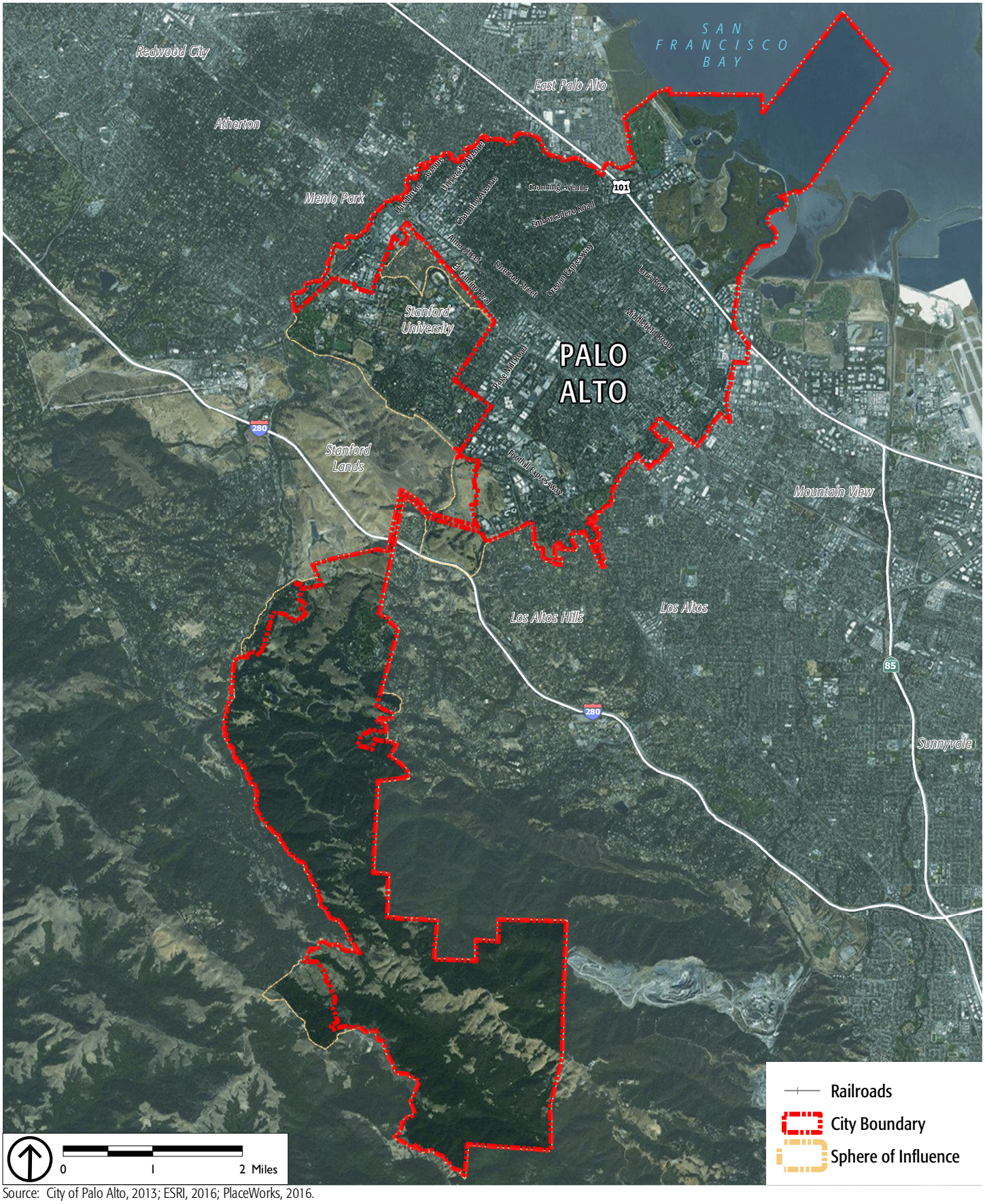

Source: City of Palo Alto, 2013; ESRI, 2016; PlaceWorks, 2016.

MAP L-1
PALO ALTO AERIAL VIEW

Regional Planning

Palo Alto cooperates with numerous regional partners on a range of issues of common interest. Regional planning partners include the California Department of Transportation (Caltrans) and other State agencies, Metropolitan Transportation Commission and Association of Bay Area Governments, Santa Clara Valley Transportation Authority, San Mateo County Transit District, Santa Clara County, San Mateo County, and neighboring cities. The City of Palo Alto works together with the cities of East Palo Alto and Menlo Park on a variety of shared programs relating to economic development, social services, education, public safety, and housing.

Palo Alto also works with Mountain View, Los Altos, and Los Altos Hills on joint ventures such as fire protection and water quality control. In addition, Palo Alto elected officials and staff participate in numerous countywide and regional planning efforts, including via both advisory and decision-making boards and commissions.

Palo Alto also maintains a strong relationship with Stanford University. Although the campus lies outside of the city limits, as shown in Map L-2, important Stanford-owned lands are within Palo Alto, including Stanford Shopping Center, Stanford Research Park, and the Stanford University Medical Center. The City, Santa Clara County, and Stanford maintain an inter-jurisdictional agreement regarding development on unincorporated Stanford lands and collaborate on selected land use and transportation projects.

CITY EVOLUTION

Early History

There is evidence in the archaeological record of people living along San Francisquito Creek as far back as 4000 BC, and the first widely recognized inhabitants are the Costanoan people starting in about 1500 BC. The Costanoan are Ohlone-speaking Native Americans who lived near the water from San Francisco Bay to Carmel. Costanoan and earlier artifacts have been identified in the city, particularly along the banks of San Francisquito Creek. Preservation of these resources is a high priority for the City and essential to defining the character of the community.

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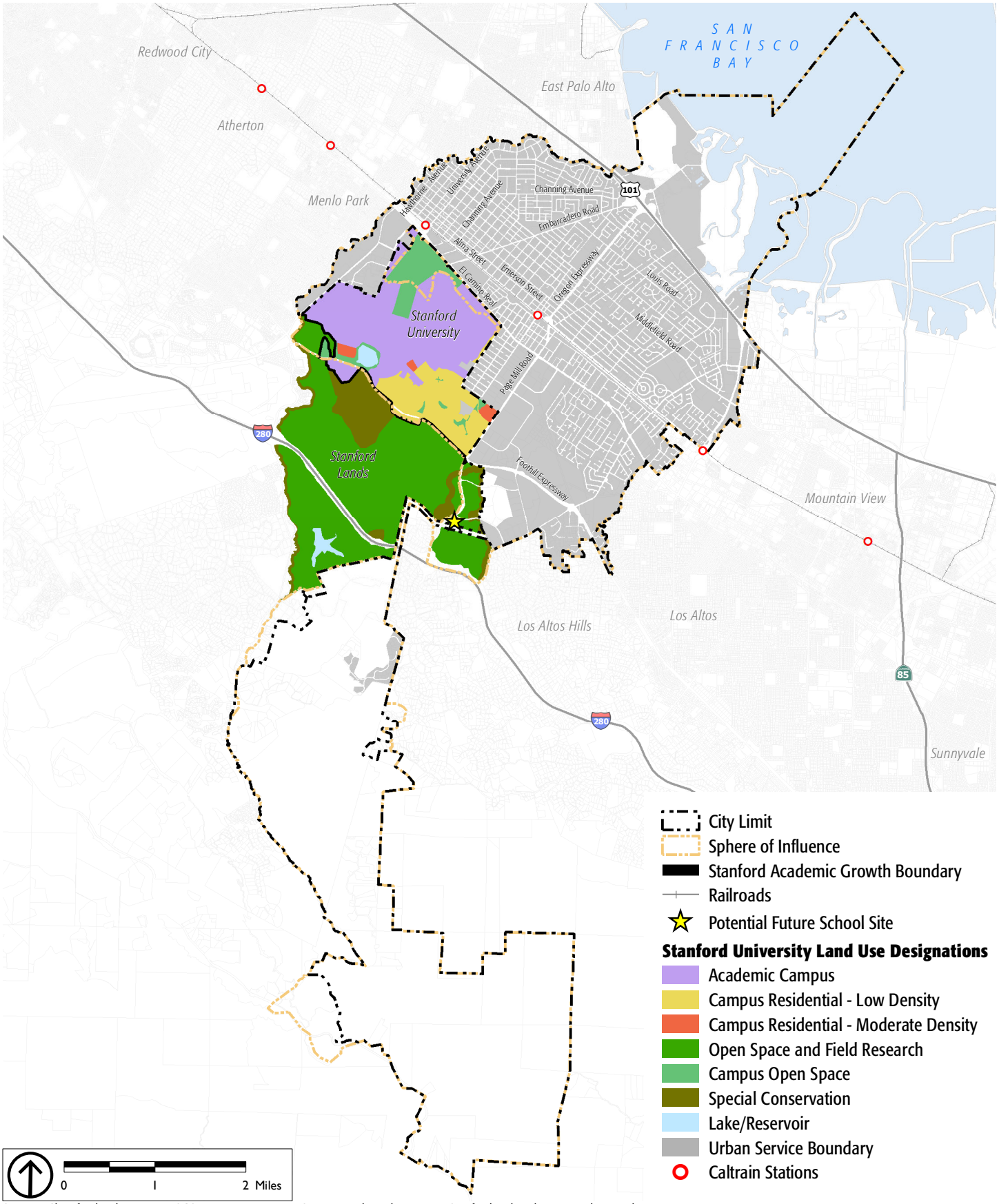

Source: City of Palo Alto, 2013; USGS, 2010; NHD 2013; ESRI, 2010; Tiger Lines, 2010; Stanford University, 2000; PlaceWorks, 2014.

MAP L-2

SPHERE OF INFLUENCE, URBAN SERVICE AREA, AND STANFORD UNIVERSITY LANDS

City Development

From its earliest days, Palo Alto has been a world-class center of knowledge and innovation. The city incorporated in 1894 on land purchased with the specific intent of serving the newly established Stanford University. Originally centered on University Avenue, Palo Alto grew south and east, incorporating the older town of Mayfield and its California Avenue district in 1925. By the 1970s, the city had almost doubled in size, stretching into the foothills and south to Mountain View, with commercial centers along Middlefield Road in Midtown and El Camino Real through formerly unincorporated Barron Park, and research and development areas at the city's outskirts.

Today, Palo Alto covers almost 26 square miles (16,627 acres) of land, about a third of which is open space, including 34 city-owned parks and 1,700 acres of protected baylands. Ensuring that activities in and around the baylands, including airport operations, occur with minimal environmental impacts is of major importance to the City and region.

Compact Development

Palo Alto was an early adopter of compact development principles, as embodied in the Urban Service Area designated to manage growth in the current Comprehensive Plan. Through this strategy, the City has endeavored to direct new development into appropriate locations–such as along transit corridors and near employment centers–while protecting and preserving neighborhoods as well as the open space lands that comprise about half of the city.

Sustainability and Resilience

Palo Alto is regarded as a leader in sustainability, having adopted its first Climate Action Plan in 2007 and continuing through the City's multi-faceted efforts to

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eliminate the community's dependence on fossil fuels and adapt to the potential effects of climate change. Through the direct provision of public utility services by the City to the community, Palo Alto is able to achieve truly outstanding energy efficiency and water conservation. The City and community also are leaders in promoting non-automobile transportation, waste reduction and diversion, and high-quality, low-impact development.

Together, all of these efforts make Palo Alto a more resilient community, able to adjust behaviors and actions in an effort to protect and preserve environmental resources.

CITY STRUCTURE

COMPONENTS

The city is composed of unique neighborhoods and distinct but connected places. Understanding how these different components of the city structure support one another and connect to the region can help inform land use planning. By reflecting the existing structure in its policies, Palo Alto will ensure that it remains a community that encourages social contact and public life and also maintains quality urban design.

RESIDENTIAL NEIGHBORHOODS

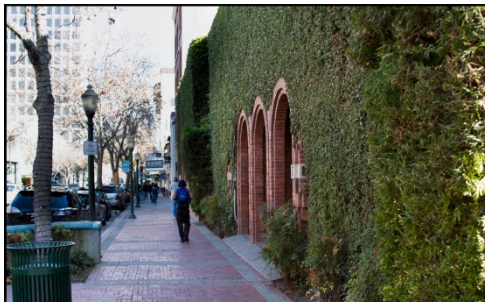
Palo Alto's 35 neighborhoods are characterized by housing, parks, and public facilities. Their boundaries are based on land use and street patterns and community perceptions. Most of the residential neighborhoods have land use classifications of single-family residential with some also including multiple-family residential, and transitions in scale and use often signify neighborhood boundaries.

Each neighborhood is a living reminder of the unique blend of architectural styles, building materials, scale, and street patterns that were typical at the time of its development. These characteristics are more intact in some neighborhoods than in others. The City strives to complement neighborhood character when installing streets or public space improvements and to preserve neighborhoods through thoughtful development review to ensure that new construction, additions, and remodels reflect neighborhood character.

Neighborhoods built prior to the mid-1940s generally have a traditional pattern of development with relatively narrow streets, curbside parking, vertical curbs, and street trees between the curb and sidewalk. Many homes are oriented to the street with parking often located to the rear of the lot.

Many later neighborhoods were shaped by Modernist design ideas popularized by builder Joseph Eichler. The houses are intentionally designed with austere facades and oriented towards private backyards and interior courtyards, where expansive glass walls "bring the outside in." Curving streets and cul-de-sacs further the sense of house as private enclave, and flattened curbs joined to the sidewalk with no planting strip create an uninterrupted plane on which to display the house. Some neighborhoods built during this period contain other home styles such as California ranch.

Both traditional and modern Palo Alto neighborhoods have fine examples of multi-unit housing that are very compatible with surrounding single-family homes, primarily because of their high-quality design characteristics, such as entrances and gardens that face the street rather than the interior of the development. Examples include duplexes and small apartment buildings near Downtown, as well as second units and cottage courts in other areas of the city.



Downtown

Downtown Palo Alto is widely recognized for its mix of culture, architecture, and atmosphere of innovation, which make it a uniquely special place. Downtown plays a key role in concentrating housing, employment, shopping, and entertainment near each other and regional rail and other transit, exemplifying and supporting citywide sustainability and resiliency.

Centers

Centers are commercial and mixed use areas that serve as focal points of community life. These commercial centers are distributed throughout the city, within walking or bicycling distance of virtually all Palo Alto residents, as shown in Map L-3. There are three basic types of Centers in Palo Alto:

- **Regional Centers** include University Avenue/Downtown and Stanford Shopping Center. These areas are commercial activity hubs of citywide and regional significance, with a mix of shopping, offices, and some housing. Downtown is characterized by two- and three-story buildings with ground

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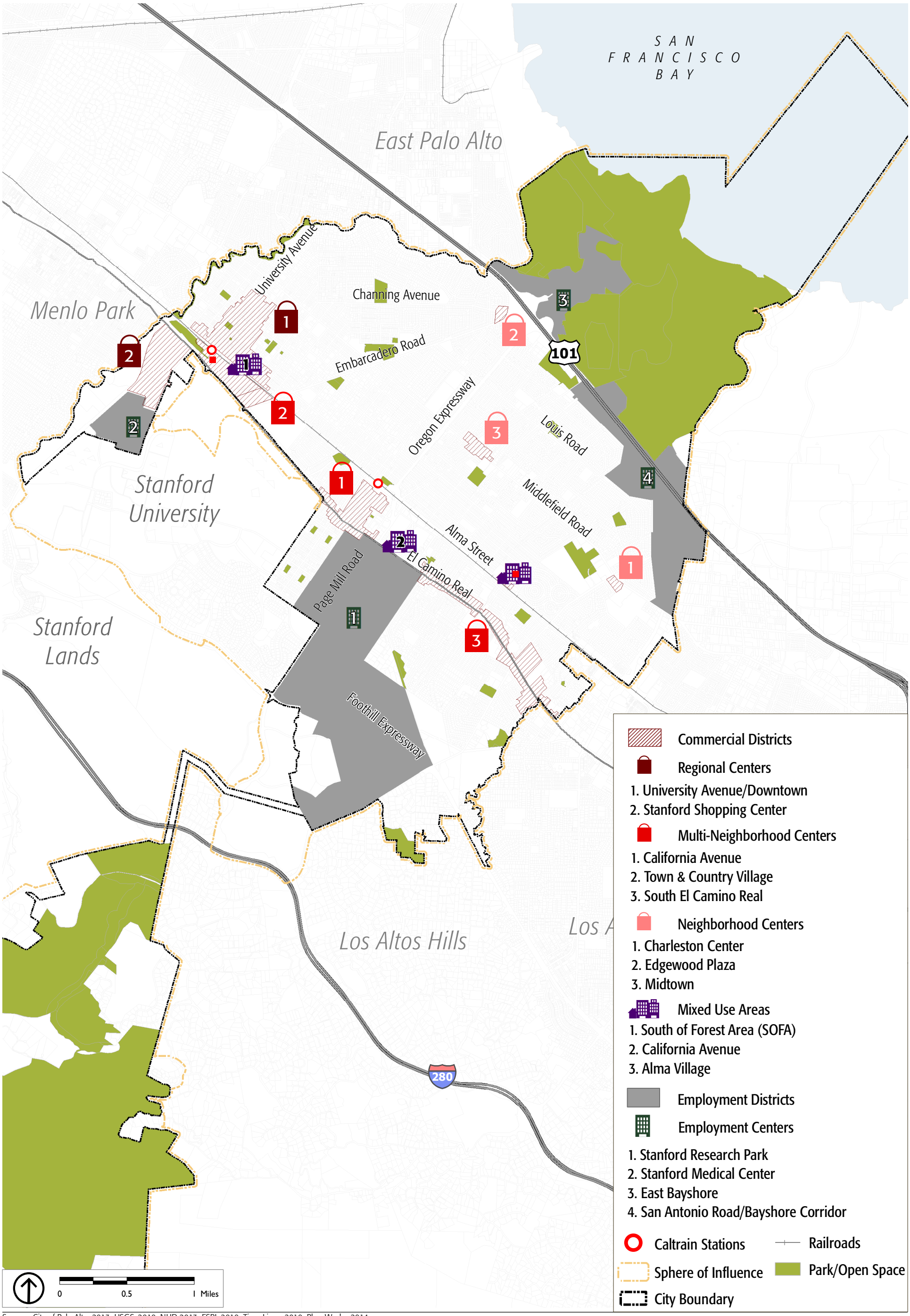

Source: City of Palo Alto, 2013; USGS, 2010; NHD 2013; ESRI, 2010; Tiger Lines, 2010; PlaceWorks, 2014.

MAP L-3
CITY STRUCTURE

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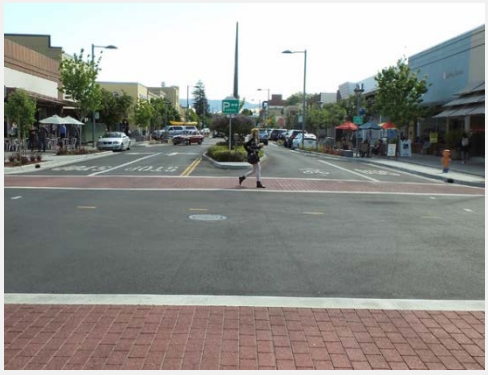
floor shops. Trees, benches, outdoor seating areas, sidewalks, plazas, and other amenities make the streets pedestrian-friendly. Transit is highly accessible and frequent. Stanford Shopping Center has evolved from its original auto-oriented design into a premier open-air pedestrian environment known for extensive landscaped areas surrounded by retail and dining.



- **Multi-Neighborhood Centers**, including California Avenue, Town and Country Village, and South El Camino Real, are retail districts that serve more than one neighborhood with a diverse mix of uses including retail, office, and residential. They feature one- to three--story buildings with storefront windows and outdoor seating areas that create a pedestrian-friendly atmosphere. These centers also contain retail uses clustered around plazas and parks that provide public gathering spaces. They can be linked to other city Centers via transit.
- **Neighborhood Centers**, such as Charleston Shopping Center, Edgewood Plaza and Midtown Shopping Center, are small retail areas drawing customers from the immediately surrounding area. These centers are often anchored by a grocery or drug store and may include a variety of smaller retail shops and offices oriented toward the everyday needs of local residents. Adjacent streets provide walking, biking, and transit connections.

EMPLOYMENT DISTRICTS

Palo Alto's employment districts, such as Stanford Research Park, Stanford Medical Center, East Bayshore, and San Antonio Road/Bayshore Corridor, represent a development type not found in other parts of the city. These Districts are characterized by large one- to four-story buildings, with some taller buildings, separated by parking lots and landscaped areas. The Districts are accessed primarily by automobile or employer-supported transit, though future changes in land use and tenancy could support a shift toward transit, pedestrian, and bicycle travel.

GROWTH MANAGEMENT

(Note to readers: this section reflects the range of options being reviewed by the CAC as of September 2016. It will be updated as those options evolve, and will ultimately be refined to accurately describe the suite of growth management tools selected by the City Council. Text shown [in brackets] represents possible choices still under consideration.)

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The pace of non-residential growth and development in Palo Alto has been moderated by a citywide cap on non-residential development first adopted by the City Council in 1989. Based on the demonstrated and continuous strength of the city's economy, and recent changes in the approach to growth management throughout California, this Plan presents an updated cumulative growth management and monitoring system. This system moderates the overall amount of new office/R&D [*option:* and hotel] development, the pace of development, and its impacts on Palo Alto's livability.

Cumulative Growth Cap

This updated approach uses 2015 as the baseline from which to monitor new development and establishes a cumulative, citywide] cap on office/R&D [*option:* and hotel] uses, including conversions of existing square footage to office/R&D space. It also establishes clear guidance to address what the City should do as the cap is approached. The cumulative cap would restrict development to less than what would otherwise be allowed under the existing Service Commercial (CS) and Community Commercial (CC) zoning designations. To address this issue, the City will assess non-residential development potential in these zones and consider converting some of the non-residential development potential into residential capacity.

Annual Limits

[*Option: No annual limits will be applied, and this section would be omitted*.]
In addition to regulating the overall amount of development, community consensus has emerged that it is important to regulate the pace of development to avoid sharp spikes in construction and resulting rapid changes in the urban fabric and natural environment. In 2015, the City Council adopted an interim ordinance that established annual limits on new office/R&D space in the City's fastest-changing commercial districts to 50,000 square feet per year. This plan expands that cap to encompass the entire City, excluding the Stanford University Medical Center, which is subject to a development agreement. Stanford Research Park is subject to a separate annual limit of _____ square feet per year, but may carry unused capacity forward to future years. [*Option:* Stanford Research Park is subject to a trip cap rather than an annual limit on development.]

Development Requirements

For many years, the City has carefully regulated new development in Palo Alto; the sidebar on page LU-**Error! Unknown switch argument.** lists examples of ordinances

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and requirements. This Plan adds [a program to create] new "better, stronger, and faster" development requirements, applied to proposed projects at the time of City review and approval, which will help the City be ensure the highest quality development with the least environmental impacts. Development requirements will require new projects to reduce trips, preserve affordable housing, and protect the urban forest and other natural vegetation. The development requirements will be regularly re-evaluated in order to monitor their effectiveness, and may be adjusted or removed as necessary.

