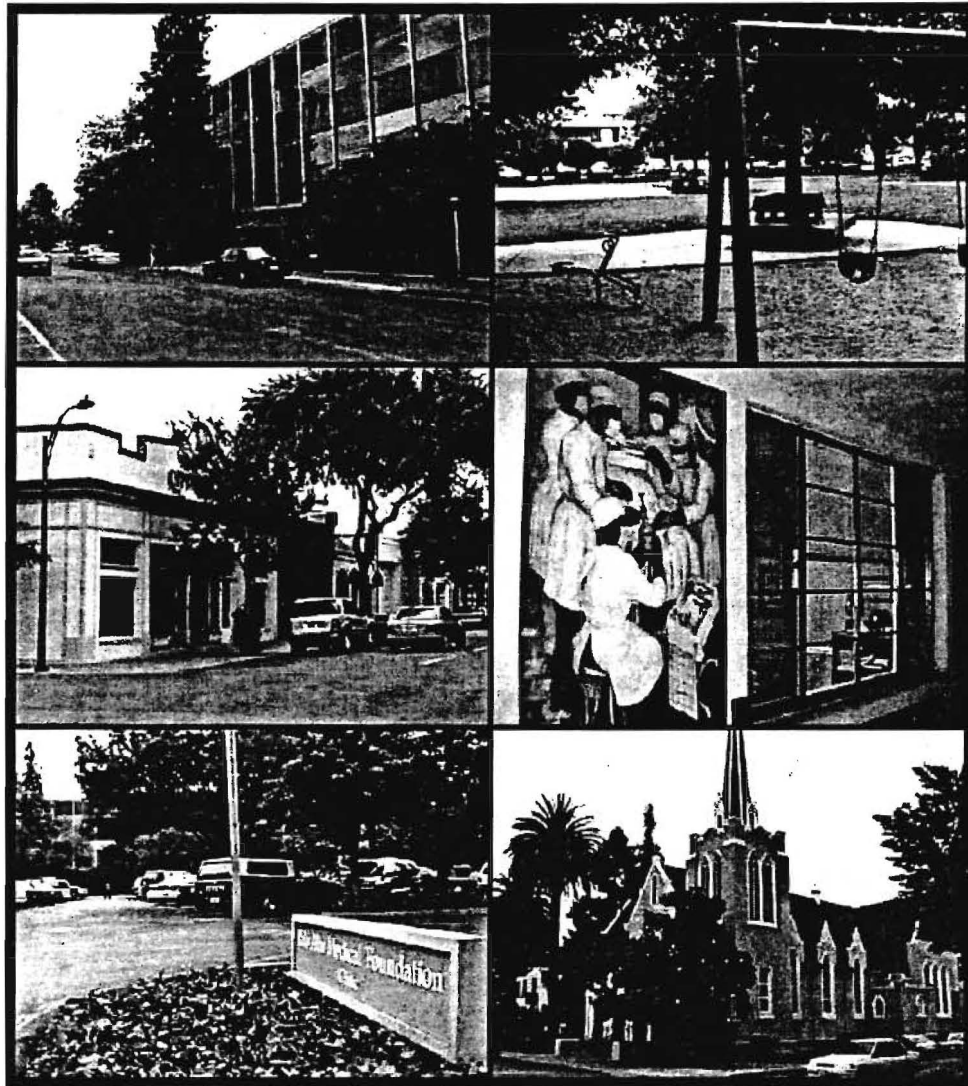


# SOUTH OF FOREST AREA

## COORDINATED AREA PLAN PHASE I



City Council Approved

March, 2000



# SOFA Coordinated Area Plan

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# C HAPTER I • I NTRODUCTION

- A. Purpose of the Coordinated Area Plan
- B. SOFA Coordinated Area Plan Process
- C. Organization of the Plan document





## A. Purpose of the Coordinated Area Plan

The Coordinated Area Plan (CAP) is intended to create enhanced opportunities for building a sense of community through public involvement in planning processes that provide residents, businesses and property owners with early and meaningful opportunities to help shape the physical components of their neighborhoods and community. At the commencement of the CAP process, the City Council appointed a fourteen member Working Group to represent the broader interests of the community and to develop a vision for the South of Forest Area. The recommendations of the Working Group were forwarded to the City Council and contained in the June 9, 1999 Working Group SOFA Plan and form the basis of this Plan.

This CAP provides planning policies, development regulations and design guidelines for the South of Forest Area or "SOFA." The Plan Area addressed by this document includes approximately 50 acres generally bounded by Forest Avenue, Kipling Street, Addison Avenue and Alma Street. The Plan is intended to reinforce the vitality of existing residential and non residential uses within the area while providing policies, development standards and design guidance for those properties that have the potential to redevelop in the future.

A major impetus behind development of the Plan is the relocation of the Palo Alto Medical Foundation (PAMF) from its current facilities in the South of Forest Area to a new campus on El Camino Real. The departure of PAMF will open the possibility of reuse of approximately 10 acres of land in the SOFA Plan Area, including a variety of existing buildings, some of historical value. The PAMF facilities have had a number of impacts on nearby residential uses, such as traffic and parking problems and adverse aesthetic impacts. The relocation creates an opportunity to promote cohesive development that is compatible with the existing and proposed residential and non-residential uses.

The second major impetus for the Coordinated Area Plan preparation has been the emergence of substantial new development in the commercial district (western portion) of the South of Forest Area. A number of developments in this area have been approved via the Planned Community (PC) process, which has allowed greater development intensity than the standard zoning designations in the area. Most properties in the area are developed beyond the level permitted by existing zoning and therefore the PC process has represented the most economically feasible redevelopment approach for property owners in the area. These new developments generally combine commercial office and residential uses in denser developments than the existing automobile-oriented service uses which dominate the area. High land values, high tech related employment growth, and the limited opportunity for growth in commercial districts throughout the downtown has fueled this development trend. These conditions are likely to result in continued development pressures in the area. Therefore, the Plan is intended to specify the appropriate land use pattern and intensity of development in the area and to address such concerns as; compatibility of development with existing uses; parking; traffic; recreation/open space; and, urban and architectural design issues.

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See Appendix A for detail of Working Group Role

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See Figure I-1

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Existing PAMF owned and leased facilities are illustrated in Figure I-2

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Photograph of existing PAMF facilities shown in Figure I-3

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See Figure I-3 for a photograph of a portion of the commercial district adjacent to Alma Street

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## **B. SOFA Coordinated Area Plan Process**

The Coordinated Area Plan process has occurred in five phases described in the following pages.

### **PHASE 1 : POLICY FRAMEWORK & FORMATION OF WORKING GROUP**

On September 22, 1997, the Palo Alto City Council approved thirteen objectives as a **Policy Framework** for the preparation of the SOFA Coordinated Area Plan, as well as a set of objectives for the Planning Process. These objectives are included in Appendix A, and are integrated with the Plan policies and considered in all phases of Plan development.

A **Working Group**, consisting of fourteen members and four alternates, was also appointed by the Council in September. The Working Group included neighborhood residents, business owners and representatives of a broad range of Citywide and regional planning interests. They held ten meetings between September 17, 1997 and June 25, 1998 to discuss planning issues, evaluate alternatives, refine the Plan concepts, and listen to public comments.

### **PHASE 2: ANALYSIS OF EXISTING CONDITIONS, ISSUES AND OPPORTUNITIES**

In November 1997, an **Existing Conditions, Issues and Opportunities Analysis** was published based on document research and discussions with the SOFA Technical Advisory Group (TAG). The TAG consisted of more than twenty representatives from City Departments who provided technical information and planning and policy analysis. The report, which featured colored maps and other graphics depicting existing conditions, provided essential background information for the planning process. This report served as the starting point for the existing setting section of the Environmental Impact Report (EIR) prepared for the proposed plan.

### **PHASE 3: ALTERNATIVES, PUBLIC FORUM AND JOINT MEETING WITH COUNCIL**

A number of charette-style meetings were held with the Working Group to develop three alternatives that explored different strategies for approaching key issues such as land use, density, and community facilities. A **Community Update Forum** attended by over seventy-five interested parties was held on March 10, 1998 to solicit broader public comment on the alternatives. Based on this exploration of alternatives, areas of agreement and options for approaching the remaining issues were presented to the City Council at a joint meeting with the Working Group held on April 13, 1998. The City Council provided policy input on the preferred alternative and issues of concern for preparation of the Plan. A similar presentation, request for input, and discussion occurred with the Planning Commission on June 24, 1998.

### **PHASE 4: PLAN CONCEPT, POLICIES & DEVELOPMENT STANDARDS**

Upon receiving Council policy direction, the Working Group developed a single Plan Concept with major policies that represented the shared vision of the group for the Plan Area. The Working Group discussed and refined standards and guidelines for reuse of the PAMF sites and mixed use development in the area from Emerson Street to Alma Street.

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See Appendix A for a copy of the Policy Framework

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See Appendix B for a copy of the report

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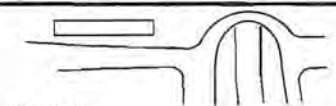
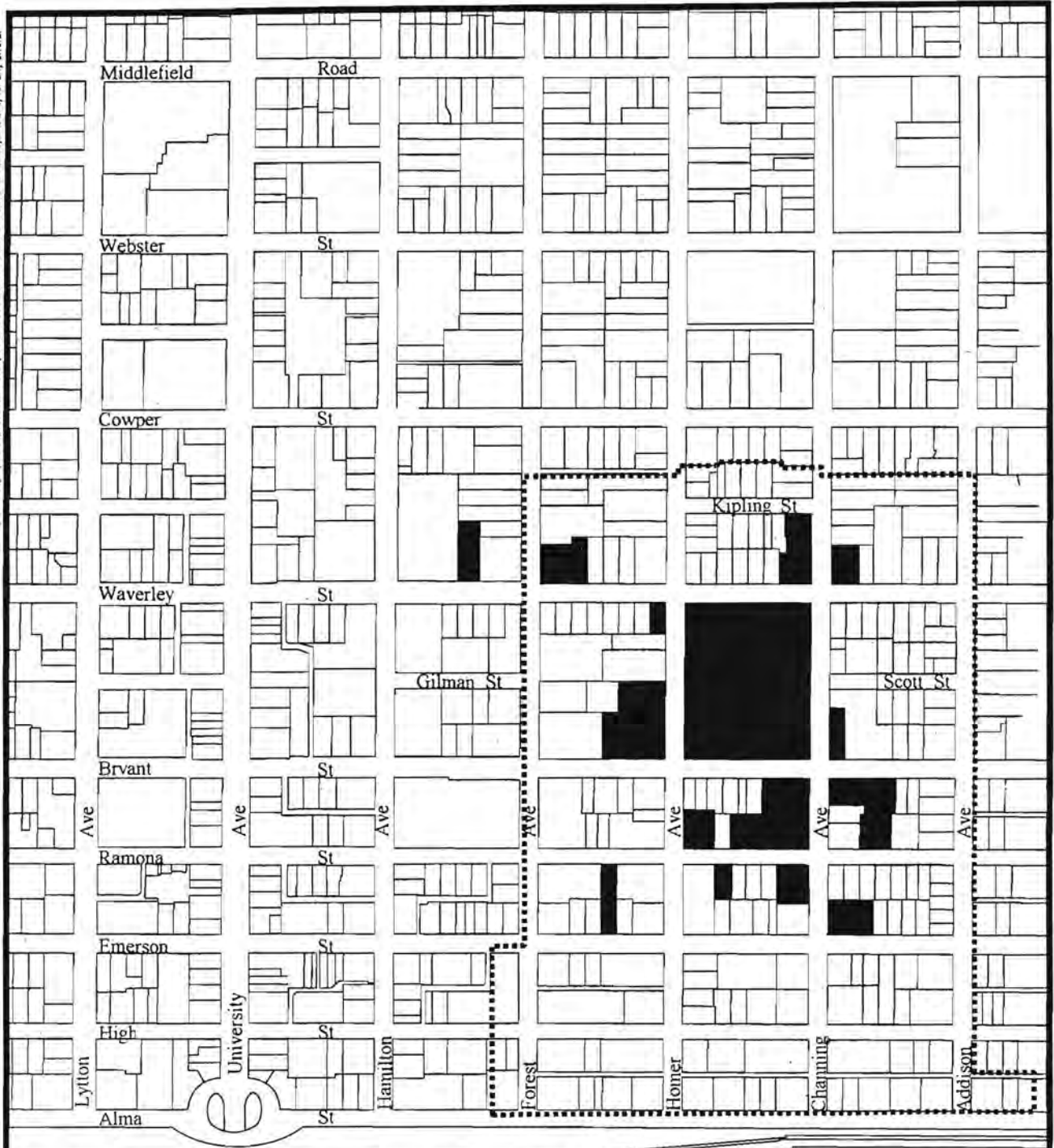


S O F A  
Coordinated  
Area Plan

Figure I-1  
AERIAL PHOTOGRAPH OF SOFA AREA





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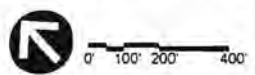
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Prepared by:  
 Alison Kendall Planning & Design  
 Tanja Mai, Graphics & Design & Planning

For: City of Palo Alto  
 Department of Planning & Community Environment, Planning Division

-  PAMF owned & occupied
-  PAMF owned & not occupied by PAMF or vacant
-  PAMF/SOFA Plan Boundary
-  PAMF leased & occupied



**S O F A**  
 Coordinated  
 Area Plan

Figure I-2  
 PLAN AREA

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## PHASE 5: REVIEW OF THE DRAFT COORDINATED AREA PLAN

A Draft Coordinated Area Plan was prepared based on the input received on the Plan Concept by the Working Group, members of the public, the Technical Advisory Group, Architectural Review Board, Historic Resources Board, Planning Commission, and the City Council. The first draft Plan was distributed in December 1998 and received formal public review in early 1999 from the Planning Commission, Historic Resources Board (HRB), Architectural Review Board (ARB) and Public Arts Commission. Both the ARB and Planning Commission had comments on key sections of the plan, for example, the proposed park size, circulation and density. Based on all comments received and as a result of further analysis, a second revised Draft Area Plan was distributed in May 1999 for Working Group review.

On May 19 and May 26, 1999, the Working Group met to discuss the May 1999 Draft Coordinated Area Plan. As a result of this discussion the Plan and Plan Concept (Figure A) was revised in June 1999 to insure the "product of the planning process" accurately reflects the Working Group recommendations. The revised Plan was forwarded to the City Council for review and consideration on December 6, 1999.

## PHASE 6: CITY COUNCIL ADOPTION

In March 2000, the City Council will review the recommendations of the Working Group, together with a set of alternatives and comments from the Boards, Commissions and staff. Following City Council action, this document will be amended in accordance with City Council direction and will become the SOFA Coordinated Area Plan.

In December 1999, the City Council will review the recommendations of the Working Group, together with a set of alternatives and comments from the Boards, Commissions and staff. Following City Council action, this document will be amended in accordance with City Council direction and will become the SOFA Coordinated Area Plan.

Adoption and implementation of the plan is expected to take place in the following phases.

1. Adoption of Phase I, which includes:
  - a. Adoption of all the policies and programs as identified in Chapter III. This would provide the overall direction and framework for the entire Plan area and allow staff to complete additional research and analysis on Phase Two with specific direction on various issues that affect the entire Plan area.
  - b. Implementation and creation of two residential land use designations (Detached Housing on Small lots (DHS) and Attached Multiple Family housing (AMF)).
2. Adoption of Phase II with implementation and creation of necessary land use designations and development standards.

Phase one affects the portion of the Plan area generally located to the east of Ramona Street and includes all properties with new land use designations of either DHS, AMF and the proposed park location shown on the Plan Concept (Figure III-1, Page 23 and Figure A of the Plan). The intent is to secure City Council review and approval of Phase One of the Plan that would allow PAMF to proceed with development of their property. This will allow additional time to complete further study of key issues identified on Phase Two.

Please note policies and programs applicable to Phase II are highlighted with gray shaded boxes

SOFA Coordinated Area Plan

This document contains policies, programs and land uses for Phase I. When Phase II is adopted, the Phase I will be combined as a single SOFA Coordinated Area Plan

Phase Two of the Plan will involve the following:

1. Completion of further research and analysis relative to the mixing of uses, density, floor area ratio, massing, height, relationship to Downtown, applicability of the exception process and implementation of design guidelines and development standards.
2. Development of new land use designations in the area identified in Phase II.

Further study of Phase Two would incorporate the suggestions already made by the members of the public, HRB, ARB, Public Arts Commission and Planning Commission. Phase II will also include review by the Working Group. It is anticipated that work on Phase Two of the Plan would commence following City Council action on Phase One and would be completed by Fall 2000.

### **C. Organization of the Plan Document**

The Coordinated Area Plan document contains seven chapters, including the Introduction in **Chapter I**, which are described in more detail below.

**Chapter II**, Overview: Vision for the South of Forest Area, provides a summary of the land use and development concepts contained in the Plan.

**Chapter III**, Policies, is arranged into six major issue areas, including Phasing of the Plan, Land Use, Housing, Transportation, Community Facilities, and Design Character. The policies clearly state the City's position on the various issues addressed in the planning process and provide direction for decision making in the area. All proposals within the Plan area are required to be consistent with these policies and the Plan's development standards and design guidelines. Notations in the side-bar cross reference the policies with relevant portions of the Palo Alto 1998-2010 Comprehensive Plan or Policy Framework, when appropriate. Discussion after each policy describes how the policies will be implemented through the Plan. Programs which require additional actions by City departments and others are identified in italics, and are addressed again in Chapter VI, Implementation Strategy, described below.

**Chapter IV**, Review Process, provides an overview of the review process for development projects within the area following adoption of the plan. This section also provides processes for exceptions to the development standards and design guidelines as well as information on the process for amending the Coordinated Area Plan.

**Chapter V**, Development Standards and Design Guidelines, provides specific site development requirements for each of the Plan's land use categories and specific guidance regarding architectural and urban design encouraged or required in the area.

**Chapter VI**, Implementation Strategy, describes major actions needed to implement the Plan by the City, potential developers and others, including the financing of capital improvements, and establishes a phasing plan for implementation.



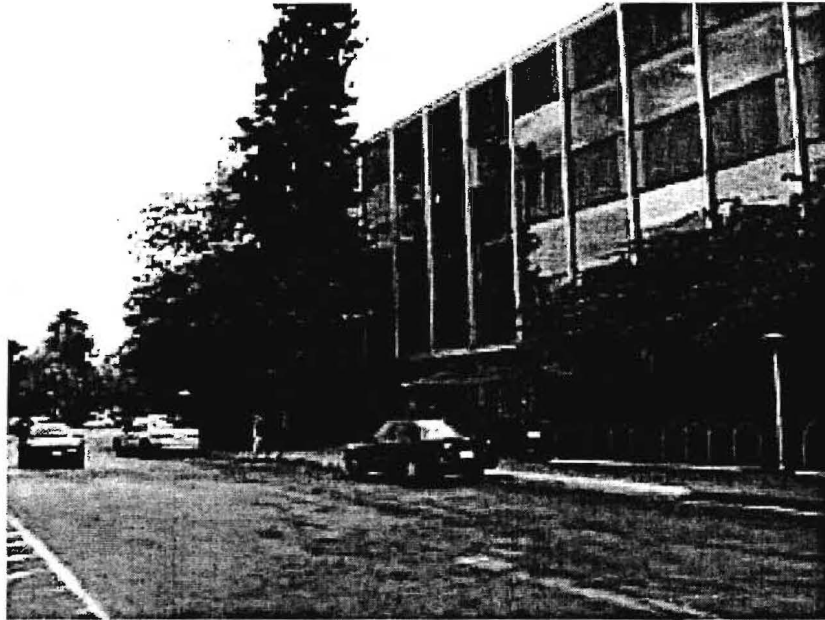
**Chapter VII**, Mitigation Measures, includes a listing of the mitigation measures proposed by the Final Environmental Impact Report prepared for the SOFA Plan. When the City Council certifies the environmental documentation and adopts findings including mitigation, these mitigation measure will take effect and be applicable to future projects in the SOFA area.

**Chapter VIII**, Acknowledgments, credits the many participants in the preparation of this Plan.

**The Appendix** is provided as a separate document and it contains a variety of supporting documents referenced throughout this Plan.

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Existing PAMF building (Lee Building) located on the PAMF main block



Homer Avenue intersection with Alma Street (viewed to the south west), existing automotive uses are shown in the foreground

**S O F A**  
**Coordinated**  
**Area Plan**

Figure I-3  
**EXISTING DEVELOPMENTS IN SOFA**

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## C HAPTER II • O VERVIEW

- A. Land Use Pattern Transition
- B. Homer & Channing Avenue Traffic Flow
- C. Historic Preservation
- D. Design Guidelines
- E. Automobile/Commercial Service Uses
- F. Child Care Facility
- G. Affordable Housing



The vision as identified in the Policy Framework of this Coordinated Area Plan for the SOFA, is for a walkable and livable neighborhood that is compatible with the surrounding quieter residential neighborhoods. The Plan also envisions a neighborhood that takes advantage of the opportunities presented by its close proximity to Downtown Palo Alto and the regional transit center at the University Avenue/Downtown train station.

The livability and the walkability of the neighborhood will be preserved and enhanced through the provision of open space with a proposed neighborhood park, through the maintenance of pedestrian scale urban design improvements, the calming of traffic on area streets, and the creation of new housing for a variety of household types. The area's traditional grid street pattern, its historical buildings, its mature tree canopy, and its mix of land uses will also be preserved.

The Plan will capitalize on SOFA's location near the downtown and train station by allowing higher density housing and other development in a vibrant mixed use area (closer to the more intensive Alma Street Corridor and downtown areas) and within walking distance of the transit center at the train station. This concentration of higher density housing will also be within walking distance of the social opportunities and commercial services provided in the downtown.

For the purposes of this Plan, north will be defined as the portion of the plan area nearest to Downtown (Forest Avenue) and west will be defined as the portion of the plan area bounded by Alma Street. The major issues addressed in the plan are summarized below.

#### **A. Land Use Pattern Transition**

To achieve the community described above, the Plan includes a transition of land use intensity, illustrated in the Plan Concept included in the rear pocket of this document. A proposed 2.41-acre public facility, that would include a 2.0-acre park and the Roth Building, will be located on Homer Avenue, between Bryant and Waverley Streets. Development intensity of the Plan is proposed to be increased, the land use proceed towards Alma Street. The increase in intensity in Phase Two of the Plan will be predominantly higher density residential. The development types proposed in the Plan are described below:

i) Land vacated by PAMF adjacent to existing lower density residential uses on Channing Avenue between Waverley and Kipling Street will be developed with detached single family homes on small lots (typically 5,000 square feet) consistent with the existing development pattern of these neighborhoods. The Plan allows increased floor area ratios (FAR) as incentives to construct second units as accessory cottages in the rear of the property, usually beside or above the garage, or attached second units as found in many older Palo Alto neighborhoods. These second units will expand the range of available housing types and will increase the total number of housing units in the area.

ii) This low density pattern is also proposed for several blocks along the southern edge of the Plan area adjacent to the existing residential neighborhoods. These locations include Channing Avenue between Scott and Ramona Street, and Ramona Street near Channing Avenue, and Scott Park.

iii) The main PAMF-owned block, bounded by Waverley and Bryant Street, and

---

See Plan Concept  
inserted in the rear  
pocket of this document

---

Homer and Channing Avenue is proposed to be developed as a 2.41-acre public facility (including a 2.0-acre park and the Roth Building). The park will be designed to provide a defining focal point of the South of Forest Area and the University South neighborhood, but would also lend itself to use by daytime downtown employees. The western part of this block (along Bryant) contains the historic Birge Clark-designed Roth building (300 Homer Avenue). This Plan provides the flexibility for this structure to be restored to its original form and converted to a public facility, residential use or non-residential uses. The remaining part of the block is envisioned to contain both low density and multiple family housing with a public mews connecting Scott Park to the two-acre park.

iv) The SOFA area provides increased housing opportunities convenient to shops, services, and transit. In addition to the multi family housing opportunities on the main PAMF-owned block, Additional multi family housing is envisioned for properties fronting on Homer Avenue across from the Roth building, and most of the block bounded by Bryant and Ramona Street, and Channing and Homer Avenue. As noted previously, provisions for the allowance of affordable housing will be incorporated into development in the Plan area pursuant to the current Below Market Rate housing program, which includes the acquisition of a large site for affordable housing.

v) The historically mixed use and commercial portion of the Plan area extending from Emerson to Alma Street will be maintained and enhanced by allowing mandatory residential components with new mixed-use development. This will be accomplished by the establishment of design regulations to ensure compatibility with the historic character and provide for interaction between less intense residential uses and more intense non residential uses.

TO BE MODIFIED AND  
IMPLEMENTED IN PHASE 2

Gray shaded boxes indicate items to be implemented as a part of phase 2 of the Plan

See Appendix E for related Comprehensive Plan Goals, Policies and Programs

## **B. Homer and Channing Avenue traffic flow**

The Comprehensive Plan and the CAP policy framework adopted by the City Council directed that the feasibility of returning Homer and Channing Avenues to two-way flow be assessed. Although two-way traffic would calm traffic in the neighborhood, a number of impacts were identified throughout the development of the Plan. This included pedestrian circulation issues and truck loading/unloading of Whole foods (774 Emerson Street) and access problems at the Channing House (850 Webster Street). The Plan recommends that methods of calming traffic on that Homer and Channing Avenues be studied further. These measures could include, but are not limited to, creating new curb bulb-outs, narrowing existing traffic lanes or conversion to two-way traffic flow. Homer and Channing Avenues should remain one-way and conversion to two way traffic flow should not be implemented unless the needs of Whole Foods and Channing House are adequately addressed.

## **C. Historic Preservation**

The plan requires the restoration of the Roth building at 300 Homer Avenue to its original form (without the rear wing additions) and reused for public, residential or other uses. The Victorian building located at 737 Bryant Street is non-conforming and may continue to be used as office use to encourage it's



preservation. The French Laundry Building and the AME Zion Church at 819 Ramona Street is also required to be restored. The intent is to allow flexibility and the creation of incentives to insure the preservation of these historic resources.

#### **D. Design Guidelines**

The design guidelines included in the Plan require that the scale, bulk and mass of buildings and their architectural components be consistent with that of existing structures in the neighborhood. Heights are generally limited to two or three stories with four story building components only allowed under exceptional circumstances for architecture and design to achieve compatibility and the quality required by this plan. Commercial development will be consistent with the historical and commercial compatibility for the area. closer to Alma Street, near open space areas and the downtown. Ground floor designs will provide visual interest such as display windows, porches, store fronts, courtyards, landscaping, and architectural details.

#### **E. Automobile/Commercial Service Uses**

Existing automobile and other service commercial uses will remain but new auto related uses will be limited to the Alma and High Street area. Potential conflicts between these uses and mixed use residential uses will be reduced with the application of the development standards and design guidelines to new development and changes in use.

#### **F. Child Care Facility**

The Plan calls for the development of a childcare center for 50 or more children at a site at Ramona and Channing that has been committed for such use by prior development agreements with PAMF and the City.

#### **G. Affordable Housing**

The Plan calls for the development of an affordable housing project within the Plan area. The Plan specifically proposes that the Below Market Rate (BMR) program obligations of PAMF be met through the provision of an affordable housing site on PAMF-owned property. The City of Palo Alto would pay any remaining costs of the housing site from existing BMR housing funds. The site would be used for the purposes of developing a family housing development with an affordable housing developer. Development of non-PAMF projects within the Plan area will be subject to the BMR program requirements of the Comprehensive Plan, constructing either new units or contributing in lieu fees.

TO BE MODIFIED AND  
IMPLEMENTED IN PHASE 2

#### **H. Commercial Service Users**

Some office use will remain as nonconforming but new use will be limited to mid-use overlay designations and existing commercial zoning designations. Impacts from these uses and mixed-use residential uses will be reduced with the application of the development standards and design guidelines to new development and changes in use.



# C HAPTER III • P OLICIES

- A. Phasing of the Plan
- B. Land Use
- C. Housing
- D. Transportation
- E. Community Facilities
- F. Design Character



The following chapter includes City policies for the SOFA Plan Area related to the phasing of the Plan, land use, housing, circulation, community facilities, and design character. These policies clearly state the City's intentions for the development of the area for use by the public and the development community, and to provide direction to those responsible for reviewing proposed projects within the SOFA Plan area.

## **A. Phasing of the Plan**

As identified previously, implementation of the Plan is proposed in two phases. This will allow the immediate implementation of those portions of the Plan generally east of Ramona Street (Phase One) and allow further examination of the properties generally located to the west of Ramona Street (Phase Two). To provide clear direction as to the intent of the further study, the following policies and programs have been identified.

---

### **POLICY P-1:**

**Complete further research and analysis on the portion of the Plan area generally to the west of Ramona Street (Phase 2) to include examination of the items listed below. Phase 2 is expected to be completed by Fall 2000 and the proposed recommendations from the Working Group on Phase II will be presented to the HRB, ARB, Public Arts Commission and Planning Commission thereafter for review and comment.**

---

### *PROGRAM P-1:*

*The use of design standards will be further analyzed and researched to encourage quality design as defined by style, detail, massing, materials. Encourage flexibility in design character and allow creative use of architecture styles consistent with fabric of the neighborhood.*

---

### *PROGRAM P-2:*

*Complete further research on the effects of the mixing of uses to insure compatibility and to promote flexibility in design, elimination of potential adverse effects of uncomplimentary land uses. Encourage flexibility in implementation of design standards and development standards. Encourage the use of guidelines that are performance criteria.*

---

### *PROGRAM P-3:*

*Examine floor area ratio, density, bulk and mass to determine the potential build out and its effects and its relationship to the Downtown and the surrounding area. Complete further research on the use of a modified "Planned Community Zone" process or use of the Exception process with emphasis of performance standards (i.e. increase in FAR based upon number of residential units provided, public benefits, etc.)*

The above is proposed to be accomplished by various members of the Working Group in association with designated representatives from the Planning Commission, ARB and HRB. This will insure continuity throughout the planning process from the formulation of the initial Plan policies and programs and through the public hearing review process.

## **B. Land Use**

Major land use issues addressed by the Plan include identifying the appropriate type and intensity of land uses for property formally occupied by the Palo Alto Medical Foundation, describing the SOFA's relationship to downtown, and defining the intensity and type of uses to be encouraged in the mixed use area between Emerson and Alma Street. Plan policies addressing these issues are presented below. The Land Use Map implementing these policies is presented in Figure III-1, which shows the creation of new land use designations that are unique to the Plan Area. The land use designations subject to further study in Phase 2 are shown with a grey dot pattern. Allowed uses and development standards for each new designation are described in detail in Chapter V, *Development Standards and Design Guidelines*. Some existing zoning designations remain in effect, e.g. RM-30, RM-40, R-2 and PF, which largely retain the current associated land use designation and development standards.

### **1. Reuse of PAMF Land: Housing & Community Facilities**

The Comprehensive Plan recommends the creation of a substantial number of new residential units near the downtown, responding to the city's housing shortage and the areas proximity to transportation opportunities. A considerable amount of discussion occurred concerning the location and placement of higher density residential uses within SOFA. The plan proposes a 2.41-acre public facility (2.0-acre park and Roth Building) and DHS designations on Waverley Street toward the eastern side of the plan area with the density increasing toward Alma Street to the western side of the plan area. A key component in Plan formulation was the conflict between a desire for larger single family housing for which there is currently a great market demand, and for smaller, lower-cost homes, which are an identified need within the City. Finally, the desire to create a large neighborhood park to serve as the focal point of the neighborhood and Plan area, and to implement past plans for a new child care center were also primary goals for the Plan.

#### **POLICY L-1:**

**Provide approximately 300 or more units of new housing in the Plan Area, with upward of one third of the proposed new units to be accommodated on the former PAMF sites to increase the probability they will be developed in the near term.**

This policy encourages development on the lands owned or leased by PAMF to include an estimated 80 to 160 units. This new housing conforms with 1998-2010 Comprehensive Plan policies encouraging in-fill housing development near downtown employment, transit and services. This concentration on residential uses maintains the overall character of this area and helps create the transition to lower density residential areas to the east. Many of the historic buildings in the area now used by PAMF were originally residential and could returned to that use.

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See Appendix C for existing zoning descriptions

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See Appendix D for a comprehensive listing of all policies and programs of this plan

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See Figure III-1 for Land Use Designations

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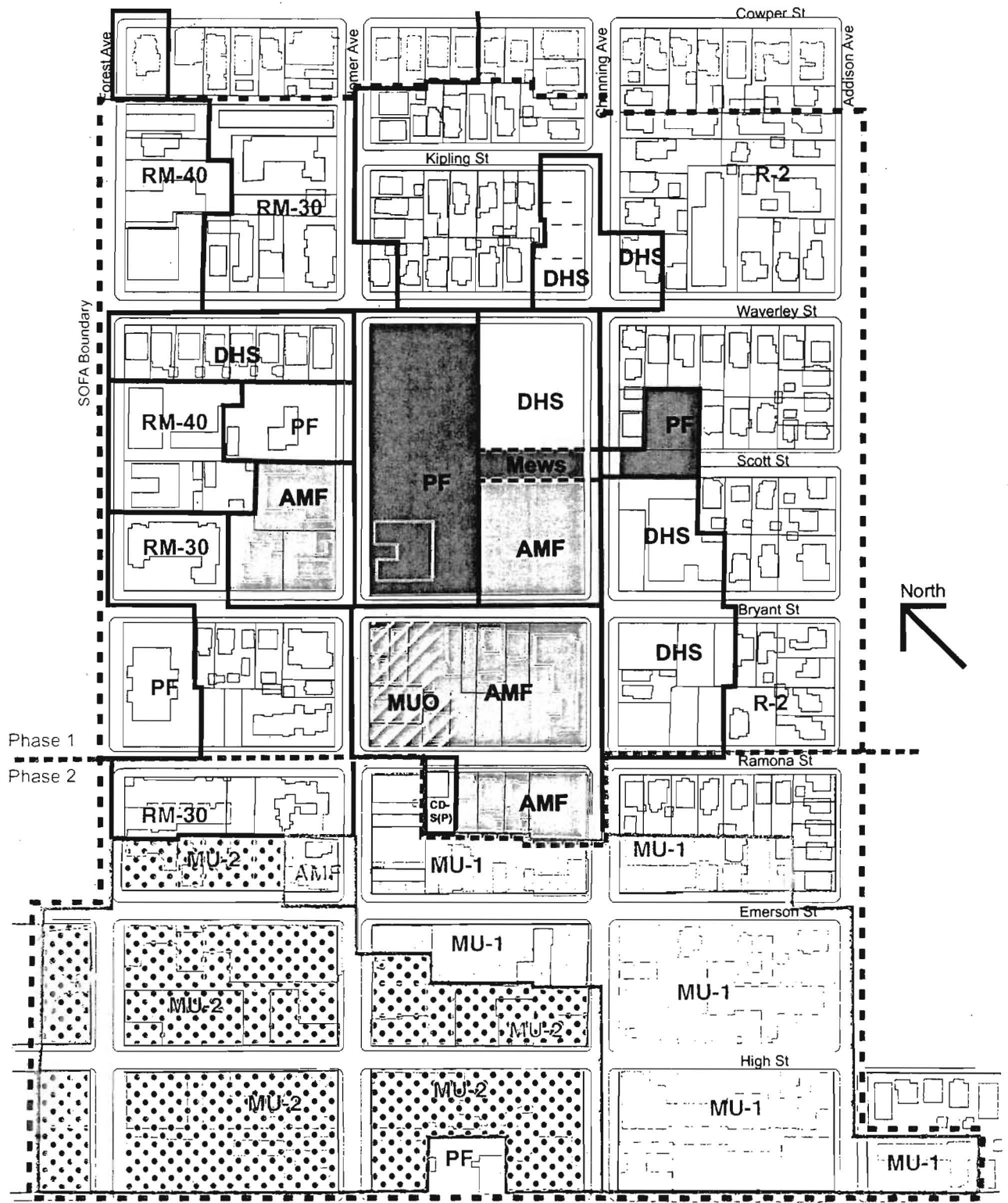
Policy Framework: Housing

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See Comprehensive Plan Program T-1 & T-2 in Appendix E

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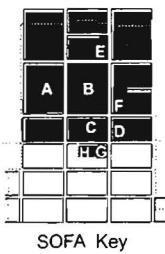
Phase 1 - Adopted

- DHS** Detached Single Family Housing on Small Lots (8-20 units/acre)
- AMF** Attached Multiple-Family Housing (30-50 units/acre)

- MUO** Mixed-Use Overlay on top of Attached Multiple-Family
- PF** Public Facilities

Phase 2 - Draft

- MU-1** Moderate Density Mixed Use Combining District
- MU-2** High Density Mixed Use Combining District



## SOFA CAP Phase I: Specific Land Use / Zoning Designations

SOFA CAP Phase II: Draft Plan

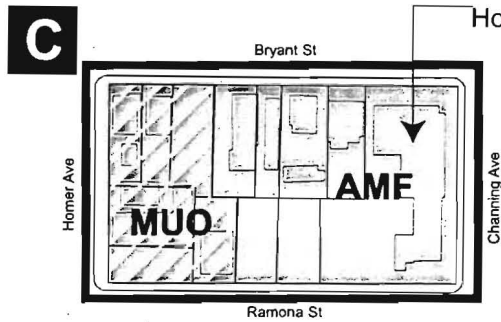
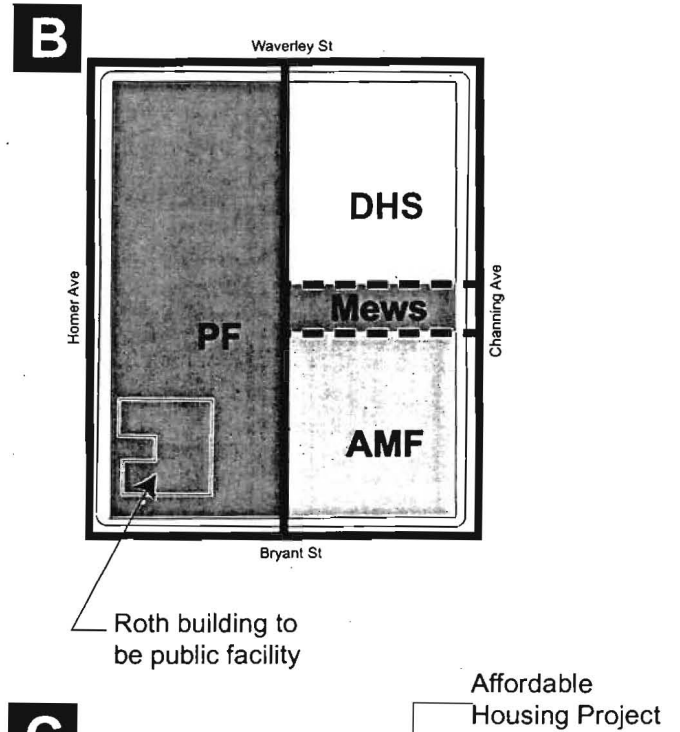
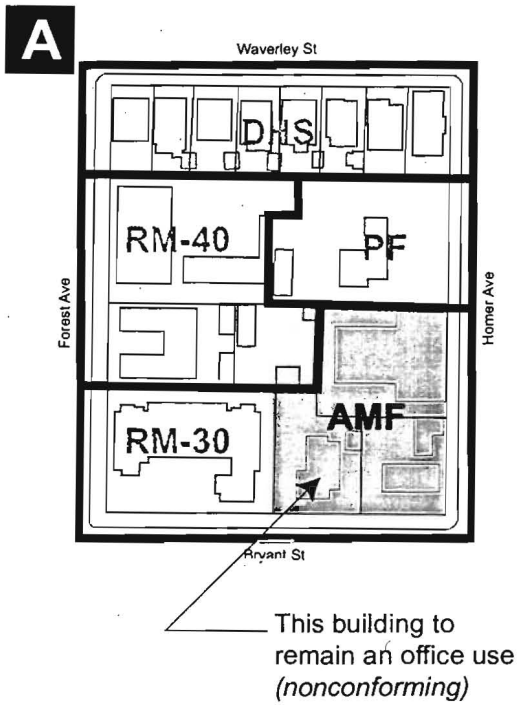
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Fig. III-1.a

March 2000

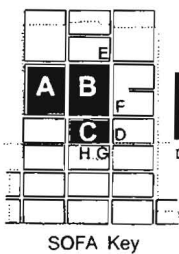






### Legend

- DHS** Detached Single Family Housing on Small Lots (8-20 units/acre)
- AMF** Attached Multiple-Family Housing (30-50 units/acre)
- MUO** Mixed-Use Overlay on top of Attached Multiple-Family Housing
- PF** Public Facilities



## SOFA CAP Phase I: Blocks A, B, & C Specific Land Use/Zoning Designations

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Fig. III-1.b

March 2000



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**POLICY L-2:**

Provide adequate open space through development of a new neighborhood park within the area currently occupied by PAMF facilities to serve the neighborhood and downtown (see Community Facilities for further policies and programs).

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*PROGRAM L-1:*

*Develop a variety of funding sources to support site acquisition and development of the proposed Park and complete design and configuration with neighborhood and citywide participation. The funding sources may include grants from appropriate organizations, local fund raising efforts bonds, an assessment district of area property owners, impact or development fees.*

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**POLICY L-3:**

Facilitate the development of a child care center within the Plan Area to serve the established need for the neighborhood and the downtown.

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*PROGRAM L-2:*

*Work with PAMF, City staff and the Palo Alto Child Care Task Force to raise funds for design and development of a childcare center for 50 or more infants, toddlers and preschoolers, building on the PAMF commitment to lease the Channing/Ramona site for such a purpose. If such a center is determined to be infeasible on this site, explore the feasibility of extending the site or provide opportunities for such a use to occur on other sites within the Plan area. Provide exception provisions within the development regulations to insure placement of such a use is consistent with the neighborhood character.*

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**POLICY L-4:**

Limit non-residential uses on previously PAMF owned land within the SOFA area east of Ramona Street to those that support residential uses, encourage historic preservation and/or facilitate acquisition of public facilities or open space. Office uses made non-conforming will be allowed only where they are required to preserve historically significant buildings such as the Roth building and 737 Bryant Street or where housing reuse may not be feasible. Allow continued use of the Roth building as residential, PAMF satellite medical facility or other office use, if the City does not acquire the building for a public use.

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**POLICY L-5:**

All PAMF owned properties, with the exception of the Roth building and 737 Bryant Street, shall be converted to uses consistent with the land use designation within this Plan.

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See Comprehensive Plan Policy C-27 & C-28 in Appendix E

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Policy Framework:  
Community Facilities

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Policy Framework:  
Community Facilities

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Policy Framework:  
Historic Preservation

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See Figure III-2

## 2. Relationship of SOFA to Downtown Commercial District

A portion of the SOFA Plan area is subject to the development cap placed on non-residential development in Downtown. Policy L-8 of the Comprehensive Plan limits the non-residential development in the Downtown area to 350,000 additional square feet above the development existing as of May 1986. This limit will be reevaluated when the development approvals reach 235,000 square feet of floor area. Downtown for the purposes of this program is considered to be the area zoned Commercial Downtown (CD), which includes properties located in the western third of the SOFA area. As of August 31, 1998, a total of 83,052 square feet (only 24% of the additional square footage allowed) has been added to the Downtown area since 1986, leaving 266,948 square feet remaining under the cap.

The proposed buildout of the Plan by 2010 (in line with the Comprehensive Plan) results in a range of 15,000 to 70,000 square feet less than the existing non-residential uses in the plan area. This insignificant decrease is a result of the relocation of the PAMF facilities. However, the existing PAMF campus is not within the Downtown Cap area and therefore the majority of the new square footage proposed by the Plan will contribute toward the total Downtown cap. This could represent approximately 70 percent of the total square footage remaining under the Downtown Development Cap if the Plan area is built out to its maximum potential.

The non-residential uses allowed on the south side of Homer Avenue, between Bryant and Ramona Street, would be included in the Downtown Cap. This would require that the boundaries of the Cap area be modified as illustrated in Figure III-2.

It is also important to note that the SOFA area is distinct from the downtown in that the majority of the area is not within the Downtown Parking Assessment District. Past land uses in SOFA have not lent themselves to participation in the district due to low development intensity, the physical facility and operational requirements of many service uses in the area, and the lower property values and associated rents relative to the downtown that have been unable to support financial participation in the district.

See Figure III-2

See Comprehensive Plan Program L-8 in Appendix E

Policy Framework: Relationship to Downtown, Automobile & other Services

### **POLICY L-6:**

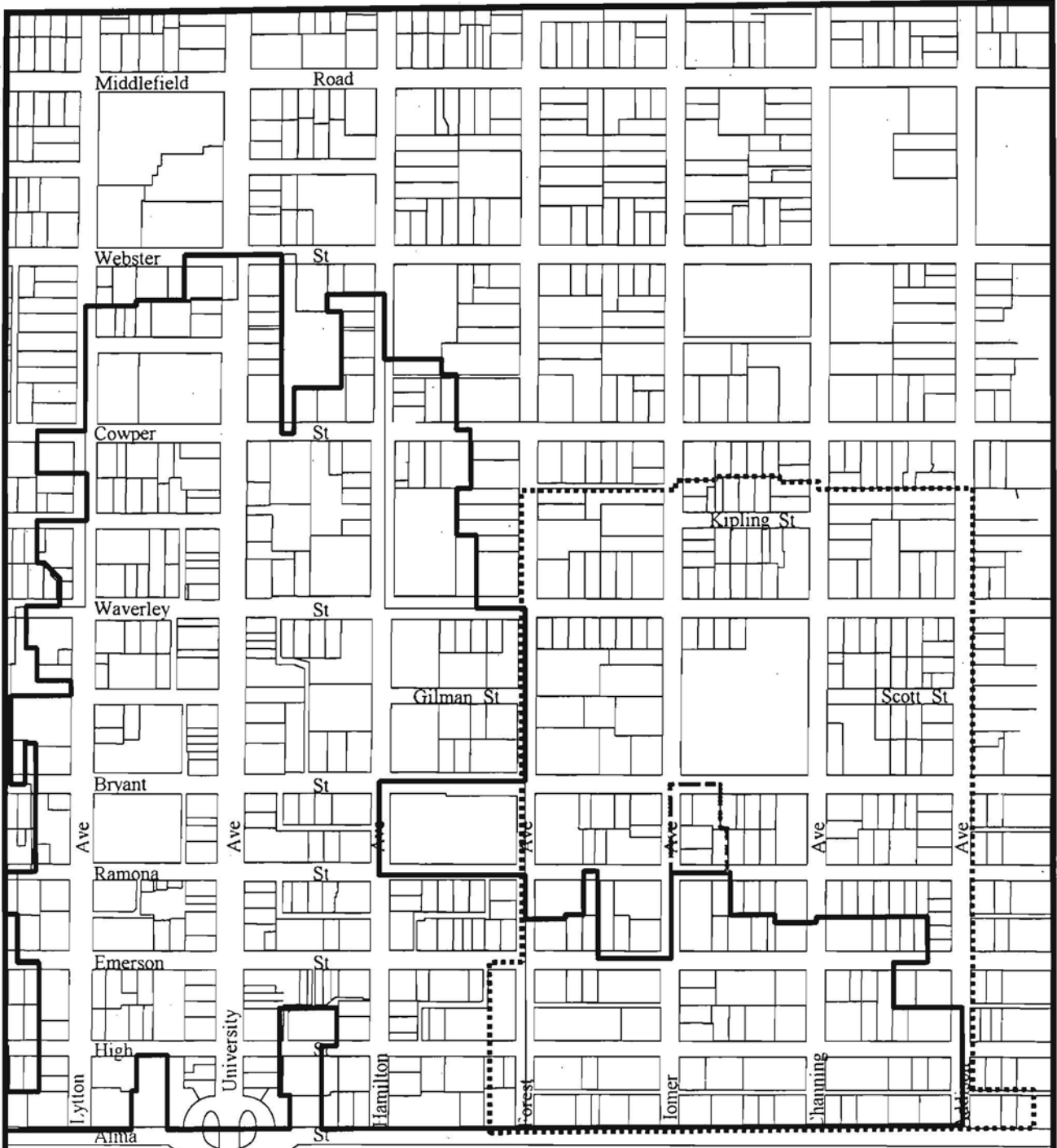
**Recognize the SOFA Coordinated Plan area as a growth area that if developed to its highest potential, will use a substantial portion of the non-residential development allowed by the downtown development cap.**

### **POLICY L-7:**

**Continue to allow commercial service uses in the commercial portion of the Plan area which support the neighborhood, the downtown area, and City as a whole.**

TO BE MODIFIED AND IMPLEMENTED IN PHASE 2

This figure is a graphic representation only of best available sources. We assume no responsibility for any errors.



Graphic Prepared by:  
Philip Dascombe

- Downtown Parking Assessment District
- Downtown Cap Monitoring Program Area
- Proposed Modification to Downtown Cap Area
- PAMF/SOFA Plan Boundary

**S O F A**  
Coordinated  
Area Plan

Figure III-2  
**DOWNTOWN CAP AND ASSESSMENT DISTRICT  
BOUNDARIES**

25

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The distinct character of the SOFA commercial and mixed use area is created by its role in providing commercial services to the downtown area, such as auto repair, along with lower cost office space and convenient neighborhood-serving uses such as groceries and hardware stores, which also serve downtown employees and visitors. The continuation of these uses will be maintained due to their neighborhood serving functions.

### 3. Mixed Use Development

The Plan currently designates the formerly commercially zoned area in SOFA as a mixed use area containing substantial amounts of residential development next to or combined with office and commercial uses. This designation may be revised as part of Phase 2. This type of development is strongly encouraged in the City's 1998-2010 Comprehensive Plan as an opportunity to create neighborhoods that are made more interesting and liveable by providing the following; 1) the variety of activities taking place; 2) their ability to be active both day and night; 3) the opportunity they provide for a rich texture of architectural and urban design; and 4) the easy accessibility of commercial service to residents and employees of the area. The western portion of the Plan area has been determined to be appropriate for such development due to its tradition of mixed land use, its potential to accommodate substantial additional development, and its location as a transition area between residential neighborhoods to the south and downtown Palo Alto to the north. The designations applied to the area are designed to result in the development of substantial quantities of housing. So long as great care is given in project design to ensure compatibility between residential and other uses, the area is considered an appropriate location for higher density residential development.

#### **POLICY L-8:**

**Preserve and enhance the existing and historically mixed use development pattern of the South of Forest Area including residential uses. This mixed use development shall include mutually compatible uses that provide both vitality and convenience for residents, businesses and visitors.**

This plan provides development standards and design guidelines to facilitate in-fill residential mixed use development while continuing a broad range of compatible service commercial uses within the SOFA area, by incorporating measures to reduce noise, visual and other conflicts between such uses. The responsibility for ensuring compatibility with legal existing land uses and activities shall be placed on new development and not existing uses, through design guidelines established in Chapter V.

The Plan also provides incentives for housing production in mixed use development by allowing additional commercial FAR when combined with housing units, thus encouraging housing and employment near downtown transit and services. (See Chapter V. Development Standards & Design Guidelines, these standards may be revised in Phase 2).

TO BE MODIFIED AND IMPLEMENTED IN PHASE 2

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See Comprehensive Plan Policy L-9 in Appendix E

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Policy Framework: Mixed Use Character

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See Comprehensive Plan Policy L-4 in Appendix E

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#### 4. Neighborhood and Local Commercial Services

The economic analysis for the plan cautioned that the market for retail and service uses in the area was limited due to the proximity of the area to Downtown and the limited neighborhood population. However, the market for neighborhood local retail and service uses will improve with the redevelopment facilitated by the Plan due to increased number of residents and office workers in the area. Residents have expressed desire to maintain and encourage additional local serving commercial uses in the area. Therefore the plan allows and provides incentives for the development of these uses in the mixed use district along Emerson Street and Homer Avenue.

##### **POLICY L-9:**

**Encourage local and neighborhood-serving businesses to concentrate around the historic retail hub near the intersection of Homer Avenue and Emerson Street. Encourage reuse of historic non residential buildings along Homer from Ramona to Emerson Street for retail uses with lively pedestrian-oriented signage and interesting storefront displays.**

By concentrating future neighborhood serving businesses in this area, the vitality of the existing hub will be reinforced and a wider array of services will be possible. While the Plan does not absolutely require these uses along Homer Avenue and Emerson Street, it does provide incentives for small scale neighborhood serving retail and commercial uses with reduced parking requirements to reflect their reliance on pedestrian access and the constraints of reusing historic buildings. Design guidelines presented in Chapter V of this Plan require transparent storefronts or window displays, frequent entries, and other measures to increase visual appeal for pedestrians, regardless of the use of these properties.

##### **POLICY L-10:**

**Encourage ground floor neighborhood commercial uses and require storefront type design to any new development or redevelopment along Emerson Street from Channing Avenue to the downtown to maintain visual interest for pedestrians moving between SOFA and the downtown through the implementation of the Development Standards and Design Guidelines.**

##### **POLICY L-11:**

**Retain existing commercial uses and encourage new neighborhood and local-serving commercial uses in existing buildings and new mixed use development.**

The Mixed Use designation is appropriate for the properties along Alma Street that are outside the Plan Area but are currently zoned Commercial Downtown Service (CD-S). Leaving these properties would create two small islands of CD-S on each side of the Plan Area.

TO BE MODIFIED AND IMPLEMENTED IN PHASE 2

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Policy Framework:  
Historic Preservation,  
Relationship to  
Downtown

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Policy Framework:  
Design Character,  
Walkable  
Neighborhoods

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Policy Framework:  
Mixed Use Character

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## 5. Automobile and Other Service Uses

The historical presence of several automobile and other service uses in the area is very valuable to the City. The presence of these business uses is a great convenience to local residents and downtown workers, and opportunities to locate such uses are limited in the rest of the City. These uses do have some negative effects in that several are not visually attractive and the nature of the activity undertaken is often a nuisance to residential and other land uses. In addition, many of these uses do not satisfy other code requirements as construction of these uses occurred in the past. Areas that are typically out of compliance with the current Palo Alto Municipal Code include parking, landscaping and noise generation.

While some current operators of these businesses are opposed to new development that could create future nuisance conflicts, most would like to retain the ability to sell or develop their properties at higher development intensity in the future. It is anticipated that many of these uses will relocate over the long term due to market pressures. The Plan resolution of these competing interests is to continue to allow existing automobile and service uses in the area but to limit new uses of this kind to Alma and High Streets. Assuming that all the activities at the existing automobile and service uses are operating legally, the resolution of compatibility issues will be the responsibility of the new development. However, new automobile or other service uses will be responsible for addressing compatibility issues.

### **POLICY L-12:**

**In addition to satisfying applicable current development standards, new commercial, residential, and mixed use development shall, to the greatest extent possible, incorporate measures into their design and operation to mitigate potential nuisance conflicts with existing automobile and other service uses in the MU and AMF land use designation.**

### **POLICY L-13:**

**The introduction of new vehicle repair and body shops will be located fronting on either Alma or High Streets and prohibited from fronting on Addison, Emerson and streets to the east to reduce potential conflicts with predominantly residential development.**

### **POLICY L-14:**

**Renovations to vehicle, automobile and other related services uses and new development of such uses must, to the greatest extent possible, minimize potential noise, visual, odor and other adverse impacts to the surrounding area. Proposed new vehicle, automobile uses and other related service uses and alteration to existing uses shall also satisfy all applicable development standards (See Chapter V, Development Standards and Design Guidelines).**

## C. Housing

The primary housing issues associated with the development of the Plan include the total quantity and density of housing to be developed in the area, the range of housing types to be developed, the character of the housing, and the provision of

TO BE MODIFIED AND IMPLEMENTED IN PHASE 2

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Policy Framework:  
Automobile and Other  
Services

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See Comprehensive  
Plan Policy L-9 in  
Appendix E

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affordable housing.

The City Council clearly identified substantial residential development as a key goal of the Plan area in their initial Policy Framework. The relocation of the PAMF campus to the new Urban Lane site on El Camino Real provided a prime opportunity to develop a significant quantity of new housing units in the SOFA Plan area. Determining the appropriate number of units for the area has been one of the major challenges of the Plan. The 1998-2010 Comprehensive Plan Environmental Impact Report contemplated a range of 50 to 250 new units for the area. The estimated housing potential for the Urban Lane site occupied by the new PAMF campus was determined to be approximately 400 units. PAMF has expressed a desire to redevelop their properties with low density, single family residential uses for which there is a strong market demand. The lower density housing also appeals to many residents of the surrounding neighborhood, who desire a quiet, low intensity, traditional single-family neighborhood.

The Plan has also addressed the City's desire to create housing for a variety of users beyond the traditional single family neighborhood. This interest has been furthered by the desire to maintain compatibility of land uses and density with the surroundings and has resulted in the plan facilitating a range of housing types. These include moderately-sized detached single family homes on small lots with or without rear cottages, multiple-family attached apartments and/or condominiums, and rental housing units in mixed use projects, along with provisions for the inclusion of special housing types such as affordable housing, senior housing, or co-housing.

A key component of the plan is its insistence that all development in the area, including each of the allowed housing types, be developed with a scale and architecture designed to engage the pedestrian, and to be compatible with the surrounding development. The development standards and design guidelines for each of the land use designations have been created to achieve this end.

See Comprehensive  
Plan Policy H-20 in  
Appendix E

The City of Palo Alto is confronted with a well-documented crisis related to the cost of housing. The plan seeks to provide for more modest homes by limiting the development potential of the lower density areas to that of the historical patterns of the surrounding single family areas, and through the provision of less expensive, attached housing units in all residential and mixed use projects. The plan also addresses the well documented need for "affordable" housing in Palo Alto. It specifies an approach for implementing the City's Below Market Rate Housing requirement for development of the PAMF owned properties through the facilitation of an affordable housing development project in the Plan area.

## 1. Housing Quantity and Density

### **POLICY H-1:**

**Provide up to 300 or more units of new housing throughout the Plan Area, with residential use as the predominant land use for the former PAMF sites.**

Policy Framework:  
Housing

See Policy L-1

**POLICY H-2:**

TO BE  
IMPLE-  
MENTED  
IN PHASE 2

Provide a general transition in housing density from the existing low density detached housing in the south east corner of the Plan Area (as low as eight units per acre) increasing density toward Downtown and Alma Street at the northwest corner of the Plan Area (up to 50 units per acre).

Policy Framework:  
Housing

**POLICY H-3:**

Provide for increased residential densities including additional lower cost ownership and rental housing within traditional historic housing types. Encourage the use of second units where permitted, however, mitigation measures to minimize potential impact should be incorporated, including but not limited to, increased setbacks, setbacks in height, installation of trees, etc.

See Comprehensive  
Plan Program L-2 in  
Appendix E

Detached Housing on Small Lots (DHS) development standards and accompanying design guidelines for "bungalow courts" or courtyard housing, second units and small lot, single-family homes are included in this plan to provide housing that is compatible with the surrounding area.

**POLICY H-4:**

TO BE  
IMPLEMENTED  
IN PHASE 2

Enforce minimum and maximum residential densities for new development in multi-family (AMF) and mixed use residential areas (MU) to assure adequate housing is produced in the area, with incentives to encourage housing production. Designated historic structures are not required to meet the minimum density requirements established under the land use designation to insure preservation of these structures.

See Comprehensive  
Plan Policy H-2 in  
Appendix E

Minimum densities of 30-50 units per net acre are imposed in this Plan for all areas designated as AMF. Additional commercial FAR is permitted when combined with residential in mixed use developments within the MU-1 and MU-2 designation. The MU designation also offers shared parking incentives for residential development and commercial space (see Chapter V Development Standards and Design Guidelines).

TO BE  
IMPLEMENTED  
IN PHASE 2

**POLICY H-5:**

TO BE  
IMPLEMENTED  
IN PHASE 2

Provide incentives for housing development within mixed use projects along Emerson, High and Alma Streets by allowing additional commercial development with a minimum number of residential units. (See Development Standards for MU designations).

See Comprehensive  
Plan Policy L-9, Program  
L-10

Policy Framework:  
Housing

**2. Variety of Housing Types**

**POLICY H-6:**

Housing types in the plan area should include a range of densities, and should be suitable for various ages, household sizes, lifestyles and incomes.

Policy Framework:  
Housing

This plan includes a range of housing options, including detached single-family, mixed use housing, apartments, condominiums, and affordable

housing, to enable many of the new residents to benefit from the Plan areas convenient access to downtown, jobs, transit and services.

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**POLICY H-7:**

**Allow development of co-housing communities or similar shared housing facilities on properties designated AMF, DHS, or MU.**

**3. Affordable Housing**

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**POLICY H-8:**

**Expand the supply of affordable housing in this area by providing density bonuses for development of affordable housing.**

The development standards for AMF and MU districts allow a density bonus for projects that are for affordable, rental or senior housing.

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*PROGRAM H-1:*

*Negotiate a BMR agreement with PAMF, covering all of the PAMF-owned properties, to satisfy its obligations under Program H-20 of the Comprehensive Plan (the Below Market Rate Program) which results in the provision of PAMF-owned land for an affordable housing site. The affordable housing site shall be one acre or more and be suitable for construction of at least 30 units of multi family rental housing.*

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See Comprehensive  
Plan Policy H-20 in  
Appendix E

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Palo Alto's Below Market Rate Housing program requires all developers of projects of more than 10 units to develop at least 10% of the units at specific affordability criteria. Sites exceeding 5 acres, such as the PAMF properties, are required to provide 15% BMR units.

Program H-20 of the Comprehensive Plan sets forth priorities for compliance with the Below Market Rate program by developers. The primary objective of this BMR program is: "to obtain actual housing units or buildable parcels within each development rather than off-site units or in-lieu payments". Because PAMF does not intend to develop its lands for housing itself, but rather intends to subdivide the large parcels and sell lots for others to develop housing, Program H-20 specifies that PAMF "must provide buildable parcel(s) equivalent to 15% of the development to the City or the City's designee. The land is to be used for the purpose of developing affordable housing units." The provision of a vacant parcel of land suitable for construction of an affordable multi-family housing project is also consistent with the Policy Framework.

A 1.23-acre site has been identified at the southern end of the Block C (between Bryant/Ramona/Homer and Channing). The developer of the PAMF properties will dedicate a portion of this site area, and the City will be given the option to purchase some or all of the remaining land. However, flexibility has been included in the Plan to allow the establishment of affordable housing on all AMF and DHS properties.

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**POLICY H-9:**

**Minimize displacement of existing tenants, particularly those of low and moderate incomes, or provide priority access to new housing on site or**

within the Plan Area, including affordable or below market housing where tenants are eligible. Encourage affordable housing preferences for teachers, police, fire and other public sector employees.

**POLICY H-10:**

Strongly encourage retention of existing housing, particularly historic housing units, rental housing and other housing that is rented at affordable rates, where land and construction costs have been largely amortized.

**POLICY H-11:**

Integrate affordable housing into the Plan Area and require high quality design, materials, detailing and landscaping which is compatible with the character of the area, including stepbacks and building articulation to reduce apparent bulk, mass and height.

Projects including affordable housing are required to meet the same development standards and design guidelines as market rate housing projects, except as specifically authorized in this Plan, incorporating design features to ensure compatibility with the SOFA area.

## **D. Transportation**

The SOFA area offers an unusually varied set of transportation options. A traditional grid street pattern with a mixture of uses and moderately dense, pedestrian-oriented residential and commercial development helps to support alternatives to automobile use. Walking and bicycling within the area on flat tree-lined streets is pleasant and convenient. The bicycle boulevard passes through the Plan Area on Bryant, and part of the segment of Addison Avenue that passes through the Plan Area has a designated bike lane. Bus and train service is within a fifteen minute walk of the outer boundaries of the Plan Area. This service provides transportation throughout the Peninsula, South and East Bay.

A one-way street couplet including Homer and Channing Avenue has facilitated heavy through-traffic across the Plan Area to the major sub-regional arterials of Middlefield and Alma. This roadway system has provided good automobile access but has also resulted in relatively higher volumes and increased speed of traffic. The neighborhood is also impacted by the parking demands of PAMF facilities, downtown, commercial/retail uses and SOFA commercial uses.

The policies in this chapter address six transportation issues in SOFA. These include trip reduction, transit oriented development, parking management, traffic patterns, transit service, bicycle circulation, and pedestrian circulation.

### **1. Trip Reduction**

Encouraging use of the many alternatives to automobile access in the SOFA area is the single most effective way to reduce transportation impacts on the area while providing safe and convenient access. The area is blessed with excellent transit, bicycle and pedestrian access, and proximity to a variety of retail, employment, housing opportunities, and community facilities. Reinforcing this mixed use pattern will increase the viability of transportation alternatives and

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See Comprehensive  
Plan Program H-14 and  
H-16 in Appendix E

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Policy Framework:  
Design Character,  
Housing

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reduce the need for automobile use. These efforts need to be coordinated with comprehensive downtown transportation management efforts to be fully effective.

Policy Framework:  
Transit & Bicycle  
Accessibility

**POLICY T-1:**

**Reduce vehicle use in the Downtown and SOFA area, where development patterns support transportation alternatives such as walking, biking and transit use.**

*PROGRAM T-1:*

*Through the Transportation Division, coordinate SOFA Plan area trip reduction efforts with Downtown trip reductions efforts, including shuttle service, transit service and other projects.*

**POLICY T-2:**

**Provide 5% reductions in commercial parking requirements for developers who complete all of the following: 1) require commitments from all commercial tenants to provide financial incentives to employees for not driving to work or who participate in the Santa Clara Valley Transportation Authorities Eco-Pass free transit program, 2) pay annual fees to support Downtown/SOFA Transportation Management programs and monitoring by the City, and 3) submit annual monitoring reports on implementation of these incentives and employee travel behavior.**

Policy Framework:  
Transit & Bicycle  
Accessibility

*PROGRAM T-2:*

*Support the creation of a full time City of Palo Alto Transportation Management Coordinator for the downtown area (including SOFA), with responsibility for promoting trip reduction efforts, reviewing requests for parking reductions based on Transportation Demand Management (TDM) plans, and monitoring the success of trip reduction programs based on data provided by SOFA and downtown employers. The coordinator would develop guidelines for approval of parking management, employee trip reduction incentives, and other programs proposed by developers and tenants of mixed use and other projects within the Plan Area.*

Financial incentives that pay employees cash for not driving to work, or provide credits toward transit or bicycling costs, have been shown to reduce auto use by 15-30% depending on the size of the cash incentive in Silicon Valley and other Bay Area locations.

**2. Transit Oriented Development**

**POLICY T-3:**

**Pursuant to the 1998-2010 Comprehensive Plan, encourage transit-oriented development by allowing higher commercial floor area ratios and housing density in the MU-2 district located nearest to major transit routes providing access to housing and employment centers, and somewhat lower floor area and housing densities in mixed use development in the adjacent MU-1 district.**

TO BE MODIFIED AND  
IMPLEMENTED IN PHASE 2

The MU-2 district in the Land Use Plan allows commercial development potential up to 1.25 FAR when accompanied by housing densities of 50-60 units per acre.

TO BE  
IMPLEMENTED  
IN PHASE 2

This development bonus puts both housing and jobs within walking distance of the Palo Alto CalTrain Station and regional bus routes such as the Dumbarton Express. The MU-1 district allows commercial development to .7 FAR with housing development of 35-40 units per acre in the area just beyond this zone. This mixed use, transit-oriented development will increase the amount of housing and employment located close to major transit services, increasing the attractiveness of transit throughout the region.

### 3. Parking Management

Presently, there is a parking shortage at peak periods in the downtown and SOFA which in turn affects adjacent residential areas. This demand is predominantly generated by downtown and SOFA visitors and employees, and by SOFA residents. The shortage will be reduced when the two proposed downtown parking structures are constructed (expected construction completion date at 2002).

The Plan addresses the parking shortage by requiring that all new development provide adequate onsite parking. The relocation of PAMF, and some existing commercial development in SOFA, with new development that provides adequate parking is anticipated to ease the parking shortage in the area. The Plan also provides for limited reductions in parking when appropriate conditions exist (i.e., when a project can utilize shared parking for different uses with different peak demand periods, projects within walking distance of the transit station, etc.). Reductions are also available as incentives to promote historic preservation.

TO BE  
IMPLEMENTED  
IN PHASE 2

#### **POLICY T-4:**

**Provide reductions in parking requirements for mixed use projects with shared parking of up to 20%, and 15% for housing, community development projects and office projects with shared parking.**

Uses with offset peak parking needs can share parking facilities, resulting in lower land and construction costs for parking, and less visual impact of parking lots and structures. This policy will be implemented through an existing City regulation that allows a reduction of up to 20% in spaces required for shared parking facilities over the amount required for the uses separately. For mixed use projects combining housing with retail and office uses with offset peak requirements, this reduction is expected to be about 15%. If a project proposes incentives for trip reduction that will further reduce parking demand, such as employee transit passes or separate charges for residential or employee parking spaces, the maximum reduction of 20% could be approved.

#### **POLICY T-5:**

**Protect residential areas from the parking impacts of the downtown area and the SOFA mixed use area by requiring adequate on-site parking and conformance with the applicable landscaping and screening requirements.**

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See Figure III-1 and  
Chapter V, Development  
Standards & Design  
Guidelines

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**PROGRAM T-3:**

*Following the relocation of the PAMF to its new campus and after construction of the two downtown parking structures, consider implementation of residential permit parking in the SOFA Plan Area, which will increase available parking in residential areas by discouraging all-day parking by employees of nearby businesses.*

---

**POLICY T-6:**

**Encourage shared parking for all uses with different peak demands. Encourage agreements by parking lot owners to provide parking access for special events and community facilities such as the Museum of American Heritage, the Women's Club, and others.**

---

**POLICY T-7:**

**Decrease the adverse visual impacts of surface parking and street level parking garages by encouraging parking for mixed use and multi-family residential parking to be either underground or otherwise not visible from adjacent roadways. Allow parking reductions and flexibility for historic buildings to avoid conflicts between preservation and provision of parking.**

---

See Chapter V,  
Development Standards  
& Design Guidelines for  
AMF, MU-1 and MU-2

---

#### **4. Traffic Patterns**

The Plan Area is impacted by Downtown and through traffic as well as neighborhood-generated traffic. For several decades, Homer and Channing Avenues have formed a one way couplet three to four blocks south of University Avenue. As a result of the one way designation, Homer and Channing Avenue is an attractive opportunity to bypass downtown at higher speeds than the two way streets closer to Downtown, such as Forest Avenue.

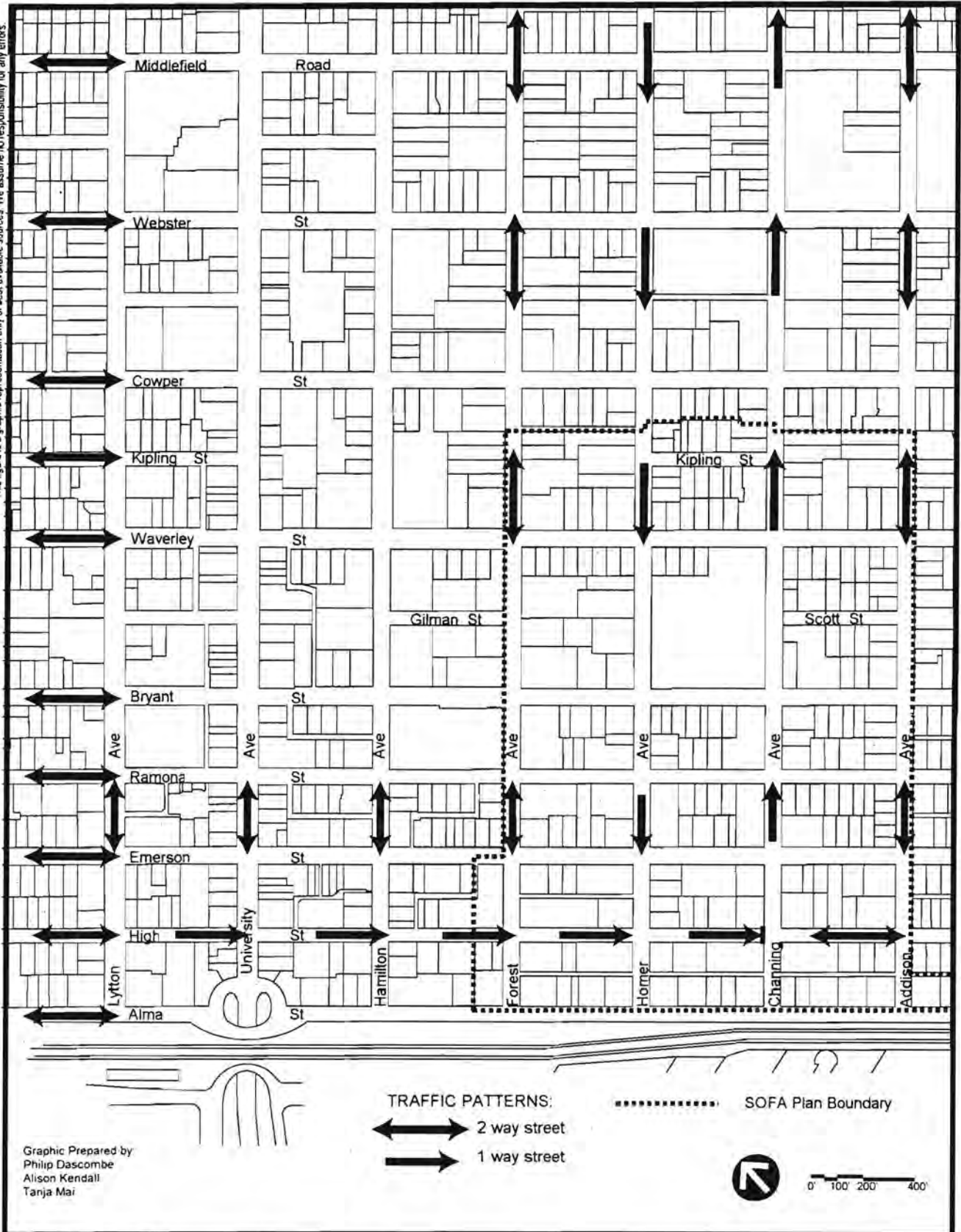
The fast-moving traffic on Homer and Channing Avenue is a safety issue for pedestrians and bicyclists. Consideration was given to returning these streets to two-way flow in order to calm traffic and be more in keeping with the residential character of the area. However, further analysis of the overall impacts for the conversion needs to be completed.

Returning the streets to two way travel will affect circulation around the commercial uses in the portion of the Plan Area closer to Alma Street as well as outside the Plan area. Truck access to various commercial uses frequently requires wide turning movements that can be more easily accommodated in one way streets. Deliveries to Whole Foods grocery and other nearby commercial uses are often accomplished by trucks double-parking along Homer Avenue, blocking one traffic lane. Trucks parked in this area can also block the driver's view of pedestrians crossing mid-block to the Whole Foods parking area. Additional concerns were also raised by the residents of the Channing House, located just outside the plan area, in relation to their ability to safely enter and exit their underground parking garage.

The Working Group endorsed the conversion of Homer and Channing Avenue and a portion of High Street from one-way to two-way traffic flow. However, with the caveat that this conversion should not adversely affect the needs of Whole Foods and the Channing House.



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Figure III-3  
**PROPOSED TRAFFIC PATTERNS**

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The Plan proposes that methods of traffic calming be studied further which could include a variety of measures, including pedestrian bulb-outs, traffic lane narrowing and conversion to two-way flow. Any conversion would be with the caveat that the identified concerns of Whole Foods and the Channing House be addressed. Transportation Division staff will study this issue further and suggest possible alternatives that would achieve the goal of calming traffic on these streets

---

**POLICY T-8:**

Study ways of calming traffic on Homer and Channing Avenue that could include, but not be limited to, pedestrian bulb-outs, traffic lane narrowing or conversion to two-way flow. Consider converting a portion of High Street to a two-way traffic circulation pattern where appropriate.

---

**POLICY T-9:**

Upon relocation of the Palo Alto Medical Foundation, complete further research on the possible installation of a traffic signal and signing improvements if Homer, Channing and a portion of High Street are converted to two way traffic flow. These improvements could include a new signal at Channing and Alma and a southbound left turn lane on Alma at Channing. Coordinate these changes with the improvements to loading and delivery access described below.

---

**POLICY T-10:**

Assist SOFA businesses in finding safe and convenient ways to accommodate truck deliveries which may be affected by change if the one way street pattern is converted to two way.

---

**POLICY T-11:**

Future study of this conversion should address the concerns raised by Whole Foods and Channing House as well as the need for signals and turn lanes on Alma Street.

---

*PROGRAM T-4:*

*Work with Whole Foods to reduce current and potential future conflicts of truck loading with two-way traffic on Homer Avenue. These changes may include but not be limited to the addition of loading zones on Homer Avenue and Emerson Street, restrictions in loading hours, prohibition of double parking per the current code, increased use of the alley between Homer and Forest, or the evaluation of the redesign of loading facilities within the store.*

---

*PROGRAM T-5:*

*Work with the Channing House residents, as part of a future Transportation Division study, to improve safety and reduce conflict between trucks loading, traffic on Homer Avenue and residents entering and exiting the parking facilities.*

---

**POLICY T-12:**

Support necessary and appropriate changes to mid-block pedestrian crossings, including relocation of crossings to nearby intersections,

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Policy Framework:  
Traffic Impacts

---

raised pavement, signing to assure that crossings are visible to passing traffic and convenient and safe for pedestrians for the entire Plan area.

**PROGRAM T-6:**

*Study the following specific mid-block crossings: 1) mid-block crossing opposite Whole Foods on Homer Avenue between Emerson and High Street; 2) mid-block crossing between Roth Building and Dunn Building on Homer Avenue between Waverley and Bryant; and 3) possible future mid-block crossing between Scott Park and PAMF Main Block between Waverley and Bryant Streets.*

## **5. Transit Service**

Transit service within the Plan Area is fairly good by Peninsula standards, with a heavily used commuter rail station within 3 to 12 blocks of any part of the Plan Area, a regional express bus to the East Bay, and two local services through the Plan Area, with several others through the nearby downtown area. More frequent daily service and evening and weekend service would help the transit-dependant. The Marguerite shuttle to Stanford comes within one block of Forest Avenue. The 1998-2010 Comprehensive Plan also calls for the provision of a shuttle/jitney type bus system to serve Palo Alto. The first phase of this program has received Council approval and provides a shuttle service that travels within close proximity of SOFA along Webster Street. Implementation of this program could reduce traffic and parking demands in this area by providing an alternative to driving. Ridership is generally low on all transit except rail and East Bay bus service, suggesting most residents, employees and visitors have cars available and find few incentives to use public transportation services. Studies show housing and employment near transit and incentives such as free transit passes can increase transit use and discourage auto use; such efforts are incorporated in this plan.