Community Indicators

Maintaining and improving Palo Alto's livability will demand more than applying requirements to and evaluating the performance of new development in Palo Alto, because new development represents a small proportion of the buildings that will be on the ground in 2030. Existing businesses, institutions and residents also play a role in creating a more sustainable Palo Alto. These efforts will involve changes in behavior and new technologies as current conditions evolve over the planning period. In response to these anticipated changes, and in parallel with the development requirements, this Element introduces [a program to develop] a group of community indicators that will measure progress towards stated targets and will inform the City's decision-making process on growth management. Each community indicator is [would be] monitored regularly, based on the specific identified target and the data available.

Downtown Cap

A recent cycle of economic growth has brought increased pressure for additional office space in Downtown Palo Alto, which combines a desirable address with a beautiful urban environment, access to transit, and proximity to dining and shopping. In recent years, the demand has become so strong that other important uses that contribute to Downtown's vitality, such as storefront retail, are at risk of being pushed out. To ensure that Downtown remains a regional center with a diversity of destinations, new office development Downtown is limited to just over 45,000 square feet. This is the amount remaining in a cap originally established in the 1998 Comprehensive Plan. "New" development includes conversions from another use to an office use, so it is likely that the cap will be reached within the horizon of this Plan. In addition to capping office development, the City will monitor parking demand and commute trips by single-occupant vehicle. [*Option:* To ensure that Downtown remains a regional center with a diversity of destinations, non-

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residential development, single-occupant vehicle commute trips, and parking demand Downtown will be monitored annually.]

URBAN DESIGN

The look and feel of Palo Alto is shaped by urban design, which encompasses the wide variety of features that together form the visual character of the city. These elements range from aesthetic to functional and include the design of buildings, the historic character of structures and places, public spaces where people gather, gateways or entrances to the city, street trees lining neighborhoods, art decorating public spaces, as well as parking lots and essential infrastructure. Key community design features are illustrated on Map L-4.

BUILDINGS

Palo Alto has many buildings of outstanding architectural merit representing a variety of styles and periods. The best examples of these buildings are constructed with quality materials, show evidence of craftsmanship, fit with their surroundings, and help make neighborhoods comfortable and appealing. To help achieve quality design, the Architectural Review Board reviews buildings and site design for commercial and multi-family residential projects. Palo Alto's commercial and residential buildings have received regional and national design recognition. Design issues in residential neighborhoods include sympathetic restoration and renovation of homes, protection of privacy if second stories are added, and efforts to make streets more inviting to pedestrians.

HISTORIC RESOURCES

Palo Alto has a rich stock of historic structures and places that are important to the city's heritage and preserving and reusing these historic resources contributes to the livability of Palo Alto. The City's Historic Inventory lists approximately 400 buildings of historical merit, with more than a dozen buildings on the National Register of Historic Places, as well as two historic districts: Ramona Street and Professorville. Map L-5 illustrates historic resources in Palo Alto.

Historic sites include the El Palo Alto redwood, believed to be the site of a 1776 encampment of the Portola Expedition and one of 19 California Points of Historical Interest in the city. The garage at 367 Addison that was the birthplace of Hewlett-Packard is one of seven sites or structures listed on the California Register of Historic

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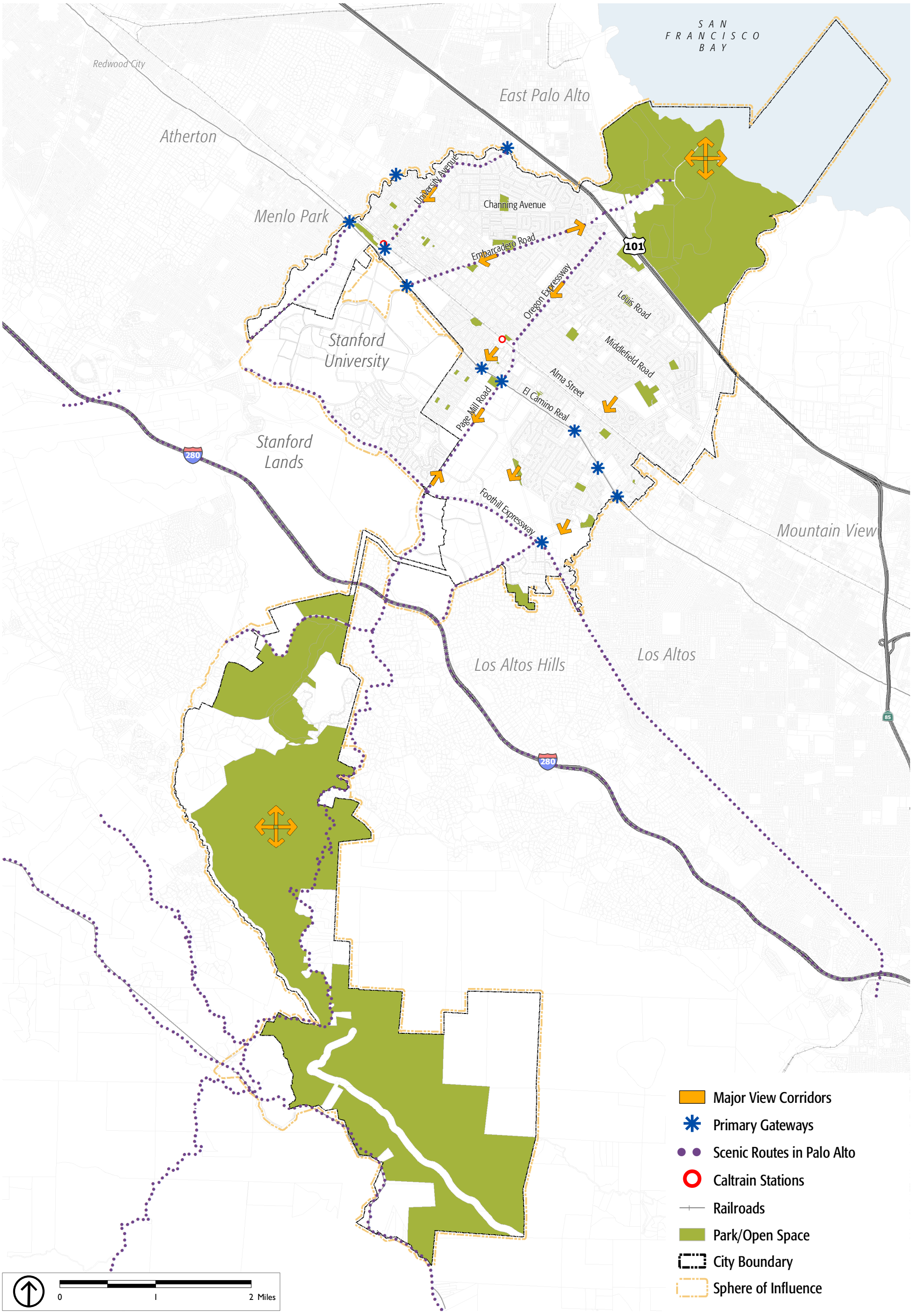

Source: City of Palo Alto, 2013; USGS, 2010; NHD 2013; ESRI, 2010; Tiger Lines, 2010; PlaceWorks, 2014.

MAP L-4
COMMUNITY DESIGN FEATURES

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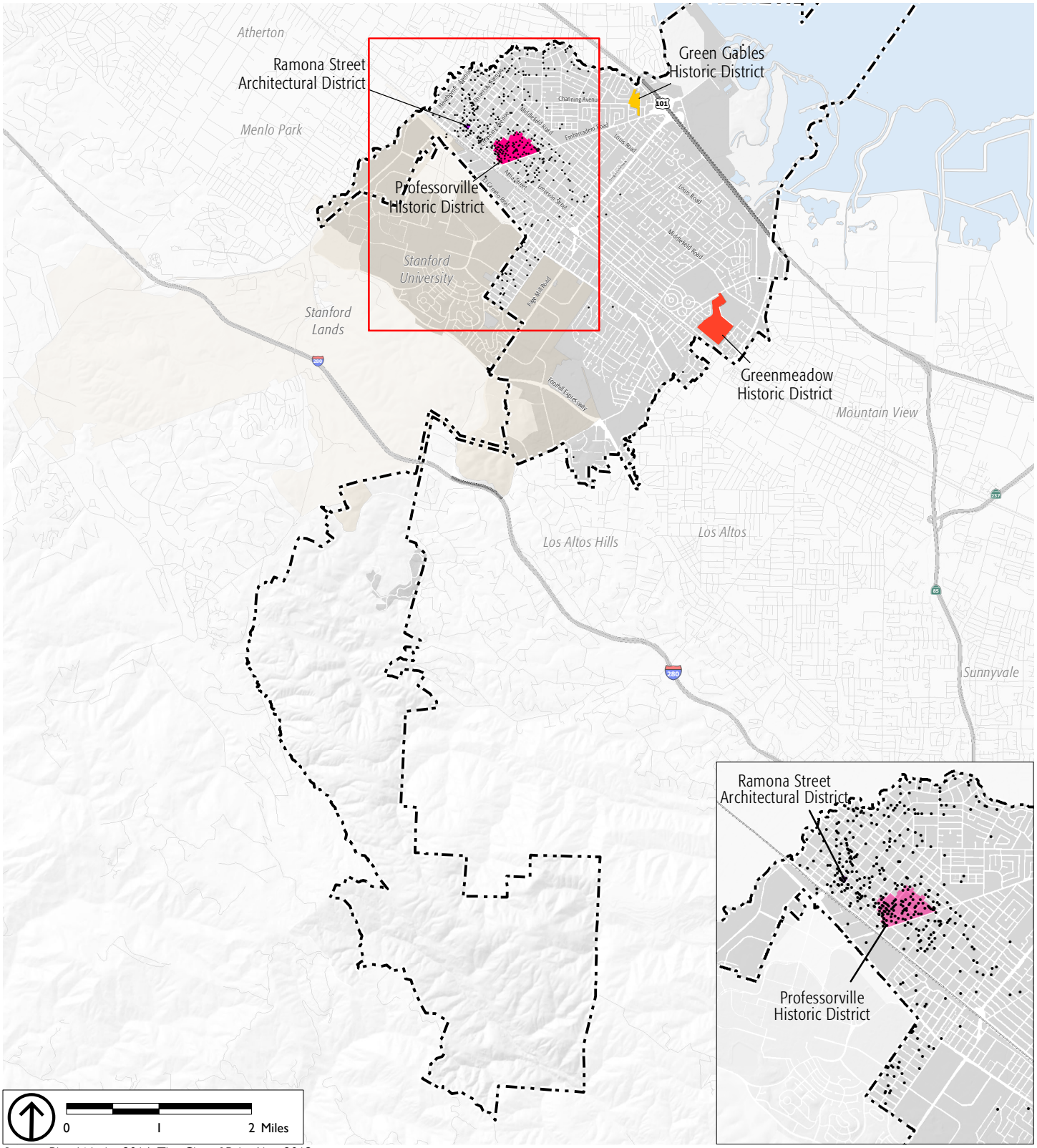

Source: PlaceWorks, 2016; The City of Palo Alto, 2013.

- Cultural or historic resource*
- Highways
- City Limit

*Cultural and historic resources include Historic Structures on the City of Palo Alto Historic Inventory (categories I, II, III, or IV), and/or Buildings on the National Register of Historic Places, and/or California Registered Historic Landmarks, and/or Points of Historical Interest.

This map is for illustrative purposes only and does not depict the full inventory of historic structures, landmarks, or other cultural resources in Palo Alto. For a more complete listing, please refer to the content of the Palo Alto Comprehensive Plan and the associated environmental review documents.

MAP L-5

HISTORIC RESOURCES

Landmarks. The length of El Camino Real from San Francisco to San Diego, including the section that passes through Palo Alto, is a State Historic Landmark. Many historic buildings in the city have been rehabilitated and adaptively reused as office or commercial spaces, including former single-family homes in and near downtown.

Public Spaces, Streets, and Parking

Throughout Palo Alto are a variety of public spaces from parks and schools to plazas and sidewalks, to cultural, religious, and civic facilities. Each of these can increasingly serve as centers for public life with gathering places, bicycle and pedestrian access, safety-enhancing night-time lighting and clear visual access, and, in some cases, small-scale retail uses such as cafes.

Well-designed streets also invite public use and enhance quality of life. Palo Alto's reputation as a gracious residential community is due not only to its fine street trees and attractive planting areas, but also to appropriate street width for neighborhood character, accommodation of pedestrians and bicycles, height and setbacks of buildings, and color and texture of paving materials. These components help to ensure that streets are pleasant and safe for all travelers.

Parking lots occupy large amounts of surface area in the city. Well-designed parking lots make efficient use of space while contributing positively to the appearance of the surrounding area. A parking lot can provide an opportunity for open space and outdoor amenities rather than just a repository for cars. Many parking lots in Palo Alto include trees, landscaping and public art.

Gateways

Community identity is strengthened when the entrances to the city are clear and memorable. In Palo Alto, these entrances or gateways include University Avenue, El Camino Real, Middlefield Road, Oregon Expressway/Page Mill Road, San Antonio Road and Embarcadero Road, and the Palo Alto and California Avenue Caltrain stations. Well-designed gateways are defined by natural and urban landmarks that complement the character and identity of the neighborhood.

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URBAN FOREST

Palo Alto's urban forest–including both public and privately owned trees–is a key part of the community's history, identity, and quality of life. It offers enormous social, environmental, and financial benefits and is a fundamental part of Palo Alto's sense of place. Regular spacing of trees that are similar in form and texture provides order and coherence and gives scale to the street. A canopy of branches and leaves provides shade for pedestrians and creates a sense of enclosure and comfort. On the city's most memorable streets, trees of a single species extend historic character to the corners of blocks, reducing the apparent width of streets and intersections and defining the street as a continuous space. Protecting, maintaining, and enhancing the urban forest, as called for in the 2015 *Urban Forest Master Plan*, is among the most effective ways to preserve Palo Alto's character.

PUBLIC ART

Public art helps create an inviting atmosphere for gathering, fosters economic development, and contributes to vital public spaces. Palo Alto's public art program reflects the City's tradition of enriching public spaces with works of art, ranging from the subtle inclusion of handcrafted artifacts into building architecture to more traditional displays of sculpture at civic locations. The Municipal Code requires both public and private projects to incorporate public art.

UTILITIES AND INFRASTRUCTURE

A city is supported by its infrastructure–features such as paving, signs, and utilities. These features represent substantial public investments and are meant to serve all community members. Infrastructure improvements must meet current needs and keep pace with growth and development. While the purpose of infrastructure is usually utilitarian or functional, attention to design details can add beauty or even improve urban design. For example, replacing a sidewalk can provide an opportunity to create larger tree wells and provide new street trees.

PALO ALTO AIRPORT

Palo Alto Airport (PAO) is a general aviation airport owned and operated by the City of Palo Alto. PAO occupies 102 acres of land east of Highway 101 in the baylands and has one paved runway. The airport functions as a reliever to three Bay Area airports. PAO facilities include an air traffic control tower operated by the Federal Aviation Administration and a terminal building. Flight clubs and fixed base operators

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operate on-site, offering fuel sales, flight lessons, pilot training, and aircraft sales, rentals, maintenance, and repair. From 1967 to 2015, PAO was operated by Santa Clara County under a lease agreement. Operations and control have since been transferred to the City and key challenges ahead include addressing deterioration of runway conditions, addressing noise impacts and hours of operation, and the relationship between the Airport and the Baylands Master Plan.

LAND USE MAP AND LAND USE DESIGNATIONS

Map L-6 shows each land use designation within the city of Palo Alto. The land use designations translate the elements of city structure into a detailed map that presents the community's vision for future land use development and conservation on public and private land in Palo Alto through the year 2030. Residential densities are expressed in terms of dwelling units per acre.

Building intensities for non-residential uses are expressed in terms of floor area ratio (FAR), which is the ratio of gross building floor area (excluding areas designated for parking, etc.) to net lot area, both expressed in square feet. FAR does not regulate building placement or form, only the spatial relationship between building size and lot size; it represents an expectation of the overall intensity of future development.

The maximums assigned to the land use designations below do not constitute entitlements, nor are property owners or developers guaranteed that an individual project, when tested against the General Plan's policies, will be able or permitted to achieve these maximums.

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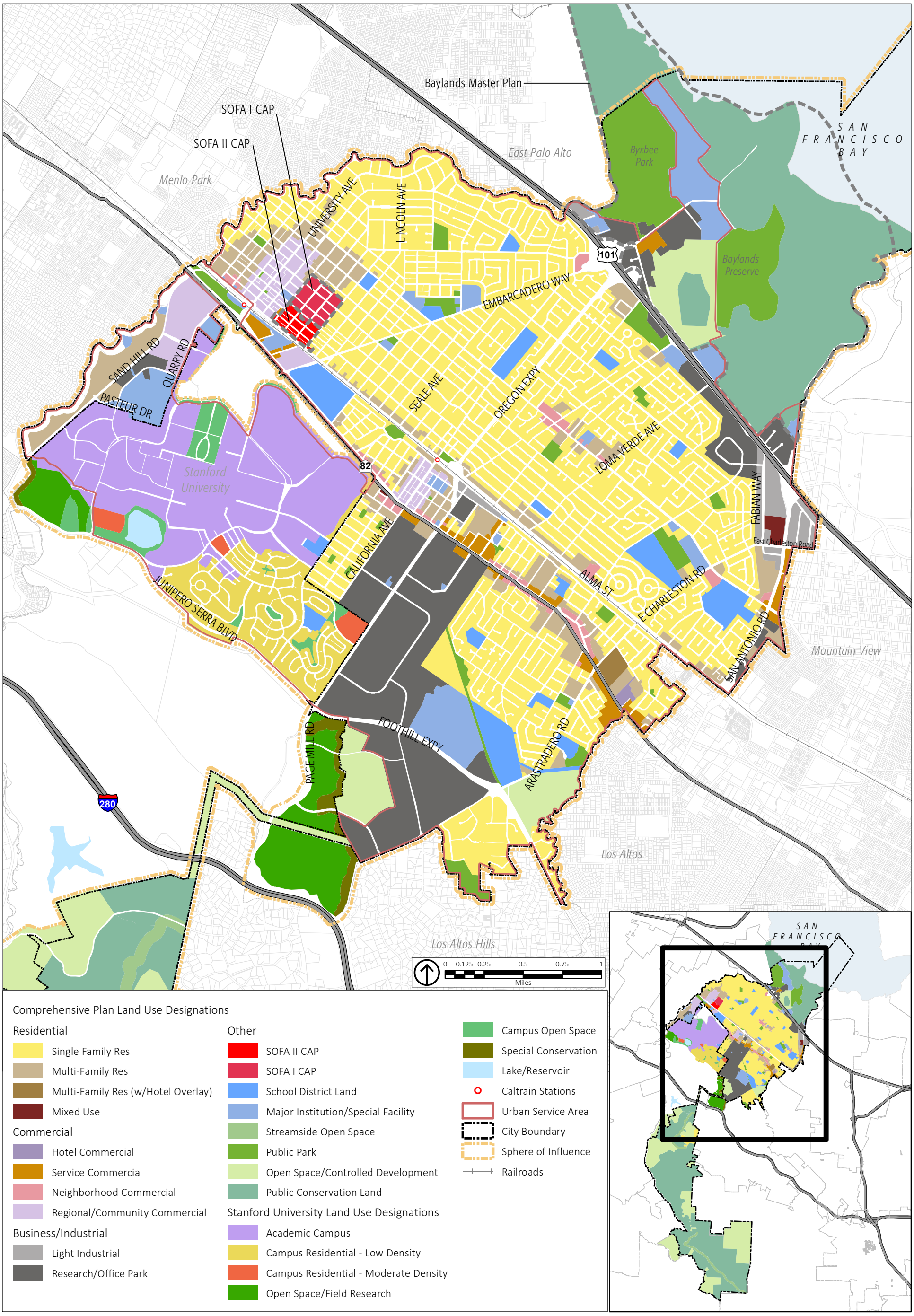

Source: ESRI, 2010; Tiger Lines, 2010; USGS, 2010; NHD, 2013; City of Palo Alto, 2013; PlaceWorks, 2015.

MAP L-6
COMPREHENSIVE LAND USE DESIGNATIONS

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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.

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

Streamside Open Space: This designation is intended to preserve and enhance corridors of riparian vegetation along streams. 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 where some development may be allowed on private properties. 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: This designation applies to residential neighborhoods primarily characterized by detached single-family homes, typically with one dwelling unit on each lot. Private and public schools and churches are conditional uses requiring permits. Second units or duplexes may be allowed in select, limited areas where they would be compatible with neighborhood character and do not create traffic and parking problems. The net density in single family areas will range from 1

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to 7 units per acre, but rises to a maximum of 14 units on parcels 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 requirements 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 street-front 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 locations along El

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Camino Real and Alma Street, residential and mixed use projects may also locate in this category. Non-residential floor area ratios will range up to 0.4.

Child Care Options – Choose One to Carry Forward

- Typical uses include supermarkets, bakeries, drugstores, variety stores, barber shops, restaurants, self-service laundries, dry cleaners, child care and hardware stores.
- Typical uses include supermarkets, bakeries, drugstores, variety stores, barber shops, restaurants, self-service laundries, dry cleaners, and hardware stores. Child care is an acceptable use except in Charleston Center, Edgewood Center, and Midtown.

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. Non-retail uses such as medical and dental offices may also locate in this designation. 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: The Mixed Use designation is intended to promote pedestrian-oriented places that layer compatible land uses, public amenities and utilities together at various scales and intensities. The designation allows for multiple functions within the same building or adjacent to one another in the same general vicinity to foster a mix of uses that encourages people to live, work, play, and shop in close proximity.

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Most typically, mixed use developments have retail on the ground floor and residences above. This category includes Live/Work, Retail/Office, Residential/Retail and Residential/Office development. Floor area ratios will range up to 1.15, although development located along transit corridors or near multi-modal centers will range up to 2.0 FAR with up to 3.0 FAR possible where higher FAR would be an incentive to meet community goals such as providing affordable housing. The FAR above 1.15 must be used for residential purposes. FAR between 0.15 and 1.15 *may* be used for residential purposes. As of the adoption of this Comprehensive Plan, the Mixed Use designation is currently only applied in the SOFA area.

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, 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.

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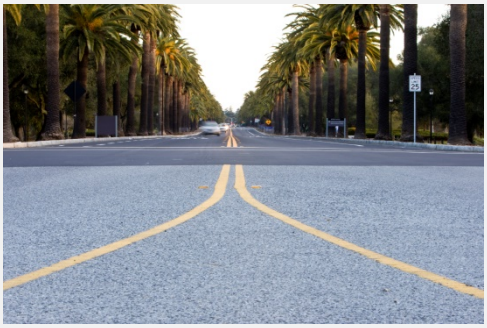

INSTITUTIONAL

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.

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GOALS, POLICIES, AND PROGRAMS

Growth Management

GOAL L-1 A compact and resilient city providing residents and visitors with attractive neighborhoods, work places, shopping districts, public facilities, and open spaces.