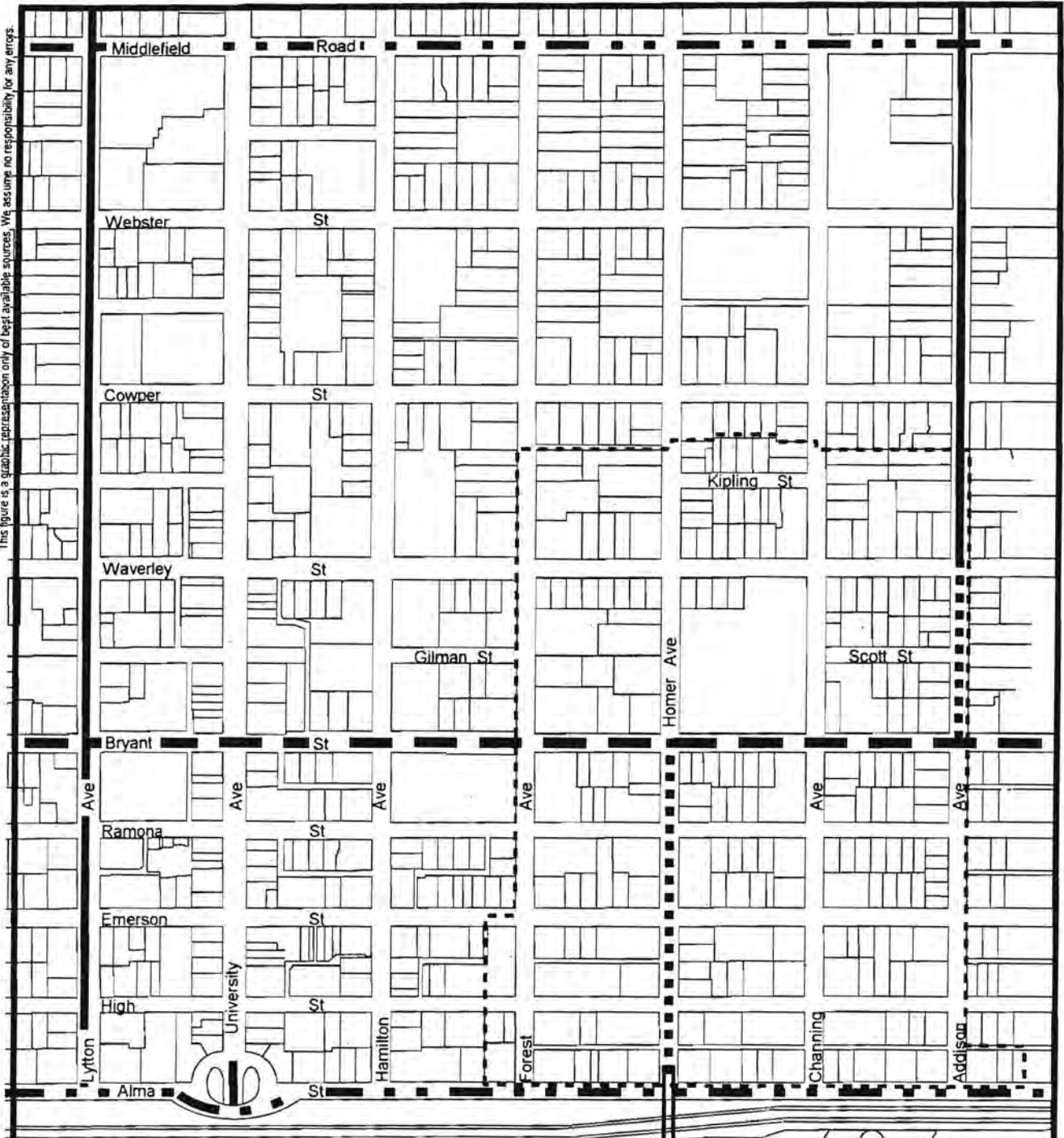
**POLICY T-13:**

**In coordination with Downtown efforts, encourage transit use by SOFA residents, employees and visitors, increasing awareness of available transit service and schedules and working with Santa Clara Valley Transportation Authority (SCVTA), SamTrans, Stanford, and other transit providers to improve service.**

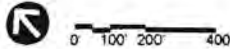
## **6. Bicycle Circulation**

Bicycling is a very pleasant and convenient transportation method for residents, employees, and visitors to SOFA and those who travel through the area to nearby destinations. Bryant Street is a bicycle boulevard and Addison Avenue is a bicycle route between Bryant and Guinda Street. The Alma Street sidewalk is currently designated as a sidewalk and bicycle path, but this designation will be removed in the future. Bicyclists can cross under Alma Street and the railroad tracks using sidewalk bicycle paths at University Avenue and Embarcadero Road. Access to both undercrossings is somewhat inconvenient for study area residents and employees. In addition, the crossing of the railroad tracks and El Camino Real at University Avenue is complex and fairly hazardous. A new

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Graphic Prepared by:  
Alison Kendall  
Tanja Mai



- ..... New Bike Route (may need further study if Homer remains one-way)
- Bike Boulevard
- Bike Lane
- - - - - Sidewalk Bike path
- Bike Route
- - - - - PAMF/SOFA Plan Boundary
- || Potential Future Crossing Point

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Figure III-4  
**PROPOSED BICYCLE ROUTES & IMPROVEMENTS**

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Proposed pedestrian/bicycle undercrossing, viewed from above



View to the west from Homer Avenue toward the new PAMF campus

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Figure III-5  
PHOTOGRAPHS OF PROPOSED UNDERCROSSING MODEL

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undercrossing at Homer Avenue and Alma Street is proposed as part of this Plan; feasibility and design studies for the crossing are available in Appendix D of the Plan.

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**POLICY T-14:**

Provide safe and efficient bicycle routes consistent with the proposed bike/pedestrian undercrossing of the railroad tracks. These routes should provide for travel between the SOFA, Downtown, and nearby schools, shopping centers, transit centers and employment centers.

---

*PROGRAM T-7:*

*Revise bicycle routes in the Plan Area to provide a bicycle route between the Bryant Street "bike boulevard" and Alma Street using Homer and/or Channing Avenue, or as otherwise recommended by PABAC, to connect with proposed pedestrian bicycle undercrossing of the railroad tracks at Homer Avenue and Alma Street. If Homer Avenue remains one-way for that portion between Alma and Ramona Streets to address the issues raised by Whole Foods, further study of an alternate route is needed.*

---

**POLICY T-15:**

Support the construction of a railroad undercrossing at Homer Avenue and Alma Street. Facilitate implementation of the recommendations of the Railroad Crossing Feasibility Study to improve pedestrian access from SOFA to the PAMF campus and points west.

---

*PROGRAM T-8:*

*Pursue all available funding sources for the undercrossing including grants, PAMF contribution, contributions from Stanford University; and City funds; etc.*

A thorough feasibility study evaluating the need for and most effective design of a railroad crossing between the plan area and the new Urban Lane PAMF facility was completed as a part of the Coordinated Area Plan. The study examined the potential level of use of a crossing by pedestrians and bicyclists, alternative location for a crossing, and the comparative functional, cost, and urban design issues of several alternatives. An at-grade crossing, a railroad overcrossing (including bridges options with and without elevators) and a railroad undercrossing were considered. The study recommended a railroad undercrossing at Homer Avenue with an estimated 1999 cost of 2.2 million dollars. A model was prepared providing a proposed design for the crossing. This study was prepared with the assumption that Homer Avenue was to become a two-way street, and therefore, if conversion of Homer Avenue is not selected as a means of calming traffic, a re-evaluation of this proposal may be necessary.

## 7. Pedestrian Circulation

Pedestrian access throughout the South of Forest Area is good, with a regular pattern of small blocks. In the commercial areas towards Alma Street, the attractiveness of the pedestrian experience is diminished by areas of narrow

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See Figure III-4

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Policy Framework:  
Access Across Caltrain  
Tracks

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See Figure III-5

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See Appendix F for a  
complete copy of the  
study

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See Figure III-5 for  
photographs of the  
model

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sidewalks, missing or stunted street trees and by heavy and fast-moving traffic on Alma Street. Heavy, fast traffic on Homer and Channing Avenue also impacts pedestrians despite wider sidewalks and large street trees. In order to improve the safety and circulation of pedestrians and to contribute to the creation of a walkable neighborhood, the Plan proposes traffic calming improvements to key intersections within the plan area.

Alma Street and the railroad tracks all form barriers between the area and Stanford University, the new Urban Lane PAMF facility and other areas to the southeast. The proposed pedestrian and bicycle crossing at Homer Avenue and Alma Street would help to reduce these obstacles.

---

**POLICY T-16:**

**Improve pedestrian and bicycle connections between and within the Plan Area, the Palo Alto Transit Center, and Stanford University.**

---

*PROGRAM T-9:*

*Develop a plan for improvements to Alma Street, adjacent streets and key intersections, using bulb-outs, raised walkways, street trees and other measures to improve pedestrian safety and convenience within the plan area and crossing Alma Street, helping to link with the transit center and Stanford.*

---

*PROGRAM T-10:*

*Work with Joint Powers Board to eliminate automobile service storage lot along the railroad tracks and provide landscaping, screening and other parking improvements which enhance the pedestrian and bicycle connection to the Transit Center.*

---

**POLICY T-17:**

**With new development, require new street trees, storefront treatment of front facades, pedestrian scale signage, pedestrian/seating, sidewalk widening, and other improvements to improve pedestrian experience throughout SOFA Area.**

---

**POLICY T-18:**

**Improve access for the disabled throughout the Plan Area.**

---

*PROGRAM T-11:*

*Complete corner curb cuts throughout SOFA Plan Area, consider needs of wheelchair bound and persons with other disabilities in planning for crossings and other public and private pedestrian improvements in the area. As sidewalks are repaired, applicable ADA requirements shall be satisfied.*

---

**E. Community Facilities**

Community facilities include public and private facilities that provide services to the surrounding community. Among these services are schools, libraries, open space/public facilities and childcare. Because they are the subject of separate,

ongoing planning processes at the School district and City-wide level, this Plan contains no policies or programs related to schools or libraries. However, the issues of schools and libraries related to the Plan area are briefly discussed below. Child Care and Open Space/Parks issues are discussed in more detail with accompanying Plan policies and programs:

### **1. Schools**

The capacity of the neighborhood elementary school, Addison Elementary, located at Middlefield Road and Addison Avenue, other nearby elementary schools, and the middle and high schools to absorb the additional students resulting from new housing construction was a concern voiced in the planning process. Potential impacts on schools are addressed in the Environmental Impact Report. Demographic changes are resulting in increasing enrollments throughout the city, which are the subject of Palo Alto Unified School District planning. City policy requires that new development be evaluated for its impact to school enrollment relative to existing capacity. However, the City does not discourage new development solely on the basis of impacts to schools, nor does it require new development to address impacts to school enrollment beyond the payment of established school impact fees.

### **2. Libraries**

The area is currently served by the Downtown Library, located within the study area, and the Main Library, located less than one mile away. Library services are assumed to continue unchanged for the purposes of the Coordinated Area Plan. If the City elects to acquire the Roth Building as a public facility, one of the many possible uses that could be considered would be its use as part of the library system. The feasibility of this use would be subject to a separate City review process and included in the Library Master Plan.

### **3. Open Space/Public Facilities**

The Plan Area contains Scott Park, a 0.4-acre mini-park located off Scott Street near Channing Avenue. The park contains a half court basketball court, a grassy area, playground equipment and picnic tables. The closest neighborhood park is 2.0-acre Johnson Park, located five blocks to the north across University Avenue. Kellogg Park, of approximately 0.4 acres in size, is located just south of Embarcadero Road and the turf area at Addison Elementary school provide additional neighborhood recreational open space. In addition, the Williams House and gardens, located on Homer Avenue, provides an additional 0.25 acre of city-owned open space within the Plan Area, although presently public access to the space is limited to guided tours during museum opening times. Furthermore, the El Camino Park playing fields, located across from Stanford Shopping Center, are within one-half mile of portions of the Plan Area.

SOFA area residents and the public have expressed strong interest in the creation of a new neighborhood park. Specific desires include more children's play area, a more visible and accessible open space area which can serve as a focal point of the neighborhood, and better separation of activity areas from adjacent residences. A variety of options were examined in the planning process, including the following: the designation of a large parcel of land for a park, the expansion of

Scott Park, creation of privately owned but publicly accessible open spaces on developments including a mid-block public mews connecting the new neighborhood park with Scott Park.

---

**POLICY CF-1:**

**The use of Block B (main block of PAMF property) shall accommodate a new park, preservation of the Roth building, associated parking and possible multi-family housing. Provide for the development of a park up to 2.0-acres in size. In addition, pursue acquisition of the Roth Building for public use, resulting in a 2.41-acre public facility**

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See Figure III-6

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**POLICY CF-2:**

Insure that the new park with private development open space (mews) provide a public connection to Scott Park and the surrounding neighborhoods.

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Scott Park shown in Figure III-7

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*PROGRAM CF-1:*

*Identify all feasible funding sources and estimated amounts for acquisition of a new neighborhood park site, building upon sources, options and estimates identified in this plan. Negotiate with PAMF to acquire land for a 2.41-acre park and public facility. After Council review and approval of a funding approach, prepare a detailed financing package for consideration to acquire land needed for public facilities.*

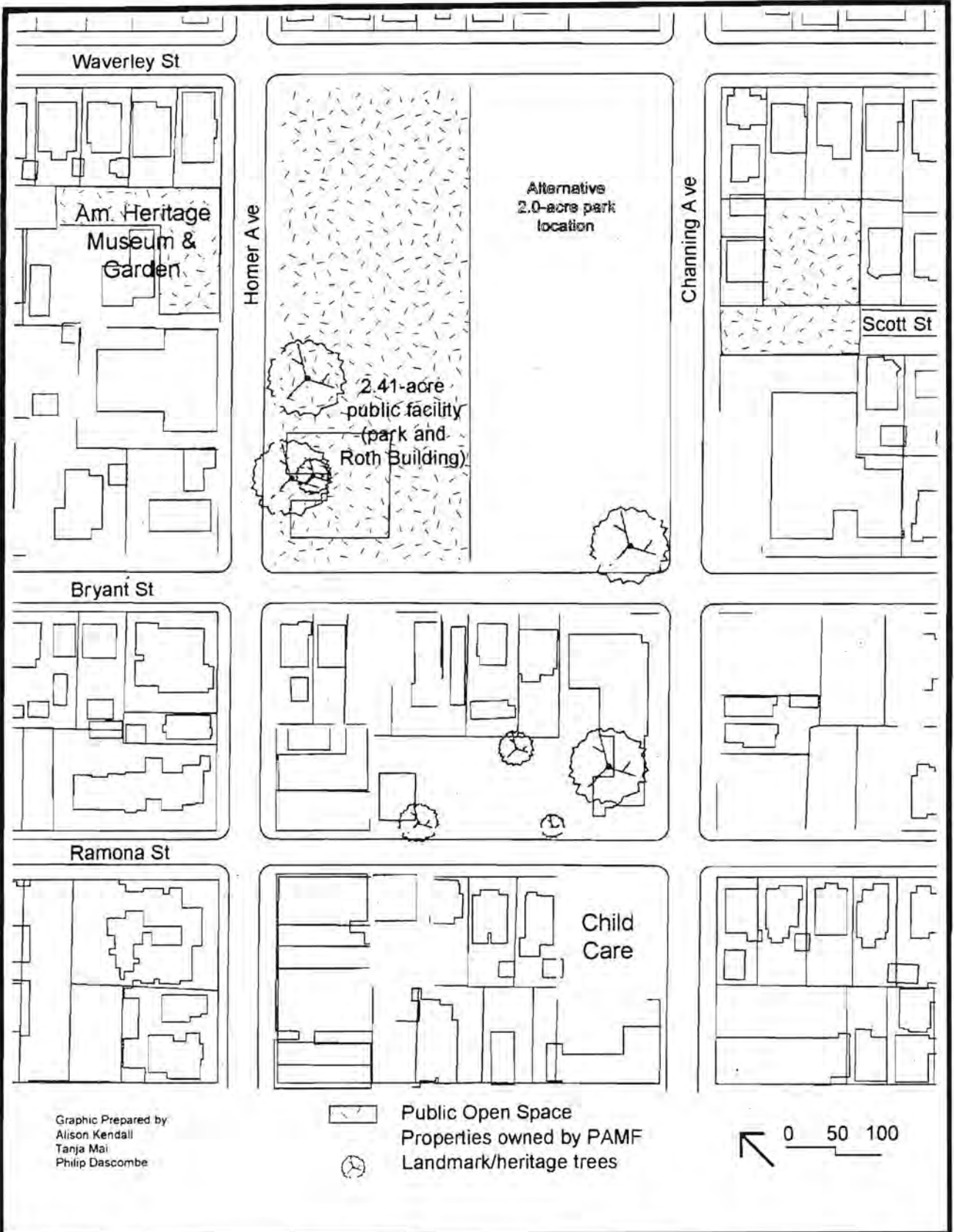
The Working Group endorsed the creation of a 2.5 acre park on the northeastern portion of the main PAMF block (fronting on Waverley Street between Homer and Waverley Street). The Working Group also endorsed the preservation of 0.4 acre Scott Park for a total park allocation of 2.9 acres in the Plan area. If the Roth building is not acquired for a public facility, the Working Group configuration of park and housing creates a better land-use pattern for the main PAMF block. For instance, if the Roth building is used as a satellite medical facility, it would be surrounded by multi-family housing rather than open space.

The Plan specifically calls out the preservation of the Roth building (with associated parking) as either a public facility or non-residential use and possible multiple family housing on the remainder of the PAMF main block (Block B).

The underlying zoning, if adequate funding for a 2.5 acre park is not available, will be determined at such time as the City Council discusses the size and funding for the park. The Working Group suggested alternative zoning be either DHS or AMF for the portion of the main block that was not designated as park.

The final determination of the park size will be dependent upon the available funding sources and will be required to be assessed in conjunction with the City Capital Improvement Program (CIP). A listing of funding options for acquisition and development of a new neighborhood park are provided in Chapter VI, Implementation Strategy. Possible funding sources include development impact fees, Transfer of Development Rights (TDR), an assessment district, land dedication from PAMF or other charitable contributions, City of Palo Alto General Fund contributions, and general obligation bonds.

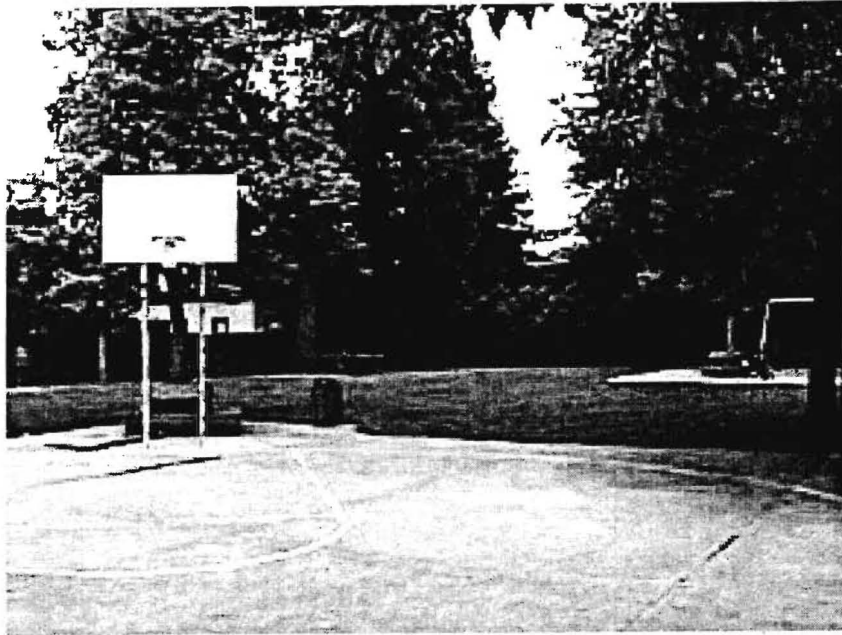
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Figure III-6  
**PROPOSED 2.41-ACRE PUBLIC FACILITY AND CHILDCARE LOCATION**

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Scott Park, viewed from the south



Potential child care center site, located at the corner of Channing Avenue (left) and Ramona Street (right)

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**POLICY CF-3:**

**Preserve the historic Roth Building located at the corner of Homer Avenue and Bryant Street. Remove the rear wings of the Roth Building and restore the Roth Building to its original size and form as appropriate. Encourage design and uses of the building which complement the adjacent park. Require compliance with the Secretary of Interior's Standards for Historic Rehabilitation in rehabilitation of the original building after removal of the wings.**

---

Policy Framework:  
Historic Preservation

---

Figure III-6 illustrates the proposed configuration of the park, assuming that sufficient funding is available to acquire 2.41-acres for the park and Roth Building and with removal of the rear wings of the historic Roth building.

---

*PROGRAM CF-2:*

*Area residents, the public, and Planning and Parks staff, should assess and develop a more detailed schematic design for the proposed park which reflects neighborhood, downtown and city-wide needs and desires, at such time funding and other resources are available.*

Schematic design of the proposed new neighborhood park will include representatives of affected user groups and City departments, and will incorporate such design considerations as: preservation of existing trees where possible, crime and vandalism prevention, and ease of maintenance. It should also fulfill the following minimum program requirements, including but not limited to the following active and passive recreational uses: playground equipment for preschool and elementary school age children, basketball court facilities, picnic tables, and a large lawn area suitable for active recreation.

---

**POLICY CF-4:**

**Increase the amount of open space within one-half mile of the South of Forest residential neighborhood through a variety of techniques, including use of existing public open space, developing new public open space, and providing incentives for incorporating publicly accessible and usable open space into new development.**

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Policy Framework:  
Community Facilities

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*PROGRAM CF-3:*

*In conjunction with the Museum of American Heritage, develop a plan to utilize the Williams House Garden to supplement existing open space and community facilities by: maximizing the hours it is accessible to the public; making the entry more welcoming where appropriate; and providing a variety of programs for neighborhood and local residents, nearby child care centers and others, which are consistent with the preservation of the gardens and museum buildings.*

The Development Regulations in the Plan also create incentives for private development to include publicly accessible open space by providing .1 FAR commercial bonus for 10% of site area developed and provided as permanent publicly accessible open space.

---

**POLICY CF-5:**

Require site planning or private development proposals to accommodate publicly accessible open spaces and connections to other open spaces where feasible. Encourage establishment of usable outdoor pedestrian open spaces, plazas, etc. with pedestrian amenities.

#### **4. Child Care**

There is a substantial need throughout Palo Alto for child care, particularly for infants and toddlers. The shortage is particularly acute for child care in the downtown area. The City has been working with local child care providers on the Child Care Advisory Committee (CCAC) to expand the supply of child care in the area.

The CCAC has identified a number of potential funding sources, including possible corporate memberships by downtown employers, charitable contributions, developer contributions, and child care fees which appear to be sufficient to cover ongoing operating costs and finance capital costs. In the Development Agreement for their Urban Lane Campus PAMF committed to provide to the City, at a lease of \$1 per year for thirty five years, the 12,500-square-foot site at Channing Avenue and Ramona Street for use as a child care center or other use acceptable to both parties. A feasibility study has been completed and proposals are currently under review.

Channing Avenue/  
Ramona Street site  
shown in Figure III-7

---

**POLICY CF-6:**

Encourage the construction of a child care center which will provide licensed and accredited child care for 50 or more infants, toddlers and preschoolers within the Plan area, serving the child care needs of Downtown and SOFA area residents and employees and others.

---

*PROGRAM CF-4:*

*Explore the feasibility of using PAMF's commitment to provide a 12,500 SF site for a child care center to be constructed at the northwest corner of Channing Avenue and Ramona Street. The feasibility of acquiring one or more adjacent properties should also be considered if the Channing/Ramona site is not feasible by itself.*

---

*PROGRAM CF-5:*

*If the Channing/Ramona site does not appear feasible after further study, the City may want to explore the lease or acquisition of alternative sites owned by PAMF to accommodate a child care center.*

#### **F. Design Character**

This section of the Coordinated Area Plan addresses the visual quality, urban design and distinct character of the South of Forest Area. This character arises from consistent patterns of physical forms, including the canopy created by the

area's street trees; the size, bulk, mass, height and location of buildings; the type of architecture and age of buildings; as well as from notable exceptions to those patterns. This section of the Plan addresses key aspects of this character for the SOFA area, including street trees and heritage trees, historic preservation, and architectural design. This section also includes policies for the provision of public art in some types of new development.

## **1. Street Trees and Heritage Trees**

The South of Forest Area of Palo Alto includes many fine tree specimens growing on both private property (such as trees on land owned by Palo Alto Medical Foundation), and public property (such as street trees growing within the public right-of-way). The area contains no formally designated "heritage trees", however, the EIR for the 1991 PAMF/SOFA Specific Plan identified several "landmark trees," or trees which are notable for their size, age, species, and appearance. These trees could potentially be nominated by PAMF for consideration by the City Council as Heritage Trees.

The area also contains several examples of the two oak species which are protected in Palo Alto. These notable trees and the remainder of the urban forest presents both opportunities to build on the area's distinctive features and constraints for the location of new development within the area. The existing trees provide wildlife habitat, shade, and a dramatic urban design feature and enhance the pedestrian environment. The preservation and enhancement of these resources is essential to maintain and enhance the character of the neighborhood.

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### **POLICY DC-1:**

**Preserve and protect existing street trees, planning new development so that damage or removal of existing healthy street trees is minimized.**

---

### **POLICY DC-2:**

**Driveways, walkways and structures shall be located so as to preserve existing street trees wherever possible. Protective measures should be taken in construction and landscaping to assure the continued health of existing street trees where appropriate.**

---

### **POLICY DC-3:**

**Any new development or substantial renovation of an existing building within the Plan Area shall consider the replacement of any "missing" street trees at an interval of approximately 20-25 feet on center. An appropriate species shall be selected to create a unified pattern within each block, with the intent of creating an overall species diversity in the urban forest.**

---

### **POLICY DC-4:**

**Street tree selection shall be in accordance with the proposed street tree species shown in Table III-1 or as otherwise approved by the Planning or Public Works Arborist.**

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Policy Framework:  
Heritage/Street Trees &  
Landscaping

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**POLICY DC-5:**

Development improvements that involve removal and replacement of sidewalks (twenty foot minimum) and/or street trees shall first consider the benefits of using structural soil fill as a planting medium below the sidewalk surface. Implementing this new technique will promote long term benefits by averting sidewalk and pavement damage from tree roots, enhance vigorous shade tree growth and allowing safer pedestrian travel. This shall apply for all city owned right-of-way areas when a more than twenty feet sidewalk and planter strip is removed or replaced, and/or when a subdivision is approved.

In order to introduce a healthy diversity of street trees, while producing consistency within a block to create a strong pattern, the street tree species listed in Table III-1 shall be used, unless an exception is approved by the Planning and Public Works Arborists.

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See Figure III-12 & 13  
for photographs of these  
trees

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*PROGRAM DC-1:*

*Consider the following "significant trees" for protection with the Heritage Tree designation and preserve them as part of new development proposals to the extent feasible.*

1. Moreton Bay Fig, 819 Ramona - Notable size, history and species
2. Jacaranda, 300 Homer - Notable history and species

---

**POLICY DC-6:**

Protect and maintain Heritage Trees. In addition, promote preservation of Coast Live Oak and Valley Oak and which are not yet large enough to qualify for the ordinance protection. Incorporate planting of these native oak species in the proposed park, other established open spaces, plazas, etc. and in other appropriate locations in the Plan Area. However, if the location of protected trees are such that they significantly hinder the achievement of other community goals, (ie affordable housing) they may be removed. Any removal would be at the discretion of the Director of Planning and Community Environment and would require tree replacement policy established in the Tree Preservation Ordinance.

To achieve the city's tree preservation goals, all development shall be consistent with Palo Alto Municipal Code (PAMC) Section 8.10.070, Care of Protected Trees. The purpose of this section of the PAMC is to promote the health, safety, welfare, and quality of life of the residents of the city through the protection of specified trees located on private property within the city, and the establishment of standards for removal, maintenance, and planting of trees. In establishing these procedures and standards, it is the city's intent to encourage the preservation of trees.

- (a) All owners of property containing protected trees shall follow the maintenance standards in the Palo Alto Municipal Code Section 8.10.070.
- (b) The standards for protection of trees during construction contained in the

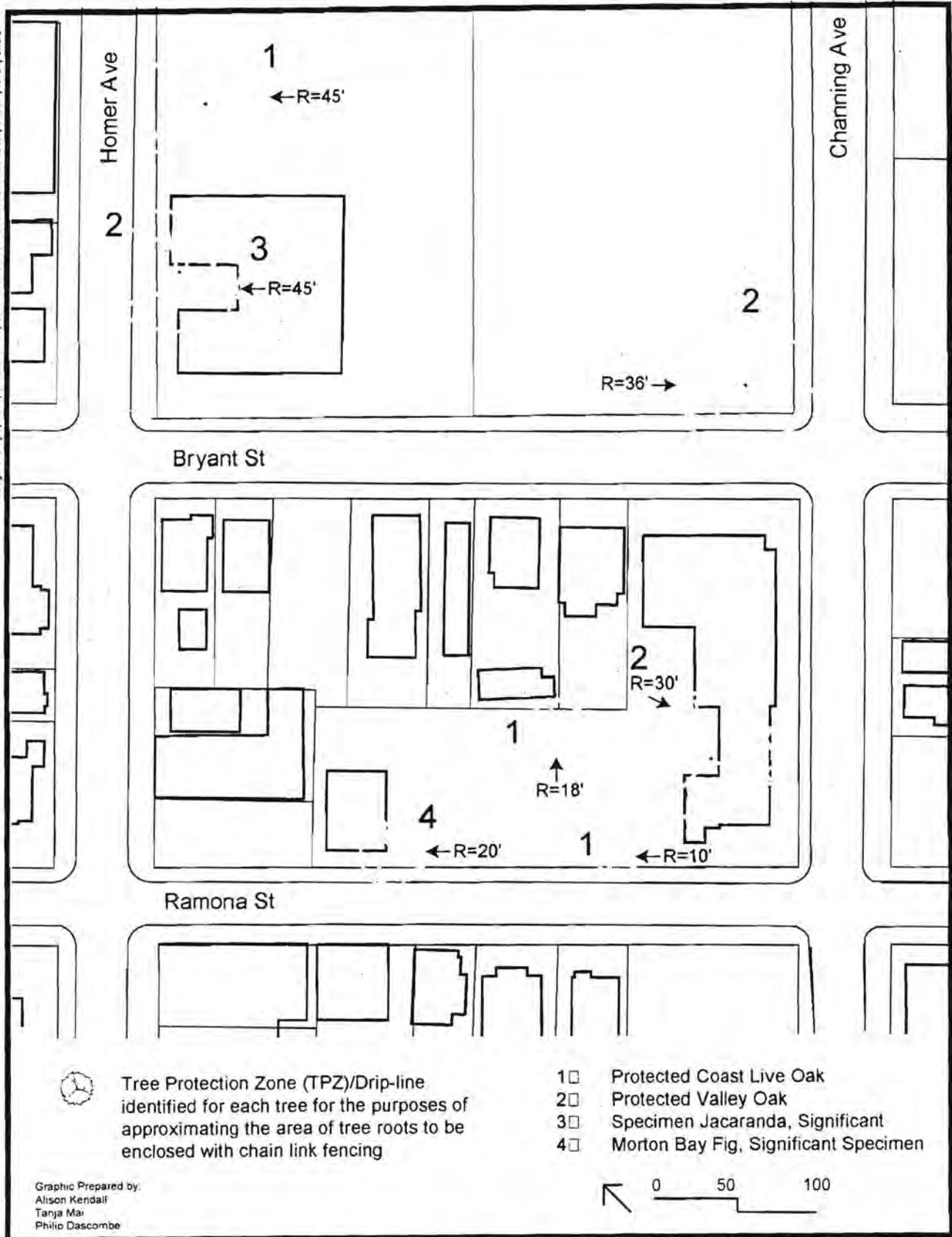
<b>Table III-1 Street Tree Species Recommendations</b>			
<b>Street Name</b>	<b>700 Block</b>	<b>800 Block</b>	<b>900 Block</b>
Alma Street	Fraxinus (species t.b.d)	Fraxinus (species t.b.d)	Fraxinus (species t.b.d)
High Street	Pistacia chinensis	Acer (species t.b.d)	Pistacia chinensis
Emerson Street	Cercis canadensis	Acer (species t.b.d)	Cercis canadensis
Ramona Street	Lagerstroemia indica 'Natchez' (white) or 'Cherokee' (red)	Lagerstroemia indica 'Natchez' (white) or 'Cherokee' (red)	Lagerstroemia indica 'Natchez' (white) or 'Cherokee' (red)
Bryant Street	Acer (species t.b.d)	Acer (species t.b.d)	Acer (species t.b.d)
Waverley Street	Quercus shumardii	Quercus shumardii	Quercus shumardii
Kipling Street		Pistacia chinensis	

<b>Table III-1 Street Tree Species Recommendations (continued)</b>			
<b>Street Name</b>	<b>100 Block</b>	<b>200 Block</b>	<b>300 Block</b>
Forest Avenue	Fraxinus (species t.b.d)	Acer (species t.b.d)	Fraxinus (species t.b.d)
Homer Avenue	Fraxinus (species t.b.d.)	Celtis australis	Fraxinus (species t.b.d.)
Channing Avenue	Acer capillipes	Cercis canadensis	Acer capillipes
Addison Avenue	Celtis australis	Ginkgo biloba 'Autumn Gold'	Celtis australis

\*t.b.d. = to be determined by the Public Works Department

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This figure is a graphic representation only of best available sources. We assume no responsibility for any errors.



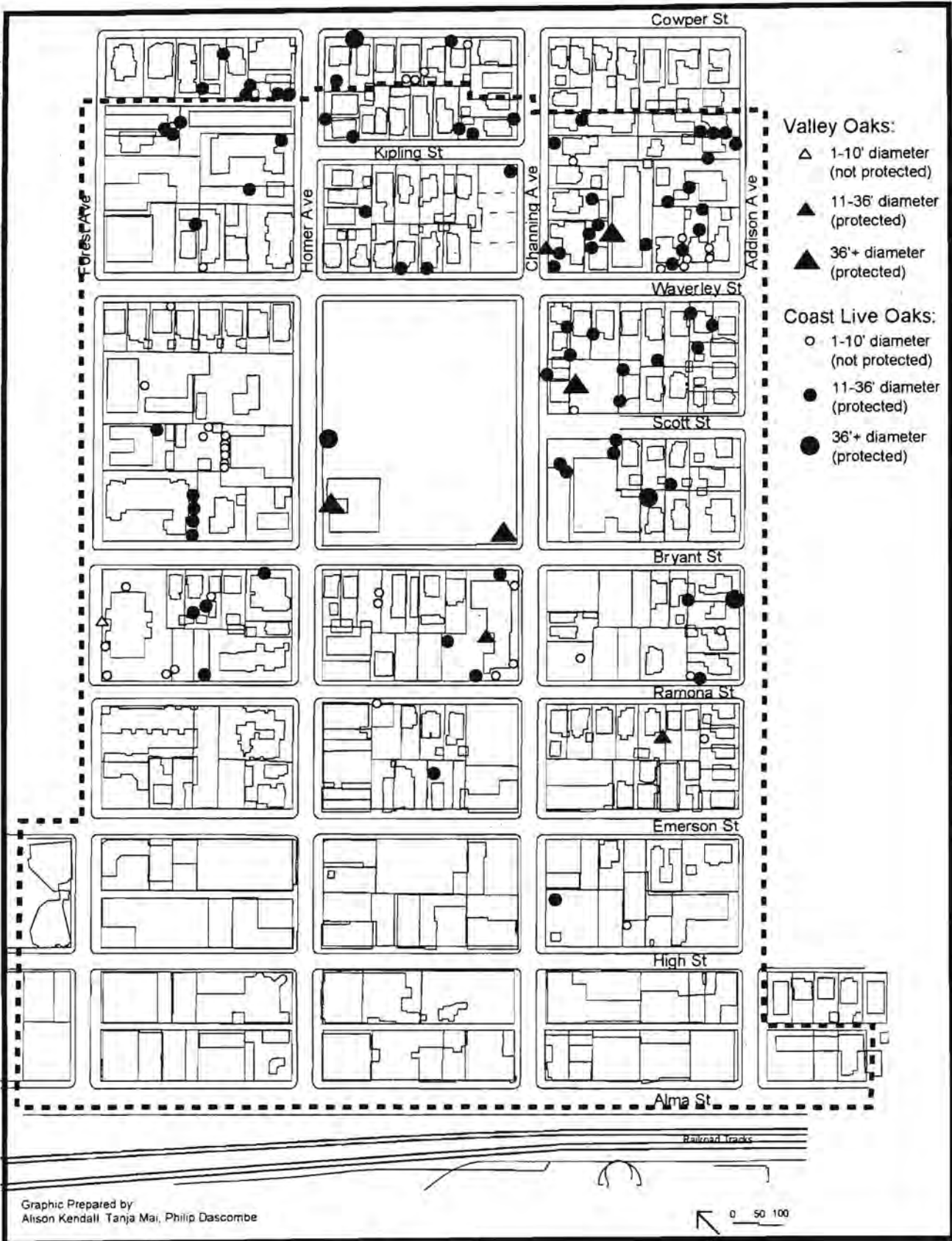
**S O F A**  
Coordinated  
Area Plan

Figure III-8  
**EXISTING TREES ON PAMF SITES**

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Graphic Prepared by  
Alison Kendall, Tanja Mai, Philip Dascombe

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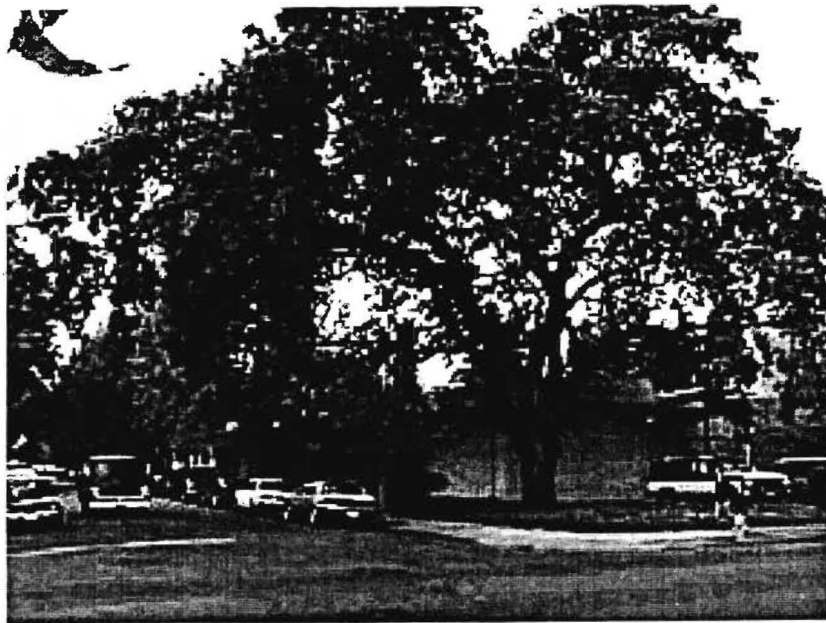
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Figure III-9  
**NATIVE OAKS IN SOFA PLAN AREA**

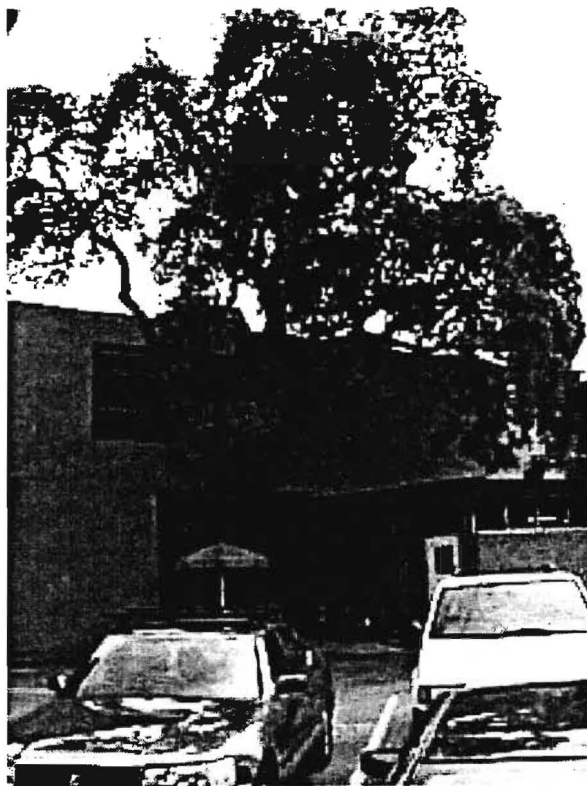
Source: Survey prepared by Canopy's Oak Well Project, June 98

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This figure is a graphic representation only of best available sources. We assume no responsibility for any errors.



Protected oak at the corner of Bryant Street and Channing Avenue



Protected oak on the property currently occupied by the PAMF research building on Channing Avenue, between Ramona and Bryant Streets

S O F A  
Coordinated  
Area Plan

Figure III-10  
EXISTING PROTECTED OAKS

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Tree Technical Manual shall be followed during any development on property containing protected trees. (Ord. 4362 § 2 (part), 1996)

The Citywide Tree Protection Ordinance requires preservation and maintenance of Protected Trees within the Plan Area, which include *Quercus agrifolia* or Coast Live Oak and *Quercus lobata*, or Valley Oak, with a diameter of 11.5' or greater, measured at 54 inches above natural grade. The protected tree located toward the interior of Block C cannot be preserved without making it economically infeasible to develop affordable housing on that site and therefore the Plan permits removal of that tree. Any protected trees removed will be required to be replaced per the guidelines established in the Palo Alto Municipal Code. Planting of new oaks and protection of those not yet large enough to be protected will also help to maintain Palo Alto's distinctive oaks after the inevitable loss of today's large oaks.

Existing protected and significant trees located on PAMF-owned lands are shown in Figure III-8, Existing Protected and Significant Trees, with the approximate location and radius of each tree's drip line.

Figure III-9, Native Oaks in the SOFA Plan Area, is based on the survey prepared by volunteers with Canopy's Oakwell Project, of native oak trees on both public and private property, as visible from public streets. This inventory includes all native oaks in the area, including those which are currently too small to be protected under the City's ordinance.

---

**POLICY DC-7:**

**Provide for and strongly encourage the preservation of significant trees in the plan area when feasible through the granting of minor exceptions in the Plan Development Standards and Design Guidelines.**

## **2. Historic Preservation**

The South of Forest Area played a significant role in the early history of Palo Alto and includes a substantial number of historic structures currently listed in Palo Alto's historic inventory. These structures, and the historic patterns of development which they create, contribute to much of the area's unique and interesting character.

The commercial development along Homer Avenue and Emerson Street was the center of a mixed use district which provided a variety of essential services to the adjacent downtown and nearby residential areas such as Professorville, a National Register Historic District which extends into the Planning Area near Bryant Street and Addison Avenue. The SOFA area included the residences, businesses and community facilities of a variety of ethnic groups and nationalities, as illustrated by the AME Zion Church at 819 Ramona, one of the first African American churches on the Peninsula. Other significant buildings include the Roth Building at 300 Homer Avenue, the original site of the Palo Alto Medical Clinic and the Packard Garage at 367 Addison Avenue, birthplace of Hewlett Packard. Existing properties on the Palo Alto Historic Register are identified on Figure III-11.

The SOFA CAP provides that properties identified as national register eligible historic resources be preserved either on site or relocated (in the case of residential

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See Figure III-10, III-12  
and III-13

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See Appendix G for a  
copy of Canopy Oakwell  
Project Survey

---

historic resources be preserved either on site or relocated (in the case of residential structures). All restoration work is to be consistent in substantial conformance with the Secretary of the Interior's Standards for Historic Rehabilitation.

Proposed development projects, for residential and non-residential, that involve potential cultural resources shall include the preparation of an evaluation of the resource through an Initial Study. The evaluation would determine if a structure(s) is a cultural resource and identify acceptable mitigation measures that would address potential impacts to the structure(s).

---

**POLICY DC-8:**

**All identified as meeting the criteria to be national register eligible historic resources shall be subject to the substantial conformance to the Secretary of Interior Standards for rehabilitation.**

---

**POLICY DC-9:**

**Encourage public and private efforts to maintain, preserve, and use historic buildings and other historic resources in the SOFA Plan Area in order to maintain the scale and character of the area. Encourage use of incentives programs found in SOFA CAP and Palo Alto Municipal Code.**

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*PROGRAM DC-2:*

*Consider use of Transfer of Development Rights program, similar to that for the downtown area, or similar incentives to encourage preservation.*

---

**POLICY DC-10:**

**Allow exceptions of up to 25% less than the full parking requirement to encourage reuse of historic buildings for original or compatible uses.**

---

**POLICY DC-11:**

**Provide information to the public, developers, homeowners etc., on all available historic preservation tax programs, credits and other financial assistance available.**

---

**POLICY DC-12:**

**Preserve the original Roth Building, including the historic murals related to the history of the Palo Alto Medical Foundation. Restore and rehabilitate the building in accordance with the Secretary of Interior's Standards for Rehabilitation of Historic Buildings. Renovation of the building should in no way impact surrounding existing protected vegetation.**

---

**POLICY DC-13:**

**Encourage use of the State Historic Building Code when reviewing proposed modifications to historic structures.**

While the later addition of the rear wings may also have historic value, the restoration of the original Roth Building to its original form is the City's primary historical preservation objective for this building. The Palo Alto Medical Foundation, or successive owners, shall be responsible for securing approvals for

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See Comprehensive Plan Policy L-58 & L-59 in Appendix E

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See Comprehensive Plan Policy L-57 in Appendix E

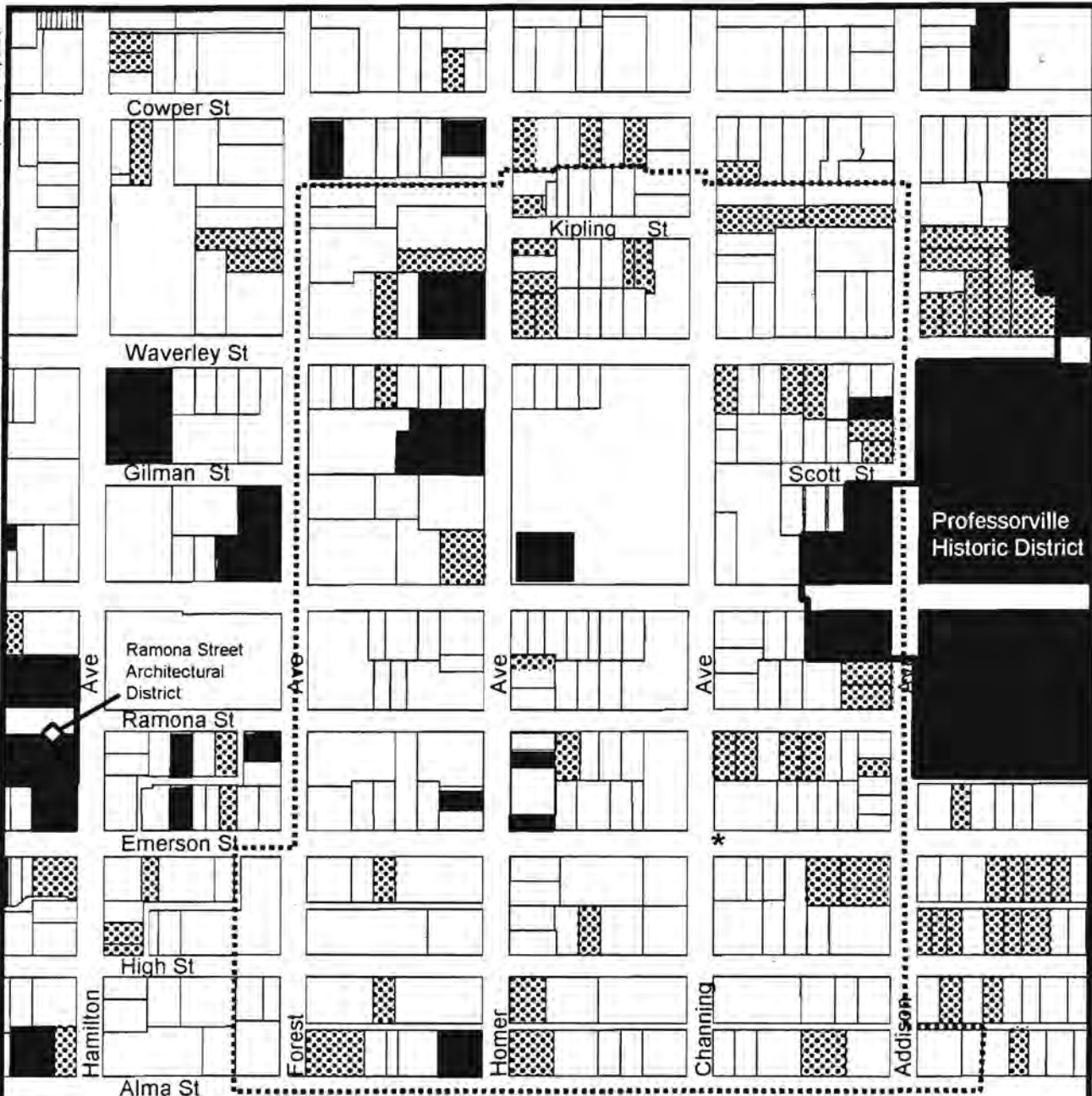
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Policy Framework: Historic Preservation

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See Comprehensive Plan Program L-65 in Appendix E

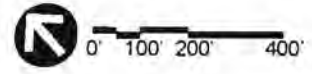
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- Parcels/structures proposed for Palo Alto Register
- Parcels/structures proposed for Resource List
- Parcels/structures proposed California Register Eligible

- \* California Registered Historical Landmarks
- \*\* National Register Historical Landmark
- ..... PAMF/SOFA Plan Boundary

Graphic Prepared by:  
Alson Kendall  
Tanja Mai  
Philip Dascombe



**S O F A**  
**Coordinated**  
**Area Plan**

Figure III-11  
**HISTORIC RESOURCES IN THE PLAN AREA**

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the demolition of the rear wings of the Roth Building and the restoration of the rear facade of the building in a manner which is compatible with the original building but which does not confuse the new construction with the original construction, as required in the Secretary of Interior's Standards.

---

**PROGRAM DC-3:**

*The City will work closely with the PAMF to identify an appropriate re-use for the Roth Building which will preserve its historic features. Special consideration should be given to the following: the murals in the entry court, reconstruction of the rear portion of the building to allow the interior to function properly, and exterior materials and major trees. The proposed use should allow public access to the Homer Avenue entry courtyard to view the murals, and if possible, to the building's interior. Signage directing the public to the murals should be provided. The continued use of the Roth building could include a public facility, PAMF satellite medical facility or other non-residential use.*

---

**PROGRAM DC-4:**

*Recognize historic structures along Homer Avenue, PAMF, and the role of the area in the birth of Silicon Valley, in a Historical Walking Tour developed with local historical associations. Coordinate with the Museum of American Heritage to illustrate and disseminate information on the history of the area and the route.*

---

**POLICY DC-14:**

**Promote continuation or restoration of the original use of historic buildings wherever possible, but allow adaptive reuse if compatible with preservation of historic features where original use is infeasible.**

---

**POLICY DC-15:**

**Permit continued non-conforming use of historic buildings if necessary to assure preservation and restoration of historic resources. Continuation of the original use or a similar use should be pursued wherever feasible. Established and designated historic resources shall be exempt from the minimum densities outlined in the Plan.**

---

**POLICY DC-16:**

**Allow selective relocation of historic resources as a preservation strategy generally following when consistent with State and National Standards regarding the relocation of historic resources. Relocation of historic resources may be permitted to insure preservation of the resource. All efforts should be utilized to accommodate the historic resource in close proximity to its original location from which it was moved. Relocation may be to any site within the City.**

---

**POLICY DC-17:**

**Relocation of the AME Zion Church should be discouraged, but not prohibited.**

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Policy Framework:  
Historic Preservation

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See Comprehensive  
Plan Policy L-61 in  
Appendix E

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Policy Framework:  
Historic Preservation

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See Comprehensive  
Plan Program L-55 in  
Appendix E

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**POLICY DC-18:**

**Promote further research of the possible implementation of an overlay district to provide additional protection measures for the preservation of existing historic resources and smaller non-residential uses on Homer Avenue between Ramona and Alma Street.**

This approach is considered feasible primarily for houses in the 800 block of Bryant Street, which could be relocated. Another candidate for relocation is the AME Zion Church at 819 Ramona. The building foundation was damaged by the Loma Prieta earthquake in 1989. Since the Plan recommends designation of the Fig tree located in front of the church as a heritage tree, relocation of the church structure on the lot, or nearby, for the purpose of restoration, may be desirable.

### **3. Architectural Design**

The SOFA Plan Area contains a wide variety of building types, heights, sizes, and styles generally possessing a high degree of visual interest and pedestrian orientation. The eastern portion of the Plan Area contains multi-family and single family residential development spanning the past 100 years. Styles vary, but have in common careful detailing and patterns of entryways, porches and fenestration. This pattern is interrupted by the PAMF medical buildings and some large scale multifamily housing which lacks the variety, interest and street orientation of the older areas.

The objective of the Coordinated Area Plan with respect to Design Character is to create the conditions which will encourage future development to preserve and enhance the original, varied, pedestrian-oriented and generally fine-grained scale of development in the area. In order to do so, the Plan policies below address several different issues, including subdivision or lot development pattern, compatibility of development with historic patterns and historic preservation, the process of development review, and the establishment of development standards and design guidelines.

---

**POLICY DC-19:**

**Promote quality design as defined by style, detail, massing, materials, etc. Implementation of the design guidelines should allow for flexibility and diversity in relation to the overall content of the neighborhood area.**

---

**POLICY DC-20:**

**Build on existing lot patterns such as the small lot pattern and lots with two or more detached units to create variety and scale with new development. Prohibit aggregation of existing lots in the Detached Houses on Small Lot (DHS) areas but allow flexibility in the minimum and maximum lot sizes to accommodate unusual lot configurations.**

Minimum maximum lot sizes are designed to discourage aggregation of existing lots in areas designated for Detached Houses on Small Lots (DHS) in Chapter V, Development Standards & Design Guidelines. However, it is

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Policy Framework:  
Design Character

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foreseeable that in some instances, the site constraints and area available for new lots may not conveniently fit these minimum and maximum sizes. Therefore, flexibility has been written into the Plan to permit lots slightly under and over the minimum and maximum sizes.

**POLICY DC-21:**

**In AMF and MU areas where lot aggregation may be needed to create efficient structured and underground parking, require design measures to reinforce the scale and character of the original development patterns and that of adjacent older development.**

Building articulation, roofline setbacks and variations, and frequent use of street entry features are all design measures which reinforce the original, finer grain of development in this area. These measures are contained in Chapter V, Design Guidelines for AMF and MU Districts.

**POLICY DC-22:**

**The commercial development in the SOFA area was historically centered on Homer Avenue and Emerson Street, with many intact buildings remaining. The character of these commercial buildings, with no front or side setbacks and storefront entrances, creates a lively pedestrian environment which should be reinforced by new development, particularly along Emerson Street, which links this area to the downtown.**

**POLICY DC-23:**

**Promote new residential development that should relate to and continue the historic character of the area including Professorville, which extends into the Plan area along Bryant and Addison Streets.**

Professorville, a National Historic District, is a predominantly residential area which housed many of the early Stanford professors, and contains many examples of notable residential architecture. Maintaining and extending this historic residential character and scale along Bryant is thus particularly important.

**POLICY DC-24:**

**Prohibit the use of the Planned Community permit process for the SOFA Plan Area (phase one), substituting an exception process in the use of Mixed Use and Attached Multi-Family Development Standards with provision for incentives for housing, open space, historic preservation, and other desirable "public benefits".**

**POLICY DC-25:**

**No development inconsistent with the development standards and design guidelines included in this Coordinated Area Plan shall be approved. Exceptions may only be granted in accordance with the exception processes described in Chapter IV.**

TO BE IMPLEMENTED  
IN PHASE 2

TO BE IMPLEMENTED  
IN PHASE 2

Policy Framework:  
Design Character

#### 4. Public Art

Public art makes a valuable contribution to the urban design of Palo Alto and enriches the built environment and public life. The plan proposes that new developments in the mixed use district portion of the plan area be required to provide public art as a part of their project

TO BE IMPLEMENTED  
IN PHASE 2

##### **POLICY DC-26**

**Adopt at a future date, development standards that require new developments in the MU districts to provide public art. The art is to be reviewed and approved by the Public Art Commission.**

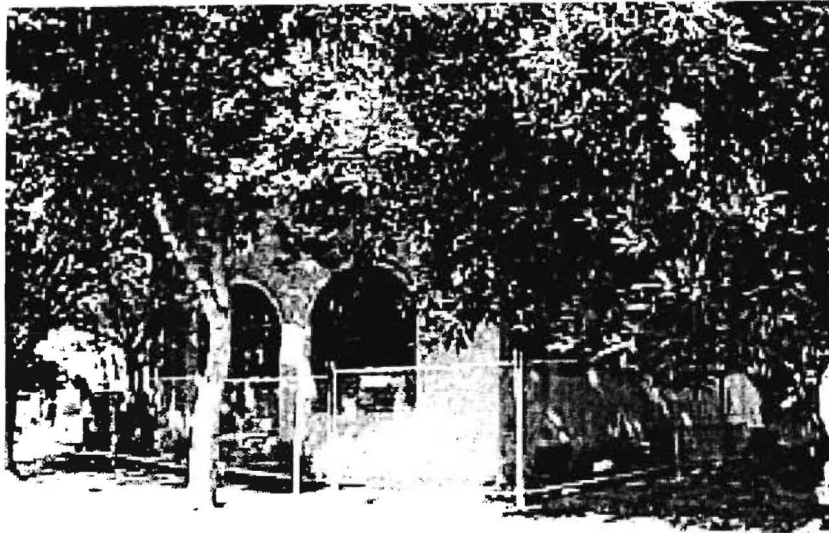
For cross reference purposes, please refer to Appendix E for a comprehensive listing of related 1998-2010 Comprehensive Plan goals, policies and programs.

Policy Framework:  
Design Character

Policy Framework:  
Design Character

*Policies*

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AME Zion church, viewed from the front



AME Zion church, viewed from the rear. Moreton Bay Fig Tree shown to the left of the photograph

S O F A  
Coordinated  
Area Plan

Figure III-12  
AME ZION CHURCH (819 RAMONA STREET)

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Roth Building, viewed from the north, showing protected oak tree and significant Jacaranda tree in the courtyard.



View of western facade of Roth Building facing Bryant Street, rear wings shown to the right of the structure

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# C HAPTER IV • R EVIEW P ROCESS

A. Review Procedures

B. Plan Amendments



The following chapter provides information on the approvals necessary for projects proposed within the Plan area as well as provisions for exceptions to the plan. In addition, this chapter creates a mechanism by which alterations can be made to the plan in the future. The Palo Alto Municipal Code (PAMC) sections referred to in this chapter are contained in Appendix C (volume 2) for reference purposes.

## **A. Review Procedures**

### **1. Application procedures**

The Coordinated Area Plan Ordinance (PAMC Chapter 19.10) requires that a coordinated development permit be issued prior to any alteration, demolition or construction of structures or site improvements located within the Plan Area. This permit shall only be issued if proposed development is consistent with the policies, programs and regulations of the Coordinated Area Plan and other applicable code requirements. The permit shall be reviewed in accordance with the procedures outlined below and summarized in Table IV-1. Development within the portions of the Plan Area which retain their existing land use and zoning designations will follow the review process established by the PAMC and will not be subject to the policies and programs included in the Coordinated Area Plan.

Checklists of the materials required to be submitted for the application types described below will either be developed in the future or will use existing submittal checklists. An amendment to the Municipal Fee Schedule will return to the City Council at a later date and establishes fees for all the processes applicable to SOFA CAP.

#### **i) PERMITTED AND CONDITIONAL USES**

##### **Permitted Uses**

All permitted uses listed in the development standards are required to obtain a Use and Occupancy permit prior to occupying any structure. Any alteration or improvements are subject to review in accordance with the provisions of this plan.

##### **Conditional Uses and Mixed Use Overlay**

All conditional uses listed in the development standards may only be allowed subject to the issuance of a Conditional Use Permit in accordance with Chapter 18.90 PAMC. The Zoning Administrator shall render a decision on all Conditional Use Permits, following a public hearing, and appeals of this decision shall be forwarded to the Planning Commission and City Council. The mixed-use overlay in the AMF District (MUO/AMF) as shown in this plan (Figure III-1) shall become effective with the adoption of the Phase I Plan. All other MUO/AMF designations shall require City Council approval.

#### **ii) ALL DEMOLITION, ALTERATION OR CONSTRUCTION WITHIN PLAN AREA**

##### **Single-family residential/two-family uses.**

All new construction (including additions and modifications) to public and private property that is a single-family or two-family use (in DHS or AMF under this

Plan), will be reviewed for consistency with the Area Plan by Planning Division staff under the expedited review process described below. All development shall be subject to the design guidelines included in this Plan. When a determination has been made that the project complies with all applicable development standards and design guidelines, a notice shall be sent to owners within 150 feet of the property (per Section 18.90.020(b) (3) PAMC) notifying them of this determination. Any person may appeal this determination to the Director of Planning and Community Environment by filing an appeal within 10 working days of the date of mailing of the notice. The Director of Planning and Community Environment shall render a final decision within 10 working days of an appeal being submitted. This decision is not appealable. Single and two-family residential applications shall be exempt from the California Environmental Quality Act (CEQA) review under the City's local guidelines and shall be reviewed using the DHS Standards and the City of Palo Alto Compatibility Guidelines.

#### **All other uses**

A combined ARB/HRB review process will be established by the Director of Planning and Community Environment for Phase I of this plan. ARB/HRB review is required for all new construction of non-single-family or two-family use (including additions and modifications) to public and private property within the Plan area. The AMF/DHS development on the PAMF main block will also be reviewed by ARB/HRB. The ARB/HRB is authorized under this Plan to determine whether new construction is consistent with the Plan, and therefore permissible under the PAMC Chapter 19.10.060. The ARB/HRB recommendations are forwarded to the Director of Planning and Community Environment for a decision. Appeals of this decision are subject to City Council review and shall follow the applicable appeals process for ARB decisions, as established by Chapter 16.48.

Minor changes to existing improvements and projects may be diverted for administrative approval in-lieu of ARB review in accordance with PAMC Section 18.99. These projects will be reviewed for consistency with the Plan by Planning Division staff. Appeals of this type of decision shall be forwarded to the ARB for a determination of whether the project is consistent with the Plan, pursuant to PAMC Section 19.10.060.

Submittal requirements, fees and noticing shall be in accordance with the Chapter 16.48 PAMC.

#### **III) HISTORIC RESOURCES**

Identified historic resources shall be reviewed in accordance with the provisions of the Historic Preservation Ordinance.

#### **IV) SUBDIVISIONS, PARCEL MAPS AND OTHER LAND DIVISIONS**

All divisions of property within the SOFA Plan Area shall be reviewed and processed in accordance with the Subdivision Map Act and Title 21 (Subdivisions) of the PAMC. Lot sizes shall be as determined by the Development Standards of this Plan, all other requirements shall be in compliance with the PAMC. Minor variations from the established minimum and maximum lot sizes may be permitted as provided for in this Plan.

**Table IV-1: Review Processes for SOFA Area Plan**

Type of Project	Staff Review	ZA Decision	Director Decision	HRB recommendation	ARB recommendation/ Director Decision	PC recommendation/ Director Decision	PC recommendation to City Council	City Council
<b>New Construction (including alterations, modifications and demolitions)</b>								
Singly developed, single family/two family unit residential properties	X							
Appeal of determination			X					
All projects except singly developed, single family/two family unit residential properties					X			
Appeal of Decision								X
<b>Exceptions to Development Standards and/or Design Guidelines - Minor</b>								
Singly developed, single family/two family unit residential properties, with appropriate findings		X [optional hearing]						
Appeal of Decision							X	X
All projects except singly developed, single family/two family unit residential properties, with appropriate findings					X			
Appeal of Decision								X
<b>Exceptions to Development Standards and/or Design Guidelines - Major</b>								
All projects, with appropriate findings					X	X		
Appeal of Decision								X
<b>Historic Resources</b>								
Alteration, modification or demolition of identified Historic Resources per Historic Preservation Ordinance				X [recommends to decision body per 16.49 PAMC]				
<b>Conditional Uses</b>								
All uses listed under Conditional Uses in Development Standards		X						
Appeal of Decision							X	X
<b>Plan Amendments</b>								
Initiation of Amendment								X
Plan Amendments							X	X
Administrative Amendments			X					

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## **2. Minor Exceptions**

Minor exceptions to the development regulations or design standards are deviations from the requirements that are considered minor in scope. An exception can be considered minor in scope when it: i) involves only a small portion of the structure or lot, or ii) does not involve major architectural features, or iii) meets requirements that may be established by the Director of Planning and Community Environment in administrative guidelines promulgated under this Plan. These exceptions require the findings set forth below. Minor exceptions may be granted when such exceptions will enhance the appearance and design of the proposed projects. The determination of what constitutes a minor exception shall be made by the Director of Planning and Community Environment.

Items for which minor exceptions may be granted include, but are not limited to, minor architectural elements, design features and minor exceptions from the Development Standards and Design Guidelines. Exceptions may not be granted to the maximum floor areas established in the DHS and AMF districts.

### **I) SINGLE-FAMILY RESIDENTIAL/TWO-FAMILY USES.**

Minor exception applications for singly developed, single-family residences and duplexes shall be made in accordance with the filing requirements, fees and noticing (for optional public hearing) established for Home Improvement Exceptions (HIE) per Section 18.90 PAMC. The Zoning Administrator may grant a minor exception if he or she finds the project to be consistent with the findings listed below. Appeals submitted in accordance with Chapter 18.92 PAMC shall be forwarded to the Planning Commission and City Council for decision.

### **II) ALL OTHER USES**

Minor exception applications for any project other than single-family and two-family residences shall be reviewed by the ARB in conjunction with its review of the whole project. The ARB shall make a recommendation to the Director of Planning and Community Environment based upon the findings set forth below. Submittal requirements, fees and noticing shall be similar to that required for Design Enhancement Exceptions (DEE) and in accordance with the provisions of Section 16.48 PAMC. The ARB may grant a minor exception if the project is consistent with the findings listed below. Appeals submitted in accordance with Chapter 16.48 PAMC shall be forwarded to the City Council for decision.

### **III) MINOR EXCEPTION FINDINGS**

A minor exception may be granted if all the following findings can be made:

1. The project is consistent with policies of the Coordinated Area Plan and that the objectives and goals of the Plan are substantially achieved;
2. The exception is related to a minor feature that will not be detrimental or injurious to property or improvements in the vicinity and will not be detrimental to the public health, safety, general welfare, or convenience; and
3. The granting of the application will enhance the appearance of the site or structure, or improve the neighborhood character of the project and preserve and existing or proposed architectural style, in a manner that would not

otherwise be accomplished through the strict application of the development standards and/or design guidelines;

4. The project is consistent with the 1998 - 2010 Palo Alto Comprehensive Plan

In granting any exception, conditions may be imposed as appropriate or necessary to secure the purposes of this plan and to protect the public health, safety, general welfare, or convenience.

### **3. Major Exceptions**

Major exceptions are exceptions that are not considered minor. Major exceptions will be reviewed by the ARB and the Planning Commission, each making recommendations to the Director of Planning and Community Environment based upon the findings set forth below. Information on the submittal requirements, fees and noticing will be developed further. The Director will render a decision within 3 working days of receiving all recommendations. Appeals of this decision shall be reviewed by the City Council. Exceptions may not be granted to the maximum floor areas established in the DHS and AMF districts in the plan.

#### **1) MAJOR EXCEPTION FINDINGS**

An exception may be granted if all the following findings can be made:

1. The project is consistent with policies of the Coordinated Area Plan and that the objectives and goals of the Plan are substantially achieved;
2. There are exceptional or extraordinary circumstances or conditions applicable to the property involved that do not apply generally to property in the same district;
3. The granting of the exception will not be detrimental or injurious to property or improvements in the vicinity and will not be detrimental to the public health, safety, general welfare, or convenience;
4. The granting of the exception will result in a project that contributes to the appearance of the site or structure, or improve the neighborhood character of the project and benefit the community at large, in a manner that would not otherwise be accomplished through the strict application of the development standards and/or design guidelines; and,
5. The project is consistent with the 1998 - 2010 Palo Alto Comprehensive Plan.

In granting any exception, conditions may be imposed as appropriate or necessary to secure the purposes of this plan and to protect the public health, safety, general welfare, or convenience.

### **4. Expedited Review for Small Projects**

This process would involve a representative of the ARB and Planning staff and would consist of a simplified design review process. Staff expects that one ARB member will be assigned on a rotating basis to meet with staff and applicant to review small development applications (for instance, single-family development, smaller multi-family projects etc). Further research and analysis needs to be completed prior to implementation and may be used in combination with other processes to expedite the review process for smaller projects.



## **B. Plan Amendments**

There will be a need to modify, add or delete programs, policies, development standards and design guidelines, Plan concept or review process included in the Plan to ensure consistency with the future policies of the City, future development trends and to meet the ongoing needs and desires of the residents and stakeholders in the Plan area.

This Plan authorizes two procedures for amendments. All amendments must be initiated by the approval of the City Council on request of the Planning Commission or the Director of Planning and Community Environment. At the time an amendment is initiated, the City Council shall determine whether it will be processed as a "Plan Amendment" or if it involves development standards and design guidelines only an "Administrative Amendment."

"Plan Amendments" will be major changes to the policies, programs, development standards and design guidelines, Plan concepts or review process and mixed use overlay designation requiring adoption of an ordinance that alters the Plan. Plan amendments shall be heard by the Planning Commission and City Council in the same manner as Comprehensive Plan Amendments are processed under the Palo Alto Municipal Code.

"Administrative Amendments" will be minor changes to development standards or design guidelines. Administrative Amendments shall be developed and approved by the Director of Planning and Community Environment following a public hearing conducted by the Director or his or her designee, and noticed pursuant to PAMC Section 18.90.030(b). Administrative Amendments shall not be appealable.



# C HAPTER V • D EVELOPMENT STANDARDS & DESIGN GUIDELINES

- A. Introduction
- B. Detached Houses on Small Lots Designation (DHS)
- C. Attached Multi-family Designation (AMF)
- D. Moderate Density Mixed Use Designation (MU-1)
  - To be revised with Phase II
- E. High Density Mixed Use Designation (MU-2)
  - To be revised with Phase II
- F. Definitions



## A. Introduction

### 1. How to Use the Development Standards and Design Guidelines

These Development Standards and Design Guidelines apply to specific areas of the SOFA Plan Area as shown on Figure III-1 Land Use Designation. Development Standards refer to a specific, quantitative requirement which provides the minimum or maximum amount, type or location of development possible within an area. These kinds of requirements are often found in zoning ordinances.

Compliance with standards can be easily evaluated; either the proposed design complies with the standards or it does not. Design Guidelines refer to a less quantitative, more qualitative design recommendation in order to achieve architectural compatibility, pedestrian scale and other design objectives. Compliance with both Standards and Guidelines is required for approval of a development project within the SOFA Plan Area.

Illustrative Prototypes for residential and mixed use development are included at the end of the Standards section to give a sense of the size and type of development possible under the Development Standards. The prototypes illustrate one possible design solution under the standards for a fairly typical lot within each of the land use designations. Actual designs will vary depending on specific site conditions, including lot size, proposed use, existing trees and buildings to be preserved, adjacent development and other considerations, as well as market conditions and property owner objectives.

The prototypes for development are generic and diagrammatic. They do not necessarily reflect a design consistent with all of the Plan's design guidelines, but rather illustrate the ability for a certain amount and type of development to occur on a site of a particular size.

### 2. Land Use Designations Unique to SOFA

Figure III-1 (see Chapter III - Policies) shows land use designations for the SOFA Plan Area. The Plan Area contains four land use designations which are unique to this part of Palo Alto, they are:

DHS	Detached Houses on Small Lots
AMF	Attached Multiple Family
MU-1	Mixed Use Type 1
MU-2	Mixed Use Type 2

These classifications are the "zoning" for these designated areas, and contain permitted uses, densities, and other restrictions to site development for each designation. One or two illustrative prototypes showing development types possible are provided in this chapter for each of the land use designations. A summary of the key development standards for each of the designations is provided in Table V-1 for comparison purposes, detailed information on the specific development standards are provided in section B, C, D and E of this chapter.

The purpose of the **Detached Houses on Small Lot (DHS)** land use category is to provide for residential development similar to historic patterns and densities within existing surrounding residential neighborhoods. These include modestly sized detached single family homes on smaller lots, often with a small attached second unit or cottage in the rear of the home.

The purpose of the **Attached Multiple Family (AMF)** land use category is to provide for medium to high density apartments, townhouses, or condominiums with site regulations which ensure compatibility with the physical scale of the Plan Area but that reflect current economic realities.

The **Mixed Use Districts** allow additional office development beyond the .4 Floor Area Ratio (FAR) and 5,000 square foot current limit in the CD-S zoning district in exchange for additional housing

production. The Plan identifies two different designations for Mixed Use development within the Plan Area; MU-1 and MU-2. The MU-1 District, located adjacent to existing R-2 residential neighborhoods, forms a transition zone to the more intense development permitted in the MU-2 District, which is adjacent to downtown and closer to the University Avenue/Downtown transit station.

The MU-1 and MU-2 Districts under this Plan establish clear guidelines for the amount of development permitted on a site, and explicit incentives for housing production and open space provision. These guidelines will provide greater clarity about the type of development allowed on a property and will negate the need for the Planned Community applications process which will no longer be permitted in the SOFA area. Many of the uses formerly permitted by the previous CD-S zoning remain in place, with some modifications. Existing PC zones in the area would become legal non-conforming uses to the extent they are not consistent with the new MU Districts.

TO BE MODIFIED AND IMPLEMENTED IN PHASE 2

There are also some parts of the SOFA Plan Area which retain zoning designations found throughout the City. These include:

- R-2**                    **Low Density Residential District**
- RM-30**                **Medium Density Residential District**
- RM-40**                **High Density Residential**
- PF**                     **Public Facility (includes Parks and Public Buildings)**
- CD-S(P)**              **Commercial Downtown - Service with Pedestrian Combining District**

For reference, the zoning regulations for these districts is contained in Appendix C (volume 2).

<b>Table V-1 : Comparison of Land Use Designations</b>				
<b>Development Standard</b>	<b>DHS</b>	<b>AMF</b>	<b>MU1</b>	<b>MU2</b>
<b>Density units/acre</b>	minimum 8, maximum 20.	minimum 30, maximum 50.	minimum 9, maximum 50.	minimum 14, maximum 60.
<b>Front setback</b>	15 feet	15 feet	0 for non-residential; 10 feet for residential	0 for non-residential; 10 feet for residential
<b>Rear setback</b>	20 feet	15 feet to residence; 10 feet to parking podium	0 for non-residential; 10 feet for residential	0 for non-residential; 10 feet for residential
<b>Interior Side setback</b>	6 feet	15 feet to residence; 10 feet to parking podium	0 for non-residential; 10 feet for residential	0 for non-residential; 10 feet for residential
<b>Street side setback</b>	10 feet	15 feet to residence; 10 feet to parking podium	0 for non-residential; 10 feet for residential	0 for non-residential; 10 feet for residential
<b>FAR</b>	0.45:1 for single unit; 0.55 for attached second unit; 0.65:1 for detached second unit	1.5:1	1.6:1 with incentives	2.5:1 with incentives
<b>Height</b>	30 feet	35 feet to eave; 45 feet to peak	35 feet to eave; 45 feet to peak	35 feet to eave; 45 feet to peak

MU-1 AND MU-2 DESIGNATIONS TO BE IMPLEMENTED IN PHASE 2

## **B. Detached Houses on Small Lots Designation (DHS)**

The development standards and design guidelines for the DHS land use designation are presented below. A graphic representation of prototypes for two types of development allowed in this designation, detached homes with rear units and bungalow court type development, are provided in Figures V-1 and V-2. The density allowed in this designation ranges from a minimum of 8 dwelling units per acre to a maximum of 20 dwelling units per acre. All other applicable regulations as required by the Palo Alto Municipal Code and Subdivision Code apply unless referenced herein. All definitions are per section 18.04 of the Palo Alto Municipal Code, which is contained at the end of this chapter for reference (NOTE: The Definition Section excerpt of the PAMC included is accurate as of May 1, 1999. Amendments to this code section may occur from time to time and it is the responsibility of the applicant to ensure that the most current version of the Municipal Code is referenced).

### **Table of Contents Detached Houses on Small Lots (DHS)**

#### **Section 1.0 Development Standards**

Section 1.1	Permitted Uses
Section 1.2	Conditional Uses
Section 1.3	Site Development Regulations
Section 1.4	Parking and Driveways
Section 1.5	Non-conforming Uses/Non-complying Facilities
Section 1.6	Historic Preservation Incentives

#### **Section 2.0 Design Guidelines**

Section 2.1	Architecture
Section 2.2	Entrances
Section 2.3	Garages
Section 2.4	Setbacks
Section 2.5	Roof Forms/Designs
Section 2.6	Windows
Section 2.7	Blocks and Lots
Section 2.8	Driveways/Parking Areas
Section 2.9	Fences and Walls
Section 2.10	Landscaping and Open Space
Section 2.11	Lighting
Section 2.12	Special Provisions

## **1.0 DHS Development Standards**

### **1.1 Permitted Uses.**

- (a) Single family residential use;
- (b) Two family residential use (under same ownership) on lots 4200 square feet or greater;
- (c) Accessory uses;
- (d) Home occupations;
- (e) Residential care homes; and
- (f) Small and large family day care homes.

### **1.2 Conditional Uses.**

- (a) Co-housing;
- (b) Day care centers; and
- (c) Large adult day care homes.