Concentrating Development Within The Urban Service Area

Policy L-1.1 Limit 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 land northeast of Highway 101 as open space. [Previous Policy L-1] [L1]

Policy L-1.2 Maintain and strengthen Palo Alto's varied residential neighborhoods while sustaining the vitality of its commercial areas and public facilities. [Previous Policy L-4] [L2]

Policy L-1.3 Promote infill development in the urban service area that is compatible with its surroundings and the overall scale and character of the city to ensure a compact, efficient development pattern. [(Previous Policy L-5)(PTC Policy L1.7)] [L3]

Program L1.3.1 Work with neighbors, neighborhood associations, property owners, and developers to identify barriers to infill development of below market rate and more affordable market rate housing and to remove these barriers. Work with these same stakeholders to identify sites and facilitate opportunities for below market rate housing and housing that is affordable [(PTC Program L1.7.10) (Edited)] [L4]

Policy L-1.4 Ensure that future development addresses potential risks from climate change and sea level rise. *[Note: the revised Safety Element will include a much more extensive discussion of this issue along with policies and programs to respond.]* [NEW POLICY] [L5]

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PROGRAM L1.4.1 Review development standards applicable in areas susceptible to flooding from sea level rise, including east of Highway 101, West Bayshore and East Meadow Circle, and the area east of San Antonio Road and north of East Charleston, and update requirements as needed to ensure that new development is designed and located to provide protection from potential flooding impacts. [(NEW PROGRAM)(Comp Plan Draft EIR Mitigation Measure GHG-3.)] *[Note: The revised Safety Element will include additional mitigation measures to address sea level rise and climate change adaptation]* [L6]

REGIONAL COOPERATION

POLICY L-1.5 Maintain an active engagement with Santa Clara County, San Mateo County, neighboring cities, other public agencies including school districts and Stanford University regarding land use and transportation issues. [Previous Policy L-2] [L7]

PROGRAM L1.5.1 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. [Previous Program L-1] [L8]

POLICY L-1.6 Participate in regional strategies to address the interaction of jobs, housing balance and transportation issues. [NEW POLICY] [L9]

GROWTH MANAGEMENT AND MONITORING

POLICY L-1.7 Encourage land uses that address the needs of the community and manage change and development to benefit the community. [NEW POLICY] [L10]

PROGRAM L1.7.1 Review regulatory tools available to the City and identify actions to enhance and preserve the livability of residential neighborhoods and the vitality of commercial and employment districts, including improved code enforcement practices. [NEW PROGRAM] [L11]

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POLICY L-1.8 Sites within or adjacent to existing commercial areas and corridors are suitable for hotels. Give preference to housing versus hotel use on sites adjacent to predominantly single family neighborhoods. [NEW POLICY] [L12]

CUMULATIVE CAP OPTIONS CHOOSE ONE OR MORE TO CARRY FORWARD

POLICY L-1.9 (no cumulative cap on non-residential uses) A well designed, compact, and resilient City maintains a healthy mix of non-residential uses. The City will monitor non-residential development over time in addition to applying development requirements and community indicators designed to ensure the highest quality of development with the least possible impacts. [NEW POLICY] [L13]

PROGRAM L1.9.1 (no cumulative cap; trigger for evaluation of development requirements)When new Office & R&D development approved since January 1, 2015 reaches 500,000 square feet citywide, evaluate the success of adopted development requirements and community indicators. [NEW PROGRAM] [L14]

POLICY L-1.10 (citywide cap on office/R&D minus SUMC plus development requirements) Maintain a citywide cap of 1.7 million new square feet of office/R&D development, exempting medical office uses associated with SUMC. Use January 1, 2015 as the baseline and monitor development towards the cap on an annual basis. Regularly assess the effectiveness of requirements applied to development and other community performance measures and remove or adjust the cap and/or development requirements accordingly. [NEW POLICY] [L15]

POLICY L-1.11 (citywide cap on office/R&D and hotel, minus SUMC, plus development requirements) Maintain a citywide cap of 1.7 million new square feet of office/R&D and an appropriate additional amount of hotel development using January 1, 2015 as the baseline and monitor development towards this cap on an annual basis. Regularly assess the effectiveness of development requirements applied to development and community indicators and remove or adjust the cap and/or development requirements accordingly. [NEW POLICY] [L16]

PROGRAM L1.11.1 (possible Citywide hotel cap) Study demand and potential impacts in order to determine whether the Citywide cap should include a cap on hotel

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development and what an appropriate development cap would be. [NEW PROGRAM] [L17]

POLICY L-1.12 (cumulative cap exemptions) Exempt medical, governmental, and institutional uses from the cap on office/R&D development. [NEW POLICY] [L18]

CUMULATIVE CAP AND DEVELOPMENT REQUIREMENTS – IMPLEMENTATION PROGRAMS

PROGRAM L1.12.1 (citywide cap re-evaluation) Reevaluate the cumulative cap when the amount of new office/R&D [and hotel] square footage entitled since January 1, 2015 reaches 67 percent of the allowed square footage, or 1,139,000 square feet. Concurrently consider removal or potential changes to the cap and/or to the amount of additional development permitted by the City's zoning ordinance. [NEW PROGRAM] [L19]

PROGRAM L1.12.2 (development requirements reevaluation) Regularly assess the effectiveness of development requirements and revise them as necessary. [NEW PROGRAM] [L20]

PROGRAM L1.12.3 (adjust development potential to reflect citywide cap) Assess non-residential development potential in the CC, CN, and CS zoning districts, and convert non-retail commercial FAR to residential FAR, where appropriate. Conversion to residential capacity should not be considered in Town and Country Village. [NEW PROGRAM] [L21]

ANNUAL LIMIT OPTIONS – CHOOSE ONE OR MORE TO CARRY FORWARD

POLICY L-1.13 (no annual limit) Use performance requirements to assure that new development adds to the quality of the community and addresses or avoids new impacts. [NEW POLICY] [L22]

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POLICY L-1.14 (citywide annual limit) Limit the amount of new office/R&D square footage permitted in the City on an annual basis to 50,000 square feet outside the Stanford Research Park and ___ square feet inside Stanford Research Park. Allow unused development capacity within Stanford Research Park only to be carried forward to future years. Stanford University Medical Center shall be exempt from this annual limit. [NEW POLICY] [L23]

POLICY L-1.15 (citywide annual limit with SRP exemption) Limit the amount of new office/R&D square footage permitted in the City on an annual basis to 50,000 square feet, exempting new square footage in Stanford University Medical Center, and exempting the Stanford Research Park if a cap on peak period auto trips to the Research Park is established and enforced. [NEW POLICY] [L24]

POLICY L-1.16 (annual limit exemptions) Exempt public facilities, offices less than 5,000 square feet, and medical offices of less than 2,000 square feet from the annual limit. [NEW POLICY] [L25]

DOWNTOWN CAP – CHOOSE ONE OR MORE TO CARRY FORWARD

PROGRAM L1.16.1 (no downtown cap) Monitor non-residential development in Downtown on an annual basis, tracking new square footage by use, as well as commute trips by SOV and parking demand. [NEW PROGRAM] [L26]

PROGRAM L1.16.2 (retain downtown cap) Limit new office development in Downtown to 45,619 square feet, using January 1, 2015 as the baseline. Monitor this development on an annual basis, tracking new square footage as well as commute trips by SOV and parking demand. Reevaluate this Downtown development cap when the amount of new office and hotel square footage entitled since January 1, 2015 reaches 67 percent of the remaining allowed square footage and concurrently consider potential changes to the cap and/or to the amount of additional development permitted by the City's zoning ordinance. [NEW PROGRAM] [L27]

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PROGRAM L1.16.3 (exempt small offices from downtown cap) Limit new office development in Downtown to 45,619 square feet, using January 1, 2015 as the baseline. Small offices, where the design clearly demonstrates that the space is intended for use by one or more tenants that occupy less than 5,000 square feet total, shall be exempt. Monitor this development on an annual basis, tracking new square footage as well as commute trips by SOV and parking demand. Reevaluate this Downtown development cap when the amount of new office square footage entitled since January 1, 2015 reaches 67 percent of the remaining allowed square footage, or 30,564 square feet. Concurrently consider potential changes to the cap and/or to the amount of additional development permitted by the City's zoning ordinance. [NEW PROGRAM] [L28]

PROGRAM L1.16.4 (limit both office and hotels Downtown) Limit new office development in Downtown to 45,619 square feet square feet and limit new hotel development to 50,000 square feet, using January 1, 2015 as the baseline. Monitor this development on an annual basis, tracking new square footage as well as commute trips by SOV and parking demand. Reevaluate this Downtown development cap when the amount of new office and hotel square footage entitled since January 1, 2015 reaches 67 percent of the remaining allowed square footage, or 30,564 square feet. Concurrently consider potential changes to the cap and/or to the amount of additional development permitted by the City's zoning ordinance. [NEW PROGRAM] [L29]

DOWNTOWN CAP – IMPLEMENTATION PROGRAMS

PROGRAM L1.16.5 (adjust downtown development potential to reflect the cap) Update the CD district zoning to convert some non-retail commercial FAR to residential FAR Downtown and consider revising the TDR program to create bonus residential, rather than commercial square footage.[NEW PROGRAM] [L30]

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PROGRAM L1.16.6 (character of downtown) Evaluate and adjust the zoning definition of office uses allowed in downtown to and consider ways to prioritize for small business and startups. [NEW PROGRAM] [L31]

DEVELOPMENT REQUIREMENTS AND COMMUNITY INDICATORS

Option 1 – Articulate the Purpose and the Topics for the development requirements in the Comp Plan but develop details through a later program.

POLICY L-1.17 (development requirements) Hold new development to the highest development standards in order to maintain Palo Alto's livability and achieve the highest quality development with the least impacts. These development requirements are intended to promote sustainability, a high quality of life and ensure that the City consists of well-designed and livable neighborhoods and centers. [NEW POLICY] [L32]

PROGRAM L1.17.1 Review and refine both new and existing development requirements that address topics such as energy, water and other natural resource conservation, parking, open space and parkland, landscaping, tree protection and neighborhood compatibility to ensure they are effective at achieving the highest quality development with the least impacts. Publish the results of the review in a clear and readable document. [NEW PROGRAM] [L33]

PROGRAM L1.17.2 Create development requirements that protect livability and the environment by addressing additional topics such as reducing trips, preserving and facilitating affordable housing and preservation of the tree canopy. [NEW PROGRAM] [L34]

POLICY L-1.18 (community indicators) The city will monitor key community indicators on a regular basis to determine whether the policies of this plan and the efforts of the Palo Alto residents and businesses are effective at promoting livability. Collect the data on the community indicators in a transparent manner, and publish the results in a clear, user-friendly, easy-to-understand document. [NEW POLICY] [L35]

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PROGRAM L1.18.1 Develop community indicators for topics such as greenhouse gas emissions, transportation, jobs, housing, schools, parks, the tree canopy, the natural environment and diversity. Create a list of community indicators and a schedule for monitoring these indicators. [NEW PROGRAM] [L36]

PROGRAM L1.18.2 Based on monitoring the community indicators data over time, periodically consider whether to retain, revise downward or upward, or eliminate the annual limits on growth, the growth caps in individual areas, and/or the Citywide cumulative growth caps in this Land Use and Community Design Element. [NEW PROGRAM] [L37]

Option 2 – Provide detail and specificity of the Development Requirements in the Comp Plan.

POLICY L-1.17 (development requirements) Hold new development to the highest development standards in order to maintain Palo Alto's livability and achieve the highest quality development with the least impacts. These development requirements are intended to promote sustainability, a high quality of life and ensure that the City consists of well-designed and livable neighborhoods and centers. [NEW POLICY] [L38]

PROGRAM L1.17.1 Review and refine both new and existing development requirements that address topics such as energy, water and other natural resource conservation, parking, open space and parkland, landscaping, tree protection and neighborhood compatibility in Table L-1 to ensure they are effective at achieving the highest quality development with the least impacts. Publish the results of the review in a clear and readable document. [NEW PROGRAM] [L39]

PROGRAM L1.17.2 Create development requirements that protect livability and the environment by addressing additional topics such as reducing trips, preserving and facilitating affordable housing and preservation of the tree canopy as shown on Table L-1. [NEW PROGRAM] [L40]

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TABLE L-1 DEVELOPMENT REQUIREMENTS

These requirements are new tools strongly focused on ensuring the highest quality development with the least impacts. .

1. ***Reducing Trips**: a specific percent of typical single-occupant vehicle (SOV) commuter trips.*
2. ***Alleviating Traffic Congestion**: minimize impact on intersection Level of Service (LOS)*
3. ***Connectivity**: enhancing connections to transportation infrastructure or services.*
4. ***Reserving Affordable Housing**: no net loss of affordable dwelling units, no displacement of residents of Below Market Rate (BMR) units, and discouraging loss of smaller homes such as cottages.*
5. ***Facilitating Affordable Housing:** Facilitate a mix of multi-family housing, including affordable units, and housing for seniors and people with special needs.*
6. ***Protecting the Natural Environment**: Create a resilient landscape by preserving or increasing the tree canopy and natural understory, landscaped/open space areas planted with native plantings, creating or restoring a resilient landscape, and bird-friendly design.*
7. ***Providing Parking:** do not allow parking spillover onto residential neighborhood streets.*
8. ***Preserving Affordable Office Space:** Encourage the provision of new small office space and the preservation of existing low-cost office space.*

EXISTING DEVELOPMENT STANDARDS

The City already regulates many aspects of development. The City will review these existing regulations to ensure they are consistent with current targets and effective in achieving the highest quality development with the least impacts.

- ***Green Building:** Conserving energy, water, and resources through meeting specific requirements in the City's mandatory green building ordinance, as periodically amended. It covers topics such as:*
  - *Energy Efficiency and Conservation*
  - *Materials and Waste*
  - *Light Pollution Reduction*
  - *Emissions*
  - *Electric Vehicle Charging*
  - *Water Efficiency, Conservation, and Reuse*
  - *Permeable Surface Area For Groundwater Recharge*
  - *Native, Drought-Tolerant Planting*
  - *Indoor Air Quality*
- ***Parking**: Meeting need without providing excess:*
  - *Bike Parking*
  - *Vehicle Parking*
- ***Parkland:** Providing common open space and contributing to Citywide park need:*
  - *Provision of parkland or payment of fees*
  - *Private open space*
- ***Landscaping and Amenities:** Making Palo Alto more beautiful:*
  - *Tree protection and retention*
  - *Public Art*
- ***Neighborhood compatibility and building design**: Avoiding negative impacts and improving the surroundings:*
  - *Glare*
  - *Noise*
  - *Shade*
  - *Utility Undergrounding*
  - *High-quality architecture*
  - *Support for historic resources*

TABLE L-2 COMMUNITY INDICATORS

Measure	Metric	Recommended Monitoring Frequency
Greenhouse Gas Emissions	80% below 1990 emissions by 2030 (S/CAP goal)	At least every 2 years
Vehicle Miles Traveled (VMT) per Capita	5% decrease per year	At least every 2 years
Percent of Commute Trips to Employment Centers by Single Occupant Vehicle (SOV)	50% trips by SOV, based on employee survey responses	Annually
Number of Commute Trips to Employment Centers	40% below ITE standards for Downtown and 30% below ITE standards for SRP.	Annually
Corridor Travel Times	Typical PM peak hour travel time along 2 major north-south corridors and 2 major east-west corridors	At least every 2 years
Commercial District Parking Overflow into Neighborhoods	Non-resident parking on sampled residential neighborhood streets	Annually
Air Pollutant Levels	Maximum 24-hour concentrations of criteria pollutants identified by the Bay Area Air Quality Management District, as reported at the monitoring stations closest to Palo Alto	Annually
Groundwater Contamination	Acres of City underlain by shallow groundwater contamination	Every 4 years
Jobs/Housing Balance (Expressed as a Ratio of Jobs to Employed Residents)	Ratio of jobs to employed residents	Every 4 years
Housing Cost Burden	Percentage of owners and renters paying more than 50% of household income for housing	Every 4 years
Affordability of Housing Stock	Number of housing units affordable to moderate-income, low-income, and very-low-income households	Every 4 years
Economic Diversity	Percentage of households at various household income levels [see Fig. 2-3 in adopted 2015 HE]	Every 4 years
Below Market Rate (BMR) Units	Number of units	Every 4 years
Progress toward Housing Element goals	Annual Report to State Housing and Community Development Department	Annually
Existing Resident Displacement	Number of existing units demolished	Every 4 years

Comment [PW1]: M Note: has been slightly re-ordered per CAC direction to group like topics.

TABLE L-2 COMMUNITY INDICATORS

Measure	Metric	Recommended Monitoring Frequency
Unoccupied Homes	Number of homes vacant/unoccupied for longer than 3 months per year	Annually
Age Diversity	Percentage of population in various age cohorts	Every 4 years
PAUSD Class Size	Class size	Annually
PAUSD Satisfaction with Schools	Satisfaction ratings as reported by Strategic Plan Survey	Annually
Park Acreage per Capita	Ratio of district and neighborhood parks per 1,000 population	Every 4 years
Urban Tree Canopy	Canopy cover – percent of city covered by trees	Every 4 years
Biodiversity	Species counted in spring and fall bird counts	Biannually
Infrastructure or Acres Affected by Sea Level Rise	Number of key facilities, major infrastructure, and/or acres of land within the City limits directly affected by sea level rise	Every 4 years
Wastewater Reuse	Percent of wastewater recycled	Every 4 years
Impermeable Surfaces and Stormwater Infiltration in Urbanized Area	(Need to determine how this can be measured)	Every 4 years

Comme Note: has been slightly re-ordered per CAC direction to group like topics.

POLICY L-1.18 (community indicators) The city will monitor key community indicators on a regular basis to determine whether the policies of this plan and the efforts of the Palo Alto residents and businesses are effective at promoting livability by using community indicators. Suggested indicators and monitoring frequency are listed in Table L-2 related to greenhouse gas emissions, vehicle miles traveled, commute trips by single occupant vehicle, jobs/housing balance, and community diversity. Collect the data on the community indicators in a transparent manner, and publish the results in a clear, user-friendly, easy-to-understand document. [NEW POLICY] [L41]

PROGRAM L1.18.1 Develop community indicators for topics such as greenhouse gas emissions, transportation, jobs, housing, schools, parks, the tree canopy, the natural environment and diversity as shown in Table L-2. Create a list of community indicators and a

schedule for monitoring these indicators. [NEW PROGRAM] [L42]

PROGRAM L1.18.2 Based on monitoring the community indicators data over time, periodically consider whether to retain, revise downward or upward, or eliminate the annual limits on growth, the growth caps in individual areas, and/or the Citywide cumulative growth caps in this Land Use and Community Design Element. [NEW PROGRAM] [L43]

Option 3: Use community indicators along with a cumulative cap, annual limit, and downtown cap, but do not use development requirements.

GOAL L-2 An enhanced sense of "community" with development designed to foster public life, meet citywide needs and embrace the principles of sustainability.

POLICY L-2.1 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. [Previous Policy L-10] [L44]

POLICY L-2.2 Enhance connections between commercial and mixed use centers and the surrounding residential neighborhoods by promoting walkable and bikable connections and a diverse range of retail and services that caters to the daily needs of residents. [Previous Policy L-11] [L45]

PROGRAM L2.2.1 Explore whether there are appropriate locations to allow small-scale neighborhood-serving retail facilities such as coffee shops and corner stores in residential areas. [(Previous Policy L-16) (Converted to Program)] [L46]

POLICY L-2.3 As a key component of a diverse, inclusive community, allow and encourage a mix of housing types and sizes, designed for greater affordability, particularly smaller units and senior housing. [NEW POLICY] [L47]

POLICY L-2.4 Facilitate reuse of existing buildings. [Previous Program L 20] [NEW POLICY] [L48]

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POLICY L-2.5 Encourage new development and redevelopment to incorporate greenery and natural features through the use of features such as green rooftops, pocket parks, plazas, and rain gardens.[(NEW POLICY) (Combined with Previous Program C26)] [L49]

DISTINCT NEIGHBORHOODS

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 COMPATIBILITY

POLICY L-3.1 Ensure that new or remodeled structures are compatible with the neighborhood and adjacent structures. [(Previous Policy L-12) (Comp Plan Draft EIR Mitigation Measure AES-1)] [L50]

POLICY L-3.2 Preserve residential uses from conversion to office or short-term rentals. [NEW POLICY] [L51]

PROGRAM L3.2.1 Evaluate and implement strategies to prevent conversion of residential and neighborhood-serving retail space to office or short-term vacation rentals. [NEW PROGRAM] [L52]

POLICY L-3.3 Support efforts to retain and encourage housing units that are more affordable, such as cottages, other small homes, and rental housing units in existing neighborhoods. [NEW POLICY] [L53]

PROGRAM L3.3.1 Review development standards to discourage the loss of housing units, and the replacement of rental housing units with ownership housing units. [NEW PROGRAM] [L54]

POLICY L-3.4 Support the creation of affordable housing units for middle to lower income level earners, such as City and school district employees, as feasible. [NEW POLICY] [L55]

PROGRAM L3.4.1 Collaborate with PAUSD in exploring opportunities to build housing that is affordable to school district employees. [NEW PROGRAM] [L56]

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POLICY L-3.5 When considering infill redevelopment, work to minimize displacement of existing residents. [NEW POLICY] [L57]

PROGRAM L3.5.1 Conduct a study to evaluate various possible tools for preventing displacement of existing residents. [NEW PROGRAM] [L58]

PROGRAM L3.5.2 Develop and implement a system to inventory the characteristics of existing housing units and track changes in those characteristics on a regular basis. Make the information publicly available. [NEW PROGRAM] [L59]

MIX OF HOUSING TYPES

In appropriate locations, encourage a mix of smaller housing types such as studios, co-housing, cottage, clustered housing and secondary dwelling units, to provide a more diverse range of housing opportunities and preserve existing housing units of these types. [(Previous Policy L-13) (Note: Program H3.3.5 of the adopted Housing Element is to explore modifications to development standards to further encourage second unit development.)] [L60]

POLICY L-3.6 Recognize the contribution of cottage cluster housing to the character of Palo Alto and retain and encourage this type of development. [NEW POLICY] [L61]

RESIDENTIAL DESIGN

POLICY L-3.7 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. [Previous Policy L-14] [L62]

POLICY L-3.8 Avoid negative impacts of basement construction for single-family homes on adjacent properties public resources and the natural environment. [NEW POLICY] [L63]

PROGRAM L3.8.1 Develop a program to assess and manage both the positive and negative impacts of basement construction in single family homes on the community and the environment, including:

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- Land use issues. Evaluate the City's policy of excluding basements from the gross floor area and maximum floor area ratio limits in the zoning ordinance. Consider zoning revisions, including greater setbacks, to limit basement size and increase basement setbacks from adjacent properties.
- Impacts to the natural environment, such as potential impacts to the tree canopy, groundwater supply or quality, and soil compaction.
- Safety issues such as increased surface flooding, increased groundwater intrusion with sea level rise, emergency access and egress, or sewage backflows. [NEW PROGRAM] [L64]

Commercial Centers

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-4.1 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. [Previous Policy L-18] [L65]

Policy L-4.2 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. [NEW PROGRAM] [L66]Use coordinated area plans to guide development in areas of Palo Alto where significant change is foreseeable. Address both land use and transportation, 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; include broad community involvement in the planning process. [NEW POLICY] [L67]