### **1.3 Site Development Regulations.**

#### **(a) Minimum/ Maximum Lot Size.**

- (1) 2,800 square feet minimum site area;
- (2) 5,000 square feet maximum site area;
- (3) flag lots are permitted only in association with a bungalow court type development;
- (4) lots that were legally in existence prior to adoption of this Plan may remain without necessity to conform to the minimum and maximum lot sizes established in (a) and (b) above; and
- (5) variations to the minimum and maximum lot sizes may be permitted if, in the judgement of Director of Planning and Community Environment, the lot configuration is consistent with the goals of SOFA Plan and is necessary to promote orderly lotting patterns.
- (6) For parcels under 4,000 square feet site area, variations to setback and daylight plane may be permitted if, in the judgement of the Director of Planning and Community Environment, the variations are consistent with the goals of the SOFA Plan and necessary to promote orderly lotting patters.

#### **(b) Front Setback.**

- (1) minimum front setback shall be 15 feet or per the block face average for the block in which the property is located;
- (2) on lots greater than 4,000 sq ft , garages attached to the primary residence shall have minimum 50 feet front setback;
- (3) on lots 4,000 sq ft or less, there shall be a minimum 18 feet front setback to the garage doors;
- (4) porches (a minimum of 12 square feet in size) may encroach up to 6 feet into the required front setback; and
- (5) cornices, eaves, fireplaces and similar architectural features (excluding flat or continuous walls or enclosures of interior space) may extend into the front setback.

#### **(c) Interior Side Setback.**

- (1) minimum interior side setback shall be 6 feet for the primary residence;
- (2) no requirement for garages and detached accessory cottages [NOTE: In considering your design you should be aware that the Uniform Building Code prohibits window openings and requires special construction for residences closer than three feet to a property line];
- (3) cornices, eaves, fireplaces and similar architectural features (excluding flat or continuous walls or enclosures of interior space) may extend into the side setback; and
- (4) setbacks may be altered by means of a separate subdivision process per section 1.3(f).

#### **(d) Street Side Setback.**

- (1) minimum street side setback shall be 10 feet; and



(2) cornices, eaves, fireplaces and similar architectural features (excluding flat or continuous walls or enclosures of interior space) may extend into the street side setback.

(e) Rear Setback.

- (1) minimum rear setback shall be 20 feet;
- (2) minimum rear setback shall be 3 feet for a detached accessory cottage (second unit);
- (3) no requirement for garages;
- (4) cornices, eaves, fireplaces and similar architectural features (excluding flat or continuous walls or enclosures of interior space) may extend into the side setback; and
- (5) setbacks may be altered by means of a separate subdivision process per section 1.3(f).

(f) Zero Lot Line Exception.

Zero lot line configurations may be approved for the main dwellings only through a subdivision process when the lots are created and where a minimum of 12 feet is provided between houses/residences. This is to maximize the sideyard to create additional usable open space for the property. All other setback exceptions are subject to the exception processes promulgated by this Plan.

(g) Floor Area Ratio (FAR).

- (1) the maximum FAR for a site in single-family use shall be 0.45:1;
- (2) on lots 3,000 square feet or less and in single-family use, the FAR limit may be exceeded by 200-square-feet for the purposes of providing covered parking;
- (3) the maximum FAR for a site in two family use shall be 0.55:1;
- (4) the maximum FAR if a detached accessory cottage (second unit) is constructed shall be 0.65:1; and
- (5) no exceptions may be granted to these standards for dwellings constructed after adoption, or the effective date, of this ordinance.

(h) Site Coverage.

No requirement.

(i) Height Limit.

- (1) the maximum height shall be 30 feet to roof peak for primary unit; and
- (2) the maximum height shall be 25 feet to roof peak for rear/accessory unit.

(j) Daylight Plane.

- (1) no structures except those listed in section 1.3(j)(2) shall extend above;
  - (A) a side daylight plane having a height of 12 feet at each side lot line and an angle of 60 degrees;nor,
  - (B) a rear daylight plane having a height of 12 feet at the rear setback line and an angle of 60 degrees.
- (2) encroachments into the daylight plane shall be limited to the following;
  - (A) Television and radio antennas; chimneys and flues;
  - (B) Dormers, roof decks, gables or similar architectural features; provided that the horizontal length of all such features shall not exceed a combined total of 4.57 meters (fifteen feet) on each side; and
  - (C) Cornices, eaves, and similar architectural features, excluding flat or continuous walls or enclosures of usable interior space, may extend into a required daylight plane a distance not

exceeding four feet. Chimneys may extend into the required daylight plane a distance not to exceed the minimum allowed pursuant to Chapter 16.04 PAMC.

(k) **Second units.**

(1) **Attached second units.**

- (A) attached second units shall be no larger than 750 square-feet of floor area;
- (B) there shall be no interior connections between the living units within a single structure; and
- (C) each unit shall have a separate entry, porch and walkway.

(2) **Detached accessory units.**

- (A) accessory cottages shall be no larger than 750 square-feet of floor area (exclusive of covered parking);
- (B) accessory cottages shall be separated from the primary residence by a minimum of 8 feet; and
- (C) accessory cottages shall be attached to and/or above the detached garage on lots 5,000 square feet or less.

**1.4 Parking and Driveways.**

All parking requirements shall be as detailed in Section 18.83 PAMC Off-street Parking & Loading requirements, except as follows;

(a) **Parking.** The minimum parking requirements are as follows;

- (1) 2 spaces for a single unit;
- (2) 1.5 spaces/unit for 2 units;
- (3) minimum 1 space per unit covered;
- (4) no parking spaces shall be located in the required front yard or in the first 6 feet of a street side yard; and
- (5) tandem parking for the same unit is permitted.

**1.5 Non-conforming Uses/Non-complying facilities.**

(a) **Non-conforming Uses.** Existing PAMF medical/professional office uses in DHS shall be replaced with residential use except as specifically authorized in this Plan. Parking must be provided for continuing office uses in historic structures for any additional square footage added, existing non-conforming parking deficits may be retained in a manner consistent with the PAMC Section 18.83. Parking for historic buildings may be provided at reduced rates as described in section 1.6. Other uses made non-conforming by the adoption of this Plan shall be subject to the non-conforming use provisions of the previous zoning designation, except as provided elsewhere in this Plan (copies of applicable zoning designations are contained in Appendix C, Volume 2);

(b) **Non-complying facilities.** Any non-complying facility which when built was a complying facility, which is damaged or destroyed by non-willful means, shall be permitted to rebuild/replace the structure to its previous configuration without necessity to comply with the current development standards;

(c) No alteration or expansion of a non-complying facility shall be permitted which increases the degree of non-compliance.

**1.6 Historic Preservation Incentives.**

- (a) up to 25% reduction of on-site parking required for reuse of historic structures as housing;
- (b) up to 15% reduction for on-site parking required for reuse of historic structures as non-residential.

**2.0 DHS Design Guidelines.**

**2.1 Architecture.**

(a) Architectural design and styles of new construction, additions, modifications, etc. should be similar and compatible with the existing architectural and/or historical heritage of South of Forest Avenue area and Professorville neighborhoods. Contemporary designs which are compatible in massing, style, color, articulation and form are also encouraged.

(b) No similar exterior single family residential design and style may be repeated more than once every three lots in a block, to encourage diversity in design and character (bungalow court type developments should be considered "one lot" for the purposes of this section);

- (c) Consistent architectural characteristics of the selected design and style are strongly encouraged and should be utilized throughout the design of the primary residence, detached garages, and similar out buildings. Each style should utilize characteristic roof forms, materials, window treatments, and other details which should be used consistently throughout the design in order to create a compatible design;
- (d) The use of notable historical architectural styles found in this area is strongly encouraged;
- (e) The use of a variety of unit sizes and floor plans is strongly recommended to encourage diversity in design and character and to accommodate a variety of household types, residents of different means, ages and household sizes.

## **2.2 Entrances.**

- (a) Entrances to the primary residence should be visible from a public street with a walkway from individual entries to the public sidewalk. Rear unit's entrances are recommended to be oriented towards the public street or alley.
- (b) Porches or stoops are recommended to front on a public street for the primary residence. Design should be consistent with building style.

## **2.3 Garages.**

- (a) Existing historic detached garages on parcels should be encouraged for vehicle parking wherever possible;
- (b) Freestanding, detached garages should be located to the rear of the primary residence (Individual garage bays and doors shall be provided for such garages).

## **2.4 Setbacks.**

Maintain existing setback pattern by building to the average setback line for the block in which the building is located. If no pre-existing setback pattern exists, minimum setbacks apply per section 1.3(b).

## **2.5 Roof forms/designs.**

- (a) Roof forms should complement the building mass and be consistent in style detailing and materials. Pitched roofs, dormer windows, chimneys and other traditional residential forms typical of the selected style should be used in order to make roofs attractive when viewed from higher buildings.
- (b) Mechanical equipment should be screened from view with the screening treatment which appears to be part of the roof in form, color and material.

## **2.6 Windows.**

All windows within a building should be related in operating type, proportions and trim. Built up sills and trim consistent with building style should be used to create surface relief and texture. Glass should be inset from the exterior wall surface to add relief to the wall surface, especially for stucco buildings which traditionally had massive walls.

## **2.7 Blocks and lots.**

- (a) Variations in lot size are recommended to encourage diversity in setback, residence size and overall bulk and mass distribution.

## **2.8 Driveways/Parking Areas.**

- (a) Encourage shared driveways and "Hollywood strip" driveways and other means to reduce the amount of pavement;
- (b) Driveways should be landscaped on either side;
- (c) Each parcel should be limited to one curb-cut for driveway access;
- (d) Large expanses of asphalt or other non-decorative material is discouraged.

## **2.9 Fences and walls.**

Design and style is encouraged to be compatible with the design and style of the primary residential structure.

**2.10 Landscaping and Open Space.**

- (a) Planting strips. All new development should include a 5-10' feet planting strip of grass or low growing ground cover at curbside along all residential street frontages.
- (b) Street trees;
  - (1) Street trees should be planted (at applicants expense) along the centerline of the planting strip at a maximum spacing of twenty five (25) feet on center of the entire length of street frontage. Where existing street trees in good health and condition exist, such trees should be protected and incorporated into street tree planting. Species of the shade trees should be according to Section III.F of this Coordinated Area Plan or as otherwise approved by Planning and Public Works arborists.
  - (2) New development or major remodeling of existing development should include planting of 24 inch box street trees (at applicants expense) to replace any missing or diseased trees. Species should be selected according to Table III-1 Street Tree Species Recommendations unless otherwise approved by the Planning and Public Works arborists.
- (c) Vegetation. On sites where existing heritage and protected trees and other significant landscape features exist, new development should be designed to preserve such trees and incorporate them into the open space or other appropriate areas of the development. For summary of City ordinances and requirements and map of such trees, refer to Chapter III, Section F of this Plan.
- (d) Usable Open Space. The creation of usable open space is strongly encouraged and should be provided adjacent to each unit.

**2.11 Lighting.**

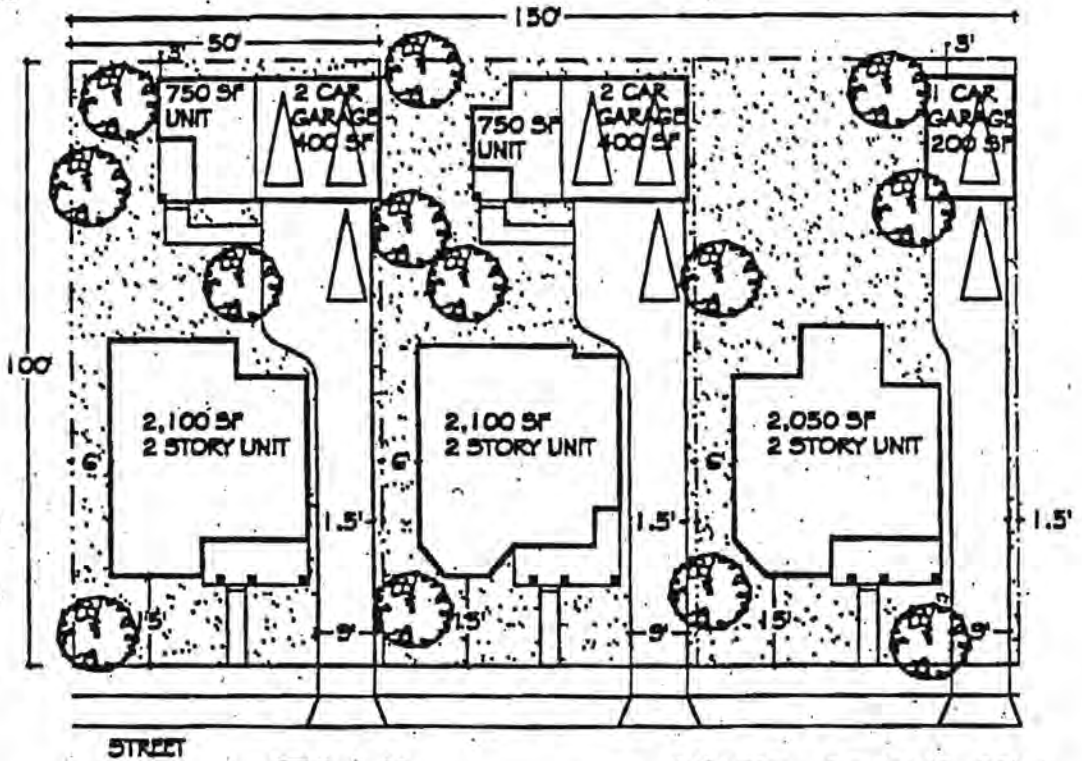
Exterior lighting within parking areas must be adequately shielded to minimize glare and intrusion on neighboring residential properties.

**2.12 Special Provisions.**

- (a) Reuse of historic structures.
  - (1) All rehabilitation of buildings identified as Historic Resources are subject to the Secretary of Interior Standards for rehabilitation.
  - (2) Reuse of historic buildings, for either the original use or a compatible use, is strongly encouraged.

Figure V-1

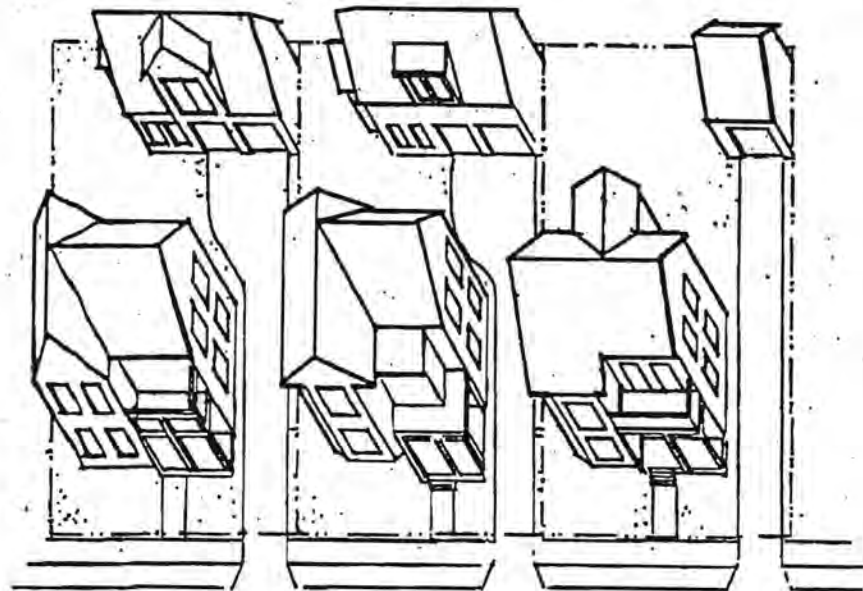
**ILLUSTRATIVE PROTOTYPE  
DHS-1 (8-20 un/ac)  
DETACHED HOUSES WITH REAR UNITS  
50' x 100' Typical Lot**



Prepared by:  
Allison Kendall Planning & Design  
Tanya Mal  
Graphics & Design & Planning  
Michel St. Pierre  
Architecture & Urban Design

For: City of Palo Alto  
Department of Planning & Community  
Environment, Planning Division

Site Plan, Scale: 1" = 30'



AXONOMETRIC, Scale: 1" = 40'

- FAR: 0.45:1 with 1 unit  
0.55:1 with attached second unit  
0.65:1 with detached second unit
- Site Coverage: No requirement
- Height: 30 feet main dwelling  
25 feet detached second unit
- Parking: 2-spaces for 1 unit  
1.5 spaces/unit for 2 units

**RESIDENTIAL  
PROTOTYPES  
DHS-1**

12/7/08

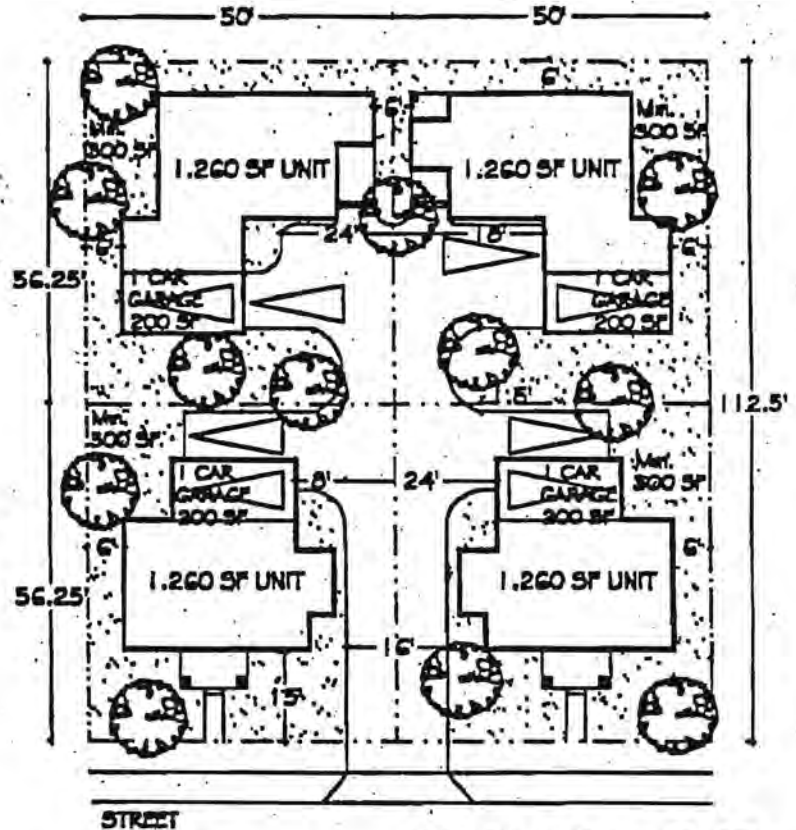
Figure V-2

**ILLUSTRATIVE PROTOTYPE  
DHS-2 (8-20 un/ac)  
BUNGALOW COURT TYPE  
2,800 SF Typical Lot**

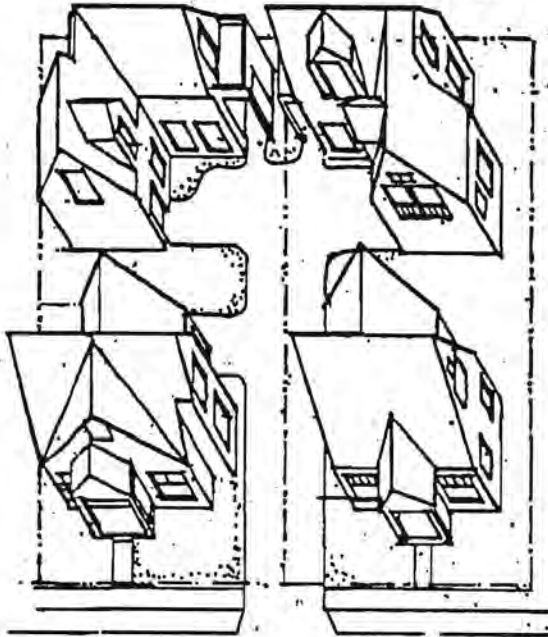
FAR: 0.45:1 with 1 unit  
Site Coverage: No requirement  
Height: 30 feet main dwelling  
Parking: 2 spaces per unit

Prepared by:  
Alicia Kendall Planning & Design  
Terja Mat, Graphics & Design & Planning  
Michel St. Pierre, Architecture & Urban Design

For: City of Palo Alto  
Department of Planning & Community Environment, Planning Division



Site Plan, Scale: 1" = 30'



AXONOMETRIC, Scale: 1" = 40'

**RESIDENTIAL PROTOTYPES  
DHS-2**

12/7/08

## **C. Attached Multi-family Designation (AMF)**

The development standards and design guidelines for the AMF land use designation are presented below. A graphic representation of an illustrative prototype for development allowed in this designation is provided in Figure V-3. All other applicable regulations as required by the Palo Alto Municipal Code and Subdivision Code apply unless referenced herein. All definitions are per section 18.04 of the Palo Alto Municipal Code, which is contained at the end of this chapter for reference (NOTE: The Definition Section excerpt of the PAMC included is accurate as of May 1, 1999. Amendments to this code section may occur from time to time and it is the responsibility of the applicant to ensure that the most current version of the Municipal Code is referenced).

### **Table of Contents Attached Multi-family (AMF)**

#### **Section 3.0 Development Standards**

Section 3.1	Permitted Uses
Section 3.2	Conditional Uses
Section 3.3	Site Development Regulations
Section 3.4	Parking and Driveways
Section 3.5	Non-conforming Uses/Non-complying Facilities
Section 3.6	Historic Preservation Incentives
Section 3.7	Below Market Rate (BMR) Units

#### **Section 4.0 Design Guidelines**

Section 4.1	Architecture
Section 4.2	Entrances
Section 4.3	Garages
Section 4.4	Height
Section 4.5	Massing/building articulation
Section 4.6	Roof Forms/Designs
Section 4.7	Windows
Section 4.8	Fences and Walls
Section 4.9	Landscaping
Section 4.10	Lighting
Section 4.11	Parking
Section 4.12	Pedestrian Amenities/Sidewalk Improvements/street furniture
Section 4.13	Signage
Section 4.14	Streets and Alleys
Section 4.15	Miscellaneous

### 3 AMF Development Standards

#### 3.1 Permitted Uses.

- (a) single-family and multi-family residential;
- (b) accessory uses;
- (c) day care centers;
- (d) home occupations;
- (e) day care homes;
- (f) residential care homes; and
- (g) lodging.

#### 3.2 Conditional Uses.

- (a) temporary uses (with temporary use permit);
- (b) religious institutions;
- (c) personal services designed to serve the immediate neighborhood;
- (d) retail services designed to serve the immediate neighborhood;
- (e) Senior housing at greater than 60 units/acre provided;
  - (1) the structure complies with the provisions of the site development regulations, section 3.3;
  - (2) documentation can be provided that automobile trip generation for the project would not exceed the trip generation of a non-senior project constructed at the densities permitted by right;

#### 3.3 Mixed Use Overlay

- (a) The Mixed Use Overlay may be combined with the Attached Multi-Family (AMF) Zone District. Where applied, the regulations established by this chapter shall apply in place of the comparable provisions established by the AMF Zone District for permitted and conditional uses described in Section 3.1 and 3.2.00. The Mixed Use Overlay shall be designated on the approved parcels on the SOFA Plan with a "MUO/AMF".
- (b) Permitted Uses:  
The following uses shall be permitted uses in the MUO/AMF, in addition to the permitted uses in Section 3.1 of the AMF Development Standards;
  - (1) Medical, Professional & General Business Offices, subject to the development standards in Section 3.3(c);
  - (2) Personal services and Retail Services designed to serve the immediate neighborhood; no liquor stores;
- (c) Office Use Development Standards  
The following development standards shall apply to office use in the MOU:
  - (1) No single user may occupy more than 10,000 usable square feet of office area.
  - (2) Office area(s) may share lobbies, stairs, elevators and other common areas of a building or buildings.
- (d) Site Development Regulations in the MUO/AMF - All of the site development regulations shall be as detailed in the AMF Development standards except for the following:
  - (1) Density- There shall be no minimum residential density in the mixed-use overlay
  - (2) Height Limit - The maximum height limit as measured to the peak of the roof shall not be greater than 45 feet. The maximum height for the non-residential portion of the development shall be 30 feet. There is no eave height requirement for mixed-use development.
- (3) Daylight Plane- The side and rear daylight plane for MUO development shall be the same as the AMF requirement except; When the development is adjacent to a street or a non-residential use or property that has an MUO designation, the daylight plane may be reduced to zero, at the discretion of the Director of Planning and Community Environment after ARB/HRB.
- (4) Front Setback Interior and Street Side and Rear - The setbacks shall be 15 feet, except for those buildings with a non-residential use in the mixed use area, the setback may be reduced to zero if the setback is consistent with the character and established pattern in the area.



- (5) Where the MUO is adjacent to a non-residential use, setbacks may be reduced to zero by the Director of Planning and Community Environment after review by ARB/HRB if the setback is consistent with the character and established pattern in the area.
- (6) Open Space - A minimum of 500 square feet of private open space for each residential unit shall be provided to each contiguous unit. No common open space shall be required for residential units in the MUO development.

(g) MUO/AMF Design Guidelines

- (1) Architectural design and styles of new construction, additions, modifications, etc. are strongly encouraged to be similar and compatible with the existing architectural and/or historical heritage of South of Forest Avenue area. Contemporary reinterpretations of these styles which are similar and compatible in style, color, articulation and form are also encouraged.
- (2) Building mass or facade composition on parcels greater than 100 feet in width should be articulated in modules and massing variations to reflect the historic development pattern of the area. Techniques for creating this massing or facade module may include but are not limited to the following: roofline variations and projections or recessed wall surfaces.
- (3) All buildings identified as eligible for the National Register shall only be rehabilitated in substantial conformance with the Secretary of Interior Guidelines for Rehabilitation. Reuse of historic buildings, for either the original use or adaptive reuse is strongly recommended.

3.4. Site Development Regulations

(a) Density

- (1) 30 units per acre minimum for sites of 6,000 square feet or greater;
- (2) 50 units per acre maximum (bonus to 60 units/acre for 100% affordable housing, permanent rental or senior housing);
- (3) for existing sites less than 6,000 square feet but equal to, or greater than, 4,000 square feet, the minimum development is 2 units;
- (4) for existing lots less than 4,000 square feet, the minimum development is one unit.
- (5) designated historic properties are exempt from the minimum density requirements.

(b) Minimum Lot Size.

- (1) The minimum site area shall be 10,000 square feet;
- (2) Lots that were legally in existence prior to adoption of this Plan may remain without necessity to conform to the minimum lot size established above.

(c) Floor Area Ratio (FAR)

- (1) the maximum floor area ratio is 1.5:1, excluding underground and 50% below grade parking;
- (2) no exceptions may be granted to these standards for structures constructed after adoption, or the effective date, of this ordinance.

(d) Site Coverage.

No requirement

(e) Height Limit

- (1) the maximum height limit shall be 35 feet to eave for up to 50% of front or street side setbacks, remainder to be setback 10 feet or lowered 10 feet;
- (2) the maximum height as measured to the peak of the roof shall be 45 feet.

(f) Daylight Plane.

- (1) No structures except those listed in section 3.3(f)(2) below shall extend above;
  - (A) a side daylight plane having a height of 12 feet at each side lot line and an angle of 60 degrees; nor,
  - (B) a rear daylight plane having a height of 12 feet at the rear setback line and an angle of 60 degrees.

- (2) Encroachments into the daylight plane shall be limited to;
- (A) Television and radio antennas; chimneys and flues;
  - (B) Dormers, roof decks, gables or similar architectural features; provided that the horizontal length of all such features shall not exceed a combined total of 4.57 meters (fifteen feet) or each side or 20 percent of building length;
  - (C) Cornices, eaves, and similar architectural features, excluding flat or continuous walls or enclosures of usable interior space, may extend into a required daylight plane a distance not exceeding 0.6 meters (three feet). Chimneys may extend into the required daylight plane a distance not to exceed the minimum allowed pursuant to Chapter 16.04 PAMC.
- (g) Front Setback.
- (1) minimum front setback shall be 15 feet or per the block face average for the block in which the property is located;
  - (2) balconies, porches, stairways and similar elements may extend up to six feet into the front setback; and
  - (3) cornices, eaves, fireplaces and similar architectural features (excluding flat or continuous walls or enclosures of interior space) may extend up to four feet into the front setback;
- (h) Interior Side Setback.
- (1) minimum interior side setback shall be 10 feet to parking podium wall and 15 feet to wall of residence;
  - (2) where an interior side setback is adjacent to a public open space, the setback may be reduced to 10 feet to walls of residence.
  - (3) no requirement for detached garages;
  - (4) balconies, porches, stairways and similar elements may extend up to six feet into the side setback; and
  - (5) cornices, eaves, fireplaces and similar architectural features (excluding flat or continuous walls or enclosures of interior space) may extend up to three feet into the side setback.
- (i) Street Side Setback.
- (1) minimum street side setback shall be 15 feet or per the block face average for the block in which the property is located;
  - (2) balconies, porches, stairways and similar elements may extend up to six feet into the side setback;
  - (3) cornices, eaves, fireplaces and similar architectural features (excluding flat or continuous walls or enclosures of interior space) may extend up to three feet into the side setback.
- (j) Rear Setback.
- (1) minimum interior side setback shall be 10 feet to parking podium wall and 15 feet to wall of residence;
  - (2) where a rear setback is adjacent to a public open space, the setback may be reduced to 10 feet to walls of residence.
  - (3) no requirement for detached garages;
  - (4) balconies, porches, stairways and similar elements may extend up to six feet into the rear setback;
  - (5) cornices, eaves, fireplaces and similar architectural features (excluding flat or continuous walls or enclosures of interior space) may extend up to four feet into the rear setback.
- (k) Open Space
- (1) a minimum of 100 square feet of private open space per unit shall be provided contiguous to each unit, at or above ground level. These areas shall not be included in gross floor area or FAR;
  - (2) a minimum of 20% of common open space shall be provided at ground or deck level.

### 3.5 Parking and Driveways.

All parking requirements shall be as detailed in Section 18.83 PAMC Off-street Parking & Loading requirements, except for the following;

- (a) Parking. The minimum parking requirements are as follows;
  - (1) properties with a single unit or two units - see DHS parking requirements standards, section 1.4;
  - (2) for properties in multi-family use (3 units and up), the parking requirement shall be 1.25 spaces per

- studio; 1.5 spaces per 1 bedroom; 2 spaces per 2 bedroom plus guest parking;
- (3) guest parking - one guest parking space plus 10% of the total number of units. Each space shall be clearly marked for guest use;
- (4) Joint Parking Facilities. For any site or sites with multiple uses the parking requirement may be reduced if in the judgement of the Director of Planning and Community Environment the joint facility will serve all existing, proposed and potential uses as effectively as separate parking facilities; and
- (5) Further adjustments to the parking requirements may be permitted in accordance with the provisions of section 18.83.120 of the Palo Alto Municipal Code.

(b) Driveways.

Maximum grade of ramps shall be sixteen percent (16%).

**3.6 Non-conforming Uses/Non-complying Facilities.**

- (a) medical/professional office in historic buildings may only remain as non-conforming uses where specifically authorized by this plan. Parking must be provided on site or on adjacent lots for any additional square footage used, except as allowed under Section 3.7 existing non-conforming parking deficits may be retained in a manner consistent with PAMC Section 18.83 (Parking) except as provided under Section 3.7. †
- (b) Non-complying facilities. Any non-complying facility which when built was a complying facility, which is damaged or destroyed by non-willful means, shall be permitted to rebuild/replace the structure to its previous configuration without necessity to comply with the current development standards;

**3.7 Historic Preservation Incentives.**

- (a) the rehabilitation of a historic building may be expanded by an area necessary to conform to Title 24 of the California Building Code, regarding handicap access
- (b) when a building in Seismic Category I, II, or III is being seismically rehabilitated to the standards in Chapter 16.42 of PAMC, such buildings shall be allowed to increase square footage by two thousand five hundred square feet or twenty-five percent of the existing building square footage whichever is greater; and parking shall not be required for the addition to the building;
- (c) when a building is identified as a protected historic resource and is being rehabilitated in substantial conformance with the Secretary of Interior's Standards for Rehabilitation, such buildings shall be allowed to increase square footage by two thousand five hundred square feet or twenty-five percent of the existing building square footage whichever is greater; and parking shall not be required for the addition to the building
- (d) all additional square footage allowed under 3.7(b), and (c) shall not increase the FAR more than 1:5:1.

**3.8 Below Market Rate (BMR) units.**

All developments shall comply with the provisions of the City of Palo Alto BMR program as required by Program H-20 of the 1998-2010 Comprehensive Plan.

**AMF Design Guidelines.**

**4.1 Architecture.**

- (a) Architectural design and styles of new construction, additions, modifications, etc. are strongly encouraged to be similar and compatible with the existing architectural and/or historical heritage of South of Forest Avenue area and Professorville neighborhoods. Contemporary reinterpretations of these styles which are similar and compatible in style, color, articulation and form are also encouraged;
- (b) No similar design and style may be repeated more than once every three lots in a block to encourage diversity in design and character;
- (c) Consistent architectural characteristics of the selected design and style are strongly encouraged to be utilized throughout the design of structures. Each style should utilize characteristic roof forms, materials, window treatments, and other details which should be used consistently throughout the design in order to create a compatible design;
- (d) The use of notable historical architectural styles found in this area is strongly encouraged for multiple family residential buildings.

- (e) Variety of floor plans and unit sizes. The use of a variety of unit sizes and floor plans is strongly encouraged to foster diversity in design and character and to accommodate a variety of household types, residents of different means, ages and household sizes;
- (f) Buildings along Emerson, Homer and Ramona should provide an inviting appearance to the pedestrians, with high quality materials and landscaping and use of all of the guidelines listed provided herein to improve the pedestrian experience;
- (g) Publicly oriented uses should be visible through storefront windows from the sidewalk; and
- (h) Variations in roof lines is encouraged.

#### **4.2 Entrances.**

- (a) One entry should be provided at minimum of every 50 lineal feet of the proposed structure, with 25 feet as preferred. Entries should include a "vestibule" area out of the sidewalk, large glass display windows, pedestrian signage, landscaping and benches or outdoor seating where appropriate;
- (b) Main entrances to buildings should be directly visible from the street. A clear entry path should lead from the sidewalk to the front door;
- (c) Low hedges, fences or trellises or gateposts are recommended to mark the transition from public street to common entry to private residential entrance;
- (d) Stairs, stoops, and open porches to create attractive semi-public spaces are strongly encouraged. Design should be consistent with building style;
- (e) Trellises, arbors, or other similar architectural features are encouraged to identify entrances. These may project into the setback area.

#### **4.3 Garages.**

- (a) Garage entries should be located a minimum of 20 feet from the building entry, and are strongly encouraged to be no wider than 20 feet wide for double width doors and 10 feet wide for single width doors to avoid dominating the facade. Side loading/facing garages are recommended to avoid orientation towards front/primary street frontages. Doors or gates should be provided for all garages; and
- (b) Freestanding, detached garages are strongly encouraged to be located to the rear of the primary residence. Individual garage bays and doors are strongly encouraged to be provided for such garages. Existing detached garages on parcels containing historic structures should be reused wherever possible.

#### **4.4 Height.**

Building height should be compatible with existing adjacent development on all sides. Where allowed building height exceeds development on adjacent parcel, the proposed building should step back from building face a minimum of 15 feet to within 1 story of adjacent development. Trellises, roof forms, gables and dormers may project into this setback area to aid in building articulation.

#### **4.5 Massing/building articulation.**

- (a) Buildings, garages and auxiliary buildings should be articulated with setbacks, stepbacks, roof forms and other details characteristic of the selected architectural style;
- (b) Provide articulation to multiple family residential buildings with variations in the front building plane, using bays, balconies, porches and other projections at an increment or module appropriate to the style. These modules can be created by changes in roof line, window groupings, projections or recesses in wall surfaces and placement of entrance porches, balconies, bay windows, etc.
- (c) When located adjacent to smaller structures, massing of larger structures should be broken down into components of similar mass to the smaller structures; and
- (d) Building mass or facade composition should be articulated in modules of 50 feet or less, with major roof line or massing variations of a full story at increments of 100 feet to reflect the historic development pattern of this area in lots of 50 feet to a maximum of 100 feet wide. Techniques for creating this massing or facade module may include but are not limited to the following: roofline variations and projections or recessed wall surfaces.

#### **4.6 Roof forms/designs.**

- (a) Roof forms should complement the building mass and be consistent in style detailing and materials. Pitched roofs, dormer windows, chimneys and other traditional residential forms typical of the selected style should be used to add variety and make roofs attractive when viewed from higher buildings; and

(b) Mechanical equipment should be completely screened from view with a treatment which appears to be part of the roof in form, color and material.

#### **4.7 Windows.**

Built up sills and trim consistent with building style should be used to create surface relief and texture. Glass should be inset from the exterior wall surface to add relief to the wall surface, especially for stucco buildings which traditionally had massive walls.

#### **4.8 Fences and walls**

(a) Aesthetically appealing fences and/or walls should be provided to screen multi-unit buildings, service areas, and parking areas from adjacent developments. A planting area is strongly encouraged to be established adjacent to the fence or wall with shade trees planted;

(b) All service areas, sanitation areas/containers, recycling bins, mechanical areas and similar items and functions should be entirely screened.

#### **4.9 Landscaping**

(a) Common Open Space.

(1) common open space is strongly encouraged to be located along major circulation paths to encourage interaction between residents;

(b) Planting Strips.

All new development should include a planting strip of grass or low growing ground cover at curbside along all residential street frontages.

(c) Street Trees.

(1) Street trees should be planted (at applicants expense) along the centerline of the planting strip. Where existing street trees in good health and condition exist, such trees shall be protected and incorporated into street tree planting. Location and species of the shade trees shall be according to Section III.E of this Coordinated Area Plan or as otherwise approved by Planning and Public Works arborists.

(2) New development or major remodeling of existing development should include planting of 24 inch box street trees (at applicants expense) to replace any missing or diseased trees. Species should be selected according to Table III-1 Street Tree Species Recommendations unless otherwise approved by the Planning and Public Works arborists.

(d) Vegetation.

On sites where existing heritage and protected trees and other significant landscape features exist, new development should be designed to preserve such trees and incorporate them into the open space or other appropriate areas of the development. For summary of City ordinances and requirements and map of such trees, refer to Chapter III, Section E of this Plan.

(e) Open space/pocket parks.

Trees of at least 24 inch box size should be planted in all open spaces at approximately 25 feet on center where appropriate. Adequate area for root zone should be incorporated into underground or decked parking garage design.

#### **4.10 Lighting**

(a) Exterior lighting within parking areas must be adequately shielded to minimize glare and intrusion on neighboring residential properties;

(b) Ornamental lighting consistent with the building's architectural style is strongly encouraged to improve the safety, security and attractiveness of the pedestrian entry.