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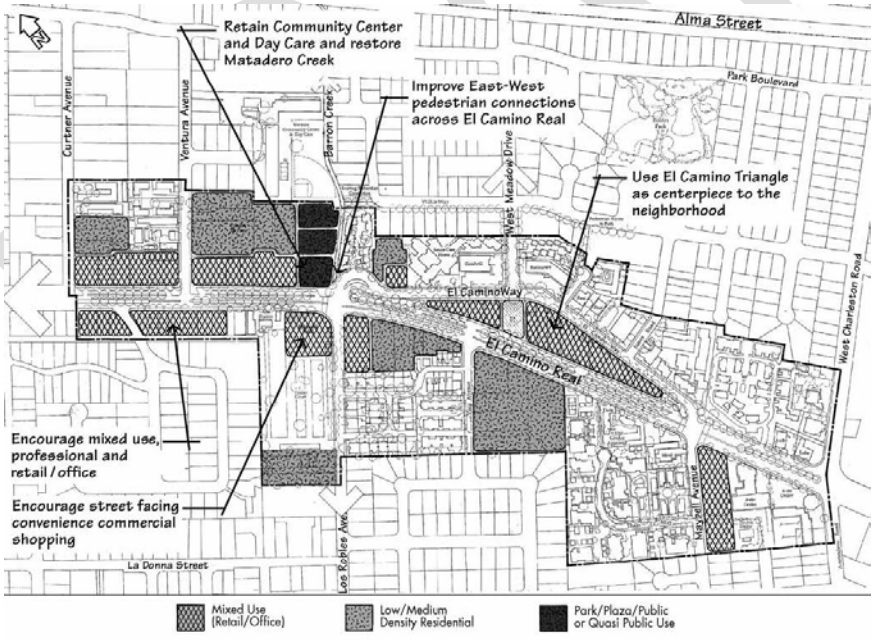
PROGRAM L4.2.1 Prepare a coordinated area plan for the South El Camino corridor from Curtner Avenue to West Charleston Road, as shown in the diagram below. The plan should articulate a vision for the corridor as a well-designed complete street with an enhanced pedestrian environment including wider sidewalks, increased building setbacks, public open spaces, safe pedestrian crossings at key intersections, trees and streetscape improvements. Mixed use residential and retail development on shallow parcels should be encouraged to support a more walkable and bikable environment along the corridor, with appropriate transitions to the surrounding single-family neighborhoods. The plan should also foster improved connections to surrounding destinations. [NEW PROGRAM] [L68]



PROGRAM L4.2.2 Prepare a coordinated area plan for the Fry's site and surrounding California Avenue area. The plan should describe a vision for the future of the Fry's site as a walkable neighborhood with multi-family housing, ground floor retail, a public park, creek improvements, and an interconnected street grid. [NEW PROGRAM] [L69]

POLICY L-4.3 Encourage street frontages that contribute to retail vitality in all Centers. Reinforce street corners in a way that enhances the pedestrian realm or that form corner plazas. Include trees and landscaping. [Previous Policy L-20] [L70]

POLICY L-4.4 Ensure all Regional Centers and Multi-Neighborhood Centers provide centrally located gathering spaces that create a sense of identity and encourage economic revitalization. Encourage public amenities such as benches, street trees, kiosks, restrooms and public art. [Previous Policy L-21] [L71]

PROGRAM L4.4.1 Study the feasibility of using public and private funds to provide and maintain landscaping and public spaces such as parks, plazas, sidewalks and public art within commercial areas. [Previous Program L-16] [L72]

PROGRAM L4.4.2 Through public/private cooperation, provide well-signed, clean, and accessible restrooms. [Previous Program L-17] [L73]

PROGRAM L4.4.3 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.[Previous Policy L-22] [L74]

PROGRAM L4.4.4 Identify priority street improvements that could make a substantial contribution to the character of Centers, such as widening sidewalks, narrowing travel lanes, creating medians, restriping to allow diagonal parking, and planting trees. [Previous Program L-18] [L75]

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Regional Centers

University Avenue/Downtown

Policy L-4.5 Maintain and enhance the University Avenue/Downtown area as a major commercial center 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. [(Previous Policy L-23) (Comp Plan Draft EIR Mitigation Measure AES-1)] [L76]

Policy L-4.6 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 bicyclists. [Previous Policy L-24] [L77]

Program L4.6.1 Pursue redevelopment of pedestrian, bicycle, and transit connections to and from between the University Avenue Multi-modal Transit Station area, University Avenue/Downtown, and the Stanford Shopping Center. [Previous Policy L-27] [L78]

Program L4.6.2 Prepare a Coordinated Area Plan for Downtown, encompassing the University Avenue Multi-modal Transit Station Area. [Previous Program L-25][L79]

Stanford Shopping Center

Policy L-4.7 Maintain Stanford Shopping Center as one of the Bay Area's premiere regional shopping centers. Promote bicycle and pedestrian use and encourage any new development at the Center to occur through infill, potentially including housing and mixed use development on existing surface parking lots, while continuing to supply adequate parking. [Previous Policy L-26] [L80]

Program L4.7.1 While preserving adequate parking to meet demand, identify strategies to reuse surface parking lots. [(Previous Program L-23)(Merged with Previous Policy L-27)] [L81]

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Multi-Neighborhood Centers

California Avenue

Policy L-4.8 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. [Previous Policy L-28] [L82]

Program L4.8.1 Create a Coordinated Area Plan for the California Avenue area to guide its development as a well-designed mixed use district with diverse land uses and a network of pedestrian-oriented streets providing links to California Avenue. [(Previous Policy L-31) (Converted to Program)] [L83]

Program L4.8.2 Create regulations for the California Avenue area that encourage the retention of smaller buildings to provide spaces for existing retail, particularly local, small businesses, including to allow for their replacement or rehabilitation. [Previous Program L-27] [L84]

Policy L-4.9 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. [Previous Policy L-30] [L85]

South El Camino Real

Policy L-4.10 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 Grand Boulevard Design Guidelines. [(Previous Program L-33) (Converted to Policy) (Consistent with Comp Plan Draft EIR Mitigation Measure AES-1)] [L86]

Program L4.10.1 Provide better east-west connections across El Camino Real to bring neighborhoods together and to improve linkages to local schools and parks. [Previous Program L-34] [L87]

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Town and Country Village

POLICY L-4.11 Recognize and preserve Town and Country Village as an attractive retail center serving Palo Altans 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 parking. [Previous Policy L-32] [L88]

POLICY L-4.12 In Town and Country Village, encourage a vibrant retail environment and urban greening. [Previous Policy L-33] [L89]

POLICY L-4.13 In Town and Country Village, encourage improvement of pedestrian, bicycle, and auto circulation and landscaping improvements, including maintenance of existing oak trees and planting additional trees. [Previous Policy L-34] [L90]

NEIGHBORHOOD CENTERS

POLICY L-4.14 Improve the local-serving focus, and provide safe pedestrian, bicycle, and multimodal access to all three Palo Alto Neighborhood Centers – Charleston Shopping Center, Edgewood Plaza, and Midtown Shopping Center. Support their continued improvement and vitality. [Previous Policy L-37] [L91]

POLICY L-4.15 Encourage maximum use of Neighborhood Centers by ensuring that the publicly maintained areas are clean, well-lit, and attractively landscaped. [Previous Policy L-38] [L92]

POLICY L-4.16 Maintain Midtown Shopping Center 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. [Previous Policy L-40] [L93]

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Employment Districts

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.

Policy L-5.1 Encourage Employment Districts to develop in a way that facilitates transit, pedestrian and bicycle travel. Provide mixed uses to reduce the number of auto trips. [Previous Policy L-42] [L94]

Policy L-5.2 Provide landscaping, trees, sidewalks, pedestrian paths, and connections to the citywide bikeway system within Employment Districts. Pursue opportunities to include sidewalks, paths, low water use landscaping, reclaimed water, and trees and remove grass turf in renovation and expansion projects. [Previous Policy L-43] [L95]

Policy L-5.3 Design paths and sidewalks to be attractive and comfortable and consistent with the character of the area where they are located. [(Previous Program L-44) (Converted to Policy)] [L96]

Policy L-5.4 Foster compact employment centers served by a variety of transportation modes. [Previous Policy L-44] [L97]

Program L5.4.1 Create and apply zoning standards and design guidelines for commercial hotels, conference centers, and possible residential or mixed-use projects in Stanford Research Park, particularly near El Camino Real. [Previous Program L-45] [L98]

Program L5.4.2 Evaluate the optimum number of future hotel rooms for Palo Alto and consider reductions in the allowable floor area ratio as appropriate. [NEW PROGRAM] [L99]

Policy L-5.5 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). [Previous Policy L-46] [L100]

Policy L-5.6 Implement the 2012 East Meadow Circle Concept Plan (Appendix Y of this Comprehensive Plan) when approving new development or other improvements within the Plan area. [NEW PROGRAM] [L101]

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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-6.1 Promote high quality design and site planning that is compatible with surrounding development and public spaces. [(Comp Plan Draft EIR Mitigation Measure AES-1) (Previous Policy L-48)] [L102]

Program L6.1.1 Promote awards programs and other forms of public recognition for projects of architectural merit that contribute positively to the community. [Previous Program L-53] [L103]

Policy L-6.2 Use the Zoning Ordinance, design review process, design guidelines, and Coordinated Area Plans to ensure high quality residential and commercial design and architectural compatibility. [Previous Program L-48] [L104]

Policy L-6.3 Require bird-friendly design. [NEW POLICY] [L105]

Program L6.3.1 Develop guidelines for bird-friendly building design that minimizes hazards for birds and reduces the potential for collisions. [NEW PROGRAM] [L106]

Policy L-6.4 In areas of the City having a historic or consistent design character, encourage the design of new development to maintain and support the existing character. *[Note: 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.]* [(Previous Program L-49) (Converted to Policy) (Comp Plan Draft EIR as Mitigation Measure AES-1.)] [L107]

Policy L-6.5 Guide development to respect views of the foothills and East Bay hills from public streets in the developed portions of the City.[Previous Policy L-3] [L108]

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POLICY L-6.6 Design buildings to complement streets and public spaces; to promote personal safety, public health and well-being; and to enhance a sense of community safety. [Previous Policy L-49] [L109]

PROGRAM L6.6.1 Ensure that the zoning ordinance encourages 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. [NEW PROGRAM] [L110]

POLICY L-6.7 (BUILDING HEIGHTS - OPTION 1-7 "approval" votes) Maintain the current 50-foot height limit on building heights in Palo Alto. [NEW POLICY] [L111]

POLICY L-6.8 (BUILDING HEIGHTS - OPTION 2-4 "approval" votes) Maintain a 50-foot height 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 allow flexibility in floor to ceiling heights and enhance the livability in multi-family residential units. [NEW POLICY] [L112]

POLICY L-6.9 (BUILDING HEIGHTS - OPTION 3-7 "approval" votes) Building height limits up to a maximum of 65 feet may be considered for areas well-served by transit, services and retail as a way to facilitate a mix of multifamily housing, including affordable units, units targeted to seniors and other special needs populations, and micro-units designed to accommodate younger members of the workforce. [NEW POLICY] [L113]

PROGRAM L6.9.1 Revise the Zoning ordinance to establish criteria and conditions that must be met in order to allow building heights up to 65 feet. Criteria shall address affordability of the residential units; compatibility with surrounding land uses; sensitivity to context; proximity to transit, services and retail; and mitigation or avoidance of adverse impacts on traffic and parking conditions. [NEW PROGRAM] [L114]

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POLICY L-6.10 (BUILDING HEIGHTS - OPTION 4-10 "approval" votes) Building height limits over 50 feet may be considered for areas well-served by transit, services and retail 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 younger members of the workforce. [NEW POLICY] [L115]

PROGRAM L6.10.1 Revise the Zoning Ordinance to establish criteria and conditions that must be met in order to allow building heights higher than 50 feet. Criteria shall address affordability of the residential units; compatibility with surrounding land uses; sensitivity to context; proximity to transit, services and retail; and mitigation or avoidance of adverse impacts on traffic and parking conditions. [NEW PROGRAM] [L116]

POLICY L-6.11 Promote gradual transitions in the scale of development where residential districts abut more intense uses in order to minimize negative impacts where land use transitions occur. Avoid abrupt changes in scale and density between residential and non-residential areas and between residential areas of different densities. [Previous Policy L-6] [L117]

PROGRAM L6.11.1 Implement architectural standards to assure they effectively address land use transitions. [NEW PROGRAM] [L118]

POLICY L-6.12 Support existing regulations that preserve exposure to natural light for single-family residences. [NEW POLICY] [L119]Create opportunities for new mixed use development consisting of housing and retail. [Previous Policy L-9] [L120]

PROGRAM L6.12.1 Update the municipal code to include zoning changes that allow a mix of retail and residential uses 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. [NEW PROGRAM] [L121]

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PROGRAM L6.12.2 Modify design standards for mixed use projects to promote a pedestrian-friendly relationship to the street, including elements such as screened parking or underground parking, street-facing windows and entries, and landscaping, and trees along the street. [Previous Program L-10] [L122]

PROGRAM L6.12.3 Consider revising development standards in the Community Commercial, Service Commercial, and Downtown Commercial Districts (CC, CS, and CD) and the Neighborhood Commercial District (CN) along El Camino Real to incentivize the conversion of non-retail commercial FAR to residential use. [NEW PROGRAM] [L123]

PROGRAM L6.12.4 Update the zoning code to preserve ground-floor retail and limit the displacement of existing retail from neighborhood centers. [NEW PROGRAM] [L124]

POLICY L-6.13 Discourage the use of fences that obscure the view of the front of houses from the street. [(Previous Program L-52)(Converted to Policy)] [L125]

POLICY L-6.14 Encourage high quality signage that is attractive, energy-efficient, appropriate for the location and balances visibility needs with aesthetic needs. [Previous Policy L-50] [L126]

GOAL L-7 Conservation and preservation of Palo Alto's historic buildings, sites, and districts.

HISTORIC RESOURCES

POLICY L-7.1 Encourage public and private upkeep and preservation of resources that have historic merit, including residences listed in the City's Historic Resource Inventory, the California Register of Historical Resources, or the National Register of Historic Places. [Previous Policy L-51] [L127]

PROGRAM L7.1.1 Update and maintain the City's Historic Resource Inventory to determine all historic resources that are eligible for the California Register as well as

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important examples of California history or prehistory. Historic resources may consist of a single building or structure or a district. [(Previous Program L-54)(Draft EIR Mitigation Measure CULT-1b)] [L128]

PROGRAM L7.1.2 Reassess the Historic Preservation Ordinance to ensure its effectiveness in the maintenance and preservation of historic resources, particularly in the University Avenue/Downtown area. [Previous Program L-55] [L129]

POLICY L-7.2 If a proposed development would affect a potential historic resource that has not been evaluated for inclusion into the City's Historic Resources Inventory, consider whether it is eligible for inclusion in the City's Inventory prior to the issuance of a demolition or alterations permit. [(NEW POLICY) (Comp Plan Draft EIR Mitigation Measure CULT-1b)] [L130]

POLICY L-7.3 Actively seek state and federal funding for the preservation of buildings of historical merit and consider public/private partnerships for capital and program improvements. [Previous Policy L-53] [L131]

POLICY L-7.4 Relocation may be considered as a preservation strategy when consistent with State and National Standards regarding the relocation of historic resources. [Previous Policy L-55] [L132]

POLICY L-7.5 To reinforce the scale and character of University Avenue/Downtown, promote the preservation of significant historic buildings. [Previous Policy L-56] [L133]

POLICY L-7.6 Promote awards programs and other forms of public recognition for exemplary Historic Preservation projects. [(Previous Program L-62)(Converted to Policy)] [L134]

POLICY L-7.7 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. [(Previous Program L-63) (Converted to Policy)] [L135]

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Rehabilitation and Reuse

Policy L-7.8 Promote adaptive reuse of old buildings. [Previous Policy L-58] [L136]

Program L7.8.1 Develop incentives for the retention and rehabilitation of buildings with historic merit in all zones and revise existing zoning and permit regulations as needed to minimize constraints to adaptive reuse, particularly in retail areas [(Previous Policy L-57) (Converted to Program)] [L137]

Program L7.8.2 Create incentives to encourage salvage and reuse of discarded historic building materials. [Previous Program L-57] [L138]

Program L7.8.3 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. [Previous Program L-58] [L139]

Policy L-7.9 Allow compatible nonconforming uses for the life of historic buildings. [(Previous Program L-61) (Converted to Policy)] [L140]

Policy L-7.10 Ensure the preservation of significant historic resources owned by the City of Palo Alto. Allow such resources to be altered to meet contemporary needs consistent with the Secretary of the Interior Standards for Rehabilitation. [Previous Policy L-52] [L141]

Policy L-7.11 Maintain the historic integrity of building exteriors. Consider parking exceptions for historic buildings to encourage rehabilitation.. [(Previous Program L-59)(Converted to Policy)] [L142]

Program L7.11.1 Review parking exceptions for historic buildings in the Zoning Code to determine if there is an effective balance between historic preservation and meeting parking needs [NEW PROGRAM] [L143]

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POLICY L-7.12 Encourage and assist owners of historically significant buildings in finding ways to adapt and rehabilitate these buildings, including participation in state and federal tax relief programs.[(Previous Program L-64) (Converted to Policy)] [L144]

PROGRAM L7.12.1 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 non-historic receiver sites in the CD zone. Revise the TDR Ordinance so that transferred development rights may be used only for residential development on the receiver sites. [Previous Program L-60] [L145]

ARCHAEOLOGICAL RESOURCES

POLICY L-7.13 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. [(Previous Policy L-60)(Comp Plan Draft EIR Mitigation Measure CULT-1c)] [L146]

POLICY L-7.14 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. [(NEW POLICY) (Comp Plan Draft EIR Mitigation Measure CULT-3)] [L147]

POLICY L-7.15 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.]* [(Previous Program L-67) (Converted to Policy)] [L148]

POLICY L-7.16 Ensure that developers understand their obligation to meet state codes regarding the identification and protection of archaeological and paleontological deposits. [NEW POLICY] [L149]

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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.

POLICY L-8.1 Facilitate creation of new parkland to serve Palo Alto's residential neighborhoods, as consistent with the Parks, Trails, Open Space and Recreation Master Plan. [NEW POLICY] [L150]

PROGRAM L8.1.1 Encourage dedication of new land for parks through regulations and incentives for new development and programs to solicit bequests of land within the city. [NEW PROGRAM] [L151]

PROGRAM L8.1.2 Pursue opportunities to create linear parks over the Caltrain tracks in the event the tracks are moved below grade. [NEW PROGRAM] [L152]

PROGRAM L8.1.3 Explore ways to dedicate a portion of in-lieu fees towards acquisition of parkland, not just improvements. [NEW PROGRAM] [L153]

PROGRAM L8.1.4 Explore opportunities to dedicate City-owned land as parkland to protect and preserve its community serving purpose into the future. [NEW PROGRAM] [L154]

POLICY L-8.2 Encourage use of data driven, innovative design methods tactics and use data to understand to evaluate how different community members use public space. [NEW POLICY] [L155]

POLICY L-8.3 Provide comfortable seating areas and plazas with places for public art adjacent to library and community center entrances. [Previous Policy L-62] [L156]

POLICY L-8.4 Encourage small-scale local-serving retail services, such as small cafes, delicatessens, and coffee carts, in civic centers: Mitchell Park, Rinconada Library, and Cubberly Community Center. [Previous Policy L-63] [L157]

POLICY L-8.5 Create facilities for civic and intellectual life, such as better urban public spaces for civic programs and speakers, cultural, musical and artistic events. [NEW POLICY] [L158]

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POLICY L-8.6 Recognize public art and cultural facilities as a community benefit. Encourage the development of new and the enhancement of existing public and private art and cultural facilities throughout Palo Alto. Ensure that such projects are compatible with the character and identity of the surrounding neighborhood. [Previous Policy L-72] [L159]

POLICY L-8.7 Seek potential new sites for art and cultural facilities, public spaces, open space, and community gardens. [Previous Policy L-64] [L160]

POLICY L-8.8 Encourage religious and private institutions to collaborate with the community and the surrounding neighborhood. [Previous Policy L-65] [L161]

GOAL L-9 Attractive, inviting public spaces and streets that enhance the image and character of the city.

STREETS AND PARKING

POLICY L-9.1 Recognize Sand Hill Road, University Avenue between Middlefield Road and San Francisquito Creek, 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 and preserve their scenic qualities. [(Previous Policy L-69) (Previous Program L-71)] [L162]

PROGRAM L9.1.1 Evaluate existing zoning code setback requirements to ensure they are appropriate for scenic routes. [NEW PROGRAM] [L163]

POLICY L-9.2 Encourage development that creatively integrates parking into the project, including by locating it behind buildings or underground wherever possible, or 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, street trees, a vibrant local economy, and sufficient parking to meet demand. [Previous Policy L-78] [L164]

POLICY L-9.3 Require new or redesigned parking lots to optimize pedestrian and bicycle safety. [NEW POLICY] [L165]

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POLICY L-9.4 Enhance tree health and the appearance of streets and other public spaces through regular maintenance as well as tree and landscape planting and care of the existing canopy.. [Previous Policy L-70] [L166]

PROGRAM L9.4.1 Continue to use the El Camino Real Design Guidelines and the Zoning Ordinance 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. Consider whether sidewalk widths and building setback should also be addressed along other major thoroughfares such as Alma Street and Charleston Road. [(NEW PROGRAM) (Comp Plan Draft EIR Mitigation Measure AES-1)] [L167]

PROGRAM L9.4.2 Involve tree owners in tree maintenance programs. [NEW PROGRAM] [L168]

PUBLIC SPACES

POLICY L-9.5 Maintain and enhance existing public gathering places and open spaces and integrate new public spaces at a variety of scales. [NEW POLICY] [L169]

[Note: This Section Moved From Goal L-3 Residential Design]

POLICY L-9.6 Create, preserve and enhance parks and publicly accessible, shared outdoor gathering spaces within walking and biking distance of residential neighborhoods.[Previous Policy L-15] [L170]

PROGRAM L9.6.1 Analyze existing neighborhoods and determine where publicly accessible shared, outdoor gathering spaces are below the citywide average. Create new public spaces, including public squares, parks and informal gathering spaces in these neighborhoods. [NEW PROGRAM] [L171]

POLICY L-9.7 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. [Previous Policy L-17] [L172]

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PROGRAM L9.7.1 Review standards for streets and signage and update as needed to foster natural, tree-lined streets with a minimum of signage. [NEW PROGRAM] [L173]

GATEWAYS

POLICY L-9.8 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.[Previous Policy L-71] [L174]

PROGRAM L9.8.1 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. [Previous Program L-72] [L175]

URBAN FOREST

Photo by Scott Haefner–Courtesy of Canopy

POLICY L-9.9 Incorporate the goals of the Urban Forest Master Plan, as periodically amended, into the Comprehensive Plan by reference in order to assure that new land uses recognize the many benefits of trees in the urban context and foster a healthy and robust tree canopy throughout the City. [NEW POLICY] [L176]

PROGRAM L9.9.1 Establish incentives to encourage native trees, and low water use plantings in new development throughout the city. [NEW PROGRAM] [L177]

PROGRAM L9.9.2 Update City requirements regarding trees and other landscaping that capture and filter stormwater within surface parking lots to take advantage of new technology. [(Previous Policy L-76) (Converted to Program)] [L178]

POLICY L-9.10 Involve the Urban Forester, or appropriate City staff, in development review. [NEW POLICY] [L179]

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POLICY L-9.11 Recognize the urban forest as City infrastructure to be maintained in accordance with applicable guidelines and requirements. [NEW POLICY] [L180]

UTILITIES AND INFRASTRUCTURE

POLICY L-9.12 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. [Previous Policy L-79] [L181]

PROGRAM L9.12.1 Continue the citywide undergrounding of utility wires. Minimize the impacts of undergrounding on street tree root systems and planting areas. [Previous Program L-80] [L182]

PROGRAM L9.12.2 Encourage the use of compact and well-designed utility elements, such as transformers, switching devices, backflow preventers, and telecommunications infrastructure. Place these elements in locations that will minimize their visual intrusion. [Previous Program L-81] [L183]

POLICY L-9.13 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. [(NEW POLICY) (PTC Policy L2.9, edited)] [L184]

PROGRAM L9.13.1 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. [(NEW PROGRAM) (PTC Program L2.9.1)] [L185]

PROGRAM L9.13.2 Implement the findings of the City's Infrastructure Blue Ribbon Committee and its emphasis for rebuilding our civic spaces. [(NEW PROGRAM) (PTC Program L2.9.8)] [L186]

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PROGRAM L9.13.3 Identify City-owned properties where combinations of wireless facilities can be co-located, assuming appropriate lease agreements are in place. [(NEW PROGRAM)(PTC Program L2.9.5)] [L187]

BAYLANDS

POLICY L-9.14 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. [NEW POLICY] [L188]

POLICY L-9.15 Palo Alto is committed to preservation of the Baylands as called for in the Baylands Master Plan, which is incorporated here by reference. [NEW POLICY] [L189]

GOAL L-10 Maintain an economically viable local airport with minimal environmental impacts.