#### **4.11 Parking**

(a) Parking for multi family projects is strongly encouraged to be underground where feasible. The podium parking structure may be above grade, consistent with the development pattern of the area, however it shall not exceed three feet above grade. Parking should be designed so that it is screened from view from the street and creating a strong pedestrian environment;

(b) Any garage openings for natural ventilation of partially below grade parking are strongly encouraged to be located along side or rear property lines rather than along street faces wherever possible. Openings are strongly encouraged to be screened in a manner architecturally compatible with the facade above, and with hedges or other planting. Garage lighting should be designed to minimize glare and intrusion through the plant

*SOFA Coordinated Area Plan*

and screening;

(c) setback of driveways from adjacent properties should be a minimum five (5) feet and setback from adjacent buildings shall be a minimum of three (3) feet;

(d) maximum number of curb cuts for one building should be one two way curb cut or two one-way curb cuts per parcel or one hundred fifty (150) feet of frontage. Maximum width should be twelve (12) feet for a one-way driveway and twenty four (24) feet for a two way driveway;

(e) ramps should be a maximum of 20 feet wide.

#### **4.12 Pedestrian amenities/sidewalk improvements/street furniture.**

(a) Sidewalk improvements should be grouped so as to maintain a recommended 5 foot wide walking area for pedestrians. Trees, street furniture and outdoor displays and tables should be located either next to curb, or within 3 feet of building provided that adequate walkway is preserved;

(b) Arcades or building setbacks with awnings or shade trees are strongly encouraged; and

(c) Adequate space should be provided for pedestrian and outdoor use.

#### **4.13 Signage.**

(a) Where permitted, signs should be designed to be read at the pedestrian scale. Use of projecting signs and signs on awnings is strongly recommended as defined in Chapter 16.48 PAMC.

(b) Building mounted signs should relate to the architectural design of the building, and should be indirectly lit, avoiding large areas of bright colors.

#### **4.14 Streets and alleys.**

(a) All alleys should connect to other alleys or streets to form a continuous vehicular and pedestrian network;

(b) New developments should incorporate design features into their projects to encourage pedestrian usage of existing and new alleys, where applicable; and

(c) Street improvements should facilitate and enhance the pedestrian environment to include, but not be limited to, the following features: street trees, benches, bus stop shelters, increased sidewalk width, pedestrian plazas and other public/private open space and right of way improvements (i.e., bulb outs, enhanced pedestrian crossing features etc.).

#### **4.15 Miscellaneous.**

(a) Reuse of historic structures;

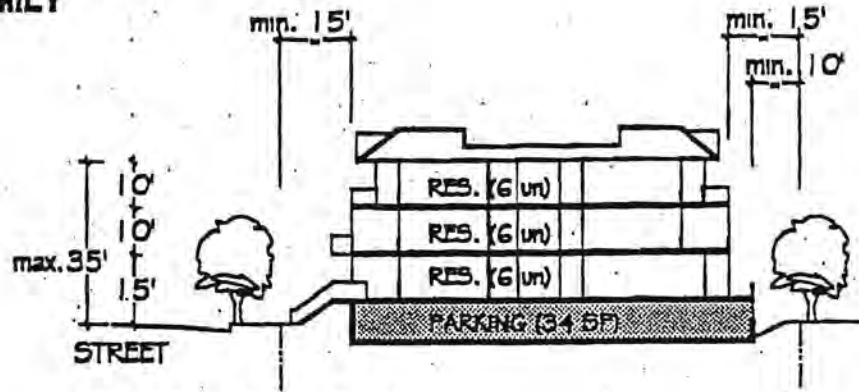
(1) All buildings identified as Historic Resources shall be subject to the Historic Preservation Ordinance; and

(2) Reuse of historic buildings, for either the original use or a compatible use, is strongly encouraged.

Figure V-3 shows schematic designs for the Attached Multiple Family Development on lot sizes which are possible with aggregation of a few existing lots in the AMF areas. These prototypes are illustrated with a Section and Ground Floor Plan which provide a sense of the total amount of development and general configuration which is possible on the site. They do not reflect a detailed design which illustrates application of all the design guidelines.

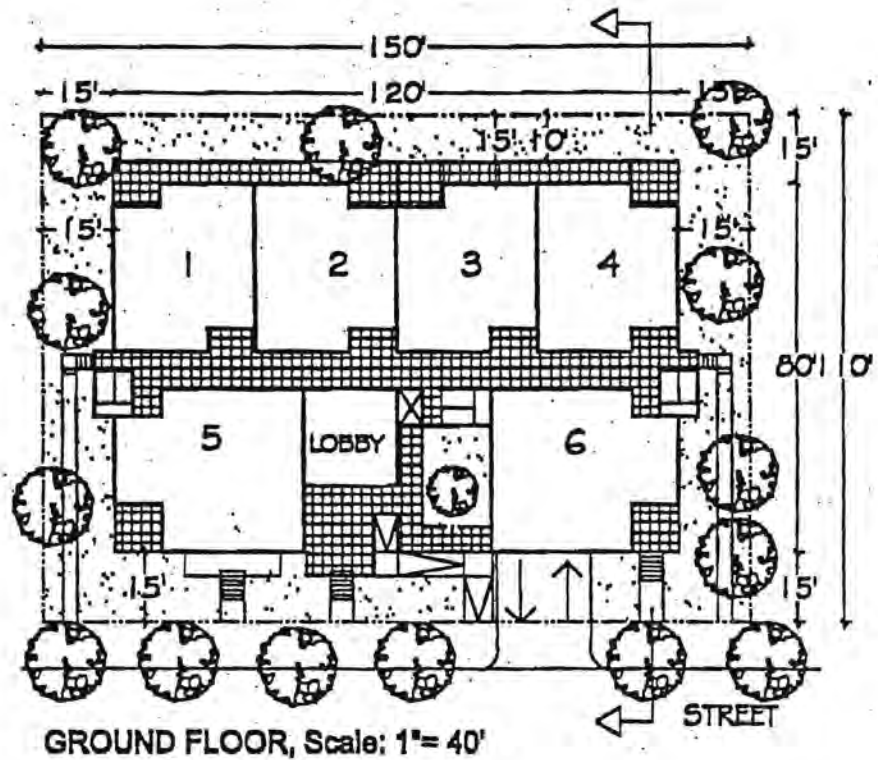
Figure V-3

**ILLUSTRATIVE PROTOTYPE  
AMF (30-50 un/ac)  
ATTACHED MULTIPLE FAMILY  
150' x 110' Lot**



**SECTION, Scale: 1"= 40'**

Residential: 18 units (50 du/ac)  
1,100 sq. ft each  
FAR: 1.5:1  
Site Coverage: No requirement  
Height: 35 feet to eave  
45 feet to peak



**GROUND FLOOR, Scale: 1"= 40'**

Prepared by:  
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Tanja Mai, Graphics & Design & Planning  
Michel St. Pierre, Architecture & Urban Design

For: City of Palo Alto  
Department of Planning & Community Environment, Planning Division

**RESIDENTIAL PROTOTYPES  
AMF**

*SOFA Coordinated Area Plan*





## **D. Moderate Density Mixed Use Designation (MU-1)**

The development standards for the MU-1 land use designation are presented below. A graphic representation of an illustrative prototype for development allowed in this designation is provided in Figure V-4. All other applicable regulations as provided in the Palo Alto Municipal Code and Subdivision Code apply unless referenced herein. All definitions are per section 18.04 of the Palo Alto Municipal Code, which is contained at the end of this chapter for reference (NOTE: The Definition Section excerpt of the PAMC included is accurate as of May 1, 1999. Amendments to this code section may occur from time to time and it is the responsibility of the applicant to ensure that the most current version of the Municipal Code is referenced).

### **Table of Contents Moderate Density Mixed Use Designation (MU-1)**

#### **Section 5.0 Development Standards**

Section 5.1	Permitted Uses
Section 5.2	Conditional Uses
Section 5.3	Site Development Regulations
Section 5.4	Parking
Section 5.5	Non-conforming Uses/Non-complying Facilities
Section 5.6	Special Height and Setback Requirements
Section 5.7	Below Market Rate (BMR) Units

#### **Section 6.0 Design Guidelines**

Section 6.1	Architecture
Section 6.2	Entrances
Section 6.3	Height
Section 6.4	Massing/building articulation
Section 6.5	Driveways
Section 6.6	Fences and Walls
Section 6.7	Landscaping
Section 6.8	Lighting
Section 6.9	Parking
Section 6.10	Pedestrian Amenities
Section 6.11	Sidewalks
Section 6.12	Signage
Section 6.13	Streets and Alleys
Section 6.14	Special Provisions

## **5 MU1 Development Standards**

### **5.1 Permitted Uses**

- (a) accessory uses to the primary use;
- (b) convalescent facilities;
- (c) day care centers;
- (d) small and large day care homes;
- (e) residential care homes;
- (f) eating and drinking services except drive in or take out services;
- (g) educational facilities;
- (h) financial services;
- (i) general business services;
- (j) home occupations;
- (k) hotels;
- (l) lodging;
- (m) medical, professional and general business offices;
- (n) personal services;
- (o) private clubs;
- (p) religious institutions;
- (q) retail services excluding liquor stores;
- (r) reverse vending machines;
- (s) single-family, two-family and multiple-family residential uses.

### **5.2 Conditional Uses**

- (a) automotive (including tire) services (on Alma and High Street only);
- (b) ambulance services (along Alma and High only);
- (c) automobile service stations per Chapter 18.82;
- (d) commercial recreation;
- (e) drive in services or take out services excluding car washes;
- (f) parking as a principal use;
- (g) recycling centers;
- (h) temporary parking facilities (less than 5 years);
- (i) transportation terminals (on High and Alma only);
- (j) utilities facilities;
- (k) warehousing and distribution (along High and Alma only).

### **5.3 Site Development Regulations**

- (a) Density. The minimum density for mixed use (residential/non-residential) and residential developments shall be 14 units per acre.
- (b) Minimum Site Area. The minimum site area shall be 10,000 sq ft.
- (c) Front Setback
  - (1) no requirement for non-residential uses;
  - (2) minimum front setback for residential uses shall be 10 feet;
  - (3) Balconies, stairways and porches may extend up to six feet into front setbacks.
- (d) Side Setback
  - (1) no requirement if adjacent building has no setback;
  - (2) minimum setback shall be 10 feet
- (e) Street Side Setback
  - (1) the minimum street side setback shall be 10 feet.

(f) **Rear Setback**

10 feet. Balconies, stairways and porches may extend up to six feet into rear setbacks.

(g) **Site Coverage.** The maximum site coverage shall be 75%

(i) **Height**

- (1) the maximum height shall be 50 feet (as measured to the roof peak) and 45 feet as measured to the eave;
- (2) within 15 feet of any street setback line, the maximum height shall be limited to 35 feet as measured to the eave for 75% of the street facing facade. Encroachments of habitable space are permitted in the remaining 25% of the front facade, up to a maximum of 45 feet in height;
- (3) notwithstanding the above, the height allowed may be modified by section 5.6, Special height and setback requirements

(j) **Floor Area Ratio (FAR)**

- (1) the maximum FAR for residential developments shall be 0.6:1
- (2) the maximum FAR for non-residential developments shall be 0.4:1 and no office use shall exceed 5,000 square feet gross floor area unless the office is a part of a mixed use development;
- (3) the maximum FAR for mixed use developments (residential/non-residential) shall be 1:1, provided the minimum residential density requirement is met;
- (4) the maximum FAR may be exceeded only in accordance with the provisions of section 5.3 (k)

(k) **Floor Area Ratio Incentives**

- (1) 0.1 additional FAR for the provision of 10% of the site as public open space;
- (2) for mixed use and residential developments, an additional 0.01 FAR over the maximum established in section 5.3(j) shall be permitted for every additional unit/acre over the minimum established in section 5.3(a).
- (3) The total FAR shall not exceed;
  - (i) 0.7 non-residential floor area, or;
  - (ii) a total 1.6 FAR for the habitable area, or;
  - (iii) 40 units per acre residential density, or;
  - (iv) 50 units per acre density for senior, permanent rental or affordable housing.
- (4) 25% additional FAR up to 3.0 maximum on a site, for either seismic rehabilitation or historic preservation;
- (5) 50% additional FAR up to 3.0 maximum on a site, for both seismic rehabilitation and historic preservation.

**5.4 Parking**

All parking requirements shall be as detailed in Section 18.83 PAMC Off-street Parking & Loading requirements, except;

- (a) parking for residential uses shall be 1.5 spaces/unit;
- (b) parking for office use shall be 4 spaces /1,000 square feet;
- (c) parking for retail use shall be 4 spaces per 1,000 square feet (No parking requirement for retail uses less than 500 square feet);
- (e) **Joint Parking Facilities.** For any site or sites with multiple uses having a requirement of thirty spaces or more, the parking requirement may be reduced by up to twenty percent (20%) in accordance with the provisions of 18.83.120(c) of the Palo Alto Municipal Code;
- (f) Adjustments to the parking requirements may be permitted in accordance with the provisions of section 18.83.120 of the Palo Alto Municipal Code.

### **5.5 Non-conforming uses/Non-complying facilities**

- (a) Existing non-conforming uses may remain provided they were legal or legally non conforming on \_\_\_\_\_;
- (b) Noncomplying structures/facilities may be used for permitted or conditional uses provided that the minimum residential requirement is fulfilled and the proposed use does not increase the degree of non-compliance.

### **5.6 Special height and setback requirements**

For sites abutting or having any portion located within 100 feet of any residentially zoned property (including R-1, R-2, RMD, RM, DHS, AMF and residential or mixed use PC), the following additional height and setback requirements shall apply;

- (a) The maximum height within 100 feet of the adjacent residential property shall not exceed the most restrictive adjacent residential zone height limit;
- (b) A minimum interior setback of 10 feet shall apply to any site abutting a residential zone and a fence or wall between five and eight feet in height shall be constructed along the common lot line. The minimum interior yard shall be planted and maintained as a landscape buffer;
- (c) On any portion of a site opposite a residentially zoned property, and separated by an alley, street or other open area, shall have a minimum five foot setback or ten feet if the ground level is residential. The minimum yard shall be landscaped with a minimum of 30% planting and provide the pedestrian amenities contained in section E.2.
- (d) on properties sharing a common block face with a residentially zoned property, a minimum street setback of fifteen feet shall be required.

### **5.7 Below Market Rate (BMR) units**

All developments shall comply with the provisions of the City of Palo Alto BMR program as required by Program H-20 of the 1998-2010 Comprehensive Plan.

## **6 MU1 Design Guidelines**

### **6.1 Architecture**

- (a) Architectural design and styles of new construction, additions, modifications, etc. is strongly recommended to be similar and compatible with the existing the architectural and/or historical heritage of South of Forest Avenue area. Contemporary reinterpretations of these styles which are similar and compatible in style, color, articulation and form are also encouraged.
- (b) Each style should utilize characteristic roof forms, materials, window treatments, and other details which should be used consistently throughout the design in order to create a compatible design.
- (c) Buildings along Emerson, Homer and Ramona must provide a particularly inviting appearance to the pedestrians, with high quality materials and landscaping and use of all of the guidelines listed provided herein to improve the pedestrian experience.
- (d) Publicly oriented uses should be visible through storefront windows from the sidewalk.

### **6.2 Entrances**

- (a) Main entrances to buildings must be directly visible from the street. A clear entry path must lead from the sidewalk to the front door.
- (b) Low hedges, fences or trellises or gateposts are recommended to mark the transition from public street to common entry to private residential entrance.
- (c) Ornamental lighting consistent with the building's architectural style is required to improve the safety, security and attractiveness of the pedestrian entry.
- (d) Open space, plaza areas, etc. are recommended in association with building entrances.
- (e) Outside pedestrian seating (i.e benches) is required. The required linear seating length shall be equal to 15% of the proposed building linear frontage with a minimum of 12 lineal feet seating.
- (f) Trellises, arbors, porte caches or other similar architectural features are encouraged to identify entrances. These may project into the setback area.

### **6.3 Height.**

Staggered step backs that vary the massing of portions of a building are recommended to encourage diversity in design and assist in the daylight plane.

### **6.4 Massing/building articulation.**

Building mass or facade composition must be articulated in modules of 50 feet or less, with major roof line or massing variations of a full story at increments of 100 feet to reflect the historic development pattern of this area in lots of 50 feet to a maximum of 100 feet wide. Techniques for creating this massing or facade module may include but are not limited to the following: roofline variations and projections or recessed wall surfaces.

### **6.5 Driveways**

- (a) Setback of driveways from adjacent properties shall be a minimum five (5) feet and setback from adjacent buildings shall be a minimum of three (3) feet.
- (b) Maximum number of curb cuts for one building shall be one two way curb cut or two one-way curb cuts per parcel or for every one hundred fifty (150) feet of frontage. Maximum width shall be twelve (12) feet for a one-way driveway and twenty four (24) feet for a two way driveway.
- (c) Maximum grade of ramps shall be sixteen percent (16%).
- (d) Ramps shall be a maximum of 20 feet wide.

### **6.6 Fence and Walls**

- (a) aesthetically appealing fences and/or walls shall be provided along all property lines to screen multi-unit buildings, service areas, and parking areas from adjacent developments with a minimum of a five (5) foot planting area shall be established adjacent to the fence or wall with shade trees planted at a minimum spacing of twenty (20) feet on center.
- (b) All service areas, sanitation areas/containers, recycling bins, mechanical areas and similar items and functions must be entirely screened. Screening must be a minimum of one foot above the height of the container or similar structure.

### **6.7 Landscaping**

- (a) **Planting Strips.** All new development shall include a 5-10' feet planting strip of grass or low growing ground cover at curbside along all residential street frontages. Exception: Not required for MU buildings with residential only above ground floor.
- (b) **Street Trees;**
  - (1) Street trees shall be planted (at applicants expense) along the centerline of the planting strip at a maximum spacing of twenty five (25) feet on center of the entire length of street frontage. Where existing street trees in good health and condition exist, such trees shall be protected and incorporated into street tree planting. Species of the shade trees shall be according to Section III.E of this Coordinated Area Plan or as otherwise approved by Planning and Public Works arborists;
  - (2) New development or major remodeling of existing development must include planting of 24 inch box street trees (at applicants expense) to replace any missing or diseased trees. Species should be selected according to Table III-1 Street Tree Species Recommendations unless otherwise approved by the Planning and Public Works arborists.
- (c) **Vegetation.** On sites where existing heritage and protected trees and other significant landscape features exist, new development should be designed to preserve such trees and incorporate them into the open space or other appropriate areas of the development. For summary of City ordinances and requirements and map of such trees, refer to Chapter III, Section E of this Plan.
- (d) **Open space/pocket parks.** Trees of at least 24 inch box size should be planted in all open spaces at approximately 25 feet on center. Adequate area for root zone should be incorporated into underground or decked parking garage design.

### **6.8 Lighting.**

Exterior lighting within parking areas must be adequately shielded to minimize glare and intrusion on neighboring residential properties.

## **6.9 Parking**

- (a) Parking for multi family projects should be underground where feasible. Partially submerged  $\frac{1}{2}$  level below the building is allowed but discouraged because it raises 1st floor activity above the pedestrian level. Required guest parking may be provided in well landscaped lots at grade.
- (b) Any garage openings for natural ventilation of partially below grade parking should be located along side or rear property lines rather than along street faces wherever possible. Openings should be screened with lattice architecturally compatible with the facade above, and with hedges or other planting. Garage lighting must be designed to minimize glare and intrusion through the plant and lattice screening.
- (c) Requests to extend fully underground parking under the public right of way may be considered provided that there will be no cost to the City, no impact on the quality of street trees and on-site tree landscaping to be provided and no impact to existing and/or proposed utilities or similar infrastructure.
- (d) Limited surface parking may be provided outside required front setback areas. Such surface parking must be planted with shade trees at a ratio of one (1) tree for every three (3) spaces in an "orchard" planting arrangement, with the tree located between the parking spaces to maximize shade over the paved parking area and the area where cars are parked.
- (e) Provide approximately 10% of required spaces as short term parking outside underground garage structure, identify as short term parking only and landscape with two trees for every 3<sup>rd</sup> space at the front and near the rear wheel area. Short term parking should be located along the rear alley when available, serving to widen the alley travel lane to a safer 20 foot width while creating parking with the look and feel of public on-street parking.

## **6.10 Pedestrian Amenities**

- (a) Sidewalk improvements should be grouped so as to maintain a minimum 5 foot wide walking area for pedestrians. Trees, street furniture and outdoor displays and tables should be located either next to curb, or within 3 feet of building provided that adequate walkway is preserved.
- (b) Arcades or building setbacks with awnings or shade trees should be provided where sidewalk width is inadequate for anticipated pedestrian and outdoor use.

## **6.11 Sidewalks**

- (a) Sidewalks adjacent to new development must include a continuous minimum clear width of 5 feet for pedestrian travel and a minimum overall sidewalk width of ten feet to the curb line. Where such a sidewalk width is not currently provided, new development should supplement the public sidewalk with an additional setback building arcade.
- (b) Where existing buildings constrain sidewalk widening on private property, developers of the subject property shall widen the sidewalk on the public right of way.
- (c) Sidewalks shall be provided from right-of-way sidewalk to the front entrances of all buildings.

## **6.12 Signage**

- (a) Where permitted, signs shall be designed to be read at the pedestrian scale. Use of projecting signs and signs on awnings is strongly recommended.
- (b) Building mounted signs should relate to the architectural design of the building, and should be indirectly lit, avoiding large areas of bright colors. Illuminated can signs and illuminated awnings are not permitted.

## **6.13 Streets and Alleys**

- (a) All alleys shall connect to other alleys or streets to form a continuous vehicular and pedestrian network;
- (b) New developments shall incorporate design features into their projects to encourage pedestrian usage of existing and new alleys, where applicable;
- (c) Street improvements shall facilitate and enhance the pedestrian environment to include, but not be limited to, the following features; street trees, benches, bus stop shelters, increased sidewalk width, pedestrian plazas and other public/private open space and right of way improvements (ie. bulb outs, enhanced pedestrian crossing features etc.)

#### 6.14 Special Provisions

- (a) Service access. Trash and loading areas shall be centralized where possible, and noises, odors and clutter shall be screened effectively from streets and adjacent properties.
- (b) Pocket parks, plazas, and courtyards;
  - (1) Pocket parks, plazas, and courtyards should be located on major circulation routes to increase usage, such as at corners, or near building entries;
  - (2) Restaurant uses, cafés, or similar service establishments are strongly encouraged to provide outdoor seating areas, benches or tables;
- (c) Trash, service equipment, mechanical equipment or other similar services uses;
  - (1) Trash and service equipment including but not limited to the following items: satellite receiving dishes, dumpsters, recycling containers, Air Conditioning units, etc. shall be located to the rear of buildings or otherwise out of public view and shall be enclosed or screened with 100 % opaque materials around all sides including landscaping where permissible;
  - (2) Trash recycling areas and similar offensive areas shall be entirely enclosed (top and sides) and screened with 100% visually opaque materials when located adjacent to or in close proximity to existing residential uses, proposed residential uses and residentially zoned properties.
- (d) Compatibility with existing historic structures;
  - (1) Buildings near or adjacent to historic residential or non residential buildings must be compatible to the scale and massing of such buildings, restricting building height or stepping back by a minimum of 15 feet to preserve the scale of the street wall;
  - (2) Existing buildings, whether or not included in the City's historic inventory, provide character and scale to new development and should be reused and remodeled rather than demolished whenever possible;
  - (3) Renovated storefronts should be compatible in materials scale and proportion with historic or existing buildings. Awnings and signage should complement and not hide building columns, windows, and other architectural features. Where several businesses exist in a single building, coordination of awnings and sign changes can reduce visual clutter.
- (e) Reuse of historic structures;
  - (1) All buildings identified as Historic Resources must be preserved per the provisions of the permanent historic preservation ordinance;
  - (2) Reuse of historic buildings, for either the original use or a compatible use, is strongly encouraged.
- (f) Compatibility of vehicle, automobile and other similar commercial service uses;
  - (1) new projects including such uses as vehicle, automobile repair, automobile service station, transportation center or other noise creating uses must incorporate design and operational mitigations to reduce potential noise and visual impacts on other adjacent uses with particular attention to existing residential uses;
  - (2) All new developments or substantial remodeling of existing uses which might be impacted by such uses shall incorporate design features to minimize potential impacts from such noise producing uses on potential future building tenants and users;
  - (3) All automobile related uses and other commercial service uses shall provide attractive 100 percent opaque screening around the entire perimeter of all service yards, vehicle, automobile storage parking lots. Screening shall include dense landscaping in combination with an opaque fence if feasible;
  - (4) All uses producing strong odors and fumes which can be detected from off or adjacent to the property shall install equipment or containment areas in order to eliminate such detectable odors and fumes.
- (g) Residential uses above non residential uses;
  - (1) Where residential uses are located above non residential uses, balconies, window designs, building articulation, street level entries and other similar architectural characteristics shall be utilized to emphasize the residential character of the structures and strengthen the pedestrian scale;
  - (2) Where commercial offices are located on the ground floor, public reception areas or display windows must be clearly visible from street level. Frosted glass or translucent or solid window blinds are not permitted.
- (h) Non residential uses above residential uses;
  - (1) When non residential uses are located above residential uses, the ground floor uses should be slightly raised above grade level, including a landscaped setback, porch and stoop design to provide both privacy for the resident and interest for the pedestrian;

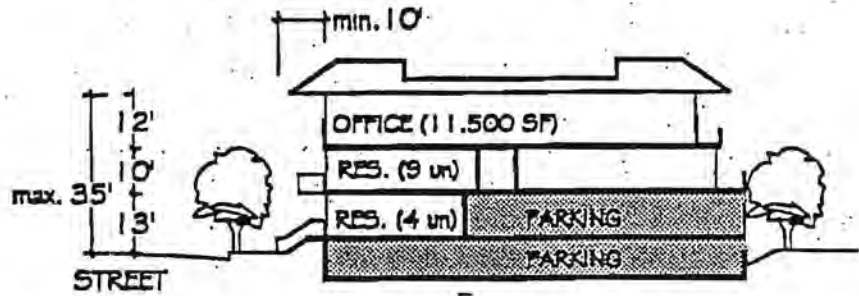
- (2) Where non residential uses are located above residential, commercial development must not overhang outer wall of residential unit by more than eight feet, in order to allow adequate light for residential units;
- (3) Development along Alma Street or near Substation. Residential development along Alma must include special architectural design mitigations and environmental impact analysis which illustrate that private residential open space and interior space meets applicable City noise guidelines. Residential development and open space should generally be located on the top and to the rear of such projects to help buffer residents from traffic, train and substation noise.



FIGURE V-4

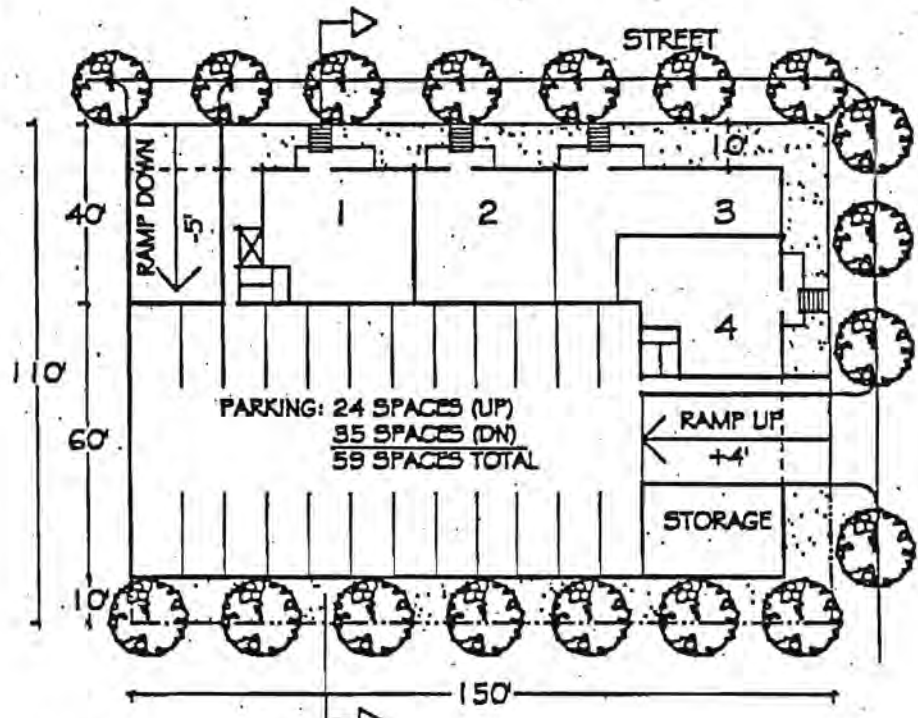
**ILLUSTRATIVE PROTOTYPE  
MU-1**

1 Floor of Office / 1.5 Floors of Residential / 2 Levels of decked Parking  
150' x 110' Corner Lot.



SECTION, Scale: 1" = 40'

FAR: 2.2  
Office: 11,500 SF (.7 FAR)  
Residential: 13 units (min. 35 un/ac)  
Parking: 59 spaces



GROUND FLOOR, Scale: 1" = 40'

Prepared by:  
Alison Kendall Planning & Design  
Tanja Mel, Graphics & Design & Planning  
Michel St. Pierre, Architecture & Urban Design

For: City of Palo Alto  
Department of Planning & Community Environment, Planning Division

**MIXED USE PROTOTYPES  
MU-1**

SOFA Coordinated Area Plan



## **E. High Density Mixed Use Designation (MU-2)**

The development standards for the MU-2 land use designation are presented in Table IV-5. A graphic representation of illustrative prototypes for development allowed in this designation is provided in Figures IV-5 and IV-6. All other applicable regulations as provided in the Palo Alto Municipal Code and Subdivision Code apply unless referenced herein. All definitions are per section 18.04 of the Palo Alto Municipal Code, which is contained at the end of this chapter for reference (NOTE: The Definition Section excerpt of the PAMC included is accurate as of May 1, 1999. Amendments to this code section may occur from time to time and it is the responsibility of the applicant to ensure that the most current version of the Municipal Code is referenced).

### **Table of Contents High Density Mixed Use Designation (MU-2)**

#### **Section 7.0 Development Standards**

Section 7.1	Permitted Uses
Section 7.2	Conditional Uses
Section 7.3	Site Development Regulations
Section 7.4	Parking
Section 7.5	Non-conforming Uses/Non-complying Facilities
Section 7.6	Special Height and Setback Requirements
Section 7.7	Below Market Rate (BMR) Units

#### **Section 8.0 Design Guidelines**

Refer to Section 6.0 Design Guidelines for MU-1

## **7 MU2 Development Standards**

### **7.1 Permitted Uses**

- (a) accessory uses;
- (b) convalescent facilities;
- (c) day care centres;
- (d) small and large day care homes;
- (e) residential care homes;
- (f) eating and drinking services except drive in or take out services;
- (g) educational facilities;
- (h) financial services;
- (i) general business services;
- (j) home occupations;
- (k) hotels;
- (l) lodging;
- (m) medical, professional and general business offices;
- (n) personal services;
- (o) private clubs;
- (p) religious institutions;
- (q) retail services excluding liquor stores;
- (r) reverse vending machines;
- (s) single-family, two-family and multiple-family residential uses.

### **7.2 Conditional Uses**

- (a) automotive (including tire) services (on Alma and High Street only);
- (b) ambulance services along Alma and High only);
- (c) automobile service stations per Chapter 18.82;
- (d) commercial recreation;
- (e) drive in services or take out services excluding car washes;
- (f) parking as a principal use;
- (g) recycling centres;
- (h) temporary parking facilities (less than 5 years);
- (i) transportation terminals on High and Alma only);
- (j) utilities facilities;
- (k) warehousing and distribution along High and Alma only).

### **7.3 Site Development Regulations**

- (a) Density. Minimum density for mixed use (residential/non-residential) and exclusively residential use shall be 14 units per acre.
- (b) Minimum Site Area. The minimum site area shall be 10,000 sq ft.
- (c) Front Setback
  - (1) no requirement for non-residential uses
  - (2) minimum front setback for residential uses shall be 10 feet;
  - (3) Balconies, stairways and porches may extend up to six feet into front setbacks.
- (d) Side Setback
  - (1) no requirement if adjacent building has no setback;
  - (2) minimum setback shall be 10 feet
- (e) Street Side Setback
  - (1) 10 feet street side

(f) Rear Setback

- (1) the minimum rear setback shall be 10 feet;
- (2) balconies, stairways and porches may extend up to six feet into rear setbacks.

(g) Site Coverage.

The maximum site coverage shall be 75%

(h) Height

- (1) the maximum height shall be 50 feet (as measured to the roof peak) and 45 feet as measured to the eave;
- (2) within 15 feet of any street setback line, the maximum height shall be limited to 35 feet as measured to the eave for 75% of the street frontage;
- (3) notwithstanding the above, the height allowed may be modified by section 7.5, Special Height and Setback Requirements

(i) Floor Area Ratio (FAR)

- (1) the maximum FAR for residential developments shall be 0.6:1
- (2) the maximum FAR for non-residential developments shall be 0.4:1 and no office use shall exceed 5,000 square feet gross floor area unless the office is a part of a mixed use development;
- (3) the maximum FAR for mixed use developments (residential/non-residential) shall be 1:1, provided the minimum residential density requirement is met;
- (4) the maximum FAR may be exceeded only in accordance with the provisions of section 7.3 (j)

(j) Floor Area Ratio Incentives

- (1) .1 for 10% of site as public open space
- (2) for mixed use and residential developments, an additional 0.01 FAR over the maximum established in section 7.3(i) shall be permitted for every additional unit/acre over the minimum established in section 7.3(a).
- (3) The total FAR shall not exceed;
  - (i) 1.25 non-residential floor area, or;
  - (ii) a total 2.5 FAR, or;
  - (iii) 50 units per acre residential density, or;
  - (iv) 60 units per acre density for senior, permanent rental or affordable housing.
- (4) 25% additional FAR up to 3.0 maximum on a site for either seismic rehabilitation or historic preservation;
- (5) 50% for both seismic rehabilitation and historic preservation

**7.4 Parking**

All parking requirements shall be as detailed in Section 18.83 PAMC Off-street Parking & Loading requirements, except;

- (a) parking for residential uses shall be 1.5 spaces/unit;
- (b) parking for office use shall be 4 spaces /1,000 square feet;
- (c) parking for retail use shall be 4 spaces per 1,000 square feet (No parking requirement for retail uses less than 500 square feet);
- (d) Joint Parking Facilities. For any site or sites with multiple uses having a requirement of thirty spaces or more, the parking requirement may be reduced by up to twenty percent (20%) in accordance with the provisions of 18.83.120(c) of the Palo Alto Municipal Code;
- (e) Adjustments to the parking requirements may be permitted in accordance with the provisions of section 18.83.120 of the Palo Alto Municipal Code.

**7.5 Non-conforming uses/Non-complying facilities**

- (a) Existing non-conforming uses may remain provided they were legal or legally non conforming on \_\_\_\_\_;
- (b) Noncomplying structures/facilities may be used for permitted or conditional uses provided that the minimum residential requirement is fulfilled) and the proposed use does not increase the degree of non-compliance

### **7.5 Special height and setback requirements**

For sites abutting or having any portion located within 100 feet of any residentially used property (including R-1, R-2, RMD, RM, DHS, AMF and residential or mixed use PC), the following additional height and setback requirements shall apply;

(a) The maximum height within 100 feet of the adjacent residential property shall not exceed the most restrictive adjacent residential zone height limit;

(b) A minimum interior setback of 10 feet shall apply to any site abutting a residential zone and a fence or wall between five and eight feet in height shall be constructed along the common lot line. The minimum interior yard shall be planted and maintained as a landscape buffer;

(c) On any portion of a site opposite a residentially zoned property, and separated by an alley, street or other open area, shall have a minimum five yard setback or ten feet if the ground level is residential. The minimum yard shall be landscaped with a minimum of 30% planting and provide the pedestrian amenities contained in section E.2.

(d) on properties sharing a common block face with a residentially zoned property, a minimum street setback of fifteen feet shall be required.

### **7.6 Below Market Rate (BMR) units**

All developments shall comply with the provisions of the City of Palo Alto BMR program as required by Program H-20 of the 1998-2010 Comprehensive Plan.

### **8. MU2 Design Guidelines**

See Section 6 (MU1 Design Guidelines) for a complete list of the guidelines applicable to the MU2 land use designation.

Two prototype developments for the MU-2 district are illustrated in Figures IV-5 and IV-6. These Illustrative Prototypes show potential development types which could be built under the MU-2 Development Standards.

The MU-2 prototypes A and B illustrate a 4-story type with underground parking appropriate to the area closest to downtown. Either of these options are possible in this area. Prototype A shows the minimum housing density of 40 units per acre, combined with a pocket park for a .1 FAR office bonus, while Prototype B shows 50 units per acre of residential in return for the maximum FAR of 2.5. The maximum residential density of 60 units per acre is possible within the maximum FAR of 2.5.

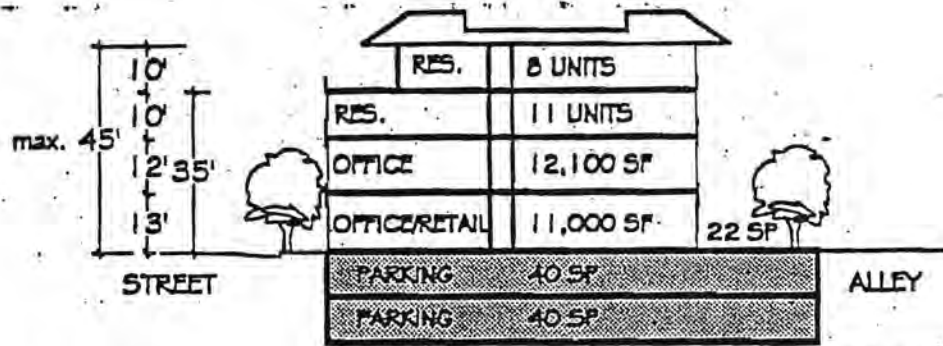
These prototypes illustrate, using a typical ground floor plan and section, the maximum development potential likely within a typical size site in the MU-2 district. They do not necessarily depict an actual design which responds to all of the design guidelines.