PALO ALTO AIRPORT

POLICY L-10.1 Operate Palo Alto Airport (PAO) as a vital and efficient facility at its current level of operation without intruding into open space areas. PAO should remain limited to a single runway and minor expansion shall only be allowed in order to meet federal and State airport design and safety standards. [(Previous Policy T-57)] [L190]

PROGRAM L10.1.1 Relocate the terminal building away from the Runway 31 clear zone and closer to the hangars, allowing for construction of a replacement terminal. [(Previous Program T-58)] [L191]

PROGRAM L10.1.2 Update the Airport Layout Plan in accordance with Federal Aviation Administration requirements, as needed, while ensuring conformance with the Baylands Master Plan to the maximum extent feasible. [NEW PROGRAM] [L192]

PROGRAM L10.1.3 Identify and pursue funding to address maintenance, safety and security improvements needed at PAO. [NEW PROGRAM] [L193]

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POLICY L-10.2 Minimize the environmental impacts associated with PAO operations, including adverse effects on the character of surrounding open space, noise levels, and the quality of life in residential areas, as required by federal and State requirements. [NEW POLICY] [L194]

PROGRAM L10.2.1 Establish and implement a system for processing, tracking and reporting noise complaints regarding local airport operations on an annual basis,. [NEW PROGRAM] [L195]

PROGRAM L10.2.2 Work with the airport to pursue opportunities to enhance the open space and habitat value of the airport. These include:

- maintaining native grasses;
- reconstructing levees to protect the airport from sea level rise while enhancing public access and habitat conservation; and
- evaluating the introduction of burrowing owl habitat. This program is subject to federal wildlife hazard requirements and guidelines for airports. [NEW PROGRAM] [L196]

POLICY L-10.3 Provide public access to the Airport for bicyclists and pedestrians. [NEW POLICY] [L197]

PROGRAM L10.3.1 Continue to provide a bicycle/pedestrian path adjacent to Embarcadero Road, consistent with the Baylands Master Plan and open space character of the baylands subject to airport federal and State regulations. [(Previous Program T-57)] [L198]

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POLICY L-10.4 Address the potential impacts of future sea level rise through reconstruction of the Bayfront levee in a manner that provides protection for the Airport and greater habitat along the San Francisco Bay frontage. [NEW POLICY] [L199]

POLICY L-10.5 Encourage the use of alternatives to leaded fuel in aircraft operating in and out of Palo Alto Airport. [NEW POLICY] [L200]

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This Element has been prepared by City staff on the basis of input from the CAC, the Transportation subcommittee and members of the public received between October 2015 and July 2016. Additionally, this revised draft Element presents changes made in response to City Council review on September 19, 2016.

TRANSPORTATION

2

VISION: *Palo Alto will build and maintain a sustainable network of safe, accessible and efficient transportation and parking solutions for all users and modes, while protecting and enhancing the quality of life in Palo Alto. Programs will include alternative and innovate transportation processes, and the adverse impacts of automobile traffic on the environment in general and residential streets in particular will be reduced. Streets will be safe, attractive and designed to enhance the quality and aesthetics of Palo Alto neighborhoods. Palo Alto recognizes the regional nature of our transportation system, and will be a leader in seeking regional transportation solutions, prioritizing Caltrain service improvements and railroad grade separations.*

INTRODUCTION

This Element addresses transportation and mobility issues comprehensively and acknowledges that the future will be different than the present and the past. Recognizing changing demographics and travel preferences, new technologies, and new opportunities, the Element provides a policy framework which includes solutions for implementation today in order to lay the groundwork for the future. Together with investments in infrastructure, the policy framework seeks to reduce reliance on single occupant vehicles, address congestion, and reduce through traffic and non-resident parking in Palo Alto neighborhoods, leading to an integrated transportation system that serves local, regional, and intercity travel.

This Element meets the State requirement for a Circulation Element, addressing the various aspects of circulation, including complete streets, expressways and freeways, transit, walking, bicycling, parking, and special transportation needs.

CONNECTIONS TO OTHER ELEMENTS

Transportation choices and options are shaped by many factors including land use, economics, and community values. The Transportation Element is strongly influenced by the Land Use Element and Housing Element because the distribution and density of residential, commercial, and office uses have a direct correlation to the type, frequency, and use of transportation options a community employs. The Transportation Element also supports the objectives of the Business and Economics Element, the Community Services and Facilities Element, and the Natural Environment Element, and the Safety Element by paving the way for a transportation system that emphasizes walkable neighborhoods and access services in a manner that limits impacts to the natural environment.

SUSTAINABLE TRANSPORTATION

In 2014, more than 60 percent of all trips made each day in Palo Alto involved single-occupant motor vehicles. Although the drive alone rate is lower than in many other Bay Area communities, road travel is still the greatest single source of local greenhouse gas (GHG) emissions and derives from local (internal) trips as well as commute trips. Building a more sustainable transportation system will require addressing regional and local travel patterns, as well as trips made for work, school, errands or entertainment.

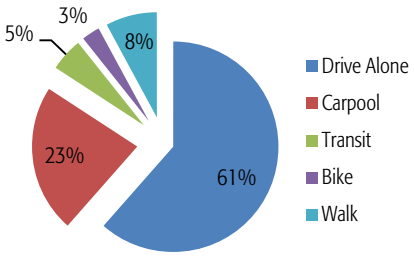
The key to a sustainable transportation system lies in providing more options and more convenience so that people will more readily choose not to drive. Palo Altans recognize that, at times, driving is necessary, but to address congestion, climate change, and improve overall quality of life, the policies and programs in this Element must focus on providing convenient, affordable alternatives to the automobile.

Facilitating a shift to alternative modes of transportation will require creative collaboration among transit agencies, employers, and local jurisdictions as well as residents and commuters themselves. Technology also has a role to play, whether providing up-to-the minute information to inform choices or in delivering new and better modes of travel. Improvements to the bicycling and pedestrian environment will help encourage more people to bike and walk on a regular basis.

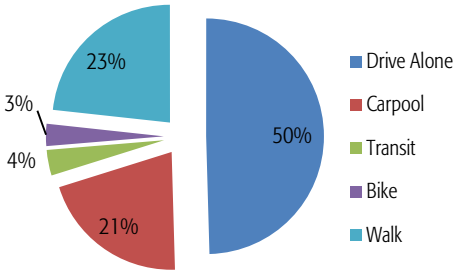
TRANSPORTATION DEMAND MANAGEMENT

Transportation demand management (TDM) refers to strategies that improve transportation system efficiency and reduce congestion by shifting trips from single-

PALO ALTO DAILY MODE SHARE - ALL TRIPS (2014)



PALO ALTO DAILY MODE SHARE - INTERNAL TRIPS (2014)



occupant vehicles to collective forms of transport, including mass transit, carpools and private shuttles. TDM is a critical component of a comprehensive strategy to reduce traffic congestion. TDM programs are typically required of new development and can include a range of requirements and incentives for the use of alternatives to the automobile, as well as parking management strategies and marketing. Employers and local governments often collaborate in developing and implementing area-wide TDM programs aimed at reducing single occupant vehicle use by existing employees. These activities can be coordinated through a transportation management association (TMA) made up of local businesses in a commercial district or industrial park. Stanford University operates a comprehensive and successful TDM programs in the country for the University, and the Medical Center, and a program is in development for the Research Park. In January 2015, the City of Palo Alto supported establishment of a TMA for the downtown area, in collaboration with local businesses and residents. The success of this effort and its potential to expand to other areas of the City will depend on securing ongoing funding and on the committed participation of employers who face parking and traffic challenges in downtown.

Alternative Fuel Vehicles

Alternative fuel vehicles–those that run on electricity, biodiesel, compressed natural gas and other alternatives to petroleum fuels–help reduce GHG emissions by utilizing cleaner fuels or zero emission alternatives. In 2014, the City of Palo Alto adopted an ordinance that requires electric vehicle (EV)–ready infrastructure for all new commercial construction to encourage the use of electric vehicles and develop the infrastructure for this growing market. As the City continues this effort, additional infrastructure may be necessary. However, while alternative fuel vehicles do reduce GHGs, they are still a contributor to congestion and delay.

Mobility as a Service

The use of transportation services is beginning to replace private vehicle ownership in the region, led by a number of prominent ride sharing and e-hailing car services like Uber and Lyft (the process of ordering transportation services via mobile device). Originating in Europe, the concept of "Mobility as a Service" (MaaS), allows on-demand trip planning enabled by smartphones and mobile devices and provided by "pop up" bus-, car-, and bike-sharing services. Palo Alto is partnering with Joint Venture Silicon Valley, the Santa Clara Valley Transportation Authority (VTA), and the City of San Jose to develop a MaaS/smartphone app (Commuter Wallet) that

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combines access to multiple transportation modes and employer commute benefits, incentivizing non-single-occupant vehicle travel.

Public Transit

Residents, workers, and visitors to Palo Alto have an array of transit options within the city and to the surrounding region. Maps T-1 and T-2 show the range of transit services in Palo Alto. Map T-1 focuses on regional transit options, and Map T-2 illustrates local transit options. Overall, regional transit is heavily used, while public transit services serving the local area are below capacity levels. Policies in this Element support improving local services like shuttles to increase ridership and support traditional transit providers with first and last mile connections.

Rail Service

Caltrain is Palo Alto's primary regional transit service, with riders traveling between San Francisco and Gilroy. Since introduction of the baby bullet limited express trains in 2003, ridership has more than doubled and today, Palo Alto's University Avenue station is the second largest generator of weekday Caltrain trips, behind San Francisco's 4th and King Street station. Long-range plans for the Palo Alto Station and the adjacent University Avenue underpass area will enhance the pedestrian experience and improve circulation and access for all modes. The planned Caltrain extension to the Transbay Terminal in downtown San Francisco will improve regional transit connections, and Caltrain electrification will speed service and increase capacity while decreasing noise and air pollution.

As of late 2015, the San Mateo County Transit District (SamTrans) has re-initiated study of possible transit service along the Dumbarton corridor, to link Alameda with San Mateo and Santa Clara Counties.

In November 2015, Palo Alto City Council adopted a complete streets resolution affirming the City's longstanding commitment to design and construction of a comprehensive, integrated transportation network that allows safe and convenient travel along and across streets for all users, including pedestrians, bicyclists, persons with disabilities, motorists, movers of commercial goods, users and operators of public transportation, emergency vehicles, seniors, children, youth, and families.

Council also adopted National Association of City Transportation Officials (NACTO) guidelines for bikeway and urban street design, which incorporate complete streets best practices.

Visual simulation of BRT operating on El Camino Real Source: VTA

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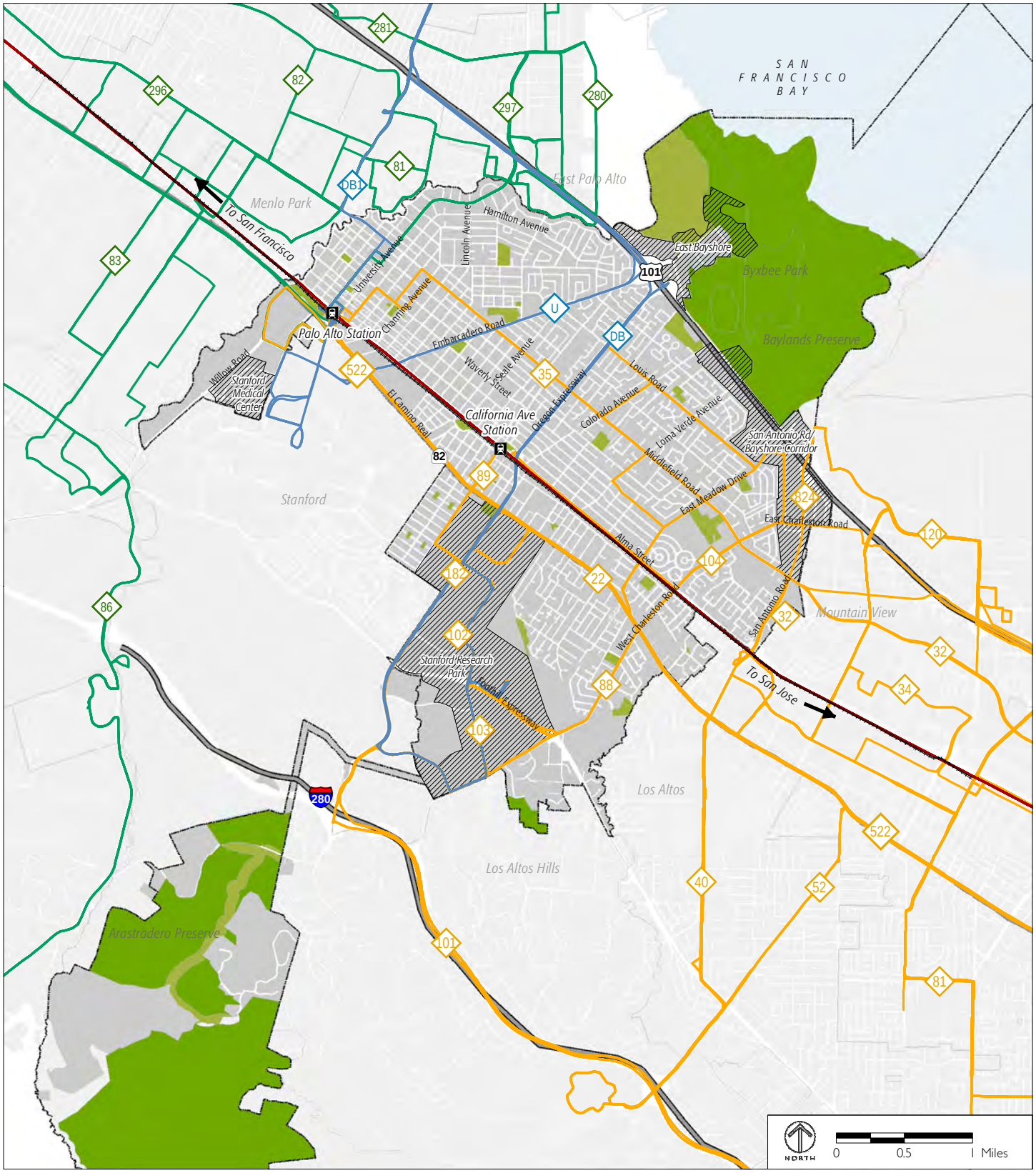
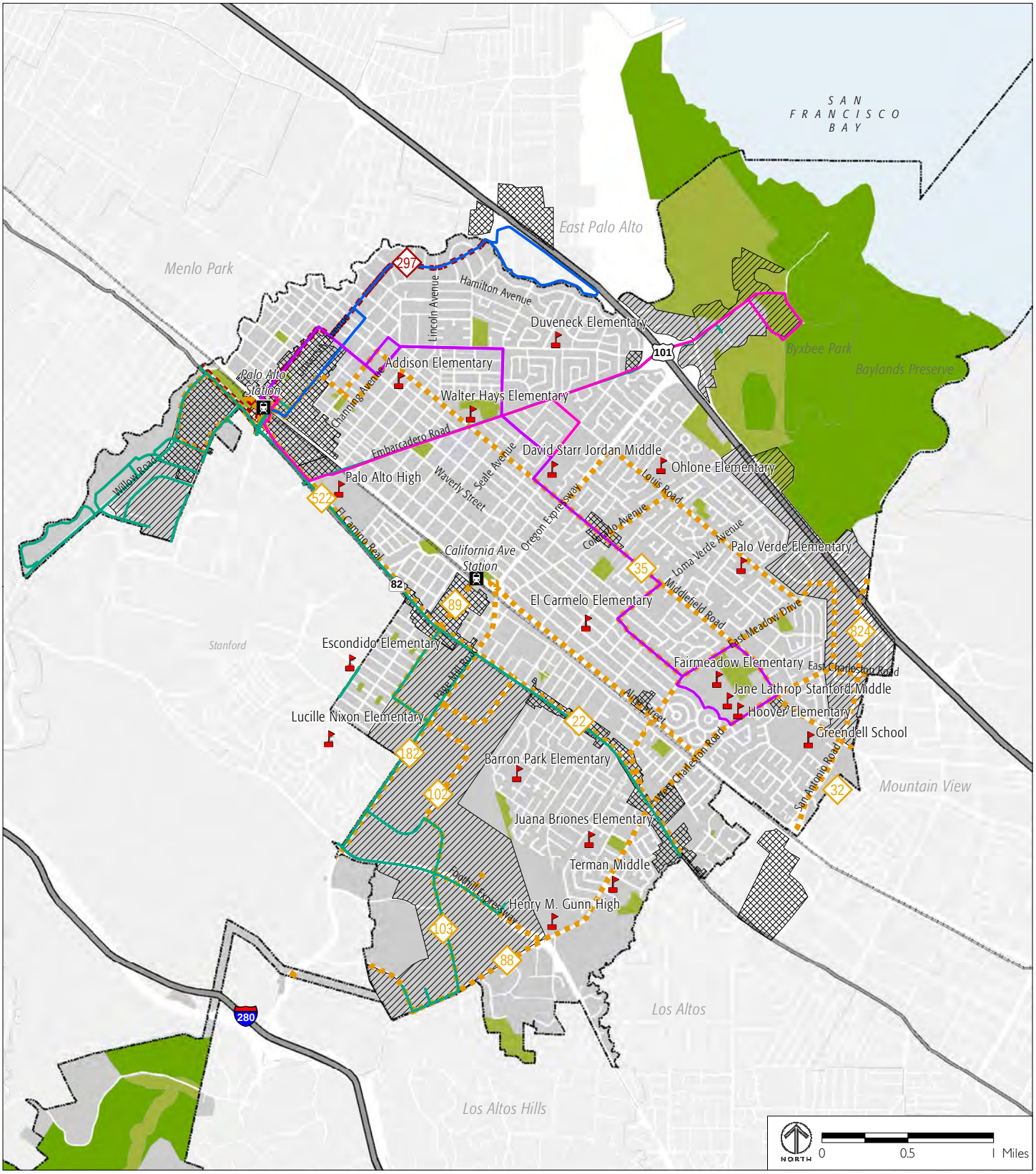


Source: City of Palo Alto, 2016; Santa Clara VTA, 2016; SamTrans, 2016; PlaceWorks, 2016.

- Alameda-Contra Costa Transit District (AC Transit)
- Santa Clara Valley Transportation Authority (VTA)
- San Mateo County Transit (SamTrans)
- Caltrain
- Caltrain Stations
- Employment Districts
- Railroads
- Park/Open Space
- Public Conservation Land
- City Limit

PRELIMINARY DRAFT MAP T-1

REGIONAL TRANSIT CONNECTIONS IN PALO ALTO



Source: Palo Alto Unified School District, 2012; Santa Clara VTA, 2015; SamTrans, 2015; City of Palo Alto, 2015; Caltrain, 2015; PlaceWorks, 2015.

- Crosstown Shuttle
- Embarcadero Shuttle
- East Palo Alto Caltrain Shuttle
- Stanford Marguerite Shuttle
- Santa Clara Valley Transportation Authority (VTA)
- San Mateo County Transit (SamTrans)
- Caltrain Stations
- Schools
- Railroads
- Employment Districts
- Commercial Centers
- Park/Open Space
- Public Conservation Land
- City Limit

PRELIMINARY DRAFT MAP T-2

PALO ALTO LOCAL TRANSIT CONNECTIONS

Bus Service

Three transit providers, VTA, SamTrans, and AC Transit, provide bus service in Palo Alto, connecting residents to both local and regional destinations. The VTA operates local bus service within the city, with 14 bus routes in Palo Alto and an express bus network that serves the Stanford Research Park. VTA also offers connections to VTA light rail, Caltrain, Altamont Corridor Express (ACE) and AMTRAK Capitol Corridor. SamTrans operates bus service throughout San Mateo, San Francisco, and Santa Clara counties, helping to connect Palo Alto to other parts of the Peninsula and Silicon Valley. AC Transit's Dumbarton Express provides express bus service between the East Bay and communities on the Peninsula.

The VTA's proposed El Camino Real Bus Rapid Transit (BRT) project aims to improve transit operations and increase transit ridership along the El Camino Real Corridor. Policies in this Element support enhanced bus service in shared travel lanes with curbside stations and signal priority with queue jump lanes to provide faster, more reliable service with target stops and specialized transit vehicles and facilities.

Shuttle Service

There are four types of shuttle services operating in Palo Alto, including the Stanford University Marguerite shuttle, the VTA shuttle, the City-operated Palo Alto Shuttle, and private employee shuttles which transit through Palo Alto offering transportation for employees to other job centers on the Peninsula. The Marguerite, run by Stanford University Parking and Transportation Services, is a free service that connects the Stanford campus to the Palo Alto Transit Center and Downtown. The VTA provides low cost fare based service for residents of Santa Clara County. The Palo Alto Free Shuttle is free wheelchair-accessible shuttle provided by the City to connect important destinations in the community, including Caltrain stations; the City is developing plans for enhanced service in response to community input. Marguerite and Palo Alto Shuttle routes are shown on Map T-1.

First/Last Mile Connections

Many people live or work within a mile from a transit station or, bus stop; however, distance, perception of safety, and inconvenience may deter them from using transit, so the entire trip is made by single-occupant vehicle simply for lack of convenience of a small but crucial segment of the trip. Currently, the Palo Alto shuttle, biking, and walking are the best first/last mile option for most of Palo Alto. Future improvements should focus on making walking, bicycling, shuttle service, and ridesharing more efficient, comfortable, and safe.