FIGURE V-5

**ILLUSTRATIVE PROTOTYPE**

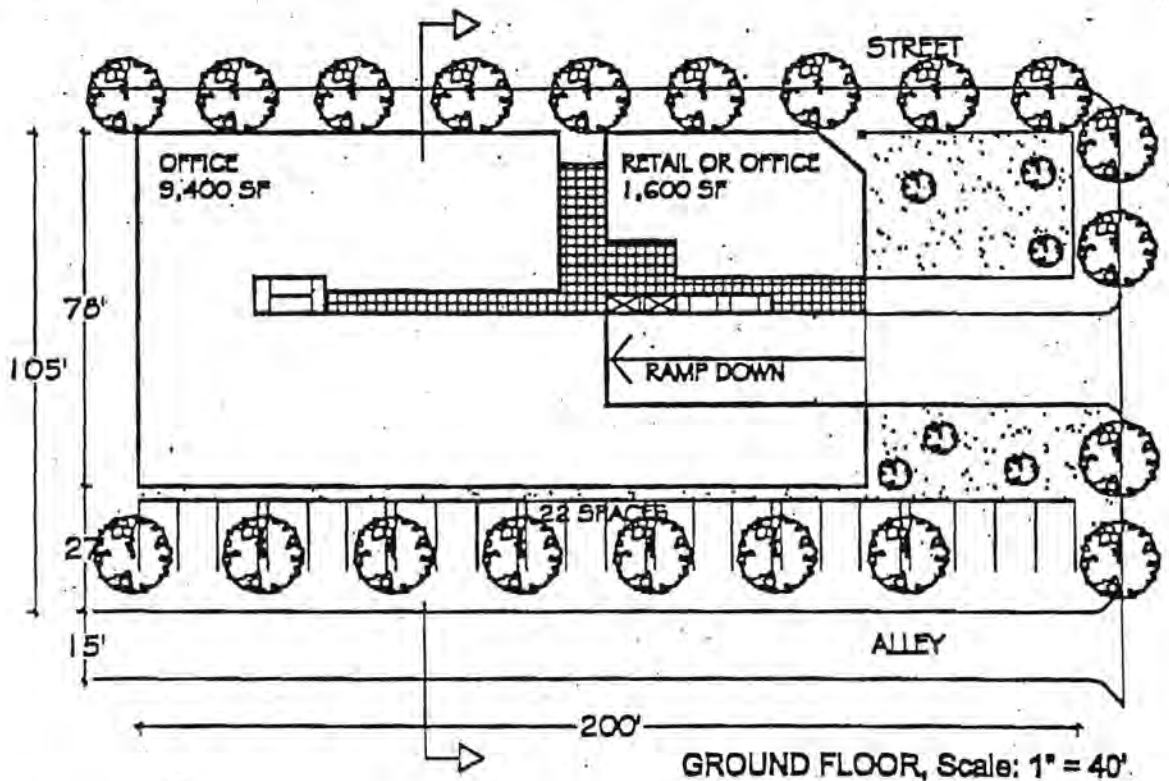
**MU-2A**

2 Floors of Residential / 2 Floors of Office over 2 Levels of Underground Parking  
 200' x 105' Corner Lot on Alley



SECTION, Scale: 1" = 40'

FAR: 2.18  
 Office/Retail: 23,100 SF (1.1 FAR)  
 Residential: 19 units (40 un/ac) each 1,000 SF  
 Parking: 80 spaces UG/ 22 spaces surface



GROUND FLOOR, Scale: 1" = 40'

Prepared by:  
 Allison Kendall, Planning & Design  
 Terja Mai, Graphics & Design & Planning  
 Michel St. Pierre, Architecture & Urban Design

For: City of Palo Alto  
 Department of Planning & Community Environment, Planning Division

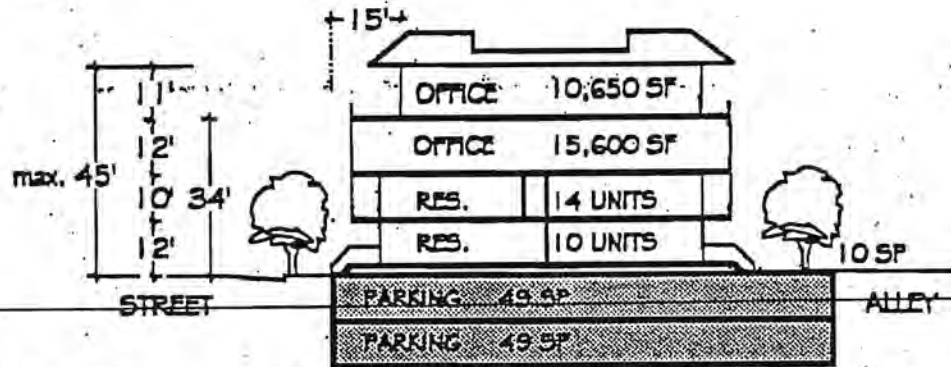
**MIXED USE PROTOTYPES  
 MU-2A**

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FIGURE V-6

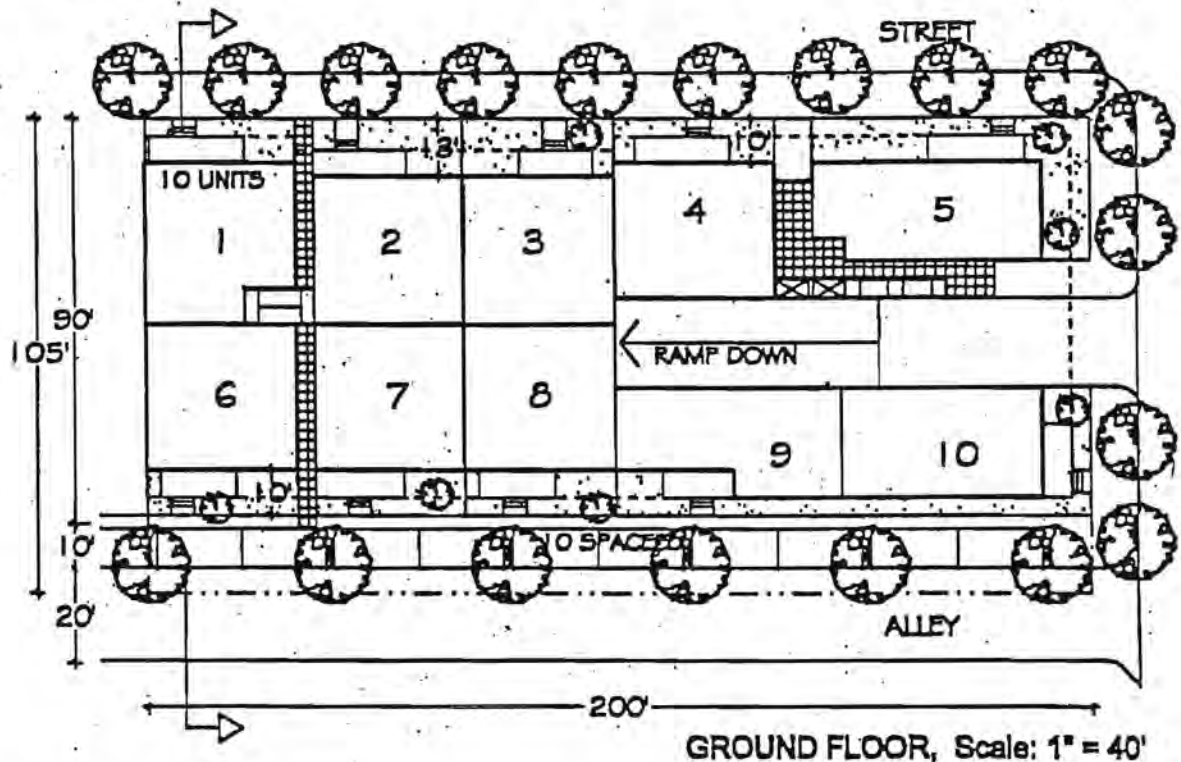
**ILLUSTRATIVE PROTOTYPE  
MU-2B**

2 Floors of Office / 2 Floors of Residential over 2 Levels of Underground Parking  
200' x 105' Corner Lot on Alley



FAR: 2.5  
Office: 26,250 SF (1.25 FAR)  
Residential: 24 units (50 un/ac) each 1,000 SF  
Parking: 98 spaces UG/ 10 spaces surface

SECTION, Scale: 1" = 40'



GROUND FLOOR, Scale: 1" = 40'

Prepared by:  
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Michel St. Pierre, Architecture & Urban Design

For: City of Palo Alto  
Department of Planning & Community Environment, Planning Division

**MIXED USE PROTOTYPES  
MU-2B**

12/7/08



## F. Definitions (Excerpt from Palo Alto Municipal Code)

### Chapter 18.04 DEFINITIONS

#### Sections:

- 18.04.010 Purpose and applicability.
- 18.04.020 General rules for construction of language.
- 18.04.030 Definitions.

#### 18.04.010 Purpose and applicability.

The purpose of this chapter is to promote consistency and precision in the interpretation of the zoning regulations. The meaning and construction of words and phrases defined in this chapter shall apply throughout the zoning regulations, except where the context of such words or phrases clearly indicates a different meaning or construction. (Ord. 3048 (part), 1978)

#### 18.04.020 General rules for construction of language.

The following general rules of construction shall apply to the text of the zoning regulations:

- (a) The particular shall control the general.
- (b) In case of any difference of meaning or implication between the text of any provision and any caption or illustration, the text shall control.
- (c) The word "shall" is always mandatory and not discretionary. The word "may" is discretionary.
- (d) References in the masculine and feminine genders are interchangeable.
- (e) Words used in the present tense include the future, and words used in the singular include the plural, and the plural the singular, unless the context clearly indicates the contrary.
- (f) The words "activities" and "facilities" include any part thereof.
- (g) Unless the context clearly indicates to the contrary, the following conjunctions shall be interpreted as follows:
  - (1) "And" indicates that all connected items or provisions shall apply.
  - (2) "Or" indicates that the connected items or provisions may apply singly or in any combination.
  - (3) "Either...or" indicates that the connected items or provisions shall apply singly but not in combination.
- (h) "District" means a general district or a combining district established by this title, unless otherwise indicated by specific reference to another kind of district.
- (i) All public officials, bodies, and agencies to which reference is made are those of the city unless otherwise indicated.
- (j) "City" means the city of Palo Alto. (Ord. 3048 (part), 1978)

#### 18.04.030 Definitions.

- (a) Throughout this title the following words and phrases shall have the meanings ascribed in this section.
  - (1) "Abandon" means to cease or discontinue a use or activity without intent to resume, but excluding temporary or short-term interruptions to a use or activity during periods of remodeling, maintaining, or otherwise improving or rearranging a facility, or during normal periods of vacation or seasonal closure.
  - (2) "Abutting" means having property or district lines in common.
  - (3) "Accessory building" means a building which is incidental to and customarily associated with a specific principal use or facility, and which meets the applicable conditions set forth in Chapter 18.88.
  - (4) "Accessory dwelling" means a dwelling unit accessory to a principal use on a site and intended for occupancy by persons residing therein by reason of employment of one or more occupants on the same site.
  - (5) "Addition" means any construction which increases the size of a building or facility in terms of site coverage, height, length, width, or gross floor area.
  - (6) "Administrative office services" means offices and service facilities performing headquarters, regional, or other level management and administrative services for firms and institutions.
  - (7) "Airport-related use" means a use providing aviation-related services typically ancillary to operations of an airport including, but not limited to, aircraft repair and maintenance, flight instruction, and aircraft chartering.
  - (8) "Alley" means a public or private vehicular way less than twenty-five feet in width affording a secondary means of vehicular access to abutting property.
  - (9) Reserved.
  - (10) Reserved.
  - (11) "Alteration" means any construction or physical change in the internal arrangement of rooms or the supporting members of a building or structure, or change in relative position of buildings or structures on a

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site, or substantial change in appearance of any building or structure.

(A) "Incidental alteration" means any alteration to interior partitions or interior supporting members of a structure which does not increase the structural strength of the structure; any alteration to electrical, plumbing, heating, air conditioning, ventilating, or other utility services, fixtures or appliances; any addition, closing, or change in size of doors or windows in the exterior walls; or any replacement of a building facade which does not increase the structural strength of the structure.

(B) "Structural alteration" means any alteration not deemed an incidental alteration.

(12) "Animal care" means a use providing grooming, housing, medical care, or other services to animals, including veterinary services, animal hospitals, overnight or short-term boarding ancillary to veterinary care, indoor or outdoor kennels, and similar services.

(13) "Automobile service station" means a use providing gasoline, oil, tires, small parts and accessories, and services incidental thereto, for automobiles, light trucks, and similar motor vehicles. The sale of food or grocery items or alcoholic beverages on the same site is prohibited except for prepackaged soft drinks, cigarettes, and snack foods either from automatic vending machines or in shelves occupying a floor area not to exceed forty square feet.

(14) "Automotive services" means a use engaged in sale, rental, service, or major repair of new or used automobiles, trucks, trailers, boats, motorcycles, recreational vehicles, or other similar vehicles, including tire recapping, painting, body and fender repair, and engine, transmission, air conditioning, and glass repair and replacement, and similar services.

(15) "Basement" means that portion of a building between floor and ceiling, which is fully below grade or partly below and partly above grade, but so located that the vertical distance from grade to the floor below is more than the vertical distance from grade to ceiling.

(16) "Below market rate (BMR) housing unit" means any housing unit sold or rented to low or moderate income persons pursuant to the city of Palo Alto's below market rate program administered by the Palo Alto housing corporation, or a successor organization.

(17) "Bicycle parking space" means an area specifically reserved and intended for parking of a bicycle, accessible to the user independently of any other bicycle parking space, and including such additional features or conveniences as specified by this title.

(18) "Block" means any lot or group of contiguous lots bounded on all sides by streets, railroad rights-of-way, or waterways, and not traversed by any street, railroad right-of-way, or waterway.

(19) Reserved.

(20) Reserved.

\* (21) "Breezeway" means a building or specific portion thereof, not over 3.7 meters (twelve feet) in height at the ridge line, which connects two otherwise separate buildings, and which is not more than fifty percent enclosed at the perimeter, including the wall surfaces of the buildings so connected.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

(22) "Building" means any structure used or intended for supporting or sheltering any use or occupancy.

(23) "Business or trade school" means a use, except a college or university, providing education or training in business, commerce, language, or other similar activity or pursuit, and not otherwise defined as a home occupation or private educational facility.

(24) "Canopy" means any roof-like structure, either attached to another structure or freestanding, or any extension of a roof line, constructed for the purpose of protection from the elements in connection with outdoor living.

(25) "Cellar" means that portion of a building between floor and ceiling which is wholly or partly below grade and so located that the vertical distance from grade to the floor below is equal to or greater than the vertical distance from grade to ceiling.

(24.5) "Carport" means a portion of a principal residential building or an accessory building to a residential use designed to be utilized for the shelter of one (1) or more motor vehicles, which is open (unenclosed) at the vehicular entry side and which has no more than two sides enclosed.

(26) "Change of use" means the replacement of an existing use by a new use, or a change in the nature of an existing use, but not including a change of ownership, tenancy, or management where the previous nature of the use, line of business, or other function is substantially unchanged. (See also subdivisions (A) through (F) of subsection (143) of this Section 18.04.030.)

(27) "Church" means a use providing facilities for regular organized religious worship and religious education incidental thereto, but excluding a private educational facility. A property tax exemption obtained pursuant to Section 3(f) of Article XIII of the Constitution of the State of California and Section 206 of the Revenue and

Taxation Code of the State of California, or successor legislation, constitutes prima facie evidence that such use is a church as defined in this section.

(28) Reserved.

(29) Reserved.

(30) Reserved.

(31) "College" or "university" means an educational institution of higher learning which offers a course of studies designed to culminate in the issuance of a degree as defined by Section 94302 of the Education Code of the State of California, or successor legislation.

(32) "Combining district" means a district established by this title, which may be applied to a lot or portion thereof only in combination with a general district. More than one combining district may apply to the same lot or portion thereof.

(33) "Commercial recreation" means a use providing recreation, amusement, exercise or entertainment services, including theaters, bowling lanes, billiard parlors, skating arenas, gymnasiums, exercise studios or facilities, fitness centers, health clubs or spas, martial arts studios, group movement instruction, and similar services, operated on a private or for-profit basis, but excluding uses defined as outdoor recreation services defined in subsection (107).

(34) "Community center" means a place, structure, area, or other facility used for and providing religious, fraternal, social and/or recreational programs generally open to the public and designed to accommodate and serve significant segments of the community.

(35) "Convalescent facility" means a use other than a residential care home providing inpatient services for persons requiring regular medical attention, but not providing surgical or emergency medical services.

(36) "Corporation yard" is defined in subsection (52).

(37) Reserved.

(38) "Court" means a space open and unobstructed to the sky, located at or above grade level on a lot, and bounded on three or more sides by walls of a building.

(39) Reserved.

(40) Reserved.

(41) "Covered parking" means a carport or garage that provides full overhead protection from the elements with ordinary roof coverings. Canvas, lath, fiberglass, and vegetation are not ordinary roof coverings and cannot be used in providing a covered parking space.

(42) "Day care center" means a day care facility licensed by the state or county for nonmedical daytime care. This term includes, but is not limited to, nursery schools, preschools and similar facilities.

(43) Day Care Home.

(A) "Family day care home" means a home licensed by the state or county which regularly provides care, protection, and supervision of twelve or fewer children under the age of eighteen, in the provider's own home, for periods of less than twenty-four hours per day, while the parents or guardians are away and includes the following:

(i) "Large family day care home" means a home which provides family care to seven to twelve children, inclusive, including children under age eighteen who reside at the home. This term includes, but is not limited to, nursery schools, preschools, and similar facilities.

(ii) "Small family day care home" means a home which provides family day care to six or fewer children, including children under age eighteen who reside at the home. This term includes, but is not limited to, nursery schools, preschools, and similar facilities.

(B) "Adult day care home" means use of a dwelling unit or portion thereof, licensed by the state or county, for daytime care and supervision of twelve or fewer persons, above the age of eighteen, and includes the following:

(i) "Large adult day care home" means a home which provides daytime care of seven to twelve adults.

(ii) "Small adult day care home" means a home which provides daytime care to six or fewer adults.

(43a) "Family day care home" means use of a dwelling unit or portion thereof licensed by the state for daytime care of up to ten persons, including children through age sixteen within the family occupying such dwelling unit. This term includes nursery schools, preschools, and similar facilities. A family day care home for the elderly need not be state licensed.

\* (44) "Daylight plane" means an inclined plane, beginning at a stated height above average grade, that average grade being an average of the grade at the midpoint of the building and the grade at the closest point on the abutting site, and extending into the site at a stated upward angle to the horizontal, which may limit the height

or horizontal extent of the building at any specific point where the daylight plane is more restrictive than the height limit applicable at such point on the site. The "daylight plane" shall be measured separately for each building on a lot, and separately for each side of each building.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

(45) "Drive-in service" means a feature or characteristic of a use involving sales of products or provision of services to occupants in vehicles, including drive-in or drive-up windows and drive-through services such as mechanical automobile washing.

(46) "Dwelling unit" means a room or group of rooms including living, sleeping, eating, cooking, and sanitation facilities, constituting a separate and independent housekeeping unit, occupied or intended for occupancy by one family on a nontransient basis and having not more than one kitchen.

(47) "Eating and drinking service" means a use providing preparation and retail sale of food and beverages, including restaurants, fountains, cafes, coffee shops, sandwich shops, ice cream parlors, taverns, cocktail lounges and similar uses. Related definitions are contained in subsections (45) and (136).

(48) Reserved.

(49) Reserved.

(50) Reserved.

\*(51)"Enclosed" means a covered space fully surrounded by walls, including windows, doors, and similar openings or architectural features, or an open space of less than 9.3 square meters (one hundred square feet) fully surrounded by a building or walls exceeding 2.4 meters (eight feet) in height.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

(51.5)"Envelope" means the three-dimensional spatial configuration of a building's volume and mass.

(52) "Equipment yard" means a use providing for maintenance, servicing, or storage of motor vehicles, equipment, or supplies, or for the dispatching of service vehicles; or distribution of supplies or construction materials required in connection with a business activity, public utility service, transportation service, or similar activity. "Equipment yard" includes a construction materials yard, corporation yard, vehicular service center or similar use.

(53) "Facility" means a structure, building or other physical contrivance or object.

(A) "Accessory facility" means a facility which is incidental to, and customarily associated with, a specified principal facility, and which meets the applicable conditions set forth in Chapter 18.88.

(B)"Noncomplying facility" means a facility which is in violation of any of the site development regulations or other regulations established by this title, but was lawfully existing on July 20, 1978, or any amendments to this title, or the application of any district to the property involved by reason of which adoption or application the facility became noncomplying. (For the definition for "nonconforming use" see subsection (143)(B)).

(C)"Principal facilities" means a main building or other facility which is designed and constructed for or occupied by a principal use.

(54) "Family" means an individual or group of persons living together who constitute a bona fide single housekeeping unit in a dwelling unit. "Family" shall not be construed to include a fraternity, sorority, club, or other group of persons occupying a hotel, lodginghouse, or institution of any kind.

(55) "Farmers' market" means a market certified by the state or county agricultural commission under Title 3, Chapter 3, Article 6.5 of the California Administrative Code which allows direct retail sale by farms to the public of such items as fruits, vegetables, nuts, eggs, honey, nursery stock, cut flowers, live animals and inspected meats and seafood.

(56) "Financial service" means a use providing financial services to individuals, firms, or other entities. The term "financial service" includes banks, savings and loan institutions, loan and lending institutions, credit unions and similar services.

\*(57)"Floor area ratio" means the maximum ratio of gross floor area on a site to the total site area.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

(57.5)"Footprint" means the two-dimensional configuration of a building's perimeter boundaries as measured on a horizontal plane at ground level.

(58) "Full cash value" has the meaning assigned to it in the Revenue and Taxation Code for property taxation purposes.

(59) Reserved.

(60) Reserved.

(61) "General business office" means a use principally providing services to individuals, firms, or other entities, including but not limited to real estate, insurance, property management, title companies, investment, personnel,

travel, and similar services, and including business offices of public utilities or other activities when the service rendered is that customarily associated with administrative office services.

(62) "General district" means a district created by this title establishing basic regulations governing land use and site development. Not more than one general district designation shall apply to the same portion of a lot.

(63) "General business service" means a use engaged in sales, servicing, installation, and repair services, or the performance of activities and services of the general nature described in this section, including printing, blueprinting and publishing, commercial bakeries, creameries or catering, cabinetry and furniture repair, bulk cleaning and laundry services (including a service that provides cleaning or laundry services for cleaning and laundry stations on other sites), lumber, plumbing, electrical, sheet metal, and other construction and building materials, and automobile parts and supplies.

(64) "Grade" means the lowest point of adjacent ground elevation of the finished surface of the ground paving, or sidewalk, excluding areas where grade has been raised by means of a berm, planter box, or similar landscaping feature, unless required for drainage, within the area between the building and the property line, or when the property line is more than five feet from the building, between the building and a line five feet from the building. In building areas with natural slopes in excess of ten percent, "grade" shall mean the adjacent ground elevation of the finished or existing grade, whichever is lower.

(64.5) "Grandfathered" means a designation established by means of a "grandfather clause," exempting a class of uses or structures from the otherwise currently applicable provisions of this title, because such uses or structures conformed with earlier applicable provisions of this title, prior to the enactment of subsequent provisions.

(65)(A) "Gross floor area" means the total area of all floors of a building measured to the outside surfaces of exterior walls, and including the following:

- (i) Halls;
- (ii) Stairways;
- (iii) Elevator shafts;
- (iv) Service and mechanical equipment rooms;
- (v) Basement, cellar or attic areas deemed usable by the chief building official;
- (vi) Open or roofed porches, arcades, plazas, balconies, courts, walkways, breezeways or porticos if located above the ground floor and used for required access;
- (vii) Permanently roofed, but either partially enclosed or unenclosed, building features used for sales, service, display, storage or similar uses;
- (viii) In residential districts, all roofed porches, arcades, balconies, porticos, breezeways or similar features when located above the ground floor.

(B) Gross floor area shall not include the following:

- (i) Parking facilities accessory to a permitted or conditional use and located on the same site;
- (ii) Roofed arcades, plazas, walkways, porches, breezeways, porticos, and similar features not substantially enclosed by exterior walls, and courts, at or near street level, when accessible to the general public and not devoted to sales, service, display, storage or similar uses.
- (iii) Except in the CD District and in areas designated as special study areas, minor additions of floor area approved by the director of planning and community environment for purposes of resource conservation or code compliance, upon the determination that such minor additions will increase compliance with environmental health, safety or other federal, state or local standards. Such additions may include, but not be limited to, the following:

a. Area designed for resource conservation, such as trash compactors, recycling and thermal storage facilities;

b. Area designed and required for hazardous materials storage facilities, handicapped access or seismic upgrades;

(iv) In commercial and industrial districts except in the CD District and in areas designated as special study areas, additions of floor area designed and used solely for on-site employee amenities for employees of the facility, approved by the director of planning and community environment, upon the determination that such additions will facilitate the reduction of employee vehicle use. Such additions may include, but not be limited to, recreational facilities, credit unions, cafeterias and day care centers.

(C) In the R-1 and R-E single-family residence districts, "gross floor area" means the total covered area of all floors of a main structure and accessory structures greater than one hundred twenty square feet in area, including covered parking and stairways, measured to the outside surface of exterior walls, subject to the

following exceptions:

(i) Floor area where the distance between the floor and the roof directly above it measures 5.18 meters (seventeen feet) or more, shall be counted twice;

(ii) Floor area where the distance between the floor and the roof directly above it measures 7.92 meters (twenty-six feet) or more shall be counted three times;

(iii) Basements where the finished level of the first floor is not more than .91 meters (three feet) above the grade around the perimeter of the building foundation, shall be excluded from the calculation of gross floor area, provided that lightwells, stairwells and other excavated features comply with the provisions of Section 18.10.050(m), 18.12.050(o), 18.17.050(p), or 18.19.050(o), as applicable; and

(iv) 60.69 square meters (two hundred square feet) of unusable third floor equivalent, such as attic space, shall be excluded from the calculation of gross floor area.

(v) Carports shall be counted toward the maximum allowable floor area ratio requirements.

(66) "Guest cottage" means an accessory building containing a lodging unit without kitchen facilities, and used to house occasional visitors or nonpaying guests of the occupants of a dwelling unit on the same site.

(67) "Height" means the vertical distance above grade to the highest point of the coping of a flat roof or to the deck line of a mansard roof or to the average height of the highest gable of a pitched or hipped roof, except that in the R-1, R-2 and RMD Districts the height of a pitched or hipped roof shall be measured to the height of the peak or highest ridge line. The height of a stepped or terraced building is the maximum height of any segment of the building.

(68) Reserved.

(69) Reserved.

(70) Reserved.

(71) "Home occupation" means an accessory activity conducted in a dwelling unit solely by the occupants thereof, in a manner incidental to residential occupancy, in accord with the provisions of this title. (For further provisions, see regulations for home occupations in Section 18.88.130.)

(72) "Hospital" means a facility providing medical, psychiatric, or surgical services for sick or injured persons primarily on an in-patient basis, and including ancillary facilities for outpatient and emergency treatment, diagnostic services, training, research, administration, and services to patients, employees, or visitors.

(73) "Hotel" means a facility containing rooms or groups of rooms, generally without individual kitchen facilities, used or intended to be used for use by temporary overnight occupants, whether on a transient or residential occupancy basis, and whether or not eating facilities are available on the premises. "Hotel" includes a motel, motor hotel, tourist court, or similar use, but does not include mobile home parks or similar use.

(74) "Impervious area" means the portion of land on a lot that is covered by structures, paved surfaces, uncovered porches or similar cover and is incapable of being penetrated by water under normal circumstances.

(75) "Kitchen" means a room designed, intended or used for the preparation of food.

(76) "Landscaping" means an area devoted to or developed and maintained with native or exotic plantings, lawn, ground cover, gardens, trees, shrubs, and other plant materials, decorative outdoor landscape elements, pools, fountains, water features, paved or decorated surfaces of rock, stone, brick, block, or similar material (excluding driveways, parking, loading, or storage areas), and sculptural elements.

(77) "Liquor store" means a use requiring a State of California "off-sale general license" (sale for off-site consumption of wine, beer, and/or hard liquor) and having fifty percent or more of total dollar sales accounted for by beverages covered under the off-sale general license.

(78) Reserved.

(79) Reserved.

(80) Reserved.

(81) "Loading space" means an area used for loading or unloading of goods from a vehicle in connection with the use of the site on which such space is located.

(82) "Lodging" means the furnishing of rooms or groups of rooms within a dwelling unit or an accessory building to persons other than members of the family residing in said dwelling unit, or in the case of an accessory building, a dwelling unit on the same site, for overnight occupancy on a residential occupancy basis, whether or not meals are provided to such persons. Lodging shall be subject to the residential density requirements of the district in which the use is located.

(83) "Lodging unit" means a room or group of rooms not including a kitchen, used or intended for use by overnight occupants as a single unit, whether located in a hotel or a dwelling unit providing lodging. Where designed or used for occupancy by more than two persons, each two-person capacity shall be deemed a separate

lodging unit. For the purpose of determining residential density, each two lodging units shall be considered the equivalent of one dwelling unit.

(84) "Lot" or "site" means a parcel of land consisting of a single lot of record, used or intended for use under the regulations of this title as one site for a use or group uses.

\*(A)"Corner lot" means a lot abutting two or more streets having an angle of intersection of one hundred thirty-five degrees or less. A lot abutting on a curved street or streets shall be considered a corner lot if straight lines drawn from the intersections of the side lot lines with the street lines to the midpoint of the street frontage meet at an interior angle of one hundred thirty-five degrees or less.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

\*(B)"Flag lot" means an interior lot on which the buildable area is located to the rear of a lot abutting a street, and which has access to the same street by means of a narrow driveway.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

\*(C)"Interior lot" means a lot abutting one street.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

\*(D)"Through lot" means a lot other than a corner lot abutting more than one street.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

(85) "Lot area" means the area of a lot measured horizontally between bounding lot lines, but excluding any portion of a flag lot providing access to a street and lying between a front lot line and the street, and excluding any portion of a lot within the lines of any natural watercourse, river, stream, creek, waterway, channel, or flood control or drainage easement and excluding any portion of a lot within a street right-of-way whether acquired in fee, easement, or otherwise.

(86) "Lot coverage" encompasses the following definitions:

(A)"Single-family residential use" means the total land area within a site that is covered by buildings, including all projections except the exterior or outermost 1.2 meters (four feet) of any eave or roof overhang, but excluding ground level paving, landscaping features, and open recreational facilities.

(B)"All other uses except single-family residential" means the total land area within a site that is covered by buildings, excluding all projections, ground level paving, landscaping features, and open recreational facilities.

(C)Except in the CD District and areas designated as special study areas, the director of planning and community environment may permit minor additions of floor area to facilities that exceed lot coverage limits, for purposes of resource conservation or code compliance, upon the determination that such minor additions will increase site compliance with environmental health and safety standards. Such additions may include, but not be limited to, the following:

(i)Area designed for resource conservation, such as trash compactors, recycling and thermal storage facilities;

(ii)Area designed and required for hazardous materials storage facilities, handicapped access and seismic upgrades.

(D)In commercial and industrial districts except in the CD District and in areas designated as special study areas, the director of planning and community environment may permit additions of floor area that exceed lot coverage limits upon the determination that such additions are designed and used solely for providing on-site employee amenities for employees of the facility and will facilitate the reduction of employee vehicle use. Such additions may include, but not be limited to, recreational facilities, credit unions, cafeterias and day care facilities.

\*(87)"Lot depth" means the horizontal distance from the midpoint of the front lot line to the midpoint of the rear lot line, or to the most distant point on any other lot line where there is no rear lot line.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

(88) Reserved.

(89) Reserved.

(90) Reserved.

(91) "Lot line" means any boundary of a lot.

\*(A)"Front lot line" means, on an interior lot, the lot line abutting a street, or, on a corner lot, the shorter lot line abutting a street, or, on a through lot, the lot line abutting the street providing the primary access to the lot, or, on a flag lot, the interior lot line most parallel to and nearest the street from which access is obtained.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

\*(B)"Interior lot line" means any lot line not abutting a street.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

- \* (C) "Rear lot line" means the lot line not intersecting a front lot line which is most distant from and most closely parallel to the front lot line. A lot bounded by only three lot lines will not have a rear lot line.
- \* An illustration may be found at the end of this chapter in a printed edition of this code.
- \* (D) "Side lot line" means any lot line which is not a front or rear lot line.
- \* An illustration may be found at the end of this chapter in a printed edition of this code.
- \* (E) "Street lot line" means any lot line abutting a street.
- \* An illustration may be found at the end of this chapter in a printed edition of this code.
- (92) "Lot of record" means a lot which is part of a subdivision recorded in the office of the county recorder, or a lot or parcel described by metes and bounds which has been so recorded.
- \* (93) "Lot width" means the horizontal distance between side lot lines, measured at the required front setback line.
- \* An illustration may be found at the end of this chapter in a printed edition of this code.
- (94) "Manufacturing" means a use engaged in the manufacture, predominantly from previously prepared materials, of finished products or parts, including processing, fabrication, assembly, treatment, and packaging of such products, and incidental storage, sales, and distribution of such products, but excluding basic industrial processing of extracted or raw materials, processes utilizing inflammable or explosive materials (i.e., materials which ignite easily under normal manufacturing conditions), and processes which create hazardous or commonly recognized offensive conditions.
- (95) "Medical office" means a use providing consultation, diagnosis, therapeutic, preventive, or corrective personal treatment services by doctor, dentists, medical and dental laboratories, and similar practitioners of medical and healing arts for humans, licensed for such practice by the state of California and including services related to medical research, testing and analysis but excluding use of hazardous materials in excess of allowances contained in Title 17 of this code.
- (96) "Mobile home (manufactured housing)" means a structure, transportable in one or more sections, which is built on a permanent chassis and designed to be used as a dwelling with or without a permanent foundation when connected to the required utilities, and including the plumbing, heating, air-conditioning, and electrical systems contained therein.
- (97) "Mobile home park" means a residential facility arranged or equipped for the accommodation of two or more mobile homes, with spaces for such mobile homes available for rent, lease, or purchase, and providing utility services and other facilities either separately or in common to mobile home spaces therein.
- (98) Reserved.
- (99) Reserved.
- (100) Reserved.
- (101) "Motel" is defined in subsection (73).
- (102) "Multiple-family use" means the use of a site for three or more dwelling units, which may be in the same building or in separate buildings on the same site.
- (102.5) "Neighborhood business service" means a use occupying two thousand five hundred square feet or less, which is engaged in sales, servicing, installation and repair service, excluding vehicular repair and service, which does not generate noise, fumes or truck traffic greater than that normally associated with neighborhood-serving uses, or the performance of activities and services of the general nature described in this section. Such uses may include, but not be limited to, reproduction and copying, catering, cleaning, laundry services, home repair and remodeling supplies and sales, cabinetry and furniture repair.
- (103) "Neighborhood recreational center" means a privately owned or operated use providing, primarily for residents of the surrounding area, facilities for recreational or cultural activities, including lessons and instructions incidental thereto.
- (104) "Net floor area" means the net enclosed floor area used or capable of use for any activity, excluding walls, stairways, elevator shafts, service and mechanical equipment rooms, corridors or halls providing common access to more than one use, and unenclosed porches or balconies.
- (105) "Open" means a space on the ground or on the roof of a structure, uncovered and unenclosed.
- (106) "Opposite," as used with respect to relative location of two sites, means property which is separated less than 30.5 meters (one hundred feet) by a street, alley, creek, drainageway, or other separately owned right-of-way, and which would be considered abutting based on projection of side lot lines to the centerline of such separating right-of-way.
- (107) "Outdoor recreation service" means a privately owned or operated use providing facilities for outdoor recreation activities, including golf, tennis, swimming, riding, or other outdoor sport or recreation, operated



predominantly in the open, except for accessory or incidental enclosed services or facilities.

(108)Reserved.

(109)Reserved.

(110)"Parking as a principal use" means a use providing parking and storage of motor vehicles on a profit or nonprofit basis, as a principal use and not accessory to a permitted or conditional use.

(111)"Parking facility" means an area on a lot or within a building, or both, including one or more parking spaces, together with driveways, aisles, turning and maneuvering areas, clearances, and similar features, and meeting the requirements established by this title. "Parking facility" includes parking lots, garages, and parking structures.

(A)"Temporary parking facility" means parking lots which are not required under this chapter and which are intended as interim improvements of property subject to removal at a later date.

(112)"Parking space" means an area on a lot or within a building used or intended for use for parking of a motor vehicle, having permanent means of access to and from a public street or alley independently of any other parking space, and located in a parking facility meeting the requirements established by this title.

"Parking space" is equivalent to the term "parking stall" and does not include driveways, aisles, or other features comprising a parking facility as defined in this chapter.

(113)"Patio cover" is defined in subsection (24), Canopy.

(114)"Personal service" means a use providing services of a personal convenience nature, and cleaning, repair or sales incidental thereto, including:

(A)Beauty shops and barbershops;

(B)Shoe repair;

(C)Self-service laundry and cleaning services; laundry and cleaning pick-up stations where all cleaning or servicing for the particular station is done elsewhere; and laundry and cleaning stations where the cleaning or servicing for the particular station is done on site, utilizing equipment meeting any applicable Bay Area Air Quality Management District requirements, so long as no cleaning for any other station is done on the same site, provided that the amount of hazardous materials stored does not at any time exceed the threshold which would require a permit under Title 17 (Hazardous Materials Storage) of this code;

(D)Repair and fitting of clothes and personal accessories;

(E)Quick printing services where printing for the particular service is done on site, so long as no quick printing for any other printing service is done on the same site;

(F)Copying services;

(G)Film processing shops, including shops where development processing for the particular shop is done on site, so long as no development processing for any other shop is done on the same site;

(H)Art, dance or music studios.

(115)"Private educational facility" means a privately owned school, including schools owned and operated by religious organizations, offering instruction in the several branches of learning and study required to be taught in the public schools by the Education Code of the State of California.

(116)"Professional office" means a use providing professional or consulting services in the fields of law, architecture, design, engineering, accounting, and similar professions, including associated product testing and prototype development, but excluding product manufacturing or assembly and excluding use of hazardous materials in excess of the allowances contained in Title 17 of this code.

(117)"Projection" means architectural elements, not part of the main building support, that cantilever from a single building wall or roof, involving no supports to the ground other than the one building wall from which the element projects.

(118)"Property" means real property which includes the land, that which is affixed to the land, and that which is incidental or appurtenant to the land, as defined in Civil Code Sections 658 - 662.

(119)"Queue line" means an area for parking and lining of motor vehicles while awaiting a service or other activity.

(120)"Recreational vehicle" means a vehicle towed or self-propelled on its own chassis or attached to the chassis of another vehicle and designed or used for temporary dwelling, recreational or sporting purposes. The term "recreational vehicle" includes, but is not limited to, travel trailers, pickup campers, camping trailers, motor coach homes, converted trucks and buses and boats and boat trailers.

(121)"Recycling center" means facilities appurtenant and exterior to an otherwise allowed use, which are utilized for collection of recyclable materials such as metal, glass, plastic, and paper stored in mobile vehicles or trailers, permanent storage units, or in bulk reverse vending machines exceeding fifty cubic feet in size.

(122)"Religious institution" means a seminary, retreat, monastery, conference center, or similar use for the conduct of religious activities, including accessory housing incidental thereto, but excluding a private educational facility. Any such use for which a property tax exemption has been obtained pursuant to Section 3(f) of Article XIII of the Constitution of the State of California, and Section 206 of the Revenue and Taxation Code of the State of California, or successor legislation, or which is used in connection with any church which has received such an exemption, shall be prima facie presumed to be a religious institution.

(123)"Research and development" means a use engaged in study, testing, design, analysis, and experimental development of products, processes, or services, including incidental manufacturing of products or provisions of services to others.

(124)"Residential care home" means use of a dwelling unit or portion thereof licensed by the state of California or county of Santa Clara, for care of up to six persons, including overnight occupancy or care for extended time periods, and including all uses defined in Sections 5115 and 5116 of the California Welfare and Institutions Code, or successor legislation.

(125)"Retail service" means a use engaged in providing retail sale, rental, service, processing, or repair of items primarily intended for consumer or household use, including but not limited to the following: groceries, meat, vegetables, dairy products, baked goods, candy, and other food products; liquor and bottled goods, household cleaning and maintenance products; drugs, cards, and stationery, notions, books, tobacco products, cosmetics, and specialty items; flowers, plants, hobby materials, toys, household pets and supplies, and handcrafted items; apparel, jewelry, fabrics, and like items; cameras, photography services, household electronic equipment, records, sporting equipment, kitchen utensils, home furnishing and appliances, art supplies and framing, arts and antiques, paint and wallpaper, carpeting and floor covering, interior decorating services, office supplies, musical instruments, hardware and homeware, and garden supplies; bicycles; mopeds and automotive parts and accessories (excluding service and installation); cookie shops, ice cream stores and delicatessens.

(A)"Extensive retail service," as used with respect to parking requirements, means a retail sales use having more than seventy-five percent of the gross floor area used for display, sales, and related storage of bulky commodities, including household furniture and appliances, lumber and building materials, carpeting and floor covering, air conditioning and heating equipment, and similar goods, which uses have demonstrably low parking demand generation per square foot of gross floor area.

(B)"Intensive retail service" as used with respect to parking requirements, means any retail service use not defined as extensive retail service.

(126)"Reverse vending machine" means a mechanical device which accepts one or more types of empty beverage containers and issues a cash refund or credit slip.

\*(127)"Screened" means shielded, concealed and effectively hidden from view at an elevation up to 2.4 meters (eight feet) above ground level on adjoining sites, or from adjoining streets, within 3.0 meters (ten feet) of the lot line, by a fence, wall, hedge, berm, or similar structure, architectural or landscape feature, or combination thereof.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

(128)"Setback line" means a line within a lot parallel to a corresponding lot line, which is the boundary of any specified front, side or rear yard, or the boundary of any public right-of-way whether acquired in fee, easement, or otherwise, or a line otherwise established to govern the location of buildings, structures, or uses. Where no minimum front, side or rear yards are specified, the setback line shall be coterminous with the corresponding lot line. (See Chapter 20.08 of the Palo Alto Municipal Code for setback map regulations.)

(129)Reserved.

(130)Reserved.

(131)"Shopping center" means a group of commercial establishments, planned, developed, owned, or managed as a unit, with off-street parking provided on the site, and having a total gross floor area of not less than 92,903 square meters (one million square feet) and a total site area of not less than 20.3 hectares (fifty acres).

(132)"Single-family use" means the use of a site for only one dwelling unit.

(133)"Site" is defined in subsection (84).

(134)"Structure" means that which is built or constructed, an edifice or building of any kind, or any piece of work artificially built up or composed of parts joined together in some definite manner. (For further provisions, see the definition for "facility," subsection (53).)

(135)"Studio dwelling unit, efficiency dwelling unit" means a dwelling unit consisting of a single habitable room for living and sleeping purposes, plus ancillary kitchen and bath facilities.

(136)"Take-out service" means a characteristic of an eating or drinking service which encourages, on a regular

basis, consumption of food or beverages, such as prepared or prepackaged items, outside of a building, in outdoor seating areas where regular table service is not provided, in vehicles parked on the premises, or off-site.  
(137)"Transportation terminal" means a depot, terminal, or transfer facility for passenger transportation services.

(138)Reserved.

(139)Reserved.

(140)Reserved.

(141)"Two-family use" means the use of a site for two dwelling units, which may be within the same building or separate buildings.

(142)"Usable open space" means outdoor or unenclosed area on the ground, or on a roof, balcony, deck, porch, patio or terrace, designed and accessible for outdoor living, recreation, pedestrian access, landscaping or any required front or street side yard, but excluding parking facilities, driveways, utility or service areas.

(143)"Use" means the conduct of an activity, or the performance of a function or operation on a site or in a building or facility.

(A)"Accessory use" means a use which is incidental to, and customarily associated with a specified principal use, and which meets the applicable conditions set forth in Chapter 18.88.

(B)"Nonconforming use" means a use which is not a permitted use or conditional use authorized within the district in which it is located, but which was lawfully existing on July 20, 1978, or the date of any amendments hereto, or the application of any district to the property involved, by reason of which adoption or application the use became nonconforming. (For further provisions, see the definition of "noncomplying facility" in subsection (53).)

(C)"Principal use" means a use which fulfills a primary function of a household, establishment, institution, or other entity.

(D)"Permitted use" means a use listed by the regulations of any particular district as a permitted use within that district, and permitted therein as a matter of right when conducted in accord with the regulations established by this title.

(E)"Conditional use" means a use, listed by the regulations of any particular district as a conditional use within that district and allowable therein, solely on a discretionary and conditional basis, subject to issuance of a conditional use permit, and to all other regulations established by this title.

(F)"Change of use" is defined in subsection (26).

(144)"Warehousing" and "distribution" means a use engaged in storage, wholesale, and distribution of manufactured products, supplies, and equipment, but excluding bulk storage of materials which are inflammable or explosive or which create hazardous or commonly recognized offensive conditions.

\*(145)"Watercourse bank" means the side of a watercourse the top of which shall be the topographic line roughly parallel to stream centerline where the side slopes intersect the plane of the ground traversed by the watercourse. Where banks do not distinguishably end, the surrounding country being an extension of the banks, the top of such banks shall be defined as determined by the building official.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

(146)"Yard" means an area within a lot, adjoining a lot line, and measured horizontally, and perpendicular to the lot line for a specified distance, open and unobstructed except for activities and facilities allowed therein by this title.

\*(A)"Front yard" means a yard measured into a lot from the front lot line, extending the full width of the lot between side lot lines intersecting the front lot line.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

\*(B)"Interior yard" means a yard adjoining an interior lot line.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

\*(C)"Rear yard" means a yard measured into a lot from the rear lot line, extending between the side yards; provided, that for lots having no defined rear lot line, the rear yard shall be measured into the lot from the rearmost point of the lot depth to a line parallel to the front lot line.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

\*(D)"Side yard" means a yard measured into a lot from a side lot line, extending between the front yard and rear lot line.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

\*(E)"Street yard" means a yard adjoining a street lot line.

\*An illustration may be found at the end of this chapter in a printed edition of this code.

(147)"Youth club" means a recreational use, operated on a profit or nonprofit basis, for supervised youth involving dancing or social gathering as a principal activity but prohibiting sale or consumption of alcoholic beverages.

(Ord. 4472 § 2, 1998: Ord. 4140 §§ 2, 3, 4, 1993: Ord. 4081 § 4, 1992: Ord. 4043 § 1, 1991: Ord. 4016 §§ 2-6, 1991: Ord. 3905 §§ 2, 3, 4, 1989: Ord. 3896 §§ 1, 2, 3, 1989: Ord. 3890 § 1, 1989: Ord. 3850 § 5, 1989: Ord. 3807 § 16, 1988: Ord. 3783 § 1, 1987: Ord. 3757 §§ 1 - 4, 1987: Ord. 3735 §§ 1, 23, 24, 1987: Ord. 3703 §§ 1 - 5, 9, 1986: Ord. 3683 § 1, 1986: Ord. 3632 §§ 1, 2, 1985: Ord. 3584 § 1, 1984: Ord. 3583 §§ 27 - 28, 1984: Ord. 3536 §§ 1, 2, 27 - 30, 1984: Ord. 3465 §§ 29, 30, 1983: Ord. 3349 § 1, 1982: Ord. 3345 §§ 1, 5, 9, 10, 11, 19, 20, 1982: Ord. 3340 §§ 1, 2, 6, 7, 1982: Ord. 3291 § 1, 1981: Ord. 3255 §§ 1 and 3, 1981: Ord. 3187 §§ 7, 8, 9, 10, 1980: Ord. 3130 §§ 1 (part), 15 (part), 23, 25 (part), 1979: Ord. 3108 §§ 3, 13, 14, 16, 1979: Ord. 3103 § 1, 1979: Ord. 3064 § 1 (part), 1978: Ord. 3048 (part), 1978)



# C HAPTER VI • I MPLEMENTATION

- A. Introduction
- B. Plan Programs and Funding Sources
- C. Major Funding Recommendations
- D. Market/Economic Analysis



## A. Introduction

The Coordinated Area Plan Ordinance requires that all Coordinated Area Plans identify sources of funding for all specific proposals of the plan. The following chapter outlines a listing of potential funding sources for all of the implementing actions identified in the plan other than those activities associated with the review of specific development proposals. Section B below, and specifically Table VI-1 lists all the plan Programs identified in Chapter III, Policies, and identifies a listing of potential funding sources for each Program. The programs recommended in the Plan can be divided into several categories of funding needs. These categories include:

- 1) programs which could be incorporated into the work programs of City departments without significant additional funding (e.g., the activity is related to ongoing responsibilities, or activities that can be completed by delaying other activities);
- 2) programs that could be completed by City staff with some augmentation of Department or Division funding,
- 3) programs that will require substantial capital outlay by the City; and
- 4) programs that will require substantial capital outlay but not necessarily from City sources.

Section C of this chapter provides more detailed descriptions of the potential funding sources of the more significant funding proposals.

## B. Plan Programs and Funding Sources

See Table VI-1 below for a list of each of the programs from Chapter III of this plan with a description of potential funding source or sources.

Table VI - Programs and funding sources		
Program number	Program	Funding
P-1	The use of design standards will be further analyzed and researched to encourage quality design as defined by style, detail, massing, materials. Encourage flexibility in design character and allow creative use of architecture styles consistent with fabric of the neighborhood.	This program will be incorporated into the Work Program of the Planning Division.
P-2	Complete further research on the effects of the mixing of uses to insure compatibility and to promote flexibility in design, elimination of potential adverse effects of uncomplimentary land uses. Encourage flexibility in implementation of design standards and development standards. Encourage the use of guidelines that are performance criteria.	Same as Program P-1
P-3	Examine floor area ratio, density, bulk and mass to determine the potential build out and its effects and its relationship to the Downtown and the surrounding area. Complete further research on the use of a modified "Planned Community Zone" process or Use of the Exception process with emphasis of performance standards (i.e. increase in FAR based upon amount of residential units provided, public benefits, etc)	Same as Program P-1

Implementation

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**Table VI-1 : Programs and funding sources**

Program number	Program	Funding
L-1	Develop a variety of funding sources to support site acquisition and development of the proposed Park and complete design and configuration with neighborhood and citywide participation. The funding sources may include grants from appropriate organizations, local fund raising efforts, an assessment district of area property owners, impact or development fees, or city participation.	This program requires a major capital outlay. Funding approaches could include the following: 1) special tax on properties served by the park; 2) development of an impact fee to pay for need created by new development; 3) citywide bond issue 4) sale of existing City park land; 5) grant, state bond funding or fundraising by the community; or 6) some combination of the above. See more detailed discussion in Section C below.
L-2	Work with PAMF, City staff and the Palo Alto Child Care Task Force to raise funds for design and development of a child care center for 50 or more infants, toddlers and preschoolers, building on the PAMF commitment to lease the Channing/Ramona site for such a purpose. If such a center is determined to be infeasible on this site, explore the feasibility of extending the site or provide opportunities for such a use to occur on other sites within the Plan area. Provide exception provisions within the development regulations to insure placement of such a use is consistent with the neighborhood character.	PAMF is providing a 12,500-square-foot parcel for a proposed childcare center through a long-term lease tied to its development agreement with the City. Funding for construction of a center could come from private fundraising, grants, use of the existing child care trust fund, imposition of a new childcare development mitigation fee, or local corporate sponsorships. The center is expected to be self-supporting in terms of operational costs.
H-1	Negotiate a BMR agreement with PAMF, covering all of the PAMF-owned properties, to satisfy its obligations under Program H-20 of the Comprehensive Plan (the Below Market Rate Program) which results in the provision of PAMF-owned land for an affordable housing site. The affordable housing site shall be one acre or more in size and be suitable for construction of at least 30 units of multi-family rental housing.	The source of funding for such a project is discussed in a more detailed in section 3.
T-1	Through the Transportation Division, coordinate SOFA Plan area trip reduction efforts with Downtown trip reductions efforts, including shuttle service, transit service and other projects.	This program will be incorporated into the work program of the Transportation Division.
T-2	Support the creation of a full time City of Palo Alto Transportation Management Coordinator for the downtown area (including SOFA), with responsibility for promoting trip reduction efforts, reviewing requests for parking reductions based on Transportation Demand Management (TDM) plans, and monitoring the success of trip reduction programs based on data provided by SOFA and downtown employers. The coordinator would develop guidelines for approval of parking management, employee trip reduction incentives, and other programs proposed by developers and tenants of mixed use and other projects within the Plan Area.	The Human Resources Department and the Transportation Division are working with the Chamber of Commerce to develop a trial program to be proposed within the 1999-01 budget.

**Table VI-1: Programs and funding sources**

Program number	Program	Funding
T-3	Following the relocation of the PAMF to its new campus and after construction of the two downtown parking structures, consider implementation of residential permit parking in the SOFA Plan Area, which will increase available parking in residential areas by discouraging all-day parking by employees of nearby businesses.	This program is presently in progress and is currently under review by the Police Department to explore the feasibility of permit parking. These efforts are funded through the Police Department budget.
T-4	Work with Whole Foods to reduce current and potential future conflicts of truck loading with two-way traffic on Homer Avenue. These changes may include but not be limited to the addition of loading zones on Homer Avenue and Emerson Street, restrictions in loading hours, prohibition of double parking per the current code, increased use of the alley between Homer and Forest, or the evaluation of the redesign of loading facilities within the store.	This program will be incorporated into the work program of the Planning and Transportation Divisions. Depending on the type and scale of modifications needed, funding in all likelihood will be programmed into the Capital Improvement Program and funded based on its needs relative to other CIP projects.
T-5	Work with the Channing House residents, as part of a future Transportation Division <i>study assignment</i> , to improve safety and reduce conflict between trucks loading, traffic on Homer Avenue and Channing Avenue and residents entering and exiting the parking facilities.	This program will be incorporated into the work program of the Planning and Transportation Divisions. The activity of relocating loading zones should be incorporated into the Capital Improvement Program and funded based on its need relative to other CIP projects.
T-6	Study the following specific mid-block crossings: 1) mid-block crossing opposite Whole Foods on Homer Avenue between Emerson and High Street; 2) mid-block crossing between Roth Building and Dunn Building on Homer Avenue between Waverley and Bryant; and 3) possible future mid-block crossing between Scott Park and PAMF Main Block between Waverley and Bryant Streets.	This program should be incorporated into the work program of the Transportation Division.
T-7	Revise bicycle routes in the Plan Area to provide a bicycle route between the Bryant Street "bike boulevard" and Alma Street using Homer and/or Channing Avenue, or as otherwise recommended by PABAC, to connect with proposed pedestrian bicycle undercrossing of the railroad tracks at Homer Avenue and Alma Street. If Homer Avenue remains one-way for that portion between Alma and Ramona Streets to address the issues raised by Whole Foods, further study of an alternate route is needed.	This program should be incorporated into and funded as determined by the Citywide Bicycle Route Plan.
T-8	Pursue all available funding sources for the undercrossing including grants, PAMF contribution, contributions from Stanford University; and City funds; etc.	The Transportation Division has submitted a grant application to secure all or part of the amount needed to fund the crossing. Other contributions are available to augment the total cost of completion of the crossing. See section B following.

**Table VI-1: Programs and funding sources**

Program number	Program	Funding
T-9	Develop a plan for improvements to Alma Street, adjacent streets and key intersections, using bulb-outs, raised walkways, street trees and other measures to improve pedestrian safety and convenience within the plan area and crossing Alma Street, helping to link with the transit center and Stanford.	This program should be incorporated into the work programs of the Planning and Transportation Division.
T-10	Work with Joint Powers Board to eliminate automobile service storage lot along the railroad tracks and provide landscaping, screening and other parking improvements which enhance the pedestrian and bicycle connection to the Transit Center.	This program should be incorporated into the Planning Division Work Program.
T-11	Complete corner curb cuts throughout SOFA Plan Area, consider needs of wheelchair bound and persons with other disabilities in planning for crossings and other public and private pedestrian improvements in the area. As sidewalks are repaired, applicable ADA requirements shall be satisfied.	This program should be funded by new development as it occurs.
CF-1	<del>Begin immediately to identify all feasible funding sources and estimated amounts for acquisition of a new neighborhood park site, building upon sources, options and estimates identified in this plan. Begin negotiations. Negotiate with PAMF to acquire land for a 2.4-acre park and public facility for park land acquisition. After Council review and approval of a funding approach, prepare a detailed financing package for consideration to acquire land needed for public facilities. identify type of recreational facilities including those recreational uses currently in Scott Park.</del>	Same as Program L-1.
CF-2	Area residents, the public, and Planning and Parks staff, should assess and develop a more detailed schematic design for the proposed park which reflects neighborhood, downtown and city-wide needs and desires, at such time funding and other resources are available.	This program should be incorporated into the work program of the Planning and Parks Divisions. Design services should be funded from the same source as the acquisition of parkland.
CF-3	In conjunction with the Museum of American Heritage, develop a plan to utilize the Williams House Garden to supplement existing open space and community facilities by: maximizing the hours it is accessible to the public; making the entry more welcoming; and providing a variety of programs for neighborhood and local residents, nearby child care centers and others, which are consistent with the preservation of the gardens and museum buildings.	Same as Program CF-2

**Table VI-1: Programs and funding sources**

Program number	Program	Funding
CF-4	Explore the feasibility of using PAMF's commitment to provide a 12,500 SF site for a child care center to be constructed at the northwest corner of Channing Avenue and Ramona Street. The feasibility of acquiring one or more adjacent properties should also be considered if the Channing/Ramona site is not feasible by itself.	Same as Program L-2
CF-5	If the Channing/Ramona site does not appear feasible after further study, the City may want to explore the lease or acquisition of alternative sites owned by PAMF to accommodate a child care center.	Same as Program L-2.
DC-1	Consider the following "significant trees" for protection with the Heritage Tree designation and preserve them as part of new development proposals <i>to the extent feasible</i> .	Same as DC-2
DC-2	Consider use of Transfer of Development Rights program, similar to that for the downtown area, or similar incentives to encourage preservation.	This program could be incorporated into the Work Program of the Planning Division.
DC-3	The City will work closely with the PAMF to identify an appropriate re-use for the Roth Building which will preserve its historic features. <del>Special consideration should be given to the following:</del> including the murals in the entry court, reconstruction of the rear portion of the building to allow the interior to function properly, <del>the paneling and casework in the interior,</del> and exterior materials and major trees. The proposed use should allow public access to the Homer Avenue entry courtyard to view the murals, and if possible, to the building's interior. Signage directing the public to the murals should be provided. The continued use of the Roth building could include a <del>public facility,</del> <del>potential</del> PAMF satellite medical facility <i>or other non-residential use</i> .	This program will be incorporated into the Work Program of the Planning Division.
DC-4	Recognize historic structures along Homer Avenue, PAMF, and the role of the area in the birth of Silicon Valley, in a Historical Walking Tour developed with local historical associations. Coordinate with the Museum of American Heritage to illustrate and disseminate information on the history of the area and the route.	This program can be implemented by the Palo Alto Historical Society.

## **C. Major Funding Recommendations**

The following is a more detailed discussion of the most significant funding alternatives available upon the final recommendations of the Working Group. This includes: 1) park and public facility acquisition and improvements, 2) child care facility, 3) affordable housing, 4) roadway improvements, and 5) railroad undercrossing.

### **1. Park and Public Facility Acquisition and Improvements (Programs L-1, CF-1, CF-2)**

As described earlier, this program requires a major capital outlay for the cost of the acquisition and development of a 2.0-acre park and 0.41-acre public facility. Funding approaches could include the following:

- Sale of Existing City Land;
- Development Impact Fee;
- Mello Roos Special Tax District;
- Citywide Bond Issue;
- Grant Funding, State Bond Funds or Fundraising; and
- Combination of the above Funding Options.

Each of these approaches is discussed below and each could be implemented at different times and over varying periods of time. Some may require "bridge" financing to provide shorter term up-front money to acquire the park land from the PAMF. Methods of providing such financing are also described.

#### **SALE OF SCOTT PARK.**

The sale of Scott Park could fund a portion of the proposed 2.41-acre public facility. Citywide voter approval is required prior to sale of dedicated park land. Because Scott Park acreage alone could not provide adequate funding for a 2.41-acre public facility, such an approach would have to be utilized in combination with other financing sources.

#### **DEVELOPMENT IMPACT FEE.**

New development within the Plan area results in additional population which would generate the need for additional park land, pursuant to the Comprehensive Plan. The amount of additional park land needed to serve this new population is determined by the guidelines of the Comprehensive Plan. The fair-market value cost of acquiring this acreage is then divided among the new residential units to determine the impact fee. The anticipated range of fees that may be applicable to the new development could be between \$10,000 and \$20,000 per unit. Such impact fees are required in neighboring jurisdictions which usually base their fees on "fair market land value". The \$10,000 to \$20,000 fee is indicative of the high cost of land in the City. Because the development of the units would occur over time, i.e., as development occurs, some sort of bridge financing would be required to advance the funds needed for the park. Options for shorter term "bridge" financing are described later in this chapter.

#### **MELLO ROOS SPECIAL TAX DISTRICT.**

One of the most straightforward and pragmatic ways of funding the park may be to formulate a Mello Roos special tax district for the cost of the park. Mello Roos special taxes require a minimum 2/3 vote of property owners in the district, and are typically used to charge property owners for the cost of the public infrastructure that they will

use. Mello Roos districts are often set up prior to the subdivision of property when there is a single or only a few property owners. As property is subdivided, the proportionate share of the tax is also subdivided. It is the most frequent method used in California today for financing public improvements in new development.

#### **CITYWIDE BOND ISSUE.**

This approach assumes that the addition of more neighborhood parkland to be a benefit to the entire City. The cost of purchasing and developing the park could be added to other general obligation bond issues the City may be considering. If such a bond issue were to be pursued, it would not be brought to Palo Alto voters until the year 2001 at the earliest, and would be considered in conjunction with other bond issues. Therefore, this approach would require a short term financing solution for the entire cost of the park until the bond funds were available.

#### **GRANT FUNDING, STATE BOND FUNDS OR FUNDRAISING EFFORTS.**

From time to time, grant funding or state bond funds are available for park acquisition and improvement, but these sources are in short supply and are not a reliable financing source. Recent legislative approvals include the passage of Bill AB 18 (Clean Water, Clean Air, Coastal Protection and Safe Neighborhood Parks Bond Act), that places a \$2.1 billion bond measure on the March 2000 ballot to finance state and local park and resource improvement. This bill would grant Palo Alto approximately \$200,000. Fundraising is also another option to raise additional funds, however, this is only considered a potential supplemental source of funds.

#### **COMBINATION OF FUNDING OPTIONS.**

Financing options are presented in the City Manager's Report (CMR) that accompanies this draft document. After Council adoption, a detailed funding package will be included in this section.

#### **SHORTER TERM OR "BRIDGE" FINANCING APPROACHES.**

The use of either the General Fund or Utility Fund reserves would supply funding until such time as Scott Park is approved to be sold and revenue from impact fees on new residential construction in SOFA are received (excluding PAMF owned properties).

## **2. Child Care Facility (Programs L-2, CF-4, CF-5)**

A key component of the funding for the proposed child care is provided through the existing Development Agreement with PAMF, whereby they are obligated to provide the site at a cost of one dollar per year for 30 years. Other costs associated with the development of a child care center are the capital cost of construction and the operating costs of the center, including the provision of employee parking on or offsite. The anticipated costs of the center are currently being determined in a separate feasibility study. While it is difficult to specify the

extent to which various funding methods may be necessary until the actual costs are determined, it is likely that funding for the center would come from several sources including the childcare trust fund, charitable contributions, debt financing, a potential childcare linkage fee, Community Development Block Grant or local corporate sponsorship. Each of these is discussed in detail later in this report.

#### **CHILDCARE TRUST FUND.**

The first source of funding is the City's existing childcare facility trust fund, which currently has approximately \$200,000 in funding earmarked for childcare facility development. This trust fund was established with money contributed by commercial development projects as part of a public benefits package that the City and developer negotiated along with the project approval. Other than this existing source of funds, the City will need to consider implementing new financing mechanisms to pay for the remainder of the childcare center development costs. Although it is possible that funds similarly collected from other development projects could also support the SOFA childcare center project, this source of funding is uncertain, and the timeliness of such additional revenues is unknown.

#### **CHARITABLE CONTRIBUTIONS.**

The childcare community has a track record of raising money to create facilities. Charitable organizations may be willing to donate funds for this purpose; however, it would be necessary to launch a formal fund-raising drive to secure funds in this manner. As opposed to outright donations, some private companies may be willing to offer corporate sponsorships in support of the center, through which private companies make up-front contributions to support the capital cost in exchange for an agreement with the childcare center to provide children of the company's employees with priority for enrollment. These sponsorships would likely be negotiated on the basis of a certain dollar amount paid for each priority slot reserved for a company's employees. Employees would be required to pay for the service once they are enrolled, although rates for employees of corporate sponsors may vary from rates charged to other clients.

#### **DEBT FINANCING.**

Another potentially significant user-based financing mechanism is the use of revenue from on-going user fees charged to clients to support debt financing. Under this scenario, the childcare center operator would earmark a portion of the center's on-going operating revenues to make lease payments on the facility.

#### **CHILDCARE LINKAGE FEE.**

Another option for consideration is the establishment of a childcare linkage fee, which would charge new development a fee to help mitigate the impact of that fee on the local demand for childcare facilities. Modelling a local ordinance after similar ordinances created for the City of San Francisco and City of Concord may represent an opportunity to raise several hundred thousand dollars in linkage fees from new development that could occur in plan area. Greater amounts of funding could be generated from a citywide fee program; however, the limitation with this mechanism is that the funds would likely be collected over an extended period of time. Little, if any of the funds would be available to finance the initial childcare center development. As with the impact fee approach to providing park land, an interim financing mechanism would still be necessary.

#### **COMMUNITY DEVELOPMENT BLOCK GRANT.**

Another option available is the use of Community Development Block Grant

(CDBG) funds to help pay for the project. While local priorities for the approximately \$500,000 per year the City receives for capital projects is to serve low/moderate income housing, the provision of child care is an appropriate use of the funds and could be available in some years when the local CDBG program is not committing all of its capital funding to affordable housing projects. This would require the use of the funds to deliver services to lower-income residents. The level of service provided to low income residents would be commensurate with the percentage of the funding provided through this program. . Also depending on the targeted clientele, there may be opportunities to access funds in support of welfare-to-work initiatives.

#### **LOCAL CORPORATE SPONSORSHIPS.**

Another potential source of funding for the center would be through a local corporate sponsorship program. In this model, the child care operator would develop corporate sponsorship agreements with local corporations who would "purchase" a number of slots to be made available to their employees for priority enrollment. There are several child care centers in Palo Alto which operate using this model.

### **3. Affordable Housing (Program H-1)**

To implement this Program, the City will negotiate a Below Market Rate (BMR) Program agreement with PAMF which will be approved via a development agreement. The BMR agreement will address the details related to the provision by PAMF of an affordable housing site and will include the identification of the specific land to be provided; the amount of land required to satisfy Program H-20; the methodology for determining the cost to the City of any additional land to be purchased by the City in order to obtain a larger housing site; the timing for the transfer of title to the site; and other matters.

The City currently has funds available in the Commercial Housing In-Lieu Fund which are dedicated to the development of affordable housing, including the acquisition of land. As of May 1999, approximately \$2.6 million is available in the Commercial Housing In-Lieu Fund. CDBG funds could also be used to fund land acquisition, however, the City's CDBG funds for the 1999-00 fiscal year are fully committed. The City would not develop the affordable housing itself, but would select a developer through a proposal process. The selected developer would prepare development plans, obtain planning entitlements and seek loans and subsidies for construction of the housing units. In order for rental housing to be affordable to low or very low-income households, subsidies and favorable financing must be secured. Possible programs that would be considered include the State and Federal low income housing tax credits, tax-exempt bond financing, federal HOME funds and City Housing Reserve Funds.

### **4. Roadway Improvements (Programs T-4, T-5, T-6, T-7, T-9, T-10, T-11).**

These programs call for a number of roadway improvements, including: possible relocation of loading zones near Whole Foods and Channing House; possible changes to pedestrian crossings on Homer; implementation of various measures to calm traffic in the area, including bulb outs etc.; possible addition of a traffic signal at Channing & Alma; and adjustments to the Homer/Alma traffic signal and intersection to accommodate access to the proposed railroad undercrossing. These improvements are intended to improve and facilitate traffic movement and enhance the overall urban



design qualities in the SOFA and enhance the pedestrian environment. Preliminary cost estimates for these improvements are in the range of \$0.5 million.

The Public Works Department, Streets Division, oversee street improvements. At present, the primary funding source for the above street improvements is the City's Capital Improvement Program (CIP). The primary sources of CIP funding are State Gas Tax subventions that fund the Street Improvement Program portion of the CIP, and General Fund contributions to the CIP that fund non gas tax-eligible projects.

Funding for SOFA improvements would need to be requested and secured through the City's CIP planning process, which could be initiated by a request for funding from the Planning Department. This request would be forwarded to the City's CIP screening committee. The request would then have to compete funding with other City projects to fit within the overall capital budget spending constraints.

Outside of the CIP process, there may not be any other existing funding mechanisms that would be appropriate for SOFA street improvements. Because the proposed street improvements are necessary as a result of changes in land uses proposed as part of the Plan, it may not be appropriate to establish a traffic impact mitigation fee for new development in the SOFA, unless a specific connection between a proposed improvement and a development project can be established.

## **5. Railroad Undercrossing (Program T-8)**

The Plan recommends the construction of the tunnel railroad undercrossing option, as opposed to the bridge or at grade crossing. The approximate cost of the undercrossing is \$2.5 million.

The primary source of funding targeted for this facility is proposed to be grant of funds from the newly approved federal transportation bill, TEA-21. The Bay Area Metropolitan Transportation Commission (MTC) distributes these funds in accordance with the regional transportation plan. Staff has submitted a request to the Valley Transportation Agency (VTA) for \$2,035,000 in second cycle TEA-21 funding, for inclusion in the priority ranking of Santa Clara County projects. A minimum local match of \$300,000 would be required, which equates to the amount to be contributed to the cost of construction by PAMF. The VTA Board is expected to approve the final list of projects to be submitted to MTC in early 2000. If the project is funded by MTC, the monies would be available in fall 2000 and would need to be encumbered by September 2002. Local funding could also include a contribution from Stanford University who have an interest in maximizing bicycle and pedestrian access across the railroad tracks to help them achieve the automobile trip reduction goals required in their General Use Permit from Santa Clara County.

## **D. Market/Economic Analysis**

The Coordinated Area Plan process included a detailed market/economic conditions background report synthesizing a range of information pertaining to the underlying economic factors and patterns that have shaped the Plan area up to the present, and

those for new development in the future. Data analyzed include population and household growth trends, household characteristics such as household type, tenure, and income; changes in the local housing stock and housing costs; and employment conditions. In addition to evaluating historic trends, the report also includes discussion of population, household, and employment growth projections for the area. After evaluating the basic economic and demographic conditions for the area, this report then examines the real estate market conditions for three different land-use categories that are prevalent in the SOFA area, including residential, retail, and office.

This report provided the necessary economic and demographic information to assist in the drafting of development standards and assist all individuals throughout the entire process in understanding the market trends to insure the Plan is realistic and valid. This report is referenced as Appendix H.

C HAPTER VII D RAFT MITIGATION  
MEASURES



## A. Introduction

The Environmental Impact report (EIR) prepared for the SOFA Coordinated Area Plan proposed twelve mitigation measures that would reduce potentially significant impacts associated with the project to a less than significant level. Details of the analysis done for this project is contained in the Draft EIR (DEIR) dated February 1999 and the Final EIR (FEIR) dated November 1999. The FEIR contains a summary table of all the identified impacts, the level of significance and proposed mitigation measures. These mitigation measures are summarized below and will take effect following City Council certification of the EIR and adoption of the SOFA Plan and are applicable to future development projects in the area.

### Mitigation #1

Incorporate the following specific measures into the draft Area Plan: Provide adequate loading zones in the vicinity of Whole Foods market. Prohibit double parking along Homer Avenue in this area. Alternatively, if adequate loading zones cannot be established, consider maintaining one-way (east to west) traffic flow on Homer Avenue between Bryant and Alma Street.

### Mitigation #2

Incorporate one of the following specific crosswalk mitigations into Program T-7 of the draft Area Plan:

- a) Move the Whole Foods entrance to the corner of the building adjacent to the Homer/ Emerson intersection. Remove the existing mid-block crosswalk and provide signing at the exit from the parking lot indicating that people should cross at the Emerson Street intersection. Provide landscaping along the stores' Homer Avenue frontage to discourage crossing at the location of the removed crosswalk;
- b) Remove the existing mid-block crosswalk and direct all crossings two car lengths to the east at the Emerson Street intersection. Landscaping should also be provided along the Whole Foods Homer Avenue frontage in order to discourage (block) crossings at the existing crosswalk location;
- c) Maintain the crosswalk in its existing location and provide curb bulb-outs to extend the edge of curb at the crosswalk to the edge of the travel lanes. Also, highlight the crosswalk by providing a highly visible (and different) crosswalk pavement surface texture, as well as raised buttons. Flashing lights in the pavement along each side of the crosswalk could also be considered. The bulb-outs would reduce the width of Homer Avenue to be crossed from 36 feet down to approximately 22 feet. Provide increased lighting specifically of the crosswalk area to increase pedestrian visibility at night;
- d) Consider maintaining one-way (east to west) traffic flow on Homer Avenue between Bryant Street and Alma Street in combination with measure c.

### Mitigation #3

The City shall include in the Area Plan specific guidelines for noise attenuation to comply with State noise insulation standards for those areas designated as Mixed Use combining districts, adjacent to Alma Street. The guidelines shall be added to the Area Plan prior to adoption and shall include but not be limited to the following criteria:

- a) Design of all future residential development within the planning area within the MU-1, MU-2, and AMF districts located in an area where the  $L_{dn}$  exceeds 60 dBA shall be subject to modeling of interior noise levels by acoustical engineers prior to construction to ensure compliance with City of Palo Alto standard of 45 dB  $L_{dn}$  for residential;
- b) All future residential development proposed in a noise environment of 65 dBA  $L_{dn}$  shall be designed so that all required exterior open space shall have a noise environment not exceeding 65  $L_{dn}$ . All future development within this specified district should employ design and construction methods and materials that reflect or absorb sound such as barriers, landscaping, soundproofing

construction materials, and double glazed windows where necessary to achieve desired noise levels.

**Mitigation #4**

The Area Plan shall provide a policy that stipulates that future project applicants shall, if determined necessary by the building official, contract with a qualified soils or geotechnical engineer to perform a detailed geotechnical study for any development proposed within the planning area. All mitigation measures identified in the geotechnical report shall be implemented in order to reduce geologic-related impacts to a less than significant level. The geotechnical report shall be subject to review and approval by the Palo Alto Building Division prior to grading activities.

**Mitigation #5**

All future developers within the planning area shall incorporate Best Management Practices (BMP's), as defined within Policy N-21 of the Comprehensive Plan, into project plans. Preparation of a stormwater pollution prevention plan identifying the specific BMP's to be followed during the project is the responsibility of all future project developers. Incorporation of BMP's shall be completed prior to grading permit approvals, subject to approval by the City Public Works Engineering Division.

**Mitigation #6**

For all redevelopment projects on sites suspected by the City of containing groundwater or soil contamination within the planning area, the City shall require that the project proponent hire a qualified environmental testing company to collect and test random soil samples for analysis of soil and groundwater contamination. The environmental consultant, hired by the project proponent, shall comply with all regulations governing sampling methodologies, shipping and handling procedures, and testing methodologies. The analysis shall comply with the planned schedule and analytical procedures for providing the information specified in the State of California Environmental Protection Agency Department of Toxic Substances Control's Preliminary Endangerment Assessment (PEA). Validated data shall be submitted to the Santa Clara County Department of Health, the Santa Clara Valley Water District, and the State of California Environmental Protection Agency Department of Toxic Substances Control for review. In the event that contamination is discovered, affected soils shall be removed in compliance with all federal and state regulations governing clean-up procedures and disposal of hazardous materials. Clean-up shall be certified as complete by the Santa Clara County Department of Health and the Santa Clara Valley Water District.

**Mitigation #7**

The Area Plan shall be amended to include the following policy:

All development projects shall be required to comply with the City of Palo Alto Fire Department standards and procedures for asbestos containing material.

**Mitigation #8**

The Area Plan shall be amended to include a policy that requires all new significant development projects submitted for ARB review, prepare construction recycling plans as part of the project approval process. The construction recycling plans shall include the following specific steps to achieve the goals of AB939 of 50 percent diversion by 2000:

- a) Recovery of concrete, asphalt, and other inert solids;
- b) Recovery of scrap metals;
- c) Salvage of building fixtures and other re-usable items; and
- d) Siting containers at the construction site for cardboard, beverage containers, wood, and other recyclable materials.

The construction recycling plan shall be implemented through explicit provisions in demolition and construction contracts.

**Mitigation #9**

The Area Plan shall be amended to include a policy that requires all new significant development projects prepare operation recycling programs, as part of the individual project approval process, that will meet the goals of AB939 of 50 percent diversion by 2000. The on-going programs shall describe the proposed diversion rates for different material types and the location to which they will be diverted, as well as locations, areas, types of bins, etc. In addition, the program should contain the following specific information:

- a) Specific locations, square footage, and equipment that would be used to hold and handle recyclables (i.e., cardboard, compactors, glass bins, can bins, paper bins, etc.) and solid waste.
- b) The locations of containers within the retail facility near high volume pedestrian areas to encourage waste minimization and recycling; and
- c) Store layouts that incorporate space for the storage of recyclable material, principally cardboard, prior to its movement to another area for processing and transport.

The above recommended mitigation measures are also provided in the Palo Alto Comprehensive Plan Update EIR.

**Mitigation #10**

The Area Plan shall include a requirement for specifications to preserve trees and landscaping either protected, or considered for protection, by the Area Plan. The specifications shall require that all improvement and development plans use the Tree Preservation and Management regulations (PAMC 8.10) standards and specifications for:

- tree reports;
- protection of trees during construction
- replacement and planting of trees
- maintenance of trees after construction

The Area Plan shall include provisions for reforestation and revegetation of right-of-way planting areas. Species and specifications shall be consistent with Guidelines for Tree Management & Removal Program. All final construction plans for projects in the planning area shall be subject to review and approval by the City of Palo Alto Arborist prior to approval.

**Mitigation #11**

The following measures would serve to reduce the extent of the impacts of the Area Plan on historic resources in the planning area.

- a) Implement provisions of the Historic Preservation Ordinance (HPO).
- b) Add a policy and/or implementing development standards to the plan that would reduce or eliminate the development pressure on the historically commercial properties on the south side of the 200 block Homer Street plus the properties at 800 Emerson, 801 Ramona, 260 Homer, and 268 Homer and require that all new construction or modification to structures on these properties be subject to the provisions of the Historic Preservation Ordinance.
- c) Add a policy and/or implementing procedure to the plan as necessary to require that all development projects on properties adjacent to designated historic structures be subject to review by the HRB. The HRB recommendations would be advisory to the decision making body on the project. Implementation of the mitigation measure listed above would reduce the level of significant environmental impacts to historic structures.

**Mitigation #12**

The Area Plan shall include a policy that states the following:

In the event that archaeological resources or human remains are discovered during grading or construction activities, all work shall cease within 150 feet of the find until it can be evaluated by a qualified, professional archaeologist. If the find is determined to be significant, appropriate mitigation measures shall be developed and implemented in accordance with Appendix K of the CEQA Guidelines. Any discoveries shall be reported to the City of Palo Alto Community Development Director for forwarding to the Historic Resources Board.



**C**HAPTER VIII    **A**CKNOWLEDGMENTS



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