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BIKING

Palo Alto dedicated its formal bikeway system—one of the nation's first—in 1972. Bikeways have since become commonplace and considerable progress has been made in overcoming barriers to bicycle travel in and around Palo Alto. Palo Alto's bikeway network consists of on-road bicycle lanes, bicycle boulevards and bicycle routes, off-roadway shared-use paths and bridges, and bicycle parking facilities. Fourteen underpasses and bridges span barriers such as freeways, creeks, and railroad tracks. Map T-3 shows the existing and planned bikeway network in Palo Alto. Palo Alto is in a position to build on the existing network, significantly increasing its proportion of travel by bicycle and is actively pursuing an expanded bike share program.

The *Palo Alto Bicycle + Pedestrian Transportation Plan*, adopted in 2012 (BPTP 2012), contains a policy framework, design guidance, and specific recommendations to increase walking and biking rates over the next decade and beyond. BPTP 2012 encourages planning, construction, and maintenance of complete streets that are safe and accessible to all modes and people of all ages and abilities.

WALKING

Mode share data indicate that walking accounts for more trips than public transit in Palo Alto each day, yet is an often overlooked means of transportation. As shown on Map T-4, Palo Alto's pedestrians are generally well served by current facilities and will benefit from the attention given to street trees, walkable neighborhoods, and pedestrian- oriented design. The most needed improvements are to fill in the gaps in the sidewalk system, make intersection crossings "friendlier," and overcome barriers to northeast-southwest travel.

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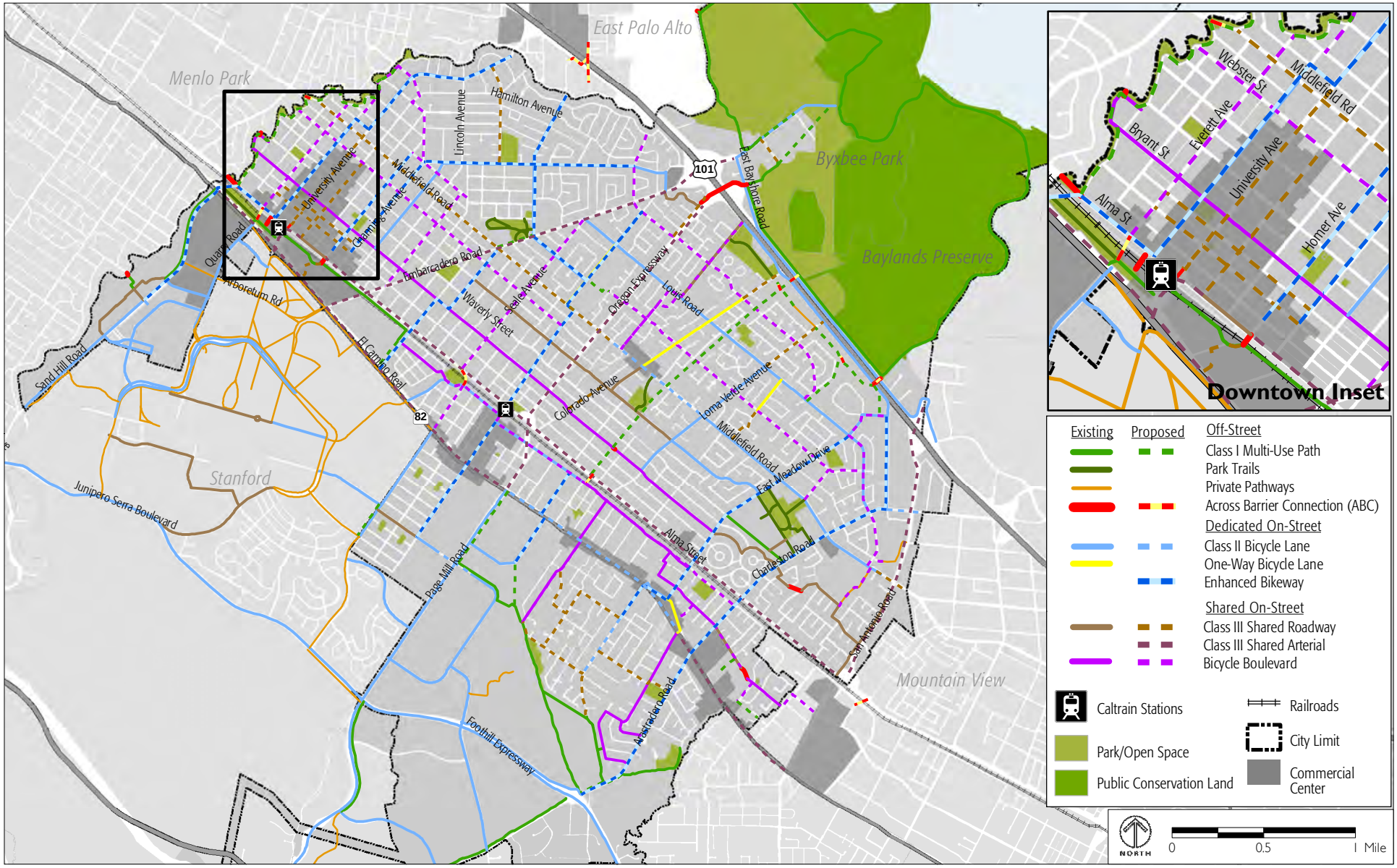
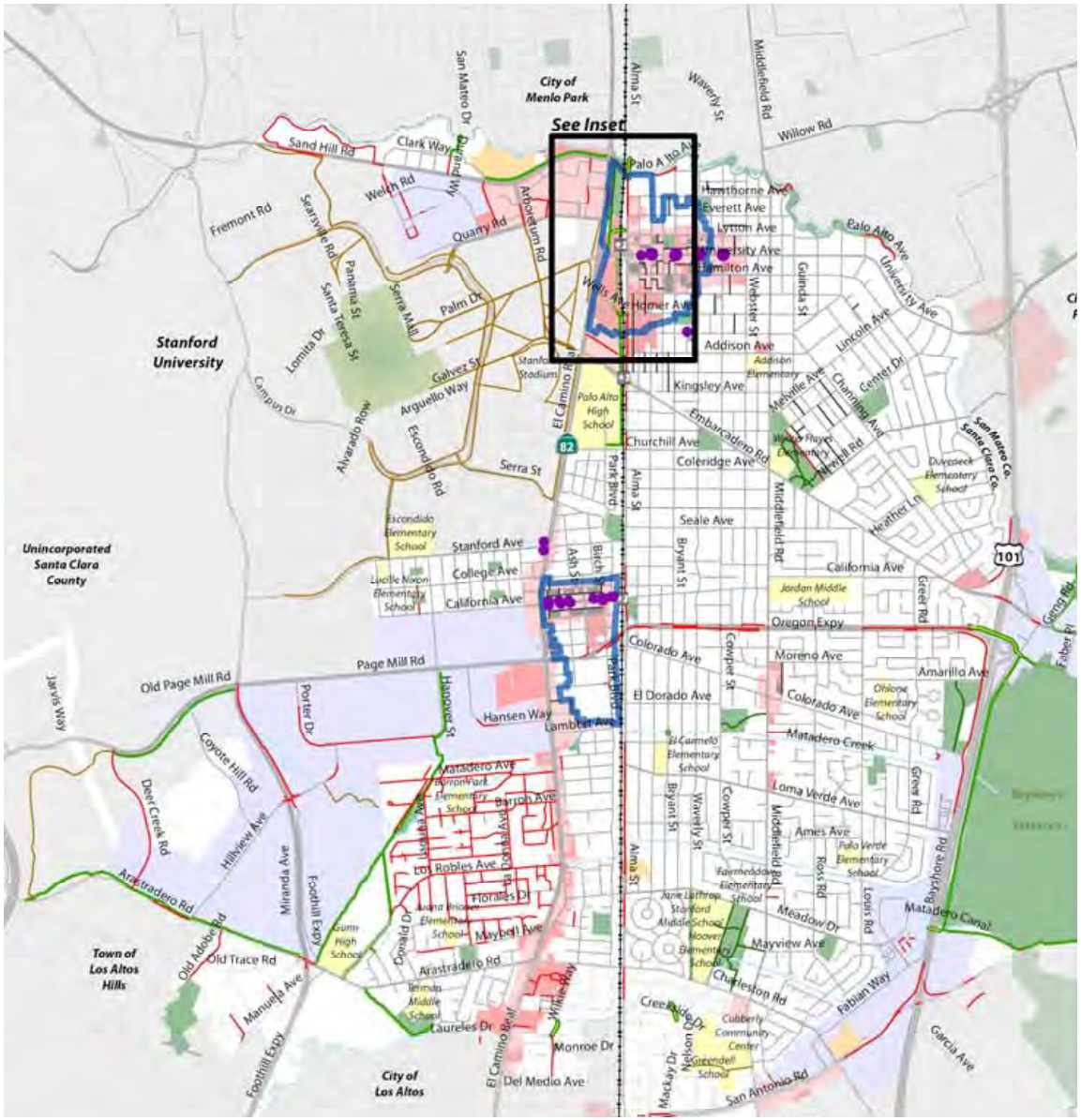


Source: City of Palo Alto, 2016; PlaceWorks, 2016.

MAP T-3

BIKEWAYS IN PALO ALTO



Source: City of Palo Alto, 2012.

MAP T-4

EXISTING PEDESTRIAN FACILITIES

STREETS

All modes of transportation in Palo Alto depend to some degree on the street network. The City's street network has remained essentially unchanged since the 1960s, except for projects along the Sand Hill Road corridor.

Street Classifications

Palo Alto's streets are categorized according to purpose, design and the volume of traffic they carry. This street hierarchy is defined below and is illustrated on Map T-5. Improvements to road surfaces, curbs, crossings, signage, landscaping, and sight lines must make streets safer for vehicles, but must consider the needs and safety of pedestrians and cyclists as well.

Palo Alto's Street Hierarchy

- ***Freeway***: *Major roadway with controlled access; devoted exclusively to traffic movement, mainly of a through or regional nature.*
- ***Expressway***: *Major roadway with limited access to adjacent properties; devoted almost exclusively to traffic movement, mainly serving through-traffic.*
- ***Arterial***: *Major roadway mainly serving through-traffic; takes traffic to and from expressways and freeways; provides access to adjacent properties.*
- ***Residential Arterial***: *Major roadway mainly serving through-traffic; takes traffic to and from express- ways and freeways; provides access to adjacent properties, most of which are residential properties located on both sides of the roadway with direct frontages and driveways on that roadway.*
- ***Collector***: *Roadway that collects and distributes local traffic to and from arterial streets, and provides access to adjacent properties.*
- ***Local***: *Minor roadway that provides access to adjacent properties only.*

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Roadway and Intersection Improvements

Efficient traffic circulation on major streets is a priority in Palo Alto, as is minimizing the diversion of through-traffic onto local residential streets. Intersections are the most constricted points on the network and tend to see the highest levels of congestion during the peak morning and afternoon commute periods. For that purpose, several key intersections and roadways segments, as shown on Map T-6, have been identified for monitoring.

A challenge is to balance the free flow of traffic with the safety of pedestrians and cyclists of all abilities, as well as with residents' desire to maintain low traffic speeds on residential arterials. Most future improvements will be made within existing rights-of-way and will provide for traffic calming or relatively small increases in roadway capacity by adding turn lanes or making other intersection adjustments.

Most future improvements will be made within existing rights-of-way and will provide for traffic calming or relatively small increases in roadway capacity by adding turn lanes or making other intersection adjustments. Other, specific local and regional transportation investments envisioned are:

- Full grade separations for automobiles, pedestrians, and bicyclists at Caltrain crossings,
- Retrofit/improvements to existing grade separated Caltrain crossings for pedestrians and bicyclists at California Avenue and University Avenue,
- Construction of new pedestrian and bicycle grade separated crossing of Caltrain in South Palo Alto and in North Palo Alto,
- Pedestrian and bicycle improvements derived from the 2012 Bicycle and Pedestrian Plan as amended over time,
- The US 101/Adobe Creek bicycle and pedestrian bridge,
- El Camino Real intersection and pedestrian safety/streetscape improvements,
- Downtown mobility and safety improvements,
- Geng Road extension to Laura Lane,
- Middlefield Road corridor improvements.

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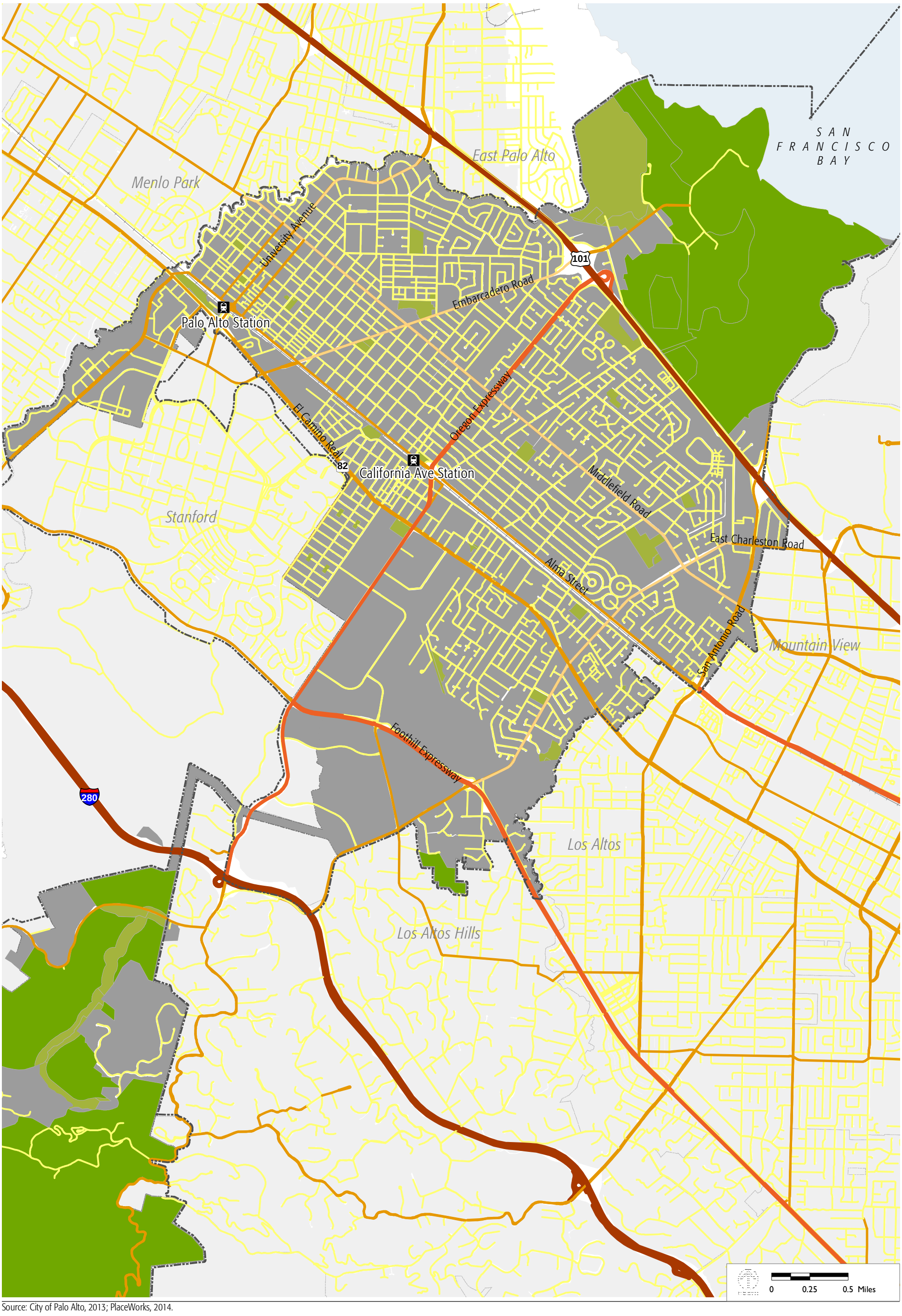

Source: City of Palo Alto, 2013; PlaceWorks, 2014.

Local/Collector
Residential Arterial
Arterial
Expressway
Freeway
Railroads
Caltrain Stations
Parks
Public Conservation Land
Sphere of Influence
City Boundary

PRELIMINARY DRAFT MAP T-5
ROADWAY NETWORK

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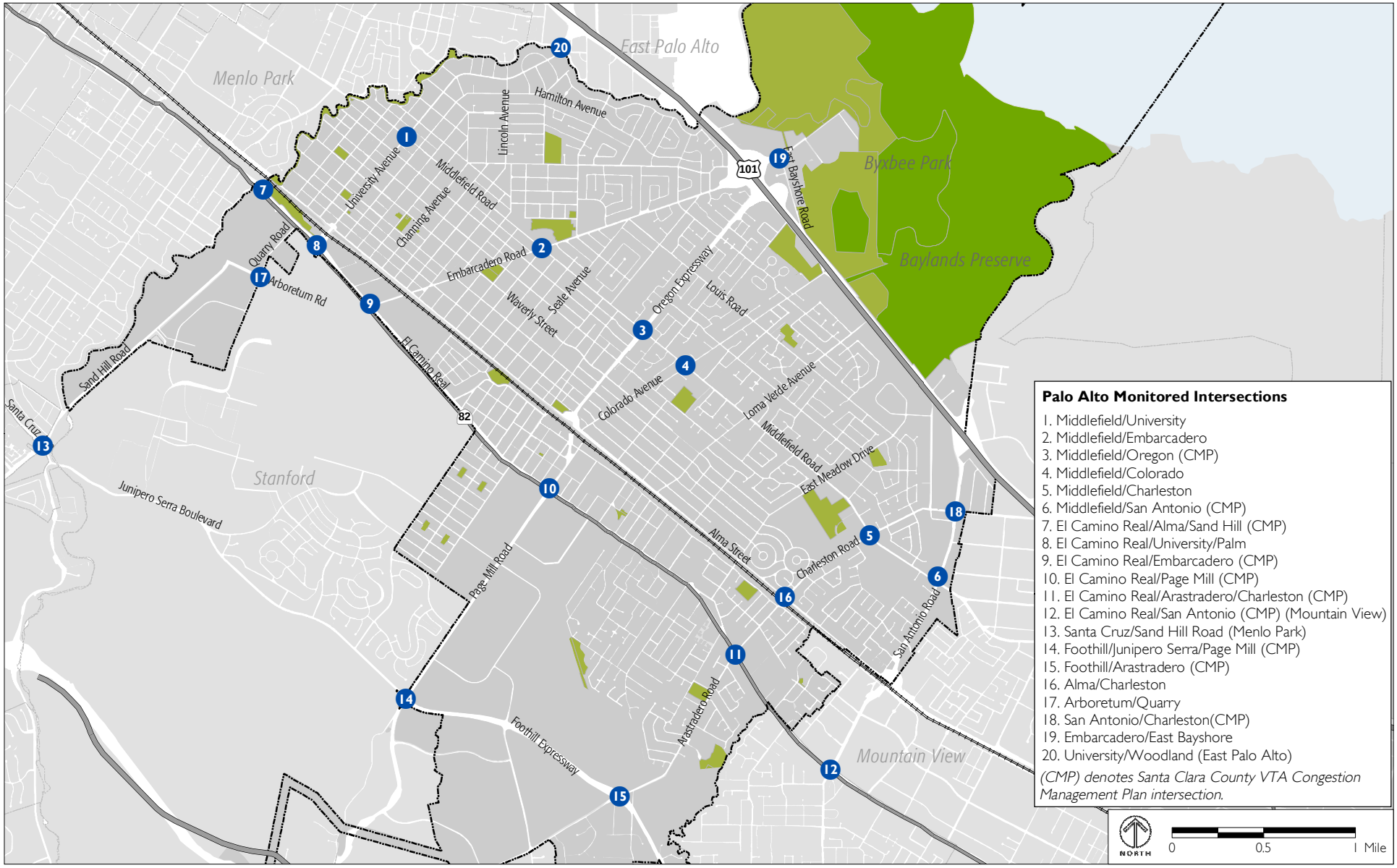

Source: City of Palo Alto, 2016; PlaceWorks, 2016.

MAP T-6

MONITORED INTERSECTIONS

Other agencies, including Santa Clara County, VTA, and Caltrans, are responsible for other major roadway projects that will directly affect Palo Alto streets, but are not under the jurisdiction of the City. Specifically:

- The County will implement elements of Expressway Plan 2040 in or near Palo Alto, including widening Oregon-Page Mill with HOV lanes and a bicycle/pedestrian trail between I-280 and Foothill Expressway, intersection improvements along Oregon-Page Mill between Porter and Hansen and at El Camino Real, reconfiguration of the interchange at I-280/Oregon-Page Mill Road, and an ITS/signal system Countywide,
- US 101 southbound improvements from San Antonio Road and Rengstorff Avenue.

These investments would be complemented by local and regional investments in transit and transportation demand management, as well as parking supply and parking management.

Level of Service and Vehicle Miles Traveled

Motor vehicle level of service (LOS) is a way of measuring traffic congestion based on average control delay per vehicle, and in some analyses, based on the ratio of the volume of traffic to the capacity of the road. LOS A is a free-flowing condition for cars and LOS F is an extreme congestion condition, with traffic volumes at or over capacity. LOS definitions for signalized intersections are shown in Table T-1. Policies in the Element ensure that the City will continue to use vehicular LOS at local intersections when evaluating development applications, including a project's potential contribution to cumulative LOS.

Table T-1 Signalized Intersection LOS Definitions Based on Average Delay

LOS	Average Control Delay Per Vehicle (Seconds)
A	10.0 or less
B	10.1 to 20.0
C	20.1 to 35.0
D	35.1 to 55.0
E	55.1 to 80.0
F	Greater than 80.0

Source: Transportation Research Board, 2000 Highway Capacity Manual. Washington, D.C. 2000.

Vehicle Miles Traveled

Transportation planning analyses used by cities to describe traffic and roadway and intersection operation, both for infrastructure planning and for new development projects, are evolving away from the traditional Vehicle Level of Service (LOS) metric towards a multi-modal perspective based on Vehicle Miles Traveled (VMT). California Senate Bill 743, passed in 2013, requires impacts from new development on transportation network performance to be viewed through a filter that promotes the reduction of greenhouse gas emissions, the development of multi-modal transportation networks, and a diversity of land uses. This Bill will shift the State away from LOS as the metric for evaluating transportation impacts under the California Environmental Quality Act (CEQA) and towards use of vehicle miles travelled (VMT) or VMT per capita. This shift recognizes that prioritizing the free flow of cars over any other roadway user contradicts State goals to reduce GHGs.

While LOS describes local-level impacts at a specific location, VMT describes network-wide impacts by measuring the number of miles traveled by motor vehicles within an area. VMT per capita divides the total amount of VMT by the population living and working in a community. Together, these measures can inform efforts to reduce commute lengths and enhance the availability of alternative transportation options.

Multi-modal level of service (MMLOS) is another analytical approach endorsed by policies in this Element, and applies the concept of LOS to all modes of travel. Within Santa Clara County, VTA is developing guidelines for multi-modal transportation planning to include in all transportation studies, and the City of Palo Alto will have an opportunity to participate in this effort. One possible outcome could be the adoption of metrics for safety, convenience, and delay for transit, bicycles, and pedestrians similar to the LOS standards the City has adopted for motor vehicles.

Rail Corridor

Palo Alto is bisected by the Caltrain rail corridor, which provides important connections to the wider Bay Area; however, it also creates a significant barrier to local connectivity and circulation. Policies in this Element address these issues as well as safety and desired service expansions to better serve the California Avenue Caltrain station.

To enhance local connectivity, improve pedestrian and bicycle circulation, and increase safety, the City of Palo Alto is also committed to pursuing grade separation

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for pedestrians, bicyclists, and automobiles at Caltrain crossings within the City and is considering conceptual grade separation alternatives. Recent studies have focused on three existing at-grade crossings at West Charleston Road, Meadow Drive, and Churchill Avenue; however there is significant interest in analyzing and pursuing grade separations at Alma Street as well, in addition to possible establishment of "quiet zones" for the near term.

NEIGHBORHOOD IMPACTS

Most Palo Alto streets are bordered by residential land uses. Citizens' concerns reflect chronic problems like speeding, regional traffic on local streets, and too much motor vehicle traffic. The City has designated some streets as residential arterials to recognize that they carry large volumes of through-traffic but also have residential uses on both sides of the street. The objective is to address the desires of residents of these streets who would like to have slower speeds, safer conditions for bicycles and pedestrians, and aesthetic improvements. This must be done economically and without appreciably reducing traffic capacity or diverting traffic onto other local neighborhood streets.

The Traffic Infusion on Residential Environment (TIRE) index is a measure of the effect of traffic on the safety and comfort of human activities, such as walking, cycling, and playing on or near a street and on the freedom to maneuver vehicles in and out of residential driveways. The TIRE index scale ranges from 0 to 5 depending on daily traffic volume. An index of 0 represents the least infusion of traffic and 5 the greatest, and thereby, the poorest residential environment.

Additionally, to address community concerns, the City has developed a Traffic Intrusion on Residential Environments (TIRE) methodology that estimates resident perception of traffic impacts based on anticipated average daily traffic growth. Although not required under the California Environmental Quality Act or pursuant to VTA guidelines, the City of Palo Alto uses the TIRE index to measure the impact of traffic on residents along a street.

Policies in this Element support traffic calming, which refers to projects that make permanent, physical changes to streets to slow traffic and/or reduce volumes, thus improving their safety and addressing residents' concerns. Traffic calming measures can reduce speeds and return some through-traffic from local streets and collector streets to nearby arterials, something that may be of increased importance given the advent of Google Maps and Waze. Traffic calming also includes education and enforcement measures that promote changes in driver behavior. Some examples of traffic calming measures include:

- Curb and Sidewalk Design. In many of the areas of Palo Alto built since World War II, an integral curb and sidewalk design was used, resulting in sidewalks immediately next to traffic lanes. Adding planting pockets and street trees would promote pedestrian use and also provide visual cues to drivers to reduce

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speeds. Curb extensions at intersections and crosswalks can also slow traffic speeds.

- **Reducing and Narrowing Lanes**. In commercial areas, it may be feasible to reduce the number of lanes for through-traffic without losing too much traffic handling capacity. In these areas, curb lanes are often not very useful for through-traffic since they may be blocked or slowed by cars turning into and out of driveways and parking spaces. In other areas, narrowing the travel lanes is a technique that can be used to reduce motor vehicle speeds.
- **Traffic Circles.** A traffic circle is a raised island in the center of an intersection that helps reduce speeding by forcing drivers to slow. Traffic circles have been shown to dramatically reduce collisions and are considered more bicycle-friendly than traditional two- or four-way stops controls. Because they don't require stops, traffic circles also reduce local air and noise pollution from stop–and-go traffic, and offer opportunities for added landscaping and tree planting. Traffic circles are already used in Palo Alto's residential neighborhoods, and the 2012 *Bicycle + Pedestrian Transportation Plan* calls for greater use of traffic circles, particularly along bicycle boulevards.

PARKING

Effectively managing parking supply and demand can reduce traffic congestion, protect the livability of residential neighborhoods, and support local businesses.

The parking-related policies in this plan articulate a phased approach. In the near-term, the focus will be on conducting needs assessments, which establish a baseline for adequate parking in each of the city's commercial centers and employment districts under current conditions, and creating parking management strategies, which optimize the use of existing parking spaces. In the mid- to long-term, as it becomes easier and more convenient to walk, bike, rideshare and use transit, and as the effectiveness of parking management programs can be measured, the focus will shift to recalibrating parking supply. Bridging between these two phases will require identifying performance standards for transit, walking, ridesharing and bicycling that represent the thresholds at which point mechanisms to phase in updated parking requirements and reduce space allocated to parking over time should be considered.

Parking management can be done in a number of ways, including optimizing use of existing spaces and incentivizing use of alternatives to the automobile. Technology is

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central to optimizing the use of existing spaces, and shared parking arrangements that allow different users to use the same spaces at alternate times can also optimize the use of existing spaces. Improving transit service, providing safe, convenient bicycle parking and enhancing the pedestrian realm can incentivize the use of transportation modes that don't require vehicle parking, while charging for parking makes it more likely that people will carpool, take transit, walk or bike.

The City has already begun to pilot new programs and gauge the effectiveness of parking management strategies in coordination with other transportation demand management initiatives. This plan seeks to set the stage for continued innovation and experimentation in both the public and private sectors to develop effective solutions. Over time, carefully managing parking supply can significantly reduce the number of parking spaces needed, moderate traffic congestion, reduce the costs of providing parking, encourage transit and sustainable transportation choices and support Palo Alto's goals for livable neighborhoods.

Policies also support increasing the number of safe, attractive, and well-designed bicycle parking spaces in Palo Alto, as well as bike share hubs and bike stations at Caltrain stations. Priority areas of the city for enhanced bike parking include heavily travelled mixed-use areas, commercial centers, employment districts, recreational/cultural facilities, multi-modal transportation facilities and ride share stops.

ROAD SAFETY

Traffic safety will continue to be among the City's top priorities in the future. City officials, city employees and community members are committed to working together to build better and safer streets, educate the public on traffic safety, enforce traffic laws, and adopt policy changes that save lives. The City is undertaking a comprehensive traffic safety program, and partners with Palo Alto Unified School District and the Palo Alto Parent Teacher Association (PTA) on a Safe Routes to School Program that encourages families to walk, bike, take transit and use other alternatives to driving to school more often and to reduce the risk of collisions for students.

A new approach to substantially reducing traffic-related fatality rates without compromising mobility is the Vision Zero Initiative, which is being implemented in cities throughout the US and Europe.. At the core of this approach is the pursuit of roadway safety for all users.

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TRANSIT-DEPENDENT COMMUNITIES

Young people, seniors, people with low incomes, and people with limited mobility all have special transportation needs. Palo Alto is committed to providing reasonable accessibility and mobility for all members of the community, including those who depend on transit because they cannot drive or choose not to.

As the baby boomer generation (i.e., those born between 1946 and 1964) ages, more and more people will forego driving or become unable to drive. Without proper access to affordable transit or families, friends, and/or neighbors who can provide rides, seniors face an increased risk of social and physical isolation. VTA offers seniors 65 and over a discounted Regional Transit Connection Card. In addition, Outreach, a non-profit organization that serves seniors and people with disabilities, offers transportation services in Santa Clara County, including a subsidized transit pass and subsidized taxi rides. While Outreach provides an important service to the community, there is a daily cap on the number of rides offered so all user requests may not be accommodated.

VTA's paratransit services are also provided by Outreach. Riders may reserve paratransit trips from one to three days in advance, between 8:00 a.m. and 5:00 p.m. for service the next day. However, paratransit services are limited to a ¾-mile corridor around the VTA bus routes and light rail stations. For travel outside of the service area, customers must arrange a transfer to the paratransit operator.

The policies in this Element support these and other efforts to serve transit dependent communities and also embrace the principle of universal design to achieve roadways and sidewalks that can accommodate people of all abilities and all users, including automobiles, pedestrians, bicyclists. Examples of universal design to support people with disabilities include placing pedestrian push buttons at wheelchair level, audible pedestrian crossing systems, sidewalk curb ramps, including wider ramps for strollers, increasing pedestrian crossing times, sidewalk widths of six feet or greater, roadway and sidewalk materials that reduce slipping and add stability, minimizing driveway crossings and obstructions, and avoiding steep grades and slopes.

Households that don't own a car are dependent on transit to reach work, including evening, nighttime, and weekend shifts, and to meet other daily needs. At the same time, in a 2016 survey of workers in downtown Palo Alto, 40 percent of service workers reported that they would take transit to work if it was less expensive. Improving mobility for low-income residents and workers could mean both expanding transit and shuttle service to off-peak hours and supporting programs to provide free or discounted transit passes.

REGIONAL COLLABORATION

Increasing population and traffic congestion over the past 20 years have required an increased emphasis on regional solutions to transportation issues. A regional approach is needed to avoid local solutions that simply shift the problem elsewhere

or produce unintended results. Transportation facilities like Caltrain or the Bayshore Freeway need to be managed regionally. Palo Alto is actively participating with other communities and Caltrain on electrification, known as the Peninsula Corridor Electrification Project (PCEP), which will replace existing diesel trains with electric ones along the 51-mile Caltrain corridor and enable Caltrain to both increase the number of trains it runs and run longer trains. While these changes offer benefits to regional commuters, they will increase delays and congestion at rail crossings until they are grade separated.

The Santa Clara County VTA Congestion Management Program (CMP) is the venue for transportation planning in the County and the conduit for most transportation funding. Palo Alto representatives participate on VTA advisory committees as well as numerous other Bay Area regional bodies affecting transportation, including the Metropolitan Transportation Commission (MTC), Association of Bay Area Governments (ABAG), and the Bay Area Air Quality Management District (BAAQMD).

High Occupancy Vehicle (HOV) lanes and express lanes are regional traffic management strategies aimed at reducing congestion on freeways and improving air quality. HOV lanes are reserved at peak travel times or longer for the exclusive use of vehicles with a driver and one or more passengers; although motorcycles and some alternative fuel and transit vehicles may also use the lanes. There are about 174 miles of freeway carpool lanes in Santa Clara County, including 84 miles along US 101 between the Palo Alto and Morgan Hill.

GOALS, POLICIES, AND PROGRAMS

SUSTAINABLE TRANSPORTATION

GOAL T-1 **Create a sustainable transportation system, complemented by a mix of land uses, that emphasizes walking, bicycling, use of public transportation, and other methods to reduce greenhouse gas emissions and the use of single occupancy motor vehicles.**

REDUCING RELIANCE ON SINGLE-OCCUPANT VEHICLES

POLICY T-1.1 Take a comprehensive approach to reducing single-occupant vehicle trips by involving those who live, work, and shop in Palo Alto in

developing strategies that make it easier and more convenient not to drive.

POLICY T-1.2 Collaborate with Palo Alto employers and business owners to develop, implement and expand comprehensive programs like the Transportation Management Association (TMA) to reduce single-occupant vehicle commute trips, including through incentives.

Program T1.2.1 Create a long-term education program to change the travel habits of residents, visitors, shoppers, and workers by informing them about transportation alternatives, incentives, and impacts. Work with the Palo Alto Unified School District and with other public and private interests, such as the Chamber of Commerce and Commuter Wallet partners, to develop and implement this program.

Program T1.2.2 Formalize Transportation Demand Management (TDM) requirements by establishing an ordinance that outlines when new development should be required to prepare and implement a TDM Plan and the performance standards. Require regular monitoring/reporting and provide for enforcement with meaningful penalties for non-compliance. The ordinance should also:

- Establish a list of effective TDM measures that include transit promotion, prepaid transit passes, commuter checks, car sharing, carpooling, parking cash-out, bicycle lockers and showers, shuttles to Caltrain and education and outreach to support the use of these modes.
- Require TMA membership and provide a system for incorporating alternative measures as new ideas for TDM are developed.
- Establish a mechanism to monitor the success of TDM measures and track the cumulative reduction of peak period motor vehicle trips.TDM measures should achieve the following reduction in peak period motor

Transportation Demand Management (TDM)

The term Transportation Demand Management (TDM) encompasses a coordinated set of strategies that are designed to reduce the use of single occupancy vehicles, and thereby reduce both traffic and parking demand. TDM programs include investments in alternative transportation improvements; incentives for local employees to take transit, walk, or bike; parking management; and marketing. In Palo Alto, the Transportation Management Authority (TMA), an independent non-profit organization that works collaboratively with the City and the business community, is responsible for coordinating TDM programs. Transportation Demand Management Strategies are also referenced under Program T-5.2.3.

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vehicle trips from the rates included in the Institute of Transportation Engineers' Trip Generation Manual for the appropriate land use category:

- 45 percent reduction in the Downtown district
- 35 percent reduction in the California Avenue area
- 30 percent reduction in the Stanford Research Park
- 30 percent reduction in the El Camino Real Corridor
- 20 percent reduction in other areas of the city

- Establish a system that allows new development to achieve "no net new vehicle trips" by reducing trips to the site through TDM measures, and then offsetting remaining trips via enforceable agreements with other entities or organizations like the TMA that are committed to reducing existing vehicle trips.

Program T1.2.3 Evaluate the performance of pilot programs implemented by the Palo Alto Transportation Management Association and pursue expansion from Downtown to California Avenue and other areas of the city when appropriate.

Program T1.2.4 Site City facilities near high-capacity transit and revise existing regulations, policies, and programs to encourage telecommuting, satellite office concepts, and work-at-home options.

Reducing Greenhouse Gas Emissions

Policy T-1.3 Reduce GHG and pollutant emissions associated with transportation by reducing vehicle miles traveled and per-mile emissions through increasing transit options and through the use of zero-emission vehicle technologies to meet City and State goals for GHG reductions by 2030.

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Program T1.3.1 Develop an electric vehicle promotion program that identifies policy and technical issues, barriers and opportunities to the expansion of electric vehicles.

Program T1.3.2 Use low-emission vehicles for the Palo Alto Free Shuttle and work with transit providers, including SamTrans and VTA, to encourage the adoption of electric, fuel cell or other zero emission vehicles. Also work with private bus and shuttle providers, delivery companies, and ride services.

POLICY T-1.4 Ensure that electric vehicle charging infrastructure, including infrastructure for charging e-bikes, is available citywide.

Program T1.4.1 Update the Zoning Ordinance to ensure compatibility with the electric vehicle infrastructure ordinance.

Program T1.4.2 Periodically review requirements for electric and plug-in vehicle infrastructure in new construction. Consider and periodically review requirements for electric and plug-in infrastructure for remodels. Consider costs to the City, including identifying payment options.

INCREASING TRANSIT USE

POLICY T-1.5 Encourage innovation and expanded transit access to regional destinations, multi-modal transit stations, employment centers and commercial centers, including those within Palo Alto through the use of efficient public and/or private transit options such as rideshare services, on-demand local shuttles, and other first/last mile connections.

Program T1.5.1 Collaborate with transit providers, including Caltrain, bus operators and rideshare companies, to develop first/last mile connection strategies that boost the use of transit and shuttle service for local errands and commuting.

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Program T1.5.2 Use bike share to enhance first/last mile connections and locate bike stations at transit hubs. Also continue to work with Caltrain, Amtrak, and public bus operators to expand bicycle storage on public transit vehicles during both peak and off-peak hours.

POLICY T-1.6 Advocate for transit providers to coordinate train, bus, and shuttle schedules at multi-modal transit stations, and other transit information centers, to enable efficient transfer among public transit modes.

POLICY T-1.7 Work to ensure public and private school commute patterns are accommodated in the local transit system, including through schedule and route coordination.

POLICY T-1.8 Continue to encourage the provision of amenities such as seating, lighting, and signage, including real-time arrival information, at bus and shuttle stops and train stations to increase rider comfort, safety, and convenience.

ENHANCING RAIL AND BUS SERVICE

POLICY T-1.9 Support Caltrain modernization and electrification, capacity and service enhancements and extension to Downtown San Francisco.

POLICY T-1.10 Encourage continued enhancement of the Caltrain stations as important transportation nodes for the city.

Program T1.10.1 Collaborate with Stanford University, VTA, Caltrain and other agencies to pursue improvements to the Palo Alto Station/Transit Center area aimed at enhancing pedestrian experience and improving circulation and access for all modes.

Program T1.10.2 In collaboration with Caltrain and Stanford Research Park, pursue expansion of service to the California Avenue Caltrain Station and creation of an enhanced transit center at the Station, including connections to VTA bus service, the Palo Alto Free Shuttle, the Marguerite, and other private shuttles serving the Research Park.

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POLICY T-1.11 Collaborate with transit agencies in planning and implementing convenient, efficient, coordinated and effective bus service in Palo Alto that addresses the needs of all segments of our population.

Program T1.11.1 Strongly recommend that VTA maintain existing service and coverage levels in Palo Alto.

Program T1.11.2 Work with VTA to explore VTA express bus service routes that would serve the Stanford Research Park, California Avenue, Stanford University, and Downtown.

Program T1.11.3 Study the feasibility of, and if warranted provide, traffic signal prioritization for buses at Palo Alto intersections, focusing first on regional transit routes. Also, advocate for bus service improvements on El Camino Real such as queue jump lanes and curbside platforms.

SHUTTLE SERVICE, RIDESHARING AND FIRST/LAST MILE CONNECTIONS

POLICY T-1.12 Encourage services that complement and enhance the transportation options available to help Palo Alto residents and employees make first/last mile connections and travel within the city for daily needs without using a single occupancy vehicle, including shuttle, taxi and ridesharing services.

Program T1.12.1 Investigate a pilot program to subsidize a taxi, rideshare, or transit program for Palo Altans to get to/from downtown, including offering education and incentives to encourage users.

POLICY T-1.13 Continue the Palo Alto Free Shuttle program and work with partners to enhance service by increasing frequency and prioritizing destinations of value to the community, including health centers, parks, schools, senior centers, and shopping areas and other places where residents gather.

Program T1.13.1 Conduct a comprehensive study of the shuttle system in collaboration with community members, people with special needs, and PAUSD to:

- Evaluate current routes and ridership;

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- Identify potential service improvements, including new or modified routes; expanded schedules that accommodate daytime, evening, and weekend demand; facilitating transit connections, and improvements to the safety and appearance of shuttle stops;
- Explore partnerships with other services that could complement and supplement the Palo Alto Shuttle;
- Develop clear and engaging materials to explain and promote shuttle use with the purpose of reducing barriers to use; and
- Establish a schedule for regular evaluation and reporting to optimize shuttle system use and effectiveness.

POLICY T-1.14 Encourage employers to develop shared shuttle services to connect employment areas with the multi-modal transit stations and City amenities, and to offer employees education and information on how to use shuttles.

BICYCLING AND WALKING

POLICY T-1.15 Promote bicycle use as an alternative way to get to work, school, shopping, recreational facilities and transit stops.

Program T1.15.1 Allocate funding for regular surveys of bicycle use across the city, by collecting bicycle counts on important and potential bicycle corridors.

Program T1.15.2 Consider marketing strategies, such as a recurring Palo Alto Open Streets program of events potentially in coordination with local business groups, which would include street closures and programming.

Program T1.15.3 Encourage private schools within the community to develop Walk and Roll Maps as part of Transportation Demand Management strategies to reduce vehicle trips.

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Program T1.15.4 Participate in local and regional encouragement events such as Palo Alto Walks and Rolls, Bike to Work Day, and Bike Palo Alto! that encourages a culture of bicycling and walking as alternatives to single occupant vehicle trips.

POLICY T-1.16 Require new office, commercial, and multi-family residential developments to provide improvements that improve bicycle and pedestrian connectivity as called for in the 2012 Bicycle + Pedestrian Transportation Plan.

POLICY T-1.17 Increase cooperation with surrounding communities and other agencies to establish and maintain off-roadway bicycle and pedestrian paths and trails that are integrated with creek, utility, railroad rights-of-way and green spaces in a manner that helps enhance and define the community and avoids environmental impacts.

POLICY T-1.18 Provide facilities that encourage and support bicycling and walking.

Program T1.18.1 Adjust the street evaluation criteria of the City's Pavement Management Program to ensure that areas of the road used by bicyclists are maintained at the same standards as, or at standards higher than, areas used by motor vehicles. Include bicycle and e-bike detection in intersection upgrades.

Program T1.18.2 Prioritize investments for enhanced pedestrian access and bicycle use within Palo Alto and to/from surrounding communities, including by incorporating improvements from related City Plans, for example the 2012 *Bicycle + Pedestrian Transportation Plan* and the Parks, Trails & Open Space Master Plan, as amended, into the capital improvements plan.

Program T1.18.3 Increase the number of east-west pedestrian and bicycle crossings across Alma Street and the Caltrain corridor, particularly south of Oregon Expressway.

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Program T1.18.4 Encourage the use of bike sharing, and the provision of required infrastructure throughout Palo Alto, especially at transit stations and stops, job centers, community centers, and other destinations.

Program T1.18.5 Improve amenities such as seating, lighting, bicycle parking, street trees, and interpretive stations along bicycle and pedestrian paths and in City parks to encourage walking and cycling and enhance the feeling of safety.

POLICY T-1.19 Regularly maintain off-roadway bicycle and pedestrian paths, including sweeping, weed abatement, and surface maintenance.

Program T1.19.1 Develop cooperative programs with the City and businesses that promote good community stewardship by keeping sidewalks clean in the University Avenue/Downtown and California Avenue business districts, and other centers.

POLICY T-1.20 Maintain pedestrian- and bicycle-only use of alleyways Downtown and in the California Avenue area where appropriate to provide connectivity between businesses and parking and transit stops, and consider public art in the alleyways as a way to encourage walking.

MONITORING PROGRESS

POLICY T-1.21 Continue to measure the effectiveness of the City's transportation network to make better decisions on transportation issues.

Program T1.21.1 Collect, analyze and report transportation data through surveys and other methods, to evaluate implementation of related policies on a regular basis. Also track progress on build-out of the *Bicycle + Pedestrian Plan* network.

POLICY T-1.22 Monitor VMT per capita and citywide greenhouse gas (GHG) emissions from mobile sources as a measure of progress toward the City's goal of reducing GHG 80% below 1990 levels by 2030.

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POLICY T-1.23 Monitor and publicly report on the level of service at critical intersections (as shown on Map T-5) on a regular basis and consider additional intersections to add to this list to monitor the effectiveness of the City's growth management policies. Also monitor multi-modal level of service for arterials and residential arterials.

FUNDING IMPROVEMENTS

POLICY T-1.24 Evaluate transportation funding measures periodically for ongoing transportation improvements that will help mitigate the impacts of future development and protect residents' quality of life.

Program T1.24.1 As part of the effort to reduce traffic congestion, regularly evaluate the City's current Transportation Impact Fee to implement transportation projects, and consider new fees that new development projects must pay to the City for use in reducing motor vehicle trips to the extent feasible through the provision of transit services, shuttles, carpool/rideshare incentives, bicycle lanes, and similar programs and improvements.

POLICY T-1.25 Collaborate with adjacent communities to ensure that Palo Alto and its immediate neighbors receive their fair share of regional transportation funds, proportional to the need and demand for transportation improvements within these communities to address region-wide transportation issues.

Program T1.25.1 In collaboration with regional agencies and neighboring jurisdictions, identify and pursue funding for rail corridor improvements and grade separation.

POLICY T-1.26 Collaborate with public interest groups as well as federal, State, and local governments to study and advocate for transportation regulatory changes, such as an increase in the gasoline tax.

TRAFFIC DELAY AND CONGESTION

GOAL T-2 Decrease delay, congestion, and vehicle miles travelled with a priority on our worst intersections and our peak commute times, including school traffic.

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POLICY T-2.1 Working with congestion management authorities including the Valley Transportation Authority (VTA) and the City/County Association of Governments of San Mateo County (C/CAG), implement traffic management strategies and technologies, such as signal coordination, centralized traffic control, and real-time travel information, to reduce traffic congestion in and around Palo Alto.

Program T2.1.1 Implement computerized traffic management systems to improve traffic flow when feasible.

Program T2.1.2 Implement a program to monitor, coordinate, and optimize traffic signal timing a minimum of every two years along arterial and residential arterial streets.

POLICY T-2.2 As part of the effort to reduce traffic congestion, seek ongoing funding and engage employers to operate and expand Transportation Management Associations (TMAs) to address transportation and parking issues as appropriate in the City's employment districts.

Program T2.2.1 Work in partnership with the Downtown TMA and Stanford University to aggregate data and realize measurable reductions in single-occupant vehicle commuting to and from Downtown and in the Stanford Research Park.

POLICY T-2.3 Use motor vehicle level of service (LOS) at signalized intersections to evaluate the potential impact of proposed projects, including contributions to cumulative congestion. Use signal warrants and other metrics to evaluate impacts at unsignalized intersections..

Program T2.3.1 When adopting new CEQA significance thresholds for compliance with SB 743 (2013), also adopt desired standards for LOS at signalized intersections for use in evaluating the consistency of proposed project with the Comprehensive Plan.

POLICY T-2.4 Consistent with the principles of Complete Streets adopted by the City, work to achieve and maintain acceptable levels of service for transit vehicles, bicyclists, pedestrians and automobiles on roads in Palo Alto.

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Program T2.4.1 Establish and maintain thresholds for acceptable multi-modal levels of service for intersections in Palo Alto.

Program T2.4.2 Revise protocols for office, commercial, and multi-family residential development proposals to evaluate multi-modal level of service and identify gaps in the low stress bicycle and pedestrian network.

Schools and Childcare Facility Congestion

Policy T-2.5 Encourage the location of childcare facilities near major employment hubs to reduce traffic congestion associated with child pick-up and drop-off.

Policy T-2.6 Work with PAUSD to ensure that decisions regarding school assignments are analyzed to reduce peak period motor vehicle trips to and from school sites.

Policy T-2.7 Work with the PAUSD to resolve traffic congestion issues associated with student drop-off and pick-up. Address pedestrian and bicycle access, circulation, and related issues such as coordinating bell schedules on City rights-of-way adjacent to schools and on PAUSD property.

Streets

GOAL T-3 Maintain an efficient roadway network for all users.

Efficient Circulation

Policy T-3.1 Maintain a hierarchy of streets that includes freeways, expressways, arterials, residential arterials, collector streets, and local streets, balancing the needs of all users in a safe and appropriate manner.

Program T3.1.1 Identify desired routes for transit, cycling and regional traffic as well as priorities for study and investments.

Policy T-3.2 Enhance connections to, from and between parks, community centers, recreation facilities, libraries and schools for all users.

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Policy T-3.3 Avoid major increases in single occupant vehicle capacity when constructing or modifying roadways unless needed to remedy severe congestion or critical neighborhood traffic problems. Where capacity is increased, balance the needs of motor vehicles with those of pedestrians and bicyclists.

Policy T-3.4 Regulate truck movements and large commercial buses in a manner that balances the efficient movement of trucks and buses while preserving the residential character of Palo Alto's street system.

Street Design and Modification Projects

Policy T-3.5 When constructing or modifying roadways, plan for use of the roadway by all users.

Program T3.5.1 Update the comprehensive roadway design standards and criteria to be consistent with complete streets best practices and the Urban Forest Master Plan, focusing on bicycle and pedestrian safety and multi-modal uses. Consider opportunities to incorporate best practices from the National Association of City Transportation Officials guidelines for urban streets and bikeways, tailored to the Palo Alto context.

Program T3.5.2 Establish procedures for considering the effects of street design on emergency vehicle response time.

Policy T-3.6 Consider pedestrians, bicyclists, e-bikes, and motorcycles when designing road surfaces, curbs, crossings, signage, landscaping, and sight lines.

Policy T-3.7 Encourage pedestrian-friendly design features such as sidewalks, street trees, on-street parking, gathering spaces, gardens, outdoor furniture, art, and interesting architectural details.

Policy T-3.8 Add planting pockets with street trees to provide shade, calm traffic and enhance the pedestrian realm.

Policy T-3.9 Support city-wide sustainability efforts by preserving and enhancing the tree canopy where feasible within the public right of way, consistent with the Urban Forest Management Plan, as amended.

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POLICY T-3.10 Participate in the design and implementation of comprehensive solutions to traffic problems near Stanford Shopping Center and Stanford Medical Center.

Program T3.10.1 Support increased public transit, traffic management and parking solutions to ensure safe, convenient access to and from the Stanford Shopping Center/ Medical Center area.

Program T3.10.2 Implement and monitor Development Agreement traffic mitigations at Stanford Medical Center.

Program T3.10.3 Provide safe, convenient pedestrian, bicycle, and transit connections between the Stanford Shopping Center/Medical Center areas and housing along the Sand Hill Road/Quarry Road corridors to Palo Alto Station, Downtown Palo Alto, and other primary destinations.

Program T3.10.4 Study extension of Quarry Road for transit, pedestrians and bicyclists to access the Palo Alto Transit Center from El Camino Real. Also study the feasibility of another pedestrian and bicycle underpass of Caltrain at Everett Street.

POLICY T-3.11 Consider the objectives of the Grand Boulevard Initiative and the South El Camino Boulevard Design Guidelines when designing roadway and pedestrian improvements along El Camino Real. Pursue wide sidewalks, pedestrian friendly building design, and planting pockets with street trees.

POLICY T-3.12 Coordinate roadway improvements with other transportation and utility infrastructure improvements such as sewer and water.

POLICY T-3.13 Work with Caltrans, Santa Clara County and VTA to improve east and west connections in Palo Alto and maintain a circulation network that binds the city together in all directions.

POLICY T-3.14 Continue to prioritize the safety of school children in street modification projects that affect school travel routes, including during construction.

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Rail Corridor

Policy T-3.15 Pursue grade separation of rail crossings along the rail corridor as a City priority.

Program T3.15.1 Undertake studies and outreach necessary to advance grade separation of Caltrain to become a "shovel ready" project and strongly advocate for adequate State, regional, and federal funding for design and construction of railroad grade separations.

Program T3.15.2 Conduct a study to evaluate the implications of grade separation on bicycle and pedestrian circulation.

Policy T-3.16 Keep existing at-grade rail crossings open to motor vehicles, pedestrians, and bicyclist, consistent with results of a focused circulation study and a context sensitive alternatives analysis.

Policy T-3.17 Until grade separation is completed, improve existing at-grade rail crossings to ensure the highest feasible level of safety along the corridor and provide additional safe, convenient crossings.

Program T3.17.1 Commission a Palo Alto Avenue crossing study to identify potential near-term safety and accessibility improvements, including implementation of a "quiet zone."

Program T3.17.2 Work with Caltrain to ensure that the rail tracks are safe and secure with adequate fencing and barriers.

Policy T-3.18 Improve safety and minimize adverse noise, vibrations and visual impacts of operations in the Caltrain rail corridor on adjoining districts, public facilities, schools and neighborhoods with or without the addition of High Speed Rail.

Neighborhood Impacts

GOAL T-4 Protect local streets that contribute to neighborhood character and provide a range of local transportation options.

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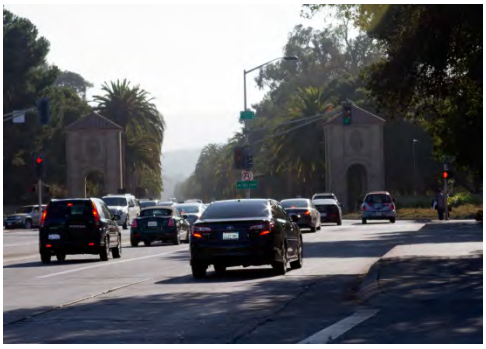

POLICY T-4.1 Keep all neighborhood streets open as a general rule.

POLICY T-4.2 Implement traffic calming measures to slow traffic on local and collector residential streets, and prioritize traffic calming measures for safety over congestion management.

Program T4.2.1 Identify specific improvements that can be used to discourage drivers from using local, neighborhood streets to bypass traffic congestion on arterials.

Program T4.2.2 Periodically evaluate residential areas for traffic impacts and use the results of that evaluation to prioritize traffic calming measures.

POLICY T-4.3 Maintain the following roadways as residential arterials, treated with landscaping, medians, and other visual improvements to distinguish them as residential streets, in order to improve safety:

- Middlefield Road (between San Francisquito Creek and San Antonio Road)
- University Avenue (between San Francisquito Creek and Middlefield Road)
- Embarcadero Road (between Alma Street and West Bayshore Road)
- East and West Charleston Road/Arastradero Road (between Miranda Avenue and Fabian Way).

Program T4.3.1 Use landscaping and other improvements to establish clear "gateways" at the points where the Oregon Expressway, University Avenue and Embarcadero Road transition from freeways to neighborhoods.

POLICY T-4.4 Minimize the danger of increased commercial ingress/egress adjacent to major intersections, and noticeable increases in traffic from new development in residential neighborhoods, through traffic mitigation measures.

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POLICY T-4.5 Require project proponents to employ the Traffic Impact on Residential Environments (TIRE) methodology to measure potential street impacts from proposed new development of all types in residential neighborhoods.

POLICY T-4.6 Require new residential development projects to implement best practices for street design, stormwater management and green infrastructure.

MOTOR VEHICLE AND BICYCLE PARKING

GOAL T-5 **Encourage attractive, convenient, efficient and innovative parking solutions for all users.**

MANAGING PARKING SUPPLY

POLICY T-5.1 All new development projects should meet parking demand generated by the project, without the use of on-street parking, consistent with the established parking regulations. As demonstrated parking demand decreases over time, parking requirements for new construction should decrease.

Program T5.1.1 Evaluate the need to update parking standards in the municipal code, based on local conditions, different users' needs and baseline parking need. Allow the use of parking lifts for Office/R&D and multi-family housing as appropriate.

Program T5.1.2 Consider reducing parking requirements for retail and restaurant uses as a way to encourage new businesses and the use of alternative modes..

Program T5.1.3 Work with stakeholders in each commercial center and employment district to monitor conditions and determine the appropriate timing for revisions to parking requirements.

Program T5.1.4 Study the feasibility of unbundled parking for office, commercial, and multi-family residential developments (including senior housing developments) that are well-served by transit and demonstrated walking and biking connections.

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POLICY T-5.2 Continue to implement a comprehensive program of parking supply and demand management strategies citywide to optimize the use of existing parking spaces.

Program T5.2.1 Use technology to help identify parking availability and make it easy to pay any parking fees.

Program T5.2.2 In the Downtown, work with the TMA to implement pilot projects that test the effectiveness of strategies for employees, such as reduced cost transit passes and ridesharing programs. Review pilot project results and consider expanding to other areas of the city, such as California Avenue.

Program T5.2.3 Consider applying a pricing strategy to address public parking shortages citywide that is flexible in response to demand and supply. Conduct a feasibility study that considers the potential impact of a pricing strategy for retail and commercial areas, and potential benefits for TDM.

Program T5.2.4 Implement Council-adopted recommendations from the parking management study for the Downtown area, which address the feasibility of removing color-coded parking zones, and dynamic pricing and management policies to prioritize short-term parking spaces closest to the commercial core for customers, garage parking for employees, and neighborhood parking for residents.

POLICY T-5.3 Work with merchants when designating dedicated employee (long term) parking areas in public parking lots and garages.

POLICY T-5.4 Encourage shared parking where complementary demand timing is demonstrated in order to optimize parking spaces in commercial centers and employment districts.

Program T5.4.1 Explore incentives to encourage privately initiated shared parking among individual property owners when developments have excess parking that can be available for other businesses to use.

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POLICY T-5.5 Minimize the need for employees to park in and adjacent to commercial centers, employment districts and schools.

PARKING INFRASTRUCTURE AND DESIGN

POLICY T-5.6 Strongly encourage the use of below-grade or structured parking instead of surface parking for new developments of all types while minimizing negative impacts including groundwater and landscaping where feasible.

POLICY T-5.7 Promote vehicle parking areas designed to reduce stormwater runoff, increase compatibility with street trees and add visual interest to streets and other public locations. Encourage the use of photovoltaic panel or tree canopies in parking lots or on top of parking structures to provide cover, consistent with the Urban Forest Master Plan.

Program T5.7.1 Study the feasibility of retrofitting City-owned surface parking lots to implement best management practices for stormwater management and urban heat island mitigation, including green infrastructure, permeable pavement and reflective surfaces.

Program T5.7.2 Identify incentives to encourage the retrofit of privately owned surface parking areas to incorporate best management practices for stormwater management and urban heat island mitigation as well as incentives for the provision of publicly accessible bicycle parking in privately owned lots.

POLICY T-5.8 Promote safety for pedestrians in City-owned parking lots by adopting standards for landscaping, signage, walkways and lighting that reduce crime and ensure a safe and orderly flow of traffic.

POLICY T-5.9 Encourage the use of adaptive design strategies in new parking facilities in order to facilitate reuse in the future if and when conditions warrant.

RESIDENTIAL PARKING

POLICY T-5.10 Protect residential areas from parking impacts of nearby businesses.

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Program T5.10.1 Coordinate with neighborhood groups to evaluate the need for a residential parking permit program in areas outside Downtown Palo Alto and College Terrace.

Bicycle Parking

Policy T-5.11 To promote bicycle use, increase the number of safe, attractive and well-designed bicycle parking spaces available in the city, including spots for bicycle trailers, prioritizing heavily travelled areas such as commercial and retail centers, employment districts, recreational/ cultural facilities, multi-modal transit facilities, and ride share stops for bicycle parking infrastructure.

Program T5.11.1 Work with private sector partners, including employers, merchants and community service providers, to identify ways to provide more bicycle parking, including e-bike parking with charging stations, near existing shops, services and places of employment.

Program T5.11.2 Consider installing secure electronic bike lockers such as the BikeLink system, at high theft locations, including transit stations and parking garages.

Program T5.11.3 Assess the need to provide additional bicycle parking in City-owned parking lots and rights-of-way.

Road Safety

GOAL T-6 **Provide a safe environment for motorists, pedestrians, and bicyclists on Palo Alto streets.**

Policy T-6.1 Continue to make safety the first priority of citywide transportation planning. Prioritize pedestrian, bicycle, and automobile safety over motor vehicle level-of-service at intersections and motor vehicle parking.

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Program T6.1.1 Follow the principles of the safe routes to schools program to implement traffic safety measures that focus on Safe Routes to work, shopping, downtown, community services, parks, and schools.

Program T6.1.2 Develop, distribute and aggressively promote maps and apps showing safe routes to work, shopping, community services, parks and schools within Palo Alto in collaboration with stakeholders, including PAUSD, major employers, TMAs, local businesses and community organizations.

Program T6.1.3 Address pedestrian safety along Alma Street between Embarcadero Road and Lytton Street.

POLICY T-6.2 Address pedestrian safety on shared-use paths through the use of signs, pavement markings, and outreach to users, encouraging them to be safe and courteous. Pursue the goal of zero severe injuries and roadway fatalities on Palo Alto city streets.

Program T6.2.1 Regularly collect severity and location data on roadway collisions for all modes of travel, including fatalities and severe injuries. In collaboration with Santa Clara County, develop an up-to-date, public database for this information.

POLICY T-6.3 Continue to work with Caltrain to increase safety at train crossings, including improving gate technology, and signal coordination.

POLICY T-6.4 Continue the Safe Routes to School partnership with PAUSD and the Palo Alto Council of PTAs.

Program T6.4.1 Periodically update the Adopted School Commute Corridors Network to include updated school commute routes. Ensure these routes are prioritized for safety improvements and considered in land use planning decisions.

Program T6.4.2 Establish standards and procedures for maintaining safe bicycling routes, including signage for warnings and detours during construction projects.

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Program T6.4.3 In collaboration with PAUSD, provide adult crossing guards at school crossings that meet adopted criteria.

POLICY T-6.5 Support PAUSD adoption of standard Safe Routes to School policies and regulations that address the five E's of education, encouragement, enforcement, engineering, and evaluation.

POLICY T-6.6 Use engineering, enforcement, and educational tools to improve traffic safety on City roadways.

Program T6.6.1 Periodically evaluate safety on roadways and at intersections and enhance conditions through the use of signal technology and physical changes. Consider the construction of traffic circles for improved intersection safety.

Program T6.6.2 Continue to provide educational programs for children and adults, in partnership with community-based educational organizations, to promote the safe use of bicycles, including the City-sponsored bicycle education programs in the public schools and the bicycle traffic school program for juveniles.

Program T6.6.3 Work with PAUSD and employers to promote roadway safety for all users, including motorized alternatives to cars and bikes such as mopeds and e-bikes, through educational programs for children and adults.

Program T6.6.4 Complete a mobility and safety study for downtown Palo Alto, looking at ways to improve circulation and safety for all modes.

Program T6.6.5 Identify and implement safety improvements for underpasses, including on Embarcadero Road.

Program T6.6.6 Improve pedestrian crossings by creating protected areas and better pedestrian and traffic visibility. Use a toolbox including bulb outs, small curb radii, high visibility crosswalks, and landscaping.

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Program T6.6.7 Establish standards and procedures to maintain safe bicycling routes and adequately and safely sign warnings and detours during construction projects.

Program T6.6.8 Establish a program to educate residents to keep sidewalks clear of parked cars, especially on narrow local streets in neighborhoods with rolled curbs. Survey for compliance annually.

POLICY T-6.7 Use appropriate technology to monitor and improve circulation safety throughout the City.

Program T6.7.1 Evaluate the performance of safety improvements and identify methods to encourage alternative transportation modes.

POLICY T-6.8 Vigorously and consistently enforce speed limits and other traffic laws for both motor vehicle and bicycle traffic.

TRANSIT-DEPENDENT COMMUNITY

GOAL T-7 **Provide mobility options that allow people who are transit dependent to reach their destinations.**

POLICY T-7.1 Support mobility options for all groups in Palo Alto who require transit for their transportation.

Program T7.1.1 Expand transportation opportunities for transit-dependent riders by supporting discounts for taxi fares, rideshare services, and transit, by coordinating transit systems to be shared by multiple senior housing developments, and by maintaining a database of volunteer drivers, and other transit options.

Program T7.1.2 Coordinate with social service agencies and transit agencies to fill gaps in existing transportation routes and services accessible to transit-dependent riders no matter their means and design new bus routes that enable them to access those services.

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Program T7.1.3 Pursue expanded evening and night time bus service to enhance mobility for all users during off-peak times.

POLICY T-7.2 Utilize the principles of Universal Design, and local and State design standards, to guide the planning and implementation of transportation and parking improvement projects to ensure the needs of community members with limited mobility, including some seniors and people with disabilities, are addressed.

POLICY T-7.3 Continue to partner with transit providers, including VTA, to support demand-responsive paratransit service for eligible participants in Palo Alto and maintain existing paratransit services, particularly where bus service is discontinued. Emphasize service quality and timeliness when contracting for paratransit services.

POLICY T-7.4 Collaborate with transit and shuttle providers including VTA, AC Transit, SamTrans, Stanford Marguerite Shuttle, Palo Alto Free Shuttle, Dumbarton Express Bus Service and Caltrain in the provision of service that is accessible to seniors and people with disabilities.

POLICY T-7.5 Support transit providers in implementing or continuing reduced fare or no fare voucher systems for selected populations, including seniors and people with disabilities.

POLICY T-7.6 Encourage transit service providers to provide subsidized transit passes for low income riders and other transit-dependent communities.

REGIONAL COLLABORATION AND COORDINATION

GOAL T-8 Influence the shape and implementation of regional transportation policies and technologies to reduce traffic congestion and greenhouse gas emissions.

POLICY T-8.1 Engage in regional transportation planning and advocate for specific transit improvements and investments, such as Caltrain service enhancements and grade separations, Dumbarton Express service, enhanced bus service on El Camino Real with queue jumping and curbside platforms, HOV/HOT lanes, and additional VTA bus service.

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POLICY T-8.2 Participate in regional planning initiatives for the rail corridor and provide a strong guiding voice.

POLICY T-8.3 Collaborate effectively with and engage in regional partnerships and solutions with a range of stakeholders, including regional agencies, neighboring jurisdictions and major employers, on issues of regional importance such as traffic congestion, reduced reliance on single-occupant vehicles, and sustainable transportation.

Program T8.3.1 Continue to participate in regional efforts to develop technological solutions that make alternatives to the automobile more convenient and thereby contribute to reducing congestion.

POLICY T-8.4 Coordinate with local, regional agencies, and Caltrans to support regional efforts to maintain and improve transportation infrastructure in Palo Alto, including the Multi-Modal Transit Center.

POLICY T-8.5 Support the efforts of the Metropolitan Transportation Commission (MTC) to coordinate transportation planning and services for the Mid-Peninsula and the Bay Area that emphasize alternatives to the automobile.

POLICY T-8.6 Advocate for efforts by Caltrans and the Valley Transportation Authority to reduce congestion and improve traffic flow on existing freeway facilities consistent with Statewide GHG emissions reduction initiatives.

Program T8.6.1 Advocate for provision of a new southbound entrance ramp to Highway 101 from San Antonio Road, in conjunction with the closure of the southbound Charleston Road on-ramp at the Rengstorff Avenue interchange in Mountain View.

Program T8.6.2 Advocate for improved connectivity to transit to serve workers who live in the South Bay and work in Palo Alto.

POLICY T-8.7 Support the application of emerging freeway information, monitoring, and control systems that provide non-intrusive driver assistance and reduce congestion.

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POLICY T-8.8 Where appropriate, support the conversion of existing traffic lanes to exclusive bus and high-occupancy vehicle (HOV) lanes or Express/HOT lanes on freeways and expressways, including the Dumbarton Bridge, and the continuation of an HOV lane from Redwood City to San Francisco.

POLICY T-8.9 Support State and federal legislation to reduce motor vehicle emissions, noise, and fuel consumption.

POLICY T-8.10 Support plans for intra-county and transbay transit systems that link Palo Alto to the rest of Santa Clara County and adjoining counties. Ensure that these systems and enhancements do not adversely impact the bay.

Program T8.10.1 Work with regional transportation providers, including BART and Caltrain, to improve connections between Palo Alto and the San Francisco International Airport and Norman Y. Mineta San Jose International Airport.

POLICY T-8.11 Support regional plans to complete development of the Bay Trail and Bay-to-Ridge Trail.

POLICY T-8.12 Support the development of the Santa Clara County Countywide Bicycle System, and other regional bicycle plans.

Program T8.12.1 Identify and improve bicycle connections to/from neighboring communities in Santa Clara and San Mateo counties to support local trips that cross city boundaries. Also advocate for reducing barriers to bicycling and walking at freeway interchanges, expressway intersections, and railroad grad crossings.

